CHAPTER ONE

BACKGROUND, PROBLEM FORMULATION AND AIMS

1.1   INTRODUCTION

In 1994 South Africa's first democratic elections took place. In December 1996 the new Constitution of the Republic of South Africa Act No 8 of 1996 was adopted, which made all South Africans equal before the law and provided the right to equal education for all South Africans. A subsequent development was the introduction of a new curriculum to cater for the needs of all South African learners. The government wished to introduce a curriculum focused on developing learners who are independent, critical thinkers who can participate actively in society.

According to Jansen and Christie (1999:145), since South Africa's first post-apartheid election in April 1994, three national curriculum reform initiatives focused on schools have been introduced. The initiative attempted to remove racially offensive and outdated content from the old curriculum (school syllabus) used during the apartheid period. The Department of Education (2001:10) called this initiative a process of syllabus revision and subject rationalism. The main aim was to lay the foundation for a single national core syllabus. During the process of revising and rationalising school subjects, racist and other insensitive language was to be removed from existing syllabi (Department of Education 2001:10).

Pretorius (1998:viii) asserts that "the traditional curriculum (school syllabus) as the first curriculum initiative, was seen to be irrelevant" since it was geared to the needs of minorities in many ways. Pretorius (1998:viii) mentioned that educationists highlighted the following problems with the traditional education model in South Africa:

- the curriculum was too structured, prescriptive and not easily adaptable with little room for educational initiative;
- traditional curriculum processes were too restricted and without any stakeholder participation in the decision making process;
- the accent fell on academic education and neglected skills in education;

- a large gap existed between education in the formal education sectors and training by employers;

- too great an emphasis was placed on differentiation in the form of a wide variety of subjects. A successful economy needs citizens with a strong foundation in general education to equip them to move easily between various vocations;

- the curriculum was content-based, the teacher instructed and the learners memorised;

- it was teacher-centred, rather than learner-centred;

- learner achievement was measured in terms of symbols and percentages, which are often no real indication of actual performance; and

- learner achievement was compared with that of other learners and led to excessive competition.

The second curriculum initiative was the introduction of continuous assessment. The Department of Education (1997b:12) states that continuous assessment involves recording observations of a learner's progress. This information is used to guide the learning process and teaching process. According to Kramer (1999:39), continuous assessment is an approach that makes teaching, learning and assessment part of the same process. Kramer (1999:37) defines assessment as the way that educators gather information to gauge or decide whether the outcomes have been achieved properly.

The traditional model of assessment was a cycle of 'teach, test, teach, test'. This model means that first educators teach, then test what has been learned and, if learners pass, educators move on to teach again (Kramer 1999:39). In the past educators had to leave all assessment to the end of the learning process. According to the new approach, continuous assessment aims at achieving three main results (Kramer 1999:39):

- to gather a wider variety of evidence of learning that can be used for assessment;

- to provide different and varied opportunities to gather evidence; and

- to spread and interweave assessment activities through the learning process, rather than to leave all assessment to the end of the process of learning.

According to the new Outcomes-based Education (OBE) approach, continuous assessment requires educators to assess learners not only by marking their work, but also by assessing different kinds of written and oral work completed for examinations or tests (Department of

Education 2001:23). In the past assessment was summative; in the new approach assessment is formative. Summative assessment is conducted at the end of a lesson, a unit or a course. In contrast, the latter is conducted during instruction, again either formally or informally (Van der Horst & McDonald 1997:171-172). Continuous assessment is a very important tool to assess the progress of the learner. This type of assessment shows whether the learners are making progress toward achieving the learning outcomes or not (Department of Education 2001:23).

The third curriculum initiative was the introduction of OBE. At first OBE received overwhelming support and it was regarded as the most ambitious curriculum policy ever in the history of South Africa (Jansen 1998:321). The Department of Education also regarded OBE as an education approach that would address future needs more satisfactorily than in the past. It is believed that OBE would implement technological inventions and changes that have taken place in the work environment (Pretorius 1998:xi).

The following table shows the difference between the traditional (old) curricula and new (OBE) curriculum:

Table 1: Differences between the 'old' and 'new' approaches (Adapted: Department of Education 1997a:6)

OLD APPROACH	NEW APPROACH
Passive learners	Active learners
Exam driven	Ongoing assessment of learners
Rote-learning	Critical thinking, reasoning, reflection and action
Syllabus is content-based and broken down into subjects	An integration of knowledge; learning is relevant and connected to real-life situations
Textbook/worksheet bound; educator-centered	Learner-centered; educator is facilitator; educator is constantly using group work and team work to consolidate the approach
Syllabus is rigid and non-negotiable	Learning programmes are guides to allow educators to be innovative and creative in designing programmes
Educators responsible for learning; motivation depends on the personality of the educator	Learners take responsibility for their learning; motivated by constant feedback and affirmation of their worth
Emphasis on what the educator hopes to achieve	Emphasis on the outcomes (what learners become and understand)
Content placed into rigid time frames	Flexible time frames allow learners to work at their pace
Curriculum development process is not open to public comment	Comment on input from the wider community is encouraged

OBE is implemented in Curriculum 2005 (C2005). C2005 is the new national curriculum for the twenty first century and embodies the uniting vision for transforming apartheid education. According to Van der Horst and McDonald (1997:5), C2005 endorses the concept of lifelong learning, whereas OBE focuses on the outcomes of the education process. The underlying philosophy of C2005 is the outcomes-based approach to education and learning. Thus,

everything in the education system is focused and organised around what is essential for all learners to be able to do successfully at the end of their learning experience (Botha & Hite 2000:131). The Department of Education sought a type of education that would close the gap between the classroom and real life in all its complexity. OBE is based on the premise that managers and educators can help the learners to create definite and reliable evidence of achievement. Kramer (1999:3-5) stated that the Department of Education could not afford to lower standards, so, ideally, OBE would bring about high quality teaching and learning. In addition, Pretorius (1998:vi) indicates that the education system regards OBE as the model to address future needs more satisfactorily than in the past and implement technological innovations and changes that have taken place in the global environment. OBE could lead South Africa to become a prominent industrial country in the world.

Most prominent industrial countries have changed to some or other form of OBE and South Africa is gaining from their experience. Countries like the United States of America, Canada, England, Australia, New Zealand and Japan have adopted OBE (Pretorius 1998:vi). These countries have developed well-balanced OBE management strategies. South Africa is still in the process of implementing the new approach. Thus, it should be realised that South African conditions and its fiscal position are different from the mentioned countries. Some major differences are the status of school managers and the qualifications of most educators compared with the above-mentioned countries. These differences may contribute to negative perceptions and attitudes of school managers towards the implementation of OBE in South Africa.

In the early days of implementation, educators were made aware of the new dispensation and the move toward OBE through policy documents supplied during workshops and orientation courses on OBE. Media reports served as an awareness strategy of the Department of Education and the district workshops offered by OBE co-ordinators and facilitators. However, these workshops were insufficient to shed light on both the theoretical part of OBE management and planning strategies. Chisholm (2000:3) confirms that the cascade model of training has proved inadequate and the district trainers often did not understand OBE. The Department of Education appealed to schools to make January 1998 the non-negotiable deadline for the implementation of OBE in the foundation phase (Jansen 1998:322). The Department of Education made this statement without considering the preparedness of school

managers to implement OBE in practice. Such a statement may be regarded as emotional, hence impacting on school managers' attitudes toward the implementation of OBE.

A factor that impacted even more negatively on the attitudes of educators was voiced in one of the principal criticisms of OBE. This was that the management of OBE would multiply the administrative burdens placed on educators. School managers managing OBE would have to monitor individual learners' progress against outcomes, administer appropriate forms of assessment and maintain comprehensive records (Jansen 1998:321). Indeed, this new curriculum increased the workload of educators, especially after the rationalisation and redeployment policy. The latter meant that educators who are in excess in their schools had to leave their present schools for posts in the most disadvantaged schools. Hence, their loads were to be distributed among the remaining educators. Gale (2000:8) reported that the educator's workload has sharply increased, resulting in high levels of stress, tension and anxiety.

The management strategies of the school managers are greatly influenced by the increase in the educator's workload. The high levels of stress, tension and anxiety experienced by educators are an important factor contributing to negative attitudes of school managers in the implementation of OBE. Control and management of work become very difficult in situations like these. Assessment strategies are complicated and quality of education and quality assurance is unattainable.

According to Botha and Hite (2000:129), OBE was introduced on the assumption that it would lead to an increase in the quality of education in schools. Quality education is supported and informed by sound management practices. The Department of Education (s.a:1) maintains that the diversity of the school environment reflects and necessitates diversity in management structures and procedures. Lack of professional development support for school managers is a decisive factor leading to negative attitudes toward the implementation of OBE in township schools. These negative attitudes cause resistance, insecurity and anxiety among the school managers regarding the implementation of OBE.

The Department of Education (s.a:1) reflects that the idea of whole-school development is essential for the successful implementation of OBE. Whole-school development is the Department of Education's strategy to empower educators, school management teams (SMT) and school governing bodies (SGB) to realise quality education. The problems of implementing OBE centre on the ineffectiveness of workshops to address the basics of OBE management and control in secondary schools. Negative attitudes are created among school managers due to a lack of knowledge. In the light of the above-mentioned problems, an investigation will be undertaken to determine the influence of these changes on the attitudes of school managers and how these attitudes affect the implementation of OBE. School managers' attitudes toward the implementation of OBE can have either an adverse or a positive affect. On the basis of the investigation, recommendations will be made to enhance positive attitudes toward the implementation of OBE.

1.2   PROBLEM STATEMENT

The preceding discussion has outlined issues arising from the implementation and management of OBE in schools. The problem investigated in this study is formulated as follows: How do school managers' attitudes influence the implementation of OBE in secondary schools in the Mafa circuit, Umlazi South district in the Durban South Region, KwaZulu Natal?

The main research problem suggests several sub problems formulated as follows:
- What is Outcomes-based Education?
- What are the implications of the implementation of OBE for school managers?
- What are the school managers' attitudes toward the implementation of OBE?
- What impact do these attitudes have on the implementation of OBE?

1.3   AIMS AND OBJECTIVES

The broad aim of the research is to investigate the impact of school managers' attitudes on the implementation of OBE in secondary schools in the Mafa circuit, Umlazi South district in the Durban South Region, KwaZulu Natal. The specific objectives of the research are indicated below:

- To clarify and describe the concept of OBE;
- To unearth the implications of the implementation of OBE for school managers;
- To unveil school managers' attitudes toward the implementation of OBE;
- To unlock the impact of the school managers' attitudes on the implementation of OBE.

To achieve the above aim and objectives, the following research design and methodology will be used.

1.4   RESEARCH DESIGN AND METHODOLOGY

This research will be carried out by means of a literature study and an empirical investigation.

1.4.1   Literature study

Primary and secondary sources will be used in the literature review to provide a background to the empirical investigation. Each source will be carefully chosen, studied and investigated with the purpose of drawing out only data that is current, reliable and applicable. Primary sources are regarded as original data collected as part of research studies. In the study of primary sources the researcher has concentrated on the following official documents:
- Government gazettes containing relevant policies and legislation;
- Reviews and reports of the Department of Education.

Secondary sources are regarded as data originally collected at an earlier time, usually by a different person or researcher for a different purpose than the current research problem at hand (Johnson & Christensen 2000:152).

1.4.2   Empirical investigation

Johnson and Christensen (2000:17-18) distinguish between quantitative research and qualitative research designs. The former is defined as research relying primarily on the collection of numerical data; the latter is defined as research relying primarily on the collection of non-numerical data such as words and pictures (Johnson & Christensen 2000:17). In the case of this research a primarily qualitative design will be used to investigate

the effect of the SMT's attitude on the implementation of OBE. Since the research aims at describing attitudes, the researcher decided to use a qualitative phenomenological approach. The research does not endeavour to intervene in the general flow of the SMT's behaviour. Thus, the inquiry aims to produce data that reflects the natural environment of the participants and describe it in depth. These factors strengthen the researcher's choice of qualitative research methodology. Moreover, the researcher will use the participants' own language when reporting on the research project.

1.4.2.1 Pilot study

A pilot study is a prerequisite for the successful execution and completion of a research project. It allows a researcher to acquire thorough background knowledge about a specific problem that the researcher intends to investigate. The purpose of the pilot study is to improve the success and effectiveness of the investigation (De Vos, Strydom, Fouche, Poggenpoel & Schurink 1998:178-182). In this study, the researcher intends to use a preliminary pilot to identify the possible unforeseen problems, which may emerge during the main investigation. The pilot study will be a valuable means to gain practical knowledge of and insight into the problem. A pilot study will assist the researcher in making necessary modifications of the data gathering instruments (the interview schedule and the questionnaire) before the main investigation proceeds (De Vos *et al* 1998:183).

1.4.2.2 Sampling and selection of participants

Johnson and Christensen (2000:156) maintain that sampling is the process of drawing a sample from a population. In this investigation, the researcher will use purposeful sampling, which is sometimes called criterion-based sampling. Criterion-based selection means that the researcher specifies the characteristics of a population of interest. Lemmer (1993:90) states that when qualitative researchers design their study they search purposefully for participants or a site that is information rich. Most qualitative researchers prefer to determine the minimum sample size at the outset of the investigation. They are seeking to obtain in depth understanding of a particular phenomenon. They believe what is important is the richness of the information that the sample will render. In the case of this study, the researcher will select five secondary schools in the Mafa circuit of the Umlazi South district, which are currently

9

implementing OBE in grade eight and nine. These schools are selected on the grounds that they are information rich.

1.4.2.3 Data collection methods

Data will be gathered by means of a questionnaire and semi-structured interviews. The use of multiple methods gives the researcher an opportunity to compare the responses and data collected hence producing accurate, reliable and valid data.

In a qualitative investigation, the semi-structured interview is adopted as a suitable method for data collection as it allows the interview to secure lucid, accurate and full accounts from participants based on their personal experience. The semi-structured interview is understood as a guided conversation in which the interviewee rather than the interviewer impose the structure of the interview. The interviewer uses a flexible schedule of topics or questions arising from the literature study to guide the interviewing and ensures that certain important areas are covered. The aim of the semi-structured interview is to illicit rich, detailed verbal material that reveals the perspective of the participant (Bogdan & Biklen 1992:136). Hoberg (1999:82) states that the semi-structured interview is an open situation with great flexibility and freedom and is usually recorded on the audiotape. In the case of this study, the researcher intends to conduct semi-structured interviews with the principals of five chosen secondary schools.

According to Johnson and Christensen (2000:127), a questionnaire is a self-report data-collection instrument that each research participant fills out as part of a research study. They maintain that researchers use questionnaires so that they can obtain information about the thoughts, feelings, attitudes, beliefs, values, perceptions, personality and behavioural intentions of research participants. The researcher intends to complement the interview data with data gathered by a questionnaire administered to the deputy principals and Heads of Departments (HOD's) at the five secondary schools. The questionnaire consists of nine closed items and 15 open items. The latter will enable participants to respond in anyway that they please (Johnson & Christensen 2000:131).

The researcher will obtain permission from the district manager (DM) as well as school principals for the research since the study will include visiting school managers during school hours to distribute and collect questionnaires and to conduct interviews.

