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**FINAL REPORT
FROM THE DEPARTMENT OF EDUCATION
- TASK TEAM**

**INVESTIGATE THE REASONS FOR THE
LOW PASS RATE IN GRADE 10 IN 2003**

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LIST OF ACRONYMS

C 2005	—————	Curriculum 2005
GET	—————	General Education and Training
OBE	—————>	Outcome based Education
DoE	—————>	NDoE [†] National Department of Education
	—————>	PDoE Provincial Department of Education
EMS		Economics and Management Sciences
FET	—————>	Further Education and Training
LLC	—————>	(Language literacy and communication)
CASS	—————>	Continuous assessment
SMT's	—————>	Senior Management Teams
KZN	—————>	Kwa Zulu Natal
FS	—————>	Free State
WC	—————>	Western Cape
NC	—————>	Northern Cape
EC	—————>	Eastern Cape
NW	—————>	North West
ex DET	—————>	ex- Department of Education & Training

EXECUTIVE SUMMARY

According to the Terms of Reference, given by the Department of Education, the purpose of this study was to investigate the reasons why the grade 10 results dropped in 2003.

The analysis of the provincial reports suggested that we focus on three aspects:

- 1) Analysis of enrollments, pass rates and throughput rates at a provincial level, and to disaggregate these figures into categories that are meaningful in the province.
- 2) Analysis of the grade 9 and 10 curriculum (English, Mathematics and Accountancy subject) to determine the difference in curriculum in the GET and FET phases.
- 3) Analysis of the success of the cascade model of training

DATA COLLECTION

Data was collected through review of relevant documents obtained from the national department of education, and from provinces. Interviews were conducted with representatives at the national Department of Education as well as site visits to three provinces. Case studies of three provinces were conducted. The provincial site visits comprised of interviews with provincial officials, district officials such as subject advisors and interviews with teachers and principals in schools.

KEY FINDINGS FROM THE STUDY

The purpose of the study was to determine why the grade 10 achievement had dropped in 2003. It should be noted that the 2003 cohort of grade 10 learners was different from other cohorts. Because for three years (in grades 7,8 and 9) they had experienced an Outcomes Based Curriculum, through C2005. The original curriculum implementation plan was to introduce an OBE curriculum for grade 10s in 2004. However because of changes in the curriculum implementation timetable (referred to earlier in this document), this did not happen. The 2003 cohort of learners therefore had to move back to the NATED curriculum in grade 10. This shift caused many uncertainties, confusion and stress in the system.

Early in 2004, newspapers reported that there had been a higher than usual failure rate at the end of the grade 10 in 2003. The Council of Education Ministers (CEM) then commissioned this study to determine why this happened and set up the Task Team.

The Terms of Reference indicated that this explanation should be provided through an analysis of the enrolment and pass rates for the last three years and through curriculum issues. The Task Team was given 30 days to complete the work. After the analysis of provincial reports the Task Team decided to extend the investigation to the impact of the

cascade model of training and present the findings and recommendations in a way that would inform future curriculum reform processes (e.g. implementation of the FET National Curriculum Statements).

Detailed key findings of why the grade 10 results dropped in 2003 are presented in the discussion below:

Philosophy of the transition phase

1. The 'transition' phase was an unplanned and hastily prepared event. This caused many glitches in the system.
2. There were two objectives for the 'transition phase' - infuse the principles of OBE into the FET band and assist teachers to fill knowledge gaps as a result of moving from an OBE system to a NATED system. This was over-ambitious and, in hindsight, it would have been less confusing to keep to one aim, viz. fill the knowledge gaps.
3. There was a tension between the national and provincial responsibilities. National department of education gave tight deadlines for the transition and provinces felt there was not enough support. Provinces felt that the implementation of OBE in Grade 10 was a responsibility in addition to their other functions.
4. Currently there is no strong theory in the educational system of how to manage curriculum reform. We have had a few curriculum reform processes in the last few years and yet we do not seem to have a strong body of knowledge of how the process works and how to plan for the process.