1.4.2.4 Data analysis

Qualitative data analysis will be adopted in this study. Data in qualitative research is usually in the format of textual narratives (i.e. transcribed interviews), written descriptions of observations (field notes) and the reflection of ideas and conjectures recorded daily in the researcher's record book (De Vos *et al* 1998:335). The researcher proposes to analyse data on a daily basis as he gathers and transcribes the recorded data. The researcher will transcribe the interviews and analyse the text derived from them and the questionnaires, read and re-read transcripts, code data and search for the relationships. Coding refers to the process whereby a segment of text that carries the same meaning is given a suitable name or description (Johnson & Christensen 2000:427-444).

1.4.2.5 Reliability and validity

Johnson and Christensen (2000:100-122) state that reliability refers to consistency or stability of the responses obtained from data gathering procedures. Validity inquires whether the researcher has determined what he intended to determine. Techniques to ensure reliability and validity of the research are described in detail in Chapter 3.

1.5   EXPLANATION OF CONCEPTS

The following concepts are central to the study and require further explanation.

1.5.1   Attitudes

According to Van der Horst and McDonald (1997:36), attitudes refer to a personal feeling or belief, which influences one to act in a certain way. Attitudes can be positive or negative depending on an individual perception of different things or situations. It is further said that attitudes are acquired through our lives and can influence social behaviour and affects the

choices that people make. Vrey (1993:267) described attitudes as a general tendency or state of preparedness to behave in a particular way concerning a particular subject. Attitudes can be favourable or unfavourable depending on the individual generation of his or her own experiences about a particular subject. An attitude is a mental or neutral state of readiness organised through experiences; directive or dynamic influence upon the individual response to all situations with which it is related (Van den Aardweg & Van den Aardweg 1993:28). These definitions suggest an individual's ability to complete a given task successfully depend, among others, on his or her attitude towards the subject.

1.5.2   School managers

According to the Department of Education (2000a:82), the term managers refers to all public school principals, heads of colleges, further education and training institutions, adult basic education and training centres, early childhood development centres, all office based educators or heads of districts, circuits and/or regions. Kroon (1998:8) defines the term manager as a person who has been appointed in a leading position, has committed himself or herself to that task, and takes the lead in the execution of specific tasks by concentrating on the employees under his or her control. He or she determines how to motivate others and decides how to do things correctly.

Therefore, a school manager is a person who controls or administers the affairs of the school. The school managers referred to in this investigation are as follows:
- The school principal;
- The deputy principal;
- The heads of departments.

1.5.3   Outcomes-based Education

Spady (1993:5) defines the concept outcome as a culminating demonstration of the entire range of learning experiences and capacities that underlie it. The word based means to direct, define, derive, determine, focus and organise what we do according to the substance and nature of the learning result that we want to realise eventually. OBE means focusing and organising an education system around what is essential for all learners to succeed at the end

of their learning experiences (Spady 1993:5-6). This means starting with a clear picture of what is important for learners to be able to do, then organising curriculum, teaching and assessment to make sure that learning ultimately happens.

According to Boschee and Baron (1994:194), the concept of OBE is defined as learner centred, result-oriented design based on the belief that all individuals can learn. OBE is designed to promote attitudes, values and skills that are needed by the learner and the society. In this way, the learner is equipped with what he or she should know to be able to participate actively in society (Department of Education 1997b:vii). OBE is a philosophy or approach underlying curriculum development and implementation.

1.5.4 Curriculum 2005

The term Curriculum 2005 refers to the time frame for implementing or starting the new curriculum in different grades in South Africa (Department of Education 1999:7). It is an uniting vision for transforming apartheid education. It reflects the paradigmatic shift in the South African education system from the previous emphasis on content to a focus on outcomes.

1.5.5 Impact

The term impact refers to an influence or effect (Hawkins 1994:225). In this study, the term impact will refer to the effect of personal feelings, beliefs, social behaviour or mental state of readiness organised through experiences with regard to a particular subject.

1.6 OUTLINE OF THE STUDY

Chapter 1 provides the introduction to the study, the problem formulation and aims of the study. It outlines the research design and methodology used and clarifies certain concepts that will be used in this study.

Chapter 2 reviews relevant literature and builds a conceptual framework for an understanding of the attitudes of school managers concerning the implementation of OBE.

Chapter 3 gives a brief description of the research design. The method of data collection and analysis will be explained.

Chapter 4 contains the presentation, discussion and interpretation of the findings.

Chapter 5 provides a summary of the research, the main conclusions and provides recommendations. Limitations of the study are also highlighted in this chapter.

1.7   SUMMARY

In chapter one, concerns were raised regarding the implementation of OBE in South African schools, with specific reference to the impact of the attitudes of school managers on the implementation of OBE in schools. The research design and methodology that will be employed in the study, its aims and objectives, sampling issues and outline of the study were identified and explained. The next chapter reviews relevant literature and builds a conceptual framework for an understanding of the attitudes of school managers concerning the implementation of OBE.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

This chapter provides a review of the literature. The aim is to build a conceptual framework for an understanding of the attitudes of school managers concerning the implementation of OBE in secondary schools in South Africa.

2.1.1 Past management of schools

The aim of school management is to provide sound support to learners and educators. Quality management is the responsibility of school managers at all levels of management. Quality is not achieved by accident or by management dictates alone; it requires change in management behaviour and the attitude of stakeholders to quality management (Hawkins 1994:56). Van Schalkwyk (1994:14) states that schools cannot perform their functional tasks effectively if they are poorly managed.

The post-apartheid school-based curriculum management supports the implementation of OBE. This management requires a vast number of new management strategies. Management strategies and structures administered during the apartheid education system are not relevant in the post-apartheid system of education in South Africa. The Department of Education (2000a:1) states that the apartheid education system was based on top-down management and leadership. The apartheid state managed a centralised curriculum policy system, which has been described as context blind and discriminatory (Jansen & Christie 1999:4). It was characterised by inequality, regionalism and gender inequality. The principal managed the school unilaterally, while the Department of Education made the managerial decisions.

Principals and educators were constantly at the receiving end of top-down management structures (Department of Education 1996:19). Principals worked in a regulated environment and were accustomed to receiving direct instructions from the department officials. Districts and circuit offices tended to function as administrative units and were unable to respond to

community needs (Department of Education 1996:19). A bureaucratic and authoritarian management system was implemented. For these reasons, there is a grave need for change in management strategies to achieve the required aims in the post-apartheid system.

2.1.2   The shift to a new management paradigm

Van Wyk and Claassen (1999:45) states that South African education has undergone extensive change during the past few years. Since 1994, restructuring of the education system has been one of government's top priorities. The education system has changed from a racially based to a geographically based one; compulsory education for all learners has been instituted, an outcomes-based approach to education has been introduced; the higher education system has been investigated and a qualification framework has been established.

In the past school managers and educators' roles and responsibilities were fixed and authority and control were the sole responsibility of a few people: principals or the deputy principals. In a democratic dispensation, OBE approach in education requires a much more flexible structure so that schools can adapt to change. The move towards a more flexible and less hierarchical structure means that responsibility is shared among stakeholders. Creating a collaborative management culture requires that those in senior management positions in the school learn to understand leadership roles in terms of empowering others in the organisation rather than controlling them (Department of Education 1997b:12).

Previously school managers commanded respect because of their status. This status was entrenched through certain privileges such as special parking places or names on the office doors of senior managers. These distinctions between management and educators created mistrust and resentment. According to the Department of Education (1997b:13), in the new dispensation school managers should try to move towards a system where an individual's position in senior management is not the only basis for respect. Instead this respect should be earned by school managers demonstrating to educators and learners that they are worthy of this respect because they can get things done. School managers should command their respect because of their performance not their status (Department of Education 1997b:13).

During the previous dispensation many schools and classrooms were run efficiently: schools were neat and quiet, yet they still produced poor matriculation results and had high dropout rates. In other words, the schools were not effective (The Department of Education 1997b:13). Since 1994 a new emphasis has been placed on the effectiveness of schools as learning organisations. Effectiveness involves a commitment to continuous development and improvement and a constant endeavour for small but significant improvements in a process involving everyone in the school.

Moreover, according to the Department of Education (1997b:14), during the apartheid era, school managers assumed that educators were unable to work without constant direction, supervision and tight control. In the new dispensation, the approach is to ensure that the agreed outputs are achieved by entrusting educators and learners to work towards these outputs without constant supervision. Thus, school managers should create and develop a culture that enables committed educators to work without constant supervision (Department of Education 1997b:14).

However, the shift to a new paradigm regarding the management of schools can cause considerable stress to managers and disturbance in the school system. The changed view of management required may affect the attitudes of school managers to the implementation of OBE in secondary schools adversely. Therefore, school managers are in great need of clarity regarding their role in the management of the implementation of OBE.

2.2   THE CONCEPT OF OUTCOMES-BASED EDUCATION

The inception of OBE in schools marked the transformation of education in South Africa. Most school managers and educators are prepared to learn more about the concept of OBE. The concept will be clarified in the ensuing paragraphs.

2.2.1   Outcomes-based Education

Many educators and parents are concerned about the kind of education system envisaged for South Africa. Van der Horst and McDonald (1997:7) describe OBE as an educational

approach, which requires teachers and learners to focus their attention on the following aspects:

- The desired result of each learning process. These desired end results are called outcomes of learning.
- The instruction and the learning process that will guide the learners to these results.

According to Boschee and Baron (1994:194) the concept OBE is defined as learner centred, result-oriented design based on the belief that all individuals can learn. In broad terms, OBE is considered:

- A commitment to the success of every learner;
- A philosophy that focuses educational choices on the needs of each learner;
- A process for continuous improvement.

2.2.1.1 Defining an outcome

Various definitions of an outcome have been developed. Spady (1993:49) explains clearly that outcomes are "not simply the things learners believe, feel, remember, know, or understand … outcomes are what learners actually can do with what they know and understand. Outcomes 'happen'. They are the learning results we desire from learners that lead to culminating demonstration." Spady (1996:51) states that outcomes of significance are those that "are worth pursuing and accomplishing." These outcomes are consolidated as part of the general knowledge of learners and are important for their educational and career needs. Spady and Marshall (1991:9), comment: "Good outcomes have to have three elements: the content (knowledge), the competence (what the student is doing) and setting (under what conditions the learner is performing)." An outcome, therefore, "… is not simply the name of the learning content, concept or competence, or a grade or a test score, but actually demonstration in an authentic context" (Department of Education s.a:3).

According to Oliver (1998:25), an outcome is described as having a verb, a noun or object and when necessary, a qualifier. The verb signifies the activity that articulates what is going to be achieved. It names and limits the issues to be addressed. The qualifier refers to the technology, methodology, dimensions, scope, depth, level of complexity and parameters of the achievement, which must be used or applied. Jansen (1998:322) remarks that "outcomes

make explicit what learners should attend to. Outcomes direct assessment towards specified goals. Outcomes signal what is worth learning in a content-heavy curriculum. Outcomes can be a measure of accountability (a means of evaluating the quality and impact of teaching in a specific school)."

According to Spady (1993:4), an outcome is an actual demonstration of learning that occurs at the end of a learning experience. An outcome is the result of learning, which is visible and it is the observable demonstration of three things:

- Knowledge combined with;
- Competence combined with;
- Orientation (attitudinal, effective motivation and relational elements that constitute a performance).

The word 'based' means to direct, define, derive, determine, focus and organise what educators do, according to the substance and nature of the learning results that educators want to have happen at the end (Spady 1993:5). When these two terms (outcomes and based) are put together, the compound word outcomes-based implies that educators will design and organise everything educators do, directly around the final intended learning demonstration (Spady 1993:5-6).

Le Roux and Loubser (2000:100) state that OBE is learner centred and the emphasis is on what the learner should be able to know, understand, do and become. The Department of Education (1997b:48) reveals that in an OBE approach the emphasis is on what learners know and can do at the end of a process of learning and teaching, rather than just on their completing specific components. Van der Horst and McDonald (1997:7) state that OBE is a learner-centred, results-oriented approach to learning, which is based on the following underlying beliefs:

- All learners must be allowed to learn to their full potential;
- Success breeds success;
- The learning environment is responsible for creating and controlling the conditions under which learners can succeed;
- All the different stakeholders in education such as the community, teachers, learners and parents share in responsibility for learning.

Spady (1993:1) defines the OBE as "focusing and organising a school's entire program and instructional efforts around the clearly defined outcomes we want all learners to demonstrate when they leave school." This means starting with a clear picture of what is important for learners to be able to do, then organising curriculum, teaching and assessment to make sure that learning ultimately happens.

The following paragraph describes the origins of OBE.

2.2.2 The development of OBE

The OBE movement, as it is known today, is based on the pioneering ideas of Ralph Tyler and Benjamin Bloom. Tyler and Bloom viewed learning as based on findings, which suggest that learning is a systematic process (Malan 1997:13). Tyler's basic principles of curriculum and instruction emphasised a logical progression from the simple to the complex. These progressive steps could be described in terms of learner competencies or learning objectives (Malan 1997:13). Tyler (in Van der Horst & McDonald 1997:9) identified essential issues which educators need to consider when developing curriculum and planning their instruction in an OBE lesson. These are:

- Educational purposes (what the learner must be able to do after instruction);
- Content (the content to which the learner's action applies);
- Organisation;
- Evaluation.

On the other hand, Bloom developed a theory known as *Bloom's taxonomy*. This taxonomy provides educators with a framework according to which objectives could be organised for instructional use and assessment (Van der Horst & McDonald 1997:10). His taxonomy is shown below:
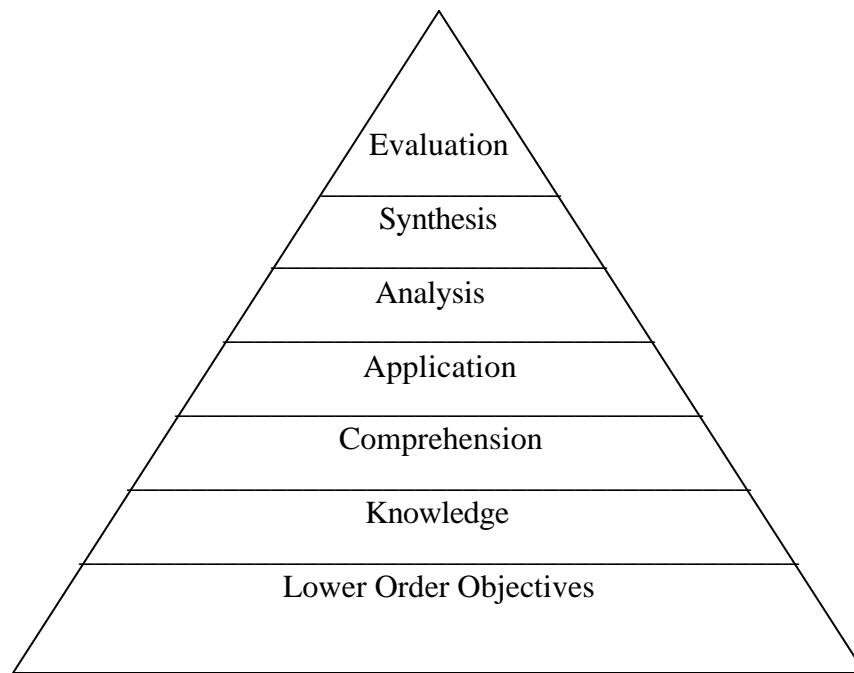
Figure 1: Bloom's taxonomy (adapted by Van der Horst & McDonald 1997:9)

In 1963, John B. Carroll made a statement in an article 'A Model of School Learning' about the nature of schooling in America:

- All children and all educators are given the same amount of time to get things done in schools, regardless of what is to be taught and what is to be learnt. This means that time is uniform and does not vary with what is to be learnt.