Structures and responsibilities

5. The areas of responsibility of the national and provincial departments of education and within the provinces do not facilitate easy coordination, communication and monitoring. This is evident by, for example, GET directorates and FET directorates not communicating with each other to coordinate the transition process, which involves both directorates. This pattern exists from National DoE to Provincial DoE to the classroom level where in most provinces the grade 9 educators does not communicate with the grade 10 educators about teaching and learning issues. Evidence indicates that there was no handover of the grade 10 learner by the grade 9 educators in almost all provinces.
6. Different provinces implemented the transition differently and with different levels of capacity and commitment to the process.

Enrollments, pass rates and throughputs

7. Analysis of enrollment rates shows an increase of around 130 000 learners from 2001 to 2003. This is a big expansion of the system (by 17%) which is without

the concomitant increase in resources and support systems. Obviously this discrepancy has an effect on the overall quality.

8. While we do not have standardized results, we can say that the pass rate from 2001 to 2003 dropped from 69 to 57%. That is in the year 2001; 230 552 out of 748 603 learners did not pass grade 10, and in the year 2003, 373 862 learners of 873 216 did not pass grade 10. This is a big decrease in the number of learners who passed grade ten.
9. While it has been difficult to access disaggregated data from the provinces, the analysis of this data, by ex-department, reinforces the point that educational quality in the different ex racial department schools is different. The level to which the different groups of schools were affected by the transition is also different in different provinces.
10. Analysis of the throughput rates of the OBE and non-OBE cohorts for the last three years shows different patterns. Pass rates for the grade 9 OBE cohort (2002) are much higher than the previous non-OBE cohorts (2000, 2001). This is to be expected given the different assessment practices for the OBE and non-OBE cohorts. It also means that with a greater number of learners coming to grade 10 and following the previous assessment criteria there would be higher failure rates in grade 10.

Curriculum and Assessment

11. The main reason postulated for the drop in grade 10 results dropped in 2003 has been the role of OBE. Our analysis indicates that the 2003 grade 10 learners experienced 3 years of OBE in their schooling career. This seems to suggest that the reasons for the drop may be located in the broader issues of educational quality and that requires a deeper investigation
12. There are gaps between the GET-OBE curriculum and the FET- NATED curriculum and that is to be expected given the difference of the two approaches. There was a great deal of pressure on the grade 10 teachers to fill those gaps, to teach extra 'content' in the same time-frame, and also to infuse OBE principles.
13. C2005 with the emphasis on process, skills, values and group work was inadequate in preparing learners for a more knowledge-based grade 10. These differences were felt more in schools where C2005 and OBE was implemented poorly.
14. Analysis of the content and knowledge for EMS, Mathematics and Languages in grade 9 and 10 shows that there was a gap which required a highly skilled teacher to fill in. South Africa's teaching corp was unable to fill those gaps that were created by the introduction of the C2005.

15. Up to grade 9 the proportion for CASS to Final Examination was 75% to 25%. At the grade 10 level this changed and different provinces followed different proportions (25:75; 50:50; 75:25).
16. There is uncertainty about how the grade 12 examination will look in 2005 – whether it will be like the traditional matriculation examination or will it be based on the OBE principles.