- At virtually every school learning results are variable. Schools do not expect anything other than high level of achievement from some learners and low levels of achievement from others. They attribute those levels essentially to the intelligence of the learner (Spady 1993:12).

In response to this situation, a model of school learning was proposed in which:

- The tasks required to be accomplished by learners are clearly defined and fixed. There would be a uniform standard set as a minimum for every one.

- All learners would not be expected to accomplish those tasks in the same time. This implies that some learners would do the task sooner and others do it later, but the fact is that the tasks are done.

According to Spady and Schlebusch (1999:27), Carroll discovered that aptitude for learning is not a generically determined "ability" to learn, but the "rate" at which we learn new things. Carroll's idea was that "some of us learn to do the same difficult things faster than others learn to do the same thing, subsequently, we all get to the same level of performance" (Carrol in Spady & Schlebusch 1999:28). Building on Carroll's ideas, Bloom published a treatise in 1968 that was largely an extension of Carroll's work. His paper was called 'Learning for mastery' and defined a fixed level of performance. Bloom and his associates proclaimed that mastery learning means that if the proper conditions are provided, 90-95% of learners will master most objectives successfully. Mastery learning was introduced to ensure that learners are granted opportunities to be successful at most tasks by providing an appropriate learning environment, materials and back-up guidance (Van der Horst & McDonald 1997:11). However, mastery learning and OBE are not synonymous; mastery learning is one possible expression of practice in an OBE context. Towers (1992:293) defined mastery learning as "organising instruction, providing learners with regular feedback on their learning progress, giving guidance and direction to help learners to correct their individual learning difficulties and provide extra challenges for learners who have mastered their material."

These pioneers of OBE later introduced criterion-referenced assessment. This approach refers to testing in which a learner's scores are compared to a set of standards. Therefore, the scores of learners are not compared to those of other learners (Van der Horst & McDonald 1997:12). Towards the end of the 1960's, Americans introduced competency-based education. The major reason for introducing competency-based education was to prepare learners for life after school. It focused on the achievement of specific competencies (Van der Horst & McDonald 1997:10). By the early 1970's, a crisis of confidence in education in America developed. This led to the debate about the feasibility of developing national frameworks for the school curriculum and possible advantages and disadvantages of national systems of assessment (Malan 1997:2). These approaches formed the basis for the development of OBE.

 In 1988, Britain adopted a national school curriculum whereas Australia and New Zealand launched major projects to investigate the possibility of standardising national qualification and building bridges between school education and vocational training. The results of the investigation led to the development of national qualification frameworks (NQF) (Malan 1997:3). Subsequently, a number of countries including South Africa, started with the

development of their own NQF's. In South Africa the Education White Paper detailed information on the structure of NQF early in 1995. In June 1995 a draft of the NQF bill was published and in October 1995 an Act was passed to establish the South African Qualifications Authority (SAQA). The SAQA was established to act as the overall national authority to govern, manage and recognise all educational and training qualifications in South Africa (Kramer 1999:129). The NQF aims to improve the quality of education. It provides learning opportunities for learners regardless of age, circumstances, gender and level of education and training. It allows learners to learn on an on-going basis (Department of Education 1997a:4).

Against the background of the development of the notion of Outcomes-based Education, the following section presents an interpretation of OBE.

2.2.3   Interpretation of OBE

Moodley (2000:18) criticizes the introduction of OBE as a panacea for the ills in education. He regards OBE as a "cleverly packaged system of schooling handed down through federal and state educational bureaucracies which skilled experts, called facilitators and change agents, implant into each school district … it is not a system invented by experienced educators." In contrast, Evans and King (1994:12) maintain that the OBE process implemented in each school, in its simplest form, virtually guarantees every learner an education. The fact that people who practise open education also claim to engage in OBE suggests the breadth of the concept (Evans & King 1994:12). This does not mean that all schools are seriously engaged in OBE. Certain schools still practise the old system of education because of uncertainty about the clarity of OBE. Thus, providing clarity about OBE should be tackled at all levels. These differing viewpoints suggest that OBE and its potential applications and implications for curriculum design, instructional delivery, learner assessment and the awarding of credentials are diversely understood. Spady and Marshall (1991:67) distinguish between traditional, transitional and transformational OBE.

2.2.3.1 Traditional OBE

Moodley (2000:21) contends that the outcomes, according to traditional OBE, describe the demonstration of specific learner competencies in a particular subject or topic at the end of small units of instruction and resemble the educator's lesson outcomes. The basic purpose of traditional OBE is to improve individual educator effectiveness and the percentage of learners doing well while using existing curricula.

2.2.3.2 Transitional OBE

According to transitional OBE, outcomes focus not only on the knowledge, skills and attributes which school-leavers should have acquired, but also on their ability to apply these in the world outside school (Moodley 2000:21). It lies between traditional and transformational OBE in scope and purpose. The emphasis is on critical thinking, problem solving and effective communication skills.

2.2.3.3 Transformational OBE

The beginning point in this model is exit outcomes, which focus on adult life roles, for example, the roles of self-directed learner, quality producer and community contributor or collaborative worker. According to Manno (1994:12), "today's transformational OBE has little in common with the content and performance outcomes in core areas espoused by those who gave the outcomes focus, widespread national [American] attention." Moodley (2000:22) believes that the typical 'transformational' outcomes are vaguely worded and show little concern for academic content. They fall largely in the affective domain. They describe mental processes such as attitudes and sentiments, behavioural and social outcomes rather than knowledge, skills and other cognitive outcomes. Manno (1994:12) quotes some of the mandatory outcomes for all learners as formulated in the education system in Ohio, United States of America: "to function as a responsible family member … maintain physical, emotional and social well-being." These outcomes are vague and the capacity to measure learners' achievement of them seems remote. Manno (1994:12) states, "this approach undermines efforts to track and compare educational progress or failure."

In summary, traditional OBE is concerned with the learner's success in school while transitional OBE is concerned with the learner's culminating capacities at graduation times. However, transformational OBE is concerned with learner's success after he or she leaves school.

2.2.4   The features of OBE

The South African education system has adapted and implemented transformational OBE. OBE, as implemented in C2005, aims at changing the face of South African education and training. According to the Department of Education (1997b:7), the idea behind OBE was to:

- Integrate education and training;
- Promote lifelong learning for all South Africans;
- Be based on outcomes rather than content;
- Equip learners with knowledge, competencies and orientations needed to be successful;
- Encompass a culture of human rights, multiculturalism and sensitivity
- to the values of reconciliation and nation building;
- Aim at producing thinking and competent future citizens.

2.2.5   OBE principles

According to Spady (in The Daily News 1997:2), "the new system is based on four key operating principles":

- Clarity of focus on outcomes, meaning that an instruction (from the educator) needed to have a clear focus and intent;
- Expanded opportunity: using time more flexibly to become a successful learner;
- Higher expectations: confidence in the ability of learning;
- Design down: having the outcomes in mind and then building back from those outcomes.

To make OBE successful and effective, these four principles need to be applied consistently, systematically, creatively and simultaneously.

2.2.6 Implementation of OBE and subsequent review

Worldwide the OBE approach is attractive to politicians, policy makers and administrators during times of educational reform. However, later implementation in South Africa met with many difficulties. As a result, OBE implementation has been reviewed four times since its inception in 1995. Initially, OBE, was phased in by introducing it in grades one and seven in 1998. The phasing in of OBE for all grades was to be completed by the year 2005. This did not happen because the government faced serious problems in its attempt to implement policy. Concerns were expressed that the process of implementing OBE in South African schools from January 1998 would be seriously hampered and would not be sustained by educators (Bissetty 1999:2). The Natal Witness (2000:2) stated that the implementation of OBE in grade one in 1998 was described by Minister of Education, Kader Asmal, as an "enormous obstacle." The Minister said that some changes made to transform education might have been too hasty (The Mercury Reporter 2000:2). He continued that "not enough time has been allowed for detailed reflection on and review of the development of the curriculum, teacher orientation and training programmes and for adequate learning programmes and support materials." These comments highlight the problems experienced during OBE implementation. Thus, the Minister called for a review of C2005 (Johns 2000:4) soon after he took office. Consequently, a Review Committee headed by Prof Linda Chisholm, comprising ten members, was established. The aim was to provide a substantial opportunity to assess the Department's progress, which aspects of the programmes should be strengthened and the pace of implementation.

In particular, the Review Committee was required to investigate the following issues (Johns 2000:4):

- What steps should be taken in respect of the implementation of the new curriculum in grades four and eight in 2001?
- What key factors and strategies should be implemented for the new curriculum to be successful?
- How should the curriculum be structured?
- What was the level of understanding of OBE among the educators and learners alike?

The aim of the review was not to scrap the new approach, but to streamline its content to suit South African conditions (Johns 2000:4). This meant that the committee was to review C2005 and not OBE. The Review Committee was given to the end of May 2000 to investigate the issues and submit the findings and recommendations to the Minister of Education (Chisholm 2000:3).

2.2.6.1 Findings of the Review Committee

The Review Committee (Chisholm 2000:3) submitted the following findings to the Minister of Education:

- The design and structure of the outcomes-based C2005 was skewed. The committee identified three main areas that require attention:
  - Complex language and confusing terminology used in the C2005 documents;
  - "Overcrowding" of the curriculum; and
  - The weakness of the specific design features promoting sequence, pace and progression.
- Most educators supported its underlying principal, but had a rather shallow understanding of C2005;
- The cascade model of training has proved to be inadequate;
- Learning support material varied in quality and was often unavailable;
- Follow-up support was insufficient, educators felt that officials did not value their work and that provincial Departments of Education and school management provided too little support;
- Time frame was unmanageable and unrealistic.

The Committee made recommendations to address problems, which had arisen in implementation of OBE.

2.2.6.2 Recommendations of the Review Committee

The Committee recommended that the Department of Education should nevertheless go ahead with the implementation of C2005 in grade four and eight in the year 2001 to minimise disruption and confusion. The Committee further recommended that those elements of the

curriculum that are unnecessary should be phased out as soon as possible (The Mercury Reporter 2000:2).

The Review Committee further recommended that a National Curriculum Statement (NCS), which provides the framework for teaching and learning from Grade R to Grade nine, should be developed. The NCS should state the curriculum requirements at various levels and phases clearly and simply and embody a vision of the kind of learner required by society. It would also consider how curriculum overload could be reduced and a plan presented for its implementation (Department of Education 2001:1). According to the Department of Education (2001:7), the Heads of Education Departments Committee adapted the Draft Statement of the National Curriculum for grades R-nine and recommended it for ministerial approval in 2001. The revised National Curriculum Statement for grades R-nine was to override the three policy documents for the Foundation Phase, the Intermediate Phase and the Senior Phase (Department of Education 2001:7).

The Mercury (2000) reported that the Revised National Curriculum Statement (RNCS) was still in the outcomes-based framework and would specify more clearly what had to be learned and at what level. Furthermore, it reported that a co-ordinated national strategy for the preparation of educators was necessary.

According to the Department of Education (2001:78), six key areas required attention:
- Management time frame;
- Provision of good learning support materials;
- Reduction of overload;
- Learning Programme development;
- Effective and ongoing professional development of educators, school managers and district-based personnel;
- Implementation in grades seven, eight and nine.

The phasing in of the RNCS has many implications for careful consideration. Time should be provided for resource mobilisation, development of trainers, development of learning support materials and the consolidation of national and provincial curriculum structures to drive its

implementation. Publishers would need time to produce quality textbooks. The entire process would require leadership, vision and a planning and management process.

2.3 THE IMPLICATIONS OF THE IMPLEMENTATION OF OUTCOMES-BASED EDUCATION

The implementation of OBE in schools has several implications for all stakeholders in education, in particular, school managers and educators.

2.3.1 The context of the implementation process

Improving the quality of learning requires strategies that focus on changes at the school and classroom levels (Department of Education 1996:13). Van der Westhuizen (1995:136) defines change as a planned systematic process that takes time to come to fruition. Henry (2001:29) writes, "where changes are introduced in one part of the system, the impact is felt in other parts of the system and indeed through the organisation."

South Africa has different types of schools and many different school communities. What is right for one school may not be right in every other situation. Schools are situated in different environments with diverse conditions and resources. Some schools have to transform outdated methods of teaching and management.

OBE as a new approach to education requires school managers and educators to shift from the past educational approach to the new approach (OBE). Therefore, the successful implementation of a management strategy for OBE depends on the transformation of school managers in the organisation. The Department of Education (1996:14) pointed out that the pace of change and the need to be adaptable and responsive to local circumstances require school managers to develop new skills and styles of working.

School managers are in the frontline of OBE implementation, hence their management skills and leadership styles have to be developed. According to the Department of Education (1996:14), school managers should be able to manage and use information to promote and support efficient democratic governance. Butler and Christie (1999:2) state that, "the new

education policy requires school managers to work in a democratic way and ensure efficient and effective delivery, but many educators and school managers are struggling to translate policies into practice." De Wit's (2000:10) research indicated that many conversations in the staff room revolve around the "impossible" implementation of OBE in the senior phase of the secondary school. The training of educators held in the form of workshops was criticised because facilitators were not equipped with the necessary skills and knowledge.

Bissetty (1999:2) indicates that facilitators tasked with the training of educators and school managers in the OBE curriculum are becoming increasingly frustrated. The work of the facilitators was undermined in parts of KwaZulu-Natal (KZN). Angry facilitators in at least two of KZN's regions complained of a lack of support from education authorities (curriculum unit) (Bissetty 1999:2). A major concern of facilitators was that the curriculum unit was not serious about OBE implementation. To emphasise this point, a facilitator interviewed by a Daily News reporter said that, "In the Durban South Region, they had insufficient training material and policy documents" (Bissetty 1999:2). By implication, facilitators could not perform their task adequately resulting in poor training of educators and school managers. The poor training contributed to negative attitudes to the implementation of OBE. After a training session, certain educators and school managers complained that the training was inadequate (Johns 2000:4).

Bisseker (1999:37) reveals that OBE is so complex that educators are battling to implement it. A school manager interviewed in Bisseker's research mentioned that the system was too ambitious for South Africans because educators were not equipped to implement OBE. Furthermore, he said that the introduction of OBE comprised a major shift. He had grave reservations as to its implementation in disadvantaged schools. The training was insufficient and the understanding of the new jargon (terminology) was difficult (Bisseker 1999:37).

According to Pithouse (2001:154), workshops were scheduled for a time of year when most educators were involved in examination preparation. In some workshops, the facilitators dismissed educators and school managers' requests and concerns (Pithouse 2001:157). During informal discussions, educators expressed doubts about the practical implementation of OBE. Most seemed unclear on how to implement assessment and reporting strategies and the integration of learning areas. Educators found it difficult to facilitate OBE in large classes

in small classrooms and they were concerned about how grade seven educators would be expected to prepare primary school learners for transition into high school. Educators found it difficult to liaise with grade eight educators who are in separate schools (Pithouse 2001:157).

According to Bissetty (2000:4), the KZN Director of Education said the problem was that educators and school managers were required to adapt to the new system after just five days of training, this was inadequate. Ideally a month was needed for the training. Moreover, this training was held after hours and during holidays. The director also identified the lack of sufficient advisors as an obstacle preventing the department from monitoring OBE implementation (Bissetty 2000:4).

New educators tended to revert to old ways of teaching which contradicted the ideals of a learner centred and outcomes-oriented curriculum (Bissetty 2000:4). Bissetty (1999:2) reported that an educator explained, "What educators needed were the right materials, delivered on time, continuing support and a reduction in class sizes, which at some classes, stood at 60 learners to one educator." Other educators in Bissety's (1999:2) study said:

> Everyone seems to be doing their own thing and we do not have any feedback from the department on whether what we are doing is right. We need a lot of assistance. I am teaching 60 kids, sitting three to a desk, but I have not received any material from the Department yet. Even the school managers do not know about OBE.

Clearly OBE implementation has faced many difficulties in most schools. Educators and school managers experience problems in adapting to the OBE approach. These conditions contribute to negative attitudes towards OBE implementation.

2.3.2   The impact of OBE on school structures, strategies and organisational culture

The proposed changes in the management of South African schools impact on the teaching and learning practice, the management of schools at all levels and all processes, strategies and structures (Department of Education 2000b:7). Van der Horst and McDonald (1997:6) point out that the process of change is always difficult for those involved in it. A difficult task

faced by a school manager is to create a healthy organisational culture, while at the same time fostering a climate conducive to change in the school. Furthermore, the way in which the school manager makes decisions, plans, solves problems and determines the quality of organisational culture in a school is complex (Van der Westhuizen 1995:90).

To foster positive attitudes of efficiency and effectiveness, school managers should develop a school culture which supports all attempts at improving learning performance (Department of Education 2000b:8). Pretorius (1998:103) states that the implementation of OBE in schools requires a re-arrangement of the organisational structure from a centralised to a decentralised bureaucratic structure. Decentralisation can be described as the process by which responsibility and authority are delegated to lower levels in an organisation (Kroon 1998:272). He believes that the ideal management style for OBE management is to regard educators as colleagues. To emphasise this point, Pretorius (1998:104) identified new roles for educators as follows:

- Educators are classroom managers, rather than labourers;
- Educators, like other managers, are decision-makers.

Therefore, the emphasis lies in the active involvement of all educators in managing the school (Pretorius 1998:104). Moreover, Pretorius (1998:104) identified two important teams active in implementing an OBE approach in the school:

- **Instructional delivery teams**

Educators should work in-groups in planning and instructional delivery, with a view to the best possible methods for reaching the outcomes. Instructional delivery teams are regarded as important since teamwork becomes an accountability mechanism for planning instructional delivery to ensure high-quality standards (Pretorius 1998:104).

- **Management teams**

Management teams existed in schools before OBE was implemented. In the deployment of this type of organisation in schools, which comprises a decentralised bureaucratic structure, the accountability for a school's success is divided among the staff of the school (Pretorius

32

1998:104). Thus, school managers should do their utmost to give educators ownership of the schools' management. The ideal is to place all facets of management in the hands of teams. A good example could be teams handling aspects such as the school's finance, fundraising, disciplinary measures, building management, the school programmes, marketing, media, instructional and strategic planning (Pretorius 1998:104).

2.3.3 A changed role for school managers

To achieve the required results in OBE implementation, transformation of school managers is imperative. The following discussions highlight the changed role for school managers according to an OBE approach.

2.3.3.1 From manager to instructional leader

According to the new model, the responsibility of the school managers moves to instructional activities and high quality accomplishment of desired outcomes (Pretorius 1998:105). Ashley (1993:32) maintains that the quality of an education system is more dependent on the quality of its educators and school managers than any other single factor.

The total functioning of the school in the form of teams means that the school managers should be actively involved in the activities of instructional planning as well as in management groups. The aim of this involvement is to give all members of the teams the opportunity for creative co-operation in consensus decisionmaking concerning effective instructional strategies (Pretorius 1998:105). Implications for the role of school managers are distinguished as follows (Pretorius 1998:105):

- Traditional management tasks should be delegated to teams;
- School managers should develop into specialists regarding OBE;
- School managers should adapt their time schedules to accommodate team meetings.

According to Jafta (2000:108), the status as manager is only valid if he or she has the support of the staff and is able to get things done. In other words, the manager's status depends on the ability to lead the team of educators and make changes. Jafta (2000:108) highlights the fact that in the past most educators simply respected and obeyed school managers because of their

33

high status rather than their ability to lead and get things done. In an OBE system, the school managers must lead as well as manage (Jafta 2000:108).

2.3.3.2 From manager of the status quo to a positive change agent

Singh and Manser (2000:110) hold the view that "if the school is the heart of the change process, then school managers are the catalyst." According to the Reader's Digest (1993:222), the concept catalyst refers to a person or thing that hastens a change. The school manager as an agent of positive change may need to adopt and adapt a transformational leadership strategy that would enhance the successful implementation of OBE in schools (Singh & Manser 2000:110).

Jafta (2000:108) cites that in the past decisions were made at the top by the principal and then passed down through a clearly defined hierarchy: the principal to the Head of Departments (HOD's), to the educators and then to the learners. According to Jafta (2000:108), the problems of a top-down system can be identified as follows:

- It is undemocratic and does not fit with the new democracy in South Africa;
- Decisions are lost or misunderstood as they pass down the hierarchy;
- It creates a 'don't care' attitude among many educators and learners because they have no power to shape the school.

These factors make it difficult for change to occur (Jafta 2000:08). Therefore, school managers and the SMT should be aware of important aspects of change that will affect the OBE implementation. The Department of Education (2000b:10) identifies the following aspects from Fullan's work:

- One cannot make people change;
- They must be committed to change, and this will happen when people 'buy in' to the changes being made;
- Change is personal and is a developmental process. Change will not happen overnight.

There is no blueprint for change. Educators and the SMT, as agents of change, must be developed to engage with what is implied by the change process. There must be a shared vision of change within the school.

34

Pretorius (1998:114) cites the following essential aspects of change management to be kept in mind when implementing OBE:

- The implementation of OBE cannot take place overnight;
- Create a learning environment;
- Focus clearly on the outcomes;
- Think differently/innovatively about the leadership role of managers;
- Change the role of educators from sub-ordinates to managers;
- Share the power and accountability in the decision-making process;
- Lead by listening;
- Manage the change;
- A strategic school plan is critically important.

2.3.4 A new style of leadership

Leadership is constantly recognised as being a vital factor in school effectiveness and school improvement (Bush & West-Burnham 1994:67). OBE was founded on the principle of continuous improvement. Changed management involves different aspects of leadership. Butler and Christie (1999:13) maintain that school managers need to reach a shared understanding of leadership. Much has been said about leadership and what it means. The following functions are integral to the new style of leadership (Pretorius 1998:106):

- **Lead by listening**

Educators have a direct impact on the learners and can influence their attitudes and values (De Wit 2000:10). This indicates that the school managers in the new dispensation should lead differently compared to past practice (Pretorius 1998:106). The current view of management makes it clear that the 'new leader' is someone who regards educators as managers, thus they should be listened to. As valued individuals and managers, educators are co-responsible but also accountable for decisions made. Pretorius (1998:106) indicates that in the daily functioning of the school through team efforts, the new leader is also a facilitator of decisions made, rather than the giver of commands.

As a facilitator the role of the new leader is that of listener. By listening, all members of the staff are given the opportunity to voice innovative solutions to problems, some of which may not have been thought of by senior managers. In this manner, members of the staff take ownership of innovation and solutions that work at school (Pretorius 1998:106).

In an OBE approach, all members of the team are jointly responsible for the successful accomplishment of work and lead by the listening style of leadership, which is conducive for OBE implementation.

2.3.5   The necessary attributes to enable school managers to implement OBE

School managers in the new education era in South Africa need certain attributes when managing OBE. Pretorius (1998:108) identifies nine attributes required to implement OBE in schools. School managers should:

- Understand the fundamentals of OBE and how it fits into the broad transformation of the educational system;
- Share the power and decision-making responsibility with others and rely on the creativity and expertise of all members of staff to accomplish the goal of quality instruction and learning;
- Be instructional leaders;
- Listen and lead by listening;
- Act as facilitators and coaches, not judges;
- Use of statistical data in order to make high-quality decisions;
- Implement a new style and positive strategies and improve in consecutive steps according to a well-considered plan;
- Work continuously towards improving all processes concerned;
- Create a learning environment in which an attempt is made to improve the knowledge base, skills and capacities for all staff on an ongoing basis.

2.3.6 Managing OBE in schools

The success of the implementation of OBE depends on many things and one of the important aspects is the quality of management in schools (Kramer 1999:155). The quality of management in schools is dependent on the process of planning.

2.3.6.1 Planning for the school

Planning is the ability to establish systematically goal-directed courses of action, strategies and priorities (Van der Westhuizen 1995:212). From the OBE perspective, there are three levels of planning and managing the school. According to the Department of Education (2000b:19), the planning and management levels are as follows:

- **Macro-planning level**

Macro-planning is the level of planning for the school that involves the whole school (Department of Education 2000b:83). This level involves the school managers, the school governing bodies and the representative council of learners as well as the whole staff (Department of Education 2000b:19). Whole-school development is also determined at this level. It includes the vision, mission, and curriculum needs which include education of learners with Special Education Needs (ELSEN) multi-grade classrooms and gender issues (Department of Education 2000b:20).

- **Meso-planning level**

Meso-planning level involves planning across learning programmes for each phase, so each of the grade educators within the phase is involved. The planning and management at this level prevents curriculum overload and identifies gaps. It addresses important issues of classroom management like the special management techniques necessary in multi-grade classrooms, multilingual classrooms and techniques to enable successful inclusion of learners with special needs (Department of Education 2000b: 23).

- **Micro-planning level**

Micro-planning level involves everything that happens within each classroom. The Department of Education (2000b:24) suggests the following functions of micro planning:

- The creation of a safe, empowering learning environment;
- The application of educator's skills as facilitators, mediators and managers of learning;
- Employing teaching strategies applied to the design of effective learning experiences;
- The use of resources;
- Time management;
- Class organisation (group work, whole class teaching, individual learning, co-operative learning and planning a physical OBE classroom).

At micro level, school managers are challenged to show, through practice and support, how broader management action plans support OBE classroom management (Department of Education 2000b:42). The Department of Education (2000b:42) recommends that the school managers should act as a critical friend to classroom educators. According to the Department of Education (2000b:24) the functions of the SMT include:

- Deciding with the educator the purpose of a class visit;
- Determining the criteria used to monitor classroom practice;
- Developing a profile of each educator with the educators themselves;
- Discussing in an ongoing way the feedback from class visits and how to implement recommendations into future practice;
- Supporting reviews and reflective practice;
- Showing the value of immediate comments;
- Developing post-classroom visit action plans;
- Reporting and recording structures;
- Determining the professional needs of each educator and describing an in-service training (INSET) to address those needs;
- Ensuring quality assurance practices at classroom level.

2.3.6.2 Core issues related to planning and managing OBE

The implementation of OBE stretches over a range of issues, which are diverse and need to be managed as an integrated whole. According to the Department of Education (2000b:16), the following are core issues related to planning and managing OBE, which impact on the transformation of teaching and learning practice:

- Ensuring that effective implementation of OBE is a smooth and creative process;
- Creating a safe and empowering environment for teaching and learning ;
- Creating a quality management and quality monitoring system at all levels;
- Contextualising curriculum issues within the broader school management and governance context;
- Aligning strategic plans with the vision and mission of the school;
- Making learning relevant to the context of the learner;
- Managing resources optimally including the physical site and resources; human resources, financial resources and learner and teacher support materials;
- Managing OBE effectively;
- Ensuring clarity of focus as planning is done in advance;
- Aligning classroom-based practice with the school's strategic plan;
- Accommodating the diversity of needs and demographics of the school;
- Establishing a balance between national policy and local contexts;
- Reducing the risk of non-diversity;
- Preventing curriculum overload;
- Integrating planning across and within learning programmes;
- Reflecting OBE principles by modelling them in all aspects of school life teaching and learning;
- Reflecting on current practice and amending where necessary.

2.3.7   Quality management

Quality management refers to the actions, processes and structures necessary to ensure that delivery of education is of the highest quality (Department of Education 1998:9). All school managers should practise quality management so that the National Standards are maintained. The Department of Education (1998:9) maintains that the attainment of quality management

belongs to all members of the organisation. According to Botha and Hite (2000:132), OBE is based on the idea that the quality of education should be judged by focusing on learner outcomes.

The Department of Education (2000b:14) indicates that "there are different levels of accountability, both at school management and classroom management level, which have the responsibility of ensuring that quality teaching and learning does happen within the school." It is the responsibility of the school managers to ensure that their schools deliver qualitatively (Department of Education 2000b:14). In order to determine how to deliver qualitatively the Department of Education (2000b:14) has highlighted the following issues:

- Defining the teaching and learning expectations;
- Rigorous planning at macro, meso and micro level and at different management levels within the school;
- Identifying and developing support strategies and mechanisms;
- Defining ways of motivating educators and learners to accept challenges presented to them by new practice;
- Developing monitoring and evaluation strategies, which can be used to enhance, rather than detract from classroom practice;
- Finding effective and collaborative ways of encouraging different school constituencies about reform and its implications.

The implications of the implementation of OBE were highlighted in the following issues:

- The context of the implementation process;
- The impact of OBE on school structures, strategies and organisational culture;
- A changed role for the school managers;
- Managing Outcomes-based Education in schools;
- Quality management.

2.4 THE SCHOOL MANAGER'S ATTITUDES TO OBE IMPLEMENTATION

There are many opinions concerning the role of school managers to the implementation of OBE. These have led to a paradigm shift in the strategies used to manage schools. This paradigm shift has impacted on the attitudes (positive and negative) to the implementation of OBE. Negative attitudes are not conducive to the implementation of OBE and therefore these destructive attitudes need to be addressed. It is essential that school managers who are at the forefront of implementation are aware of issues that can impact negatively on their attitudes such as the burden of implementing OBE alone and the effect of change on staff members.