Cascade model of training

17. The Department of Education used a cascade model to implement the decisions for the transition phase in grade 10. Analysis of the reports indicates that this model did not work well. This raises issues of how the message was passed along the chain of responsibility and the viability of the cascade model in implementing curriculum change.
18. The chain along which the message was passed was from national to provincial to regions to districts and finally to educators. The training of educators was not always of high quality and did not offer strategies of how to deal with the classroom activities.
19. There is no evidence of DoE consulting with provinces in terms of the logistical requirements of, and the capacity required to coordinate and monitor the transition process. This resulted in poor coordination in provinces, lack of proper communication to all levels within the system and no monitoring of the process from the National DoE to the classroom. There was also very little communication to capacitate the senior management teams ready for the cascade process. The training of educators consisted of a high amount of generic than specific training and therefore did not give guidance for how educators could cope in the classroom.
20. There seems to be a single package of training designed for different situations. For example, in KwaZulu Natal, the rural dynamics require different approach to training which should be different from that used in urban areas. Educators therefore ended up with 8 hours of training instead of 16 hours.
21. There was a great deal of work done by different parts of the educational system to plan for something new, but there does not seem to be the same energy involved in seeing implementation through. Ultimately, even the best policies succeed or fail because of the level of quality attention given to the implementation strategies.

RECOMMENDATIONS

In view of the discussion and analysis presented in the preceding pages, it seems appropriate to make the following recommendations:

1. The education system has been through many changes in the last few years. It is thus important that when decisions are made they are followed through.
2. Constant changes should be avoided as this leads to uncertainty and confusion.
3. The system should be allowed to 'settle' in the next few years.
4. The GET phase has been through the OBE curriculum reform process and it is important to tap into that resource. This must be encouraged from the structures within the province to teachers in the different phases in schools.
5. Provinces must set up good data-base systems which keep enrollments, pass rates and disaggregated data. This is very important in monitoring the health of the system over time.
6. There must be an alignment between the grade 9 and grade 10 assessment systems so as to not disadvantage the learners.
7. Educators in the FET phase should concentrate more on filling the knowledge gaps which will help them in infusing the principles of OBE in the curriculum.
8. The training packages be differentiated to meet the different contextual realities. A one size fits all model does not work.
9. Training packages or programs for the future FET curriculum, should consists more of what would be relevant to teachers in the classroom than broad, generic principles.
10. There needs to be a clear directive given about the format of grade 12 examinations in 2005.

CONCLUSION

In South Africa, since 1994 we have been involved in many **curriculum change processes**: C2005, RNCS, Transition phase training. We will now be going into the training for the FET National Curriculum Process. The cascade model of training is problematic. The issues of managing curriculum change in a big system are very complex and complicated and require much planning and resources. There must be greater thought, planning and resources given to the implementation phase. We would stress that the **issues of implementation** are key for the success in effecting curriculum change.

There have been many good policies, teaching and learning materials and models of implementation developed in the system but there is no certainty that these reach schools. The different structures in the system are not coordinated and thus inhibit monitoring which is crucial for the curriculum change process. There must be monitoring at all levels of the system and in schools to see what happens at the classroom level.

1. BACKGROUND AND RATIONALE

The new curriculum (C2005) had been implemented in 1998 in the GET phase (i.e. from grade 1 to 9). In 2002 the grade 9 learners followed an OBE approach in C2005. An OBE curriculum had not yet been designed for learners who would be in grade 10 in 2003.

Learners who then went to grade 10 in 2003 followed a more 'traditional' curriculum – using an OBE approach but with the subject encompassing more content.

When the grade 10 learners wrote their exams in 2003 it was stated that the results had dropped. *This research is about finding out why the results in grade 10 had dropped and making recommendations to the DoE about what needs to happen in the following few years while there is a transition to the new FET curriculum.*

2. TERMS OF REFERENCE

According to the Terms of Reference given by the Department of Education, the objectives of the study are:

- 1) To compare the enrolment and pass rates of the grade 10 cohort of 2003 with that of the cohorts of the previous three years. (2002, 2001, 2000).
- 2) To report on reasons for the drop in grade 10 pass rates.
- 3) To report on notable trends including learner dropout or attrition and to investigate and report on the main reasons.
- 4) Examine and report on aspects of curriculum design, delivery, assessment and standardization that may have impacted on the performance of the cohort of learners.
- 5) To make recommendations for bridging gaps that may exist and to strengthen the teaching, learning and assessments and to manage this cohort's transition from an OBE curriculum to the interim curriculum on the Senior Certificate.