2.4.1 The principal and the SMT

According to the Department of Education (2000a:2) the principal is not expected to carry the heavy load of managing the school alone. The principal has to form an SMT made up of senior level staff (principal, deputy principal and HOD's). The Department of Education (2000a:2) states that the new education policy requires school managers to work in democratic and participatory ways to build relationships and ensure efficient and effective delivery. According to Steyn, De Klerk and Du Plessis (1999:116), participatory management means that all interested parties have say in decisions affecting them. This implies that consultation and invitation of opinions prevent the school manager from taking any unrealistic decisions that may later be regretted (Steyn *et al* 1999:116). A democratic leader should be a person with well-developed listening skills (Steyn *et al* 1999:129). Van der Westhuizen (1995:190) argues that when change is urgent and the school manager has a great deal of positive influence, school managers can employ persuasion as a tool of influence. Thus, the implementation of OBE in a school requires the commitment of everyone within the school. The school managers have to lead the way. Failure to lead may result to resistance to any change at school.

2.4.2 Factors that give rise to resistance to change

According to Van der Westhuizen (1995:175), resistance to change is more complex than lack of acceptance. It usually develops when renewal is implemented and an individual is compelled to change his or her existing behaviour or action and habits.

41

Van der Westhuizen (1995:176) states that resistance to change by an individual implies uncertainty about the future, future role and behaviour in a new situation. The following is a summary of reasons for resistance to change (Van der Westhuizen 1995:177):

- Loss of the familiar and reliable;
- Loss of personal choice and values;
- Possible loss of authority;
- Not understanding the reasons for change;
- Meaningless change;
- Fear of change;
- Competition;
- A low tolerance for change;
- Various perceptions in respect of change;
- Non-involvement;
- Pressure;
- Inadequate feedback.

Moreover, people fear that change will cause the loss of job security; disrupt the status quo and intensify stress. They fear the unknown and do not regard change as improvement. They fear that change will not succeed. As a result they are reluctant to take risks and are unable to manage uncertainty during the process of change (Van der Westhuizen 1995:180).

Thus, school managers are required to deal with these factors in a time of change.

2.4.3 Factors that influence attitudes of school managers to the implementation of OBE

Implementation of changes in education is often resisted due to the above factors. This probably also applies to the implementation of OBE. The most frequently cited obstacles are those of the inadequacy of orientation courses, lack of materials, and difficulty in understanding the new concept (Vakalisa 2000:25). Moreover, according to Chisholm (2000:3) the following are also obstacles:

- The level of understanding OBE differ in schools;
- Structure and design of OBE is skewed;

- Lack of alignment between curriculum and assessment policy;
- Training inadequate;
- Learning support material variable in quality and often unavailable;
- Follow-up support insufficient;
- Time- frames unmanageable and unrealistic.

Bisseker (2000:36) asserts that the Review team found that the design of OBE was decisively flawed and that it was carried out without good training, effective monitoring or meaningful support. Furthermore the then acting president of the National Professional Teacher Organisation of South Africa, Dave Balt, said that morale in the profession is low due to the rationalisation and redeployment process that has threatened educators for years and the lack of support from provincial education departments (Bisseker 2000:37). Pithouse (2001:157) holds the view that insufficient planning and unskilful facilitation, combined with the notion that effective teacher development can be achieved through a brief re-training exercises, has left educators insecure about embarking on the OBE curriculum at such short notice.

The specific factors in paragraph 2.4.3 supplement the general factors that are listed in paragraph 2.4.2 in the sense that they have engendered negative attitudes among school managers, which hinders the implementation of OBE.

2.5   IMPACT OF THE ATTITUDES TO THE IMPLEMENTATION OF OBE

The attitudes of school managers have an important influence on the implementation of OBE in secondary schools. Although prior research on this topic is limited, the Department of Education (2000b:11) has identified certain areas of focus where the attitudes of managers to OBE impact on its implementation:
- The development of educators against the needs of the school. Poorly motivated school managers do not develop OBE educators properly.
- Managers' decisions concerning staffing needs and the pressures for delivery;
- The way specialists in the new learning areas are used and the effective reskilling of educators for delivery;
- The role of the content in achieving both the outcomes at activity level and the broad curriculum goals of the school;

- The process of monitoring the attainment of the broad outcomes of the school and the specific outcomes of classroom-based practices;
- The school management planning must ensure that needs brought about by reform are addressed;
- The way management carries out the best practice of OBE with ensuring that the school's vision; mission and curriculum goals are taken into account;
- The creation of a supportive school environment for the implementation of OBE.

The attitudes of school managers further influenced the reception of the syllabus and the continuous assessment in schools. Limited time allocated to monitoring individual learner progress, administer appropriate assessment records (Furman 1994:328), as well as a large teacher-pupil ratio undermined the already weak culture of teaching and learning. A policy of 'I don't care' is practiced in some schools.

Quality assurance (QA) is one of the fundamental functions of school managers. QA is a system of ensuring quality in schools and in the Education Department as a whole through monitoring and evaluating performance (Naiker & Waddy 2002:7). If school managers only focus on the performance of grade twelve (which is the exit point in the Further Education and Training (FET) band), they lose sight of the importance of OBE. Therefore, their attitudes have an affect on QA in the schools.

School managers must commit to a vision, and align and train educators towards a common mission (Pretorius 1998:120). Adverse attitudes of school managers may impact negatively on this aspect. If there is no commitment to the implementation of OBE from the side of the school managers, they may not do enough to organise all their strategies and operations around the success of the implementation of OBE.

One of the essential characteristics of OBE is that all stakeholders in education, especially parents, must be included in identifying the outcomes that drive curriculum development and classroom instruction (Boschee & Baron 1994:576). Managers with negative attitudes towards OBE, create the situation whereby they may fail to involve parents in the process of planning for OBE. Therefore, the attitudes of school managers affect shared decision making and collaborative planning which is the cornerstone of OBE planning.

From the above, it can be said that the attitudes of school managers have an important influence in the implementation of OBE in secondary schools. If the attitudes of school managers are negative, it may have a negative impact on the implementation of OBE.

2.6   SUMMARY

The literature review aims to complement the rationale established in the previous chapter. An overview has been presented of Outcomes-based Education and its origins. Furthermore its development and the problems associated with it in South Africa have been outlined with specific reference to the findings of the Review Committee. Finally, the functions of the principal and the management team in the light of the requirements of a new management paradigm as well as factors, which cause resistance to change, have been outlined. The implications of the implementation of OBE in schools were identified and related to school managers' attitudes.

The next chapter deals with the research design and methodology.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1   INTRODUCTION

The aim of this chapter is to describe the research design used in the empirical investigation. Attention is given to the sampling of participants, procedures for data collection by means of semi-structured interviews and a questionnaire. It also describes how data was analysed. The research followed a primarily qualitative approach to focus on the impact of the attitudes of school managers on the implementation of OBE. The aim was to explore the attitudes of the school managers and the influence of these attitudes on the implementation of OBE in secondary schools in the Mafa circuit, Umlazi South district of KwaZulu-Natal. In qualitative research, experience is studied holistically. Therefore, the aim was to understand experience as participants feel it or live it as far as possible.

3.2   RESEARCH DESIGN

This section explains the planning of a pilot study, how permission was sought to conduct the research and the selection of participants.

3.2.1   The pilot study

A pilot study is used by the researcher to orientate himself to the envisaged investigation. It is a prerequisite for the successful finishing of a research project. It functions exactly the same way as the research problem and so its modus operandi is the same (De Vos *et al* 1998:178). The pilot study is defined as the "process whereby the research design for a prospective investigation is tested." Some researchers view the purpose of the pilot study as an investigation of the feasibility of the planned project, bringing possible deficiencies in the data collection and analysis to the fore. The pilot study addresses the question of the practicality of the investigation.

The researcher conducted a pilot study to identify issues that had to be clarified before implementing the process of investigation. The researcher identified a school with characteristics similar to the schools of his target group. He then interviewed the principal. The questionnaire was administered to the deputy principal and the HOD. Thereafter, the researcher transcribed the recorded interview. It was found that the participant had difficulty in understanding certain questions based on the interview schedule. It was decided that the researcher should briefly explain what is required from the participant. The researcher implemented these suggestions during the investigation. Furthermore, the results of the pilot study enabled the researcher to eliminate and alter some items on the interview schedule.

3.2.2   Permission

"When working with any administrative hierarchy such as the school district, it is very important to follow appropriate channels of authority" (Borg & Gall 1989:104). Before attempting to visit schools in the Umlazi district, permission was sought from the relevant administrators to carry out the research and gain entry into the various schools. The researcher drafted a letter (Appendix A) to the Umlazi South district manager to ask for permission to conduct the research. The letter to the district manager, a copy of the interview schedule (Appendix B) and a copy of the questionnaire (Appendix C) were personally submitted to the Umlazi South district manager. Permission was granted on the condition that all information gathered would be used for research objectives only.

The researcher then visited the school principals of the selected schools with the letter of approval from the district manager (Appendix D). The letters addressed to the principals (Appendix E) were also personally delivered. The principals verbally agreed to the researchers' request. Arrangements for administering the questionnaires and conducting the semi-structured interviews were made with the principals.

3.2.3   Selection of participants

The researcher wanted to gather the most relevant data about the impact of attitudes of school managers on the implementation of OBE in secondary schools. To do this, the researcher

selected participants who could be regarded as information-rich. The sites and participants were thus deliberately chosen.

3.2.3.1 Sample size

There are 20 secondary schools in the Umlazi South district. Five schools were purposefully selected from the list of secondary schools in the district on the grounds that they are currently implementing OBE in grade eight and grade nine; they had been used as cluster schools for the training of educators for OBE; and they were conveniently located. The circumstances of the schools are described as follows:

- The schools are situated on the buffer zone between the shacks of an informal settlement and the township;
- The classrooms are overcrowded;
- Teaching and learning resources are insufficient;
- Most parents are unemployed therefore, the parents are unable to pay school fees;
- School furniture and other equipment is inadequate;
- Schools have a very poor security system.

The principals of the five selected schools were interviewed. The characteristics of the principals are presented in Table 2.

Table 2: Characteristics of principals

Principal	A	B	C	D	E
Gender	Male	Male	Male	Male	Male
Age	42	44	46	55	49
Position	Principal	Principal	Principal	Principal	Principal
Nature of post	Permanent	Permanent	Permanent	Permanent	Permanent
Qualification	B.Paed	B.Ed	B.A	B.Ed	P.DIP.Ed
No. of learners in school	657	790	917	870	634

Moreover, the deputy principal and the HOD of each school were given the questionnaire to complete during their spare time. Table 3 provides their characteristics.

Table 3: Characteristics of the deputy principals and HOD's

Deputy Principal/ HOD	Gender	Age	Position	Nature of post	Qualification	No. of subject taught	Period taught per cycle
A	Female	31-35	HOD	Permanent	BA, STD	3	32
B	Female	36-40	HOD	Permanent	HDE	3	32
C	Female	41-45	HOD	Permanent	FDE	3	32
D	Female	41-45	HOD	Permanent	FDE	3	32
E	Male	41-45	HOD	Permanent	FDE	3	32
F	Male	41-45	D.Principal	Permanent	B.Ed Hon	2	16
G	Female	31-35	D.Principal	Permanent	B.Com	2	16
H	Male	41-45	D.Principal	Permanent	HDE	2	16
I	Female	46-50	D.Principal	Permanent	B.Ed	1	5
J	Male	0ver50	D.Principal	Permanent	M.Ed	1	5

This provided the researcher with a sample of 15 respondents. This was considered an adequate sample for reliable data analysis in qualitative research. However, it was envisaged that data collection would continue until the data were saturated.

3.2.4 Researcher's role

The researcher recognised the possible influence that he could have on the responses of the participants. Therefore, his position regarding the latter is clearly stated. The researcher is familiar with the schools visited in the Umlazi South district and is also a school manager of a secondary school concerned with the implementation of OBE. The researcher's familiarity with the schools in the Umlazi South district and his managerial experience allowed him to establish a relationship of trust with the participants interviewed as well as anticipate the impact of the attitudes of school managers on the implementation of OBE.

3.2.5 Confidentiality

At all times the researcher asked for openness and honesty from the participants. Confidentiality was assured from the onset of the research programme. Anonymity of the participants and their schools was guaranteed to all participants. The aim of the research was explained to the participants and they were assured that data would only be used for research purposes with the view to improving education.

3.3   THE RESEARCH INSTRUMENTS

In paragraph 1.4 the research methodology was discussed and data collection methods were explained. Data collection methods refer to the tools of research. Interviews and a questionnaire were used in the research.

3.3.1   Semi-structured interviews

Interviewing provides a means of inquiry through language. "The purpose of interviewing is an interest in understanding the experience of other people and the meaning they make of that experience (Seidman 1991:3)." "It is a powerful way to gain insight into educational issues through understanding the experience of individuals whose lives constitute education" (Seidman 1991:7). The researcher conducted semi-structured interviews with the help of an interview schedule. The schedule constitutes a guideline for the interviewer and contains questions and themes important to the research (De Vos *et al* 1998:299).

The researcher employed a contractual relationship with the participants. The aim was to reach an agreement with the participant. The researcher had to establish a relationship of trust and rapport to make it easy for the participant to provide information. According to Johnson and Christensen (2000:144), the interviewer should listen carefully and be the repository of detailed information. The interviewer should be armed with probes or prompts to use when greater clarity or depth is needed from the participant. The following were the basic principles that the researcher considered during the interview process (De Vos *et al* 1998:305):

- Respect and courtesy;
- Acceptance and understanding;
- Confidentiality;
- Integrity;
- Individualisation.

Proper application of these principles enabled the researcher to accomplish the interview task without difficulty.

3.3.1.1 Advantage of an interview schedule

The main advantage of an interview schedule is that it provides for relatively systematic collection of data and at the same time ensures that important data are not forgotten (De Vos *et al* 1998:300).

3.3.1.2 Conducting the interview

Participants agreed that a tape recorder be used during the interview. A recording ensures that accurate data is collected and stored for later transcription. The interview questions were similar to items in the questionnaire administered to the deputy principal and the HOD's (cf Appendix B). The audio recordings can authenticate the research findings. Transcriptions consist of verbatim written records from the taped interviews. Each interview lasted for about 30 to 45 minutes.

3.3.2   The questionnaire

De Vos *et al* (1998:80) state that questionnaires are the most widely used data collecting technique. According to Van den Aardweg and Van den Aardweg (1993:190), the following are characteristics of a good questionnaire:
- The questionnaire has to deal with a significant topic that the respondent will recognise as important enough to warrant attention;
- It must be attractive in appearance, neatly arranged and clearly duplicated or printed;
- Directions are clear and complete and important terms are clearly defined;

- It must be as short as possible, but long enough to get the essential data;
- Each question deals with a single concept and should be worded as simply as possible;
- Different categories should provide an opportunity for easy, accurate and unambiguous responses;
- Objectively formulated questions with no leading suggestions should render the desired responses.

In this study, a questionnaire was planned according to the above characteristics. The deputy principal and the HOD of each school were provided with a questionnaire (see Appendix C).

3.3.2.1 Construction of the questionnaire

The aim of the questionnaire was to obtain information regarding the impact of the attitudes of school managers regarding the implementation of OBE. The design of a questionnaire takes time and effort and a questionnaire may be drafted a number of times before being finalised. The researcher should ensure that adequate time is allocated for the construction of the questionnaire. When drafting the questionnaire, the researcher took the above into account.

3.3.2.2 Administration of the questionnaire

The researcher personally delivered questionnaires to the selected schools and collected them again after completion. This method of administration simplified the process and response rate. Administering the questionnaires was possible for the researcher because the sample size was manageable.

3.4   DATA ANALYSIS

In paragraph 1.4.2.4 data analysis was briefly explained. According to Johnson and Christensen (2000:317) in qualitative research, the researcher collects data from several individuals and depicts their experience of something. The researcher analyses data on a daily basis as data are collected and transcribed. Qualitative data analysis in this inquiry involved coding, categorising and clustering. Coding refers to the process of dividing data according to

a classification system (McMillan & Schumacher 1997:607). Categorising on the other hand refers to a stage where the identified codes, which talk about the same thing, are grouped together. De Vos *et al* (1998:342) mention five stages in data analysis as follows:

- Organising the data;
- Generating categories, themes and patterns;
- Testing the emerging hypotheses against the data;
- Searching for alternative explanations of the data;
- Writing the report.

As mentioned the interviews were audiotaped and transcribed into a master file. Data collected from the interviews and questionnaires were repeatedly studied and categorised into themes. The interview transcriptions were then compared with the data gathered by the questionnaire and the literature study. The data analysis involved using both narrative reconstruction of the participants' accounts and the categorisation of personal accounts into themes that emerged. The researcher used colour coding where each page of the transcripts is coded at the margin. A one coloured strip for each category was used. After coding, the researcher cut the significant passage from the transcript, pasted each piece onto a full size sheet of paper and filed it in the appropriate folder for that category (De Vos *et al* 1998:336). When analysing the data, the researcher employed inductive reasoning to discover relationships or patterns through close scrutiny of the data.

3.5   VALIDITY AND RELIABILITY

Validity in qualitative research is largely determined by the extent to which the data represents the actual subjective experience of the participants. The validity of information is primarily determined by the participants' willingness to communicate their experiences to the researcher freely in an atmosphere of trust. In this investigation, all participants voluntarily shared information and the researcher experienced a high level of rapport.

According to Bogdan and Biklen (1992:44), reliability in qualitative research is viewed as the fit between what is recorded as data and what has actually occurred in the setting under study. To ensure such a fit, all data were collected, analysed and interpreted in a uniform manner during the investigation.

3.6   TRIANGULATION OF FINDINGS

To cross check data, the researcher used a triangulation of methods. According to De Vos *et al* (1998:35), triangulation is used to designate a conscious combination of more than one method. In the study, a questionnaire as well as interviews were used. Triangulation is described as cross-checking of information and conclusions with multiple procedures or sources (Johnson & Christensen 2000:208). When the different procedures are in agreement, a researcher has corroboration. The main aim of employing triangulation of methods was to increase the reliability of the data collected. The researcher used two methods of data collection as well as a literature review.

3.7   RESEARCH ETHICS

Research ethics refer to a set of principles to guide and assist researchers in deciding which goals are most important and in reconciling conflicting values (Johnson and Christensen 2000:63). There are three areas of ethical concern. These are as follows: the relationship between society and science; professional issues and the treatment of research participants (Johnson & Christensen 2000:63). The latter is one of the most important and fundamental issues that the researchers must confront. Ethics deal with the conduct of research with humans that have the potential for creating a great deal of physical and psychological harm (Johnson & Christensen 2000:66). Researchers need to be sensitive to ethical principles because of their research topic and face to face interactive data collection. McMillan and Schumacher (1997:418) mention that criteria for a research design involve not only the selection of information-rich informants and efficient research strategies but also adherence to research ethics.

The following are the guidelines followed to assure the ethical acceptability of this study (Johnson & Christensen 2000:69):
- The researcher obtained the informed consent of the participants;
- No deception was justified by the study's scientific, educational or applied values;
- The participants were free to withdraw from the study at any time;

- The participants were protected from physical and mental discomfort, harm and danger that may have arisen from the research procedures;
- The participants remained anonymous and the confidentiality of the participants was protected.

By adhering to the above, the researcher elicited co-operation, trust, openness and acceptance from the participants. Moreover, the participant selected times and places convenient to them for the interviews. Manipulation of the participants was avoided by the researcher (McMillan & Schumacher 1997:420). For example, he negotiated the use of the tape recorder during the interview and assured privacy at all costs.

3.8   LIMITATIONS OF THE INVESTIGATION

The aim of the investigation was to understand the impact of the attitudes of the school managers on the implementation of OBE in secondary schools by means of a qualitative investigation conducted in a small sample of the schools in the Mafa circuit of the Umlazi South district using multiple methods of data collection. The researcher used a small sample approach. Therefore, the data collected is of limited predictive value. The study does not claim to suggest that the findings are typical of all school managers in South Africa.

3.9   SUMMARY

Chapter three deals with the preparation and design of the research. Important issues were discussed. The permission to conduct a research study in the Mafa circuit was sought. The selection of the participants, the sample size, research role, data gathering instruments, issues of validity and reliability, triangulation of findings, the research ethics and the data analysis were all discussed in this chapter.

The presentation of the collected data, the analysis and the interpretation of the results are done in the next chapter.

CHAPTER FOUR

PRESENTATION AND DISCUSSION OF FINDINGS

4.1   INTRODUCTION

This chapter presents and discusses the findings of the empirical investigation into the impact of the attitudes of managers on the implementation of OBE in secondary schools in the Umlazi South district. The material is organised as follows for greater clarity:

- Implication of OBE implementation for school managers;
- School managers' attitudes to OBE implementation;
- Impact of the school managers' attitudes.

4.2   FINDINGS

The data collected through interviews and the questionnaires were analysed and the findings are presented in the following paragraphs.

4.2.1   Semi-structured interviews

4.2.1.1 Implication of OBE implementation for school managers

Participants shared the following views regarding the issues dealt with under the theme implication of OBE implementation for school managers.

i)   OBE management

The data revealed that there is very little understanding of the concept of OBE management by the school managers. This was indicated during the discussion with the school managers of five schools. According to the perception of this sample of respondents, the implementation of OBE had many practical difficulties at school level. The study revealed that school managers have not been equipped with the skills to manage OBE in secondary schools. Workshops were not substantial enough to transmit the core skills needed to manage

OBE. Hence, a negative impact on the implementation of OBE was created. The school managers appear not to have understood fully how to implement OBE at secondary school level.

The school managers had different views concerning the implementation of OBE in secondary schools. Data revealed that the implications of OBE implementation for school managers were not clear. The first participant believed that OBE implies that school managers should:

- move away from an outdated management style to more democratic management styles;
- develop new management skills to manage the OBE approach;
- be engaged in more training on OBE management skills.

The second participant pointed out that the SMT expected more information from the departmental officials on this subject. The following were identified as the implications for school managers:

- School managers should be made experts in OBE management through training;
- School managers should undergo intensive training in order to understand OBE management practice;
- School managers should develop management strategies that focus on change;
- School managers should transform their planning strategies.

The third participant mentioned that:

- School management style should match the OBE approach;
- School managers should be able to delegate educators to co-ordinate and manage the OBE curriculum.

The fourth participant cited the following as the implications of OBE implementation for school managers:

- School managers should be engaged in developing educators;
- School managers should provide more support, facilities and resources materials such as guidelines and proper equipment for educators and learners;
- School managers should involve all stakeholders in matters regarding the implementation of OBE.

The last participant states that:

- School managers should keep class sizes small to allow for the principle of individualisation;
- School managers should communicate with managers of the feeder schools to realise the process of integrating grade seven and grade eight.

ii)   OBE influence on school managers' managerial style

OBE implementation has brought about changes in the managerial style of most school managers. The data reveals that the school managers no longer hold all the responsibility for managing the school. The first participant cited the values incorporated in the culture of the school have changed to democracy, equality, human dignity, freedom and justice. These values require flexibility in management style. School managers have moved away from an autocratic and rule bound approach to more democratic, accountable and equitable forms of management. The school managers should apply a style of leadership that will promote a good relationship among all stakeholders. The focus is on ensuring effective and efficient delivery in the schools.

The managers feel that OBE implementation has affected their confidence considerably. They have to interact with educators on their level. They must consult them since educators are more familiar with the processes of OBE implementation. The managers do not enjoy the same authority they enjoyed before OBE implementation. The data reveals that OBE management demands democracy, openness and teamwork. One participant pointed out that it is very difficult to stick to one management style. The application of a particular style depends on the situation the manager faces. An autocratic management style is still applicable in OBE management if the situation dictates.

iii)   Development of educators

The data collected reveals that the implementation of OBE in secondary schools brings many changes. Both the school managers and the educators are important components for the success of the implementation of OBE. They have to undergo intensive training to be equipped with the necessary skills. The participants pointed out that the workshops arranged

by the departmental officials were too short to give educators time to assimilate the concepts involved in OBE implementation.

The development of educators at school level is very difficult since the school managers themselves are not clear about OBE implementation. The managers rely on the educators' development programmes conducted by the departmental officials and those conducted by the OBE facilitators.

4.2.1.2 School managers' attitudes to OBE implementation

The attitudes of school managers revealed by this study are discussed as follows:

i)   Feelings of school managers to OBE implementation

The first participant related negative feelings about the implementation of OBE. The participant discussed the ill preparedness of educators, insufficient learning materials and teaching methods and assessment techniques, which are not utilised to the fullest to further understanding in the classroom.

The second participant felt that OBE implementation is of utmost importance in the further development of learners and their preparation for the future. The participant felt that the concept is a good approach to apply in secondary schools. This participant appeared to be the only one who was positive about the implementation of OBE.

The third participant pointed out the insufficiency of learning materials that leads to the minimisation of learning and teaching opportunities. Continuous assessment is hampered by the high teacher-learner ratio, which is approximately 1:60. The floor space and the furniture militate against positive implementation of OBE in secondary schools. It is therefore clear that OBE implementation is perceived negatively by the school manager.

The fourth participant highlighted the switch from OBE back to the traditional approach by learners in grade ten. This switch discourages both learners and educators in their attempts to implement OBE. The school managers are left with a negative attitude about OBE

implementation. The data revealed that this school manager regarded the switch as a disguised form of retrogression. This led to a higher level of uncertainty about the success of the implementation of OBE in secondary schools.

The last participant is of the opinion that the implementation of OBE in secondary schools was rushed without sufficient preparation. The frequent changes brought about by the Department created strain and stress among managers who are supposed to manage the implementation of OBE. The study revealed that the integration of learning areas by the educators is not considered in the classrooms. Consequently, there is confusion. Unfortunately, the managers have no skills to assist educators in correcting and minimising misconceptions. Therefore, inadequate management skills lead to negative attitudes among managers.

ii) Training of OBE school managers

The first participant pointed out that the school managers were ill-trained during short workshops. Training sessions were designed to start at 13h00 when the managers and the facilitators were tired. Thus, the training was less effective. The SMT did not acquire a clear idea of the managing of OBE. The managers feel that the educators know more than managers about OBE implementation and this impacts negatively on them.

Managers feel that the knowledge presented during workshops was insufficient to promote the effective implementation of OBE. The educators appeared to have more information regarding the management of OBE than the SMT. The fourth participant mentioned the post, provisioning norms (PPN), rationalisation and redeployment as strategies, which lead to a loss of trained staff. Insufficient management skills cripple the management of OBE specifically when the new educator who is supposed to be inducted in an OBE approach is unclear about OBE. This shows that managers must be well trained.

The fifth participant pointed out that regional facilitators in charge of training managers were not the same as those who trained educators. This created a vast gap in understanding. Facilitators told the SMT's what to do to educators rather than training them how to work productively with educators. This made the SMT's appear to be autocratic.

iii) SMT's attitudes

The study reveals that the SMT's attitude toward the implementation of OBE was negative since a clear direction for stakeholders was lacking. The second participant said that they have no alternative but to implement OBE because OBE is a departmental policy and cannot be altered by the SMT.

The insufficiency of materials renders the SMT ineffectual in rendering positive assistance to educators. The third participant revealed that some SMT members are engaged in the FET Band within the school, which makes it difficult for them to assist other educators who should implement OBE. They are willing to help educators but lack practical knowledge.

The study shows that the school managers appear to have negative perceptions of OBE. This probably emanates from rapid changes called for by the Department, such as grade nine learners switching over to traditional approach as in grade ten, which appears to constitute retrogression. These continual changes create doubts concerning the future of OBE implementation.

The fifth participant pointed out that managers are struggling with insufficient knowledge of OBE and are unable to support educators with the necessary information and tools. According to the perception of the participants, most school managers in the district have a negative attitude to the implementation of OBE in secondary schools.

iv) Factors influencing school managers' attitudes

In the literature various factors militating against the implementation of OBE were mentioned. These factors were also raised by participants as discussed in the following paragraphs.

The first participant has realised that OBE is here to stay. Therefore, everybody is bound by circumstances to teach and to learn according to the OBE approach. However, the infrastructure for decision-making and the provision of adequate physical and material resources such as laboratories, libraries and technology rooms necessary for OBE are lacking.

The third participant mentioned that there is a lack of management skills among the managers. This leads to a lack of confidence among school managers to manage the new policy.

The fourth participant mentioned that rapid changes are quickly overtaking each other. The participant pointed out that the educators are unable to serve both the FET and General Education and Training (GET) bands equally because the PPN limits the number of educators in school. The lack of learning material and teaching facilities exacerbate the situation. The socio-economic problems of the community such as unemployment make it difficult for parents to pay school fees. Thus the needs of the school, such as maintenance of the buildings and school grounds, are not met. The SGB is struggling to maintain the school facilities and is hampered in the performance of its duties because parents are unable to pay school fees. No one can expect a positive outcome for OBE under these conditions.

The training of school managers was poor. There was a lack of co-operation between the educators and managers. The Department's style of supervising OBE implementation seems to constitute a rush for immediate results. The OBE terminology is confusing and OBE demands considerable paperwork by the learners and educators. All these factors were mentioned by the last participant as contributing to negative attitudes toward the implementation of OBE in secondary schools and they are valid and important findings.

4.2.1.3 Impact of the school managers' attitudes

The findings revealed the areas, which are influenced by the attitudes of school managers. These are discussed as follows.

i)   OBE content

The content of OBE is dependent on the selection made by the school. There is no common syllabus to standardise the content of OBE in secondary schools. This may lead to the selection of irrelevant content by the uninformed educator. No assistance has been given to educators in understanding the values and skills to be used in the content to achieve the outcomes.

Another participant mentioned that the content of OBE is not in line with the traditional curriculum goal. OBE approach focuses on the values, attitudes and skills while the traditional curriculum goal focuses on the understanding, assimilation and application of the content. The participant further said that the content of OBE is not clear because it depends on the environment of the school. This participant mentioned that the learner is ranked according to what the learner has done, not according to what the he or she has understood.

The school manager with a negative attitude does not worry that much about encouraging educators to select the right content. In schools that have insufficient learning materials, learners are disadvantaged, as they are not given the opportunity to be assessed according to what they can do. Therefore, there is no link between the OBE content and the traditional curriculum goal of the school.

It was highlighted by the fourth participant that OBE facilitates the lenient promotion of learners and most learners are promoted regardless of whether learners have assimilated and applied the content in real situations. Different exit points were mentioned. The traditional curriculum goal was grade twelve as an exit point because it was believed that a grade twelve learner has sufficient knowledge to participate in tertiary education. In contrast, the OBE system has two exit points: grade nine learners who want to leave school and enter the technikons and those who want to go to the FET band within the school.

The last participant revealed that the goals of OBE are right but the content is of doubtful quality because the scope of choice of materials is too wide and selection is unguided. In some schools, learners are passive because of insufficient learning material and lack of interest, as libraries are inaccessible. Learners do not relate to the content in OBE, hence educators are tempted to spoon-feed them with facts. This defeats the whole focus of learner centred learning.

ii)   **Monitoring the broad outcome and the specific outcome**

The first participant pointed out that they have an action plan for the evaluation of the activities in OBE. The HOD's responsible for a learning area monitors this action plan. Educators are required to write reports on the progress of OBE implementation. The reports

depict the strengths and weaknesses of both learners and educators in the classroom practice. The school managers do not analyse the reports. Hence, there is no feedback from the managers to the educators. The educators' work is not monitored and there is far too little support from the SMT.

The second participant maintained that the Control Task Assessment (CTA) papers were delivered very late and could not be monitored correctly. This resulted in an unnecessary disturbance of the planned activities of the school, such as the planning of controlled tests in the school. In some cases these CTA's were not monitored by the SMT's, all were left to the educators. School managers cannot be sure if the CTA's were marked properly or not. This may have disadvantaged able learners.

In the third school, the SMT and the educators do not meet weekly to plan and monitor classroom practice. This leaves the SMT with the task of the actual supervision of educators' work. The supervision is done with the aim of monitoring the standard of performance within the school. A SMT with a negative attitude to the implementation of OBE do not do justice to the supervision of educators.

The fourth participant reveals that the SMT has received policy documents, which they must follow. However, these documents are left untouched in their cabinets. They say that the new departmental policies render the SMT's policies ineffectual. The school managers are willing to monitor classroom practice but their main problem is the many changes in the policy of OBE implementation.

Finally, supervision and control of OBE learning and teaching are delegated to the HOD's who are relevant to the learning area. The SMT is charged with the task of clearly sifting the chunk content. Educators submit learners' progress records to the HOD's. These progress records are assumed correct without checking. Therefore, supervision is not done correctly to achieve the broad outcome of the school.

iii) OBE management planning

In terms of planning, school managers felt that planning is done in their schools. The first participant said:

> Planning is done at the level of the subject advisors, planning is done at the level of the heads of departments and planning is done at the level of educators.

However, school managers exclude themselves from the process of planning for OBE in the classroom as this is done at the level of educators. This is indicated by the above statement.

The second participant stressed that their planning is not always successful, because some SMT members claim that they are not clear about the whole process of OBE. Findings show that the planning of OBE implementation is not in place in the schools. The process of monitoring OBE implementation is not done. Parents are not considered when educators do their vague planning.

The third participant revealed a different version on the question of OBE planning. The planning in terms of staffing was seen to be a problem. Most educators teach OBE classes as well as classes, which are not involved in OBE that is grades ten, eleven and twelve. This suggests that educators are only partially involved with OBE. This participant felt that their planning did not help them to implement OBE effectively.

The fourth participant realises the importance of planning. However, the SMT has not done workable OBE planning. The participant mentioned the types of planning such as macro-planning, meso-planning and micro-planning, that should be done at school level. An emphasis is placed on micro-planning.

iv) Problems of OBE management

Findings suggest that all school managers interviewed experience similar problems in the management of OBE. The following problems are regarded as crucial:
- Shortages of learning and teaching materials;

- Educators frequently attend different workshops during the contact time at school;
- Lack of confidence in managing the OBE approach;
- Poor training of school managers in OBE implementation;
- Lack of OBE management skills;
- Reluctance to discuss OBE approach and its content;
- Newly appointed school managers have not received any OBE management training;
- No clear-cut advice from the subject advisors;
- OBE terminology is too complicated for school managers;
- Socio-economic factors in the community hinder the process of effectively managing OBE implementation in secondary schools.

These problems in the implementation of OBE in secondary schools have resulted in its weak implementation in secondary schools of Umlazi South district.

v)   The implementation of OBE as strategy to replace apartheid education

For the past five years, there has been much controversy about the implementation of OBE in secondary schools. The findings showed that school managers are reluctant to speak clearly on the issue of OBE as a strategy to replace apartheid education. The school managers based their judgement of OBE on the problems encountered when managing OBE in their schools.

The first participant stated that there was no thorough nor proper preparation of school managers on managing OBE before it was introduced to the schools. In terms of training managers, little was done. During the interview participants mentioned that until now OBE has not given learners skills as promised. This participant felt that OBE does not address the legacy of apartheid education.

The second participant believes that the OBE approach is the right approach to replace apartheid education since OBE promises to develop required skills in the learners. However, he indicated that OBE implementation is faced with difficulties as stated:

> For mainly one reason, in the apartheid education system, the teacher-pupil ratio was very big. It is still very large even during OBE implementation. The learning

and teaching materials are insufficient. I do not think that OBE is addressing these problems.

The statement above clearly indicates that this participant does not see how the implementation of OBE replaces the previous educational approach. The fourth participant is of the opinion that the implementation of OBE does not address the problems of apartheid education.

The last participant explains that OBE has not produced any fruit so far. He further said:

It's not going to be easy for me to judge OBE implementation. However, what I have seen in our schools, makes me uncomfortable with OBE implementation. What makes me uncomfortable, is the summative method of assessment. The confusions about the content and the negative attitude showed by some of the members of the SMT.

The researcher obtained the idea that the participant is not in favour of OBE implementation. But he does not want to commit himself to saying OBE is not the right education approach.

The findings indicate different views about OBE implementation. The factors identified show the importance of addressing the concerns of the school managers in the district.

4.2.2 The questionnaire

The second method used to collect data was the questionnaire. The questionnaire was administered to the Deputy principals and HOD's of the five secondary schools. A questionnaire was used as an instrument for collecting data because the researcher felt that the Deputy principal and the HOD's were also a valuable source of information. Ten questionnaires were sent to the five secondary schools under study. Eight questionnaires were returned for analysis. Two questionnaires were not returned because the respondents did not find time to complete it. Nevertheless the researcher collected section A from the respondents. The findings of the questionnaires were as follows:

4.2.2.1 Implication of OBE implementation for SMT

i)   OBE management

The respondents showed that they knew what was expected of them as SMT members. The following are the points stated by the SMT. They are expected to:

- provide guidance and supervision of learning and teaching of various learning areas to achieve desired OBE outcomes;
- make decisions, co-ordinate, control and plan all OBE activities;
- provide sufficient resources for effective teaching and learning;
- monitor the OBE approach to teaching;
- engage in adequate training to manage OBE;
- create effective quality management and provide quality monitoring systems at all levels; and
- establish the smooth and effective implementation of OBE in secondary schools.

ii)   Implications of OBE implementation for the SMT

The findings show limitations in the SMT's knowledge of the possible implications of OBE. The SMT's understand the implications of OBE implementations as follows:

- OBE implementation calls for teamwork and more interaction with educators;
- OBE implementation calls for more learning and the upgrading of management skills to cope with the demands of OBE;
- Managers should manage the shift in curriculum from intermediate to senior phase;
- OBE management calls for sound management practice;
- Quality education informs and supports sound management practice.

iii)   The influence of OBE on the SMT's management style

The findings reveal that members of the SMT's agree that OBE is here to stay. A departmental policy has to be respected and be carried forward. The respondents mentioned that there is no properly defined system of OBE management. However, much of the educator's work rests with the HOD's. OBE is too wide and it requires a more open climate

and democratic style of management so that all stakeholders are free to make decisions and to accept responsibility.

SMT members tend to delegate too frequently since they rely heavily on those educators who were trained as facilitators at school level. The classes are a bit chaotic as opposed to the previous approach. This implies more control from the managers, but the SMT's role has changed from controlling to managing. Implementation of OBE is in conflict with the old management style. This requires the management style to change in order to suit OBE implementation.

iv)   Educator development

OBE implementation requires training for school managers because they still appear to follow the old educational approach. This implies that more time is required for training sessions of educators and managers. Too many documents need to be implemented within a short period. This results in poor motivation to implement OBE. It is not possible for school managers to train educators in OBE because educators are more knowledgeable than managers are.

4.2.2.2 SMT's attitudes to the implementation of OBE

The findings reveal the attitude of the SMT's in secondary schools and are discussed in the paragraphs below.

i)   Opinions of the SMT to OBE implementation

The findings reveal that the SMT's are unhappy with the implementation of OBE. They base their feelings on the problems that they experience in their schools. The following are the problems cited by the SMT members:

- No interaction between the school managers of the intermediate phase and the senior phase;
- Limited resources in the school;
- SMT's were not sufficiently prepared to implement OBE in secondary schools;

- Lack of equipment and no learning and teaching tools;
- No clear direction for the SMT on OBE management.

ii) Training of OBE school managers

The SMT members pointed out that they are the ones who are supposed to give order and direction within the school. The SMT's were neglected when the information on OBE was cascaded to educators. This left them with the question of how they were going to render assistance to these educators. The SMT's who received training felt that the training was insufficient and was conducted by poorly trained facilitators. Therefore, the training was poor. This resulted in a gap between educators and the SMT's in terms of the management skills in the classroom and the whole school. Insufficient training of school managers is the major factor, which has influenced the attitude of the school managers in the implementation of OBE.

iii) SMT's attitudes

The SMT's believe that change has long been taking place in education in the country. The findings show that the tempo at which OBE is being implemented has caused negative perceptions of the role of the SMT in the implementation of OBE. The latter was seen to be too rapid by the SMT. However, SMT's are willing to participate in the implementation of OBE in secondary schools as stated:

> SMT's are positive and zealous about OBE implementation in schools. However, the confusion around all stakeholders hinders the process. Obviously one could expect negative attitudes to other SMT members.

iv) Factors influencing SMT's attitude

The participants cited the following factors that influence their attitudes to the implementation of OBE:
- SMT's are left out when educators are trained;
- Poor structuring of learning content for OBE learning areas;

- Time frame for implementing of OBE is unrealistic;
- Frequent changes in and terminology are confusing;
- SMT's are insufficiently trained to manage OBE implementation;
- School structures and learning environment are not conducive to an OBE approach;
- Systems that advance the process like monitoring, evaluation, planning, delivery and the provision of resources are not in place;
- Scarcity of resources and teaching and learning materials;
- The expectations of the Department of Education for the SMT's performance are too high.

Thus, the SMT's experience problems that affect their performance of tasks as school managers.

4.2.2.3 Impact of the SMT's attitude

The following paragraphs discuss the impact of the attitude of the SMT's on the implementation of OBE in secondary schools.

i) Impact on the content of OBE

The respondents pointed out that there are many different textbooks on the same learning area. These books give the learners disjointed information.

ii) Monitoring the broad outcome and the specific outcome

There is no system for monitoring the specific outcomes against the broad outcomes of the school. This was often mentioned by the SMT's as a source of confusion.

iii) OBE management planning

Findings show that the SMT's are aware of the importance of planning. The discussion below reveals that the SMT's do plan together with the educators:

Planning put the school managers and the educators on the same level, making teaching, learning and supervision possible. It helps to prepare the educators, learners and managers to provide teaching aids for effective teaching and learning. Planning helps to achieve broad and specific outcomes.

However, the problems mentioned in paragraph 4.2.1.3 make it difficult to achieve the goals of OBE in secondary schools. The SMT's pointed out that they do not have a contingency plan since there are so many changes and problems affecting OBE implementation. The school managers have achieved very little in terms of planning for OBE implementation in secondary schools.

iv)   **Problems encountered by the SMT when managing OBE**

The findings include the following problems:
- Lack of resources;
- Lack of management skills;
- Inadequate training for the SMT's;
- Learners should learn at his/her pace and this principle is difficult to implement;
- Teaching and learning environment is not conducive for OBE approach;
- Shortage of teaching and learning materials;
- No common structured work programme;
- Integration of learning areas is difficult since educators are specialists in their previous subjects.

The problems mentioned above hinder the process of managing OBE implementation in secondary schools.

v)   **The implementation of OBE as strategy to replace apartheid education**

The findings reveal that most of the SMT members believe OBE implementation is the right educational approach to replace the apartheid education system. The respondents state that the proper implementation of OBE in secondary schools will bridge the gaps and inequalities created by the apartheid education system.

4.3   SUMMARY

This chapter deals with the findings concerning the attitudes of school managers to the implementation of OBE and its impact in secondary schools. The data were collected by means of interviews with the school principals and questionnaires administered to the deputy principal and the HOD's in the five secondary schools. Based on the above findings and analysis, it is obvious that school managers have particular attitudes to the implementation of OBE in secondary schools. They identified shortcomings, which need the attention of the Department of Education, since they are the designers of the OBE system.

The next chapter deals with the summary, findings and recommendations.

CHAPTER FIVE

SUMMARY AND RECOMMENDATIONS

5.1   INTRODUCTION

This study has dealt with an investigation of the impact of school managers' attitudes in secondary schools on the implementation of OBE with a view to developing guidelines for managers in secondary schools. Such guidelines, which have suggested themselves on the basis of this exploratory study, are aimed at improving future educational practice.

5.2   SUMMARY

In this section, an overview of the study is presented in the light of the research problem set forth in 1.2. The researcher set out to investigate the following:

- How do school managers' attitudes influence the implementation of OBE in secondary schools in the Mafa circuit, Umlazi South district in the Durban South Region, KwaZulu Natal?
- What is Outcomes-based Education?
- What are the implications of the implementation of OBE for school managers?
- What are the school managers' attitudes toward the implementation of OBE?
- What impact do these attitudes have on the implementation of OBE?

A literature study provided a conceptual framework within which to work (cf. Chapter 2). Thereafter the impact of the attitudes of the school managers to the implementation of OBE in secondary schools was explored by means of an empirical investigation using a small sample of participants in five secondary schools in the Mafa circuit. Semi-structured interviews and a questionnaire were used to gather data (cf. Chapter 3).

All the above aims were fulfilled by means of the literature review and the empirical investigation. The empirical investigation was conducted in secondary schools of Umlazi South district where school managers are expected to implement OBE in grade eight and grade nine. However, the school management has encountered many problems that engender

negative attitudes toward the implementation of OBE. The school managers experience difficulty in the process of managing the implementation of OBE.

On the basis of the findings, certain recommendations are made. The problems identified and the ensuing recommendations are briefly highlighted in the next section.

5.3   RECOMMENDATIONS

5.3.1   Implications of OBE implementation for school managers

The study identifies certain misconceptions about OBE, which have implications for school managers. School managers are not doing their responsibility with regard to the successful implementation of OBE in secondary schools (see paragraph 4.2.1.1.i).

In this regard, the recommendations are as follows:
- The Department of Education should clarify the roles of school managers in the implementation of OBE. A clearer role description for school managers and the streamlining of tasks will minimise a negative attitude toward the implementation of OBE.
- School managers should adopt a participatory transformational approach toward implementing OBE. School managers should render positive, supportive assistance to educators with the aim of promoting the effective implementation of OBE.
- Urgent attention should be given to the improvement of the morale and self-confidence of school managers regarding the implementation of OBE in secondary schools. A series of workshops dealing with attitudes and their impact on the implementation of OBE should be part of the development process.

5.3.2   School managers' attitudes toward the implementation of OBE

The study has revealed that school managers have negative attitudes toward the implementation of OBE in secondary schools. They ascribe their negative attitudes to a number of factors, among others, the ill preparedness of educators, insufficient learning materials, poor physical infrastructure and teacher-learner ratio (see paragraph 4.2.1.2 and

4.2.2.2). All these factors impact negatively on the implementation of OBE in secondary schools.

The recommendations regarding the school managers' attitudes toward the implementation of OBE are as follows:

- To reduce the negative impact, the school managers should develop new management skills to suit the implementation OBE. The most appropriate management style is the participatory style and leading by listening to others.
- School managers should acquire more information on OBE for the educators. Together with the Department of Education, they should provide necessary teaching and learning material to schools.
- School managers should adopt strategies to change their roles with an intention of promoting OBE. Respect and love for work should come first and be encouraged among all stakeholders.
- School managers should strive to develop themselves as professional managers by studying new education policies, thereby acquiring sound knowledge of policy development.
- School managers should develop communication strategies to promote interaction with school managers from neighbouring schools with the view to sharing valuable information regarding the management of OBE implementation.

5.3.3   Training of school managers

The findings show that the training of the SMT members does not produce the required results in terms of managing OBE in secondary schools (see paragraph 4.2.2.2.ii). The basic management skills of the school managers are very important and should be taken into consideration.

The recommendations for the training of the school managers are as follows:

- School managers should be thoroughly trained by experienced facilitators. Thorough training of school managers will reduce negative attitudes and lessen the negative impact toward the implementation of OBE.

- The Department of Education should provide the facilitators with simplified guidelines for the management of OBE implementation. The proper application of the guidelines will reduce the negative impact of poor training on the implementation of OBE.
- Motivational workshops for school managers should be presented to reduce the negative attitudes among school managers toward the implementation of OBE.
- Workshops concerning the implementation of OBE should be conducted during the school holidays so that the school managers can devote undivided attention to their training.

5.3.4   Physical facilities and the school managers' attitudes

A number of factors mentioned by the school managers hinder the process of managing the implementation of OBE. Some of these factors are beyond the scope of the school managers. Factors such as the teacher-learner ratio and the provision of laboratories, libraries and technology rooms are essential for the proper implementation of OBE. The lack of this infrastructure influences the attitudes of school managers toward the implementation of OBE (see paragraph 4.2.1.2.iv).

The recommendations regarding these factors are as follows:
- The Department of Education should pay more attention to the quality of the workplace, equipment and fittings within the schools. Improving the conditions of school buildings and facilities positively affect the morale of the school managers. A positive morale will have a positive impact on the management of the implementation of OBE.
- School managers should develop effective relationships with the SGB of the school. This will improve the payment of school fees in order to fund teaching and learning of OBE in schools. Sufficient funds will promote positive attitudes and improve the implementation of OBE.

5.3.5   Provision of learning materials

The findings reveal that the selection of textbooks is a difficult process in schools. Managers are not given time and assistance to identify textbooks, which link the content in OBE to the

broad outcomes of the schools. Schools lack teaching materials that provide the relevant content (see paragraph 4.2.1.3.i).

Recommendations with regard to the provision of learning materials are as follows:

- The school managers should be given effective guidance on the selection of the content for the learners. The correct selection of the content will enhance the positive attitude toward the implementation of OBE for school managers.

- School managers should frequently communicate with the managers of the technikons so they grasp the content required by tertiary institutions.

- The school managers should be allocated sufficient time to choose the relevant textbooks. Choosing the relevant books for the learners and educators will reduce the fears and tensions of the school managers. In this way, negative attitudes on the implementation of OBE will be removed.

- The school managers should involve all stakeholders in the process of choosing the right content that will link the OBE content with the curriculum goal of the school.

5.3.6 Monitoring the broad outcome and the specific outcomes

An important function of the school manager is to monitor the progress of OBE implementation at a school. The study reveals that the school managers do not correctly monitor the specific outcomes of the classroom-based practice in the implementation of OBE to achieve the broad outcome of the school (see paragraph 4.2.1.3.ii).

The recommendations concerning the monitoring of the broad outcome and the specific outcomes of the school are as follows:

- The school managers should employ an effective monitoring system and the visible gaps should be filled by discussions between educators and the SMT members.

- The subject advisor should build a sound relationship with educators and school managers. Subject advisors must be available to educators and the SMT for supportive assistance. Eventually school managers' attitudes will be improved and hence the negative impact minimised.

- School managers should provide feedback to the educators to show appreciation of their performance. Feedback should be clear and precise and provide guidance for the achievement of the broad outcome of the school where necessary.

- The Department of Education should increase the norms and standard allocation for schools to meet the increasing demands of managing the implementation of OBE. The presence of sufficient funds will improve attitudes of the school managers.
- The school managers should monitor educators' performance regarding the achievement of the broad outcome of the school.

5.3.7 OBE management planning

Planning is the most important function of the school managers in the school. The findings suggest that school managers should plan in conjunction with the educators. Unfortunately, this planning has excluded the principal; hence the planning is not successful (see paragraph 4.2.1.3.iii).

The recommendations regarding OBE management planning are as follows:
- The work distribution should be arranged so that OBE educators remain in OBE and the FET educators remain in the FET band respectively.
- The management planning should be related to goals set by the SMT's for the organisation at macro and meso-levels.
- All management planning should include contingency plans.
- School managers should avoid dominating the planning process for OBE management. Domination creates unnecessary tensions that engender negative attitudes among the stakeholders involved in the planning.

It is imperative that the impact of attitudes is improved to allow the achievement of the goals of OBE in the schools. All stakeholders need to develop a positive attitude to the implementation, management and monitoring of OBE to benefit the learners and the community. Educators and the SMT need to be sufficiently trained and motivated to develop positive attitudes to their work.

5.4   FURTHER RESEARCH

This topic is open for future research with an intention of improving managerial roles in OBE. The reduction of the school managers' negative attitudes will be asset to the management of OBE implementation. Managers, educators, learners and the community will benefit from the effective implementation of OBE.

5.5   FINAL REMARKS

It is hoped that the study will be of value to the school managers and the Department of Education and contribute to the improved implementation of OBE in secondary schools. The study provides information, which will improve the effectiveness of school managers. The success of OBE depends on the creation and maintenance of learning and teaching culture that will enhance the commitment of SMT's implementing OBE in secondary schools.

BIBLIOGRAPHY

Ashley M.J. 1993. *South African education in the 1990's*. Pretoria: UNISA.

Bissetty K. 1997. Revolutionary new system for SA schools causing concern. *Daily News*, 13 November:2.

Bissetty K. 1999. Poor resources spoil new training. Lack of support from Department causes anger. *Daily News*, 4 November:2.

Bissetty K. 2000. Extent of switch to OBE queried. Brief training of educators criticised. *Daily News*, 1 April:4.

Bisseker C. 1999. Removing the examination hurdle: Education; Critical inquiry in classroom: Question and answer. *Financial Mail*, 12 February:36-37.

Bisseker C. 2000. Asmal needs help with uphill push. *Financial Mail*, 159(7):36-38.

Bogdan R.C. & Biklen S.K. 1992. *Qualitative research for education. An introduction to theory and method*. Needham Heights: Allyn and Bacon.

Borg W.R. & Gall M. D. 1989. *Educational research.* 5th edition. New York: Longman.

Boschee F. & Baron M.A. 1994. OBE some answers for the uninitiated. *Clearing House,* 67(4):193-194.

Botha R.J. & Hite S. 2000. Outcomes-based Education and quality: cursory remarks about a possible relationship. *Educare,* 29(1&2):129-139.

Bush T. & West-Burnham J. 1994. *The principles of educational management.* Educational Management Development Unit, University of Leicester: Longman.

Butler D. & Christie P. 1999. *Managing a self-reliant school. A manual for principals and school management teams.* Module 4: Managing the curriculum instructional leadership. Sacred Heart College R & D: (s.l).

Chisholm L. 2000. *Report of C2005 review committee. Executive summary*. Pretoria: (s.n).

Curriculum 2005 flawed report fluids. 2000. *The Mercury*, 1 January:6.

Department of Education. 1996. *Changing Management to Manage Change in Education: Report of the task Team on Education Management Development.* SA: Department of Education.

Department of Education.1997a. *Curriculum 2005: Lifelong learning for the 21st century*. Pretoria: CTP Books.

Department of Education. 1997b. *Curriculum 2005*. *Implementing OBE 4 Philosophy*. Pretoria: CTP Books.

Department of Education. 1998. *Building a brighter future: Curriculum 2005*. Pretoria: Department of Education.

Department of Education. 1999. *Education law and policy handbook*. Kenwyn: Juta & Company.

Department of Education. 2000a. *Education law and policy handbook*. Kenwyn: Juta & Company.

Department of Education. 2000b. *School based curriculum management and planning. Curriculum 2005 Pilot*. Pretoria: Government Printers.

Department of Education. 2001. *Draft revised National Curriculum Statement for grade R — 9 (Schools).* Pretoria: Government Printers.

Department of Education. s.a. *Durban South Region Senior phases: Learning programmes*. s.n.

De Vos A.S., Strydom H., Fouche C.B., Poggenpoel M. & Schurink E. & W. 1998. *Research at grassroots: A primer for the caring professions.* Pretoria: Van Schaik.

De Wit D. 2000. There is good in OBE. *NUE comment,* 4(2):10-11.

Evans K.M. & King J.A.1994. Research on OBE: What we know and don't know. *Educational Leadership,* 51(6):12-17.

Furman G. 1994. Administrators'' Perceptions of Outcome-Based Education: Outputs, Outcomes and Professional Accountability. http://bibinf.unisa.ac.za: 8590/ Washington.

Gale L. 2000. Teachers battle to keep up with an increasing workload. *The Teacher's Voice,* 2(3):8.

Hawkins J.M. 1994. *The Oxford school dictionary*. Revised edition. New York: Oxford University Press.

Henry S. 2001. *Changes in organisational policies and practices. The role of the human resource practitioner*. University of Natal: Durban.

Hoberg S.M. 1999. *Education management. Research methodology*. Pretoria: UNISA.

Jafta T. 2000. *Implementing Outcomes-based Education. Role of management teams (SMT''s) in OBE*. Glenwood: Ikhwezi Community College of education (ICCE).

Jansen J.D. 1998. Curriculum reform in South Africa. A critical analysis of Outcomes-based Education: *Cambridge Journal of Education*, 28(3):321-331.

Jansen J. & Christie P. 1999. *Changing curriculum. Studies on Outcomes-based Education in South Africa*. Cape Town: Creda communications.

Johns L. 2000. OBE is here to stay. *Daily News*, 10 February:4.

Johnson B. & Christensen L. 2000. *Education research: Qualitative and Quantitative approaches*. Needham Heights: Allyn and Bacon.

Kramer D. 1999. *OBE teaching Toolbox: Strategies, tools and techniques for implementing Curriculum 2005*. Cape Town: ABC Books.

Kroon J. 1998. *General management.* Department of Business Economics PU for CHE: Pretoria.

Le Roux C.S. & Loubser P.C. 2000. INSET programmes for enhancing environmental education teaching skills: Cursory comments based on three case studies. *Educare,* 29(1&2):98-112.

Lemmer E. M. 1993. Purposeful sampling. In: Booyse J. J., Schulze S., Bester G., Mellet S. M., Roelofse J. J. & Landman W. A. 1993. *Research in education*. Pretoria: UNISA.

Malan B. 1997. *Excellence through outcomes.* Pretoria: Kagiso Publishers.

Manno B. 1994. Outcomes-based Education. Miracle cure or plague? Hudson Institution Briefing Paper, No. 165. June.

McMillan J. & Schumacher S. 1997. *Research in education: a conceptual introduction.* New York: Longman.

Moodley P. 2000. *The implementation of OBE in the foundation phases in the North Durban Region, in different school climates.* Durban: University of Durban-Westville.

Naiker S. & Waddy C. 2002. *Towards effective school management. Quality assurance and the developmental appraisal system.* Sacred Heart College Research. USAID: Maskew Miller Longman.

Oliver C. 1998. *How to educate and train: Outcomes-based Education*. Pretoria. J.L: van Schaik Publishers.

Pithouse K. 2001. Adapt or die? A teacher's evaluation of Curriculum 2005. Re-training workshop. *Perspectives in education,* 19(1):154-158.

Pretorius F. 1998. *Outcomes Based Education in South Africa.* Randburg: Hodder & Stoughton.

Reader's Digest Complete Wordfinder. 1993.s.v. "Catalyst". London. Readers Digest.

Seidman I.E. 1991. *Interviewing as qualitative research: A guide for researchers in education and the social sciences*. New York: Teachers College Press.

Singh P. & Manser P.S. 2000. Effects of shared vision on the attitudes towards Outcomes-based Education. *South African Journal of Education,* 20(2):108-114.

Spady W.G. and Marshall K.J. 1991. Beyond traditional outcome-based education. *Educational Leadership*, 49(2): 67-72.

Spady W. & Schlebusch A. 1999. *Curriculum 2005: A guide for parents.* Cape Town: Tafelberg.

Spady W.G. 1993. *Outcomes-based Education.* Belconnen: Australian Curriculum Studies Association.

Spady W. G. 1996. *Outcomes-based Education. Critical issues and answers*. Allington: American Association of Schools.

Steyn J.C., De Klerk J. & Du Plessis W.S. 1999. *Education for democracy*. RSA: Bellville.

The Daily News correspondent 1997. Education plan ambitious, says US expert. *Daily News*, 5 November:2.

The Mercury Reporter. 2000. Education changes ''too hasty'' admit Asmal. 22 February:2.

The Natal Witness. 2000. Natal University professor to head OBE probe. 9 February:2.

Towers J.M. 1992. Outcomes-based Education: Another education bandwagon? *The Educational Forum*, 56(3):291-305.

Vakalisa N.C.G. 2000. Curriculum, teachers and teaching: Where does the answer or educational reform lie? *Educare*, 29(1&2):13-26.

Van den Aardweg E. M. & Van den Aardweg E. D. 1993. *Psychology of education: A dictionary for students.* Pretoria: UNISA.

Van der Horst H. & McDonald R. 1997. *Outcomes-based Education: A teacher's manual*. Pretoria: Kagiso.

Van Schalkwyk O.J. 1994. *The education system theory and practice*. Alkantrand: Alkanto.

Van der Westhuizen P.C. 1995. *Effective Education Management.* Potchefstroom: University for Christian Higher Education.

Van Wyk J.N. and Claassen J.C. 1999. Education policy studies and the Education System: *Study guide 1 for MEDEM1-Q.* Pretoria: University of South Africa.

Venter I. S. J. and Van Heerden S. M. 1989. *The grounding of History of Education.* Durban: Butterworth.

Vrey J. D. 1993. *The self-actualising educand.* Pretoria: UNISA.