3. ANALYSIS OF THE PROVINCIAL REPORTS

Earlier this year the Provinces were asked to provide a report to the National Department of Education outlining the grade 10 results and providing an analysis of the situation. These reports formed the basis of informing the study.

The key issues emerging from the provincial reports are:

- An analysis of enrollment and pass rate data for 2003 and three years prior indicates that provinces showed a variation in enrollments and pass rates.
- There was a common feeling from the provinces that the last minute decision to revert to National Report 550 in Grade 10 in 2003 had an adverse impact on learners and educators and contributed to the high failure rate of learners.

- Educators and learners encountered challenges to bridge the content knowledge and skills gap between the GET and FET in subjects such as Economics and Management Sciences (EMS) to Accounting, and Language, Literacy and Communication (LLC) to foreign languages and Mathematics.
- Curriculum 2005, was inadequate in preparing learners for the rigors of Grade 10 and the senior phase. This was largely attributed to over-emphasis of group work in OBE. Learners were therefore not able to work independently and lacked basic factual knowledge or the necessary skills to process information for themselves.
- Most provinces felt that the National Department of Education did not adequately prepare provinces and the timelines given for the transition were too tight. Furthermore provinces lacked adequate human and financial resources to provide training and support. As a result most provinces used the cascade model to train educators. The result was that the training did not reach all educators. The schools that suffered the most were those in remote rural areas.
- There was no standardization of marks attributed to CASS and to final examination marks. The table below indicates how different provinces distributed the CASS and final examination marks.

Province	Continuous assessment (%)	Final Examination (%)
Limpopo	25	75
KwaZulu Natal	75	25
Gauteng	50	50
Free State	25	75
Western cape	50	50
Northern Cape	50	50
Mpumalanga	25	75
Eastern Cape	not available	not available
North West Province	40	60

Strategies adopted by provinces

Provinces developed, with different levels of success, different strategies to prepare schools to cope with Grade 10 requirements.

The analysis of provincial reports indicates that six provinces took an initiative to prepare SMTs, educators and learners for the transition and developed a provincial strategy to address the challenges entailed in the transition. In addition to the guidelines that were provided by the National Department of Education, several provinces were able to develop additional provincially adapted guidelines, which were distributed to all schools. All provinces conducted in-depth workshops that comprised some of the following initiatives:

- 1) analysis of Report 550 and learning areas to identify skills and knowledge gaps,
- 2) needs analysis of skills and knowledge gaps of the district, subject and learning areas specialists,
- 3) development of modules or guidelines to assist educators to better understand OBE,
- 4) conducted subject based workshops at district level to enhance common understanding,
- 5) designed a provincial subject framework to enhance effective and efficient delivery

- 6) development of content plans to allow for regular monitoring.

While some provinces used this from existing financial resources, one less resourced province sought funding from donors that are active in the province. This funding was also used to provide transport to district officials to reach all schools in the province.

The report from one province shows that there was no provincial strategy. The report presented is a summary of district reports, which seem to indicate that districts adopted various strategies. The report from another province does not provide details of the actual interventions that were taken by the province.

Other initiatives that were adopted include the following:

- 1). *Advocacy campaigns:* Two out of nine provinces conducted advocacy campaigns and road shows in order to prepare SMTs and educators for the transition and the demands of the FET band. The outcome of these campaigns was to ensure that SMTs are enabled to begin mediating professional dialogue in schools.

- 2). *Training and support for districts, SMTs and educators:* All provinces provided training for district officials, school SMTs and educators. The training focused on assisting educators to better understand OBE and to enhance a common understanding of content across the schools. Other training focused on facilitating effective and efficient classroom delivery.

- 3). *School based support:* A few provinces provided ongoing school based support to teachers throughout the year. In such cases, educators were adequately prepared. The results of one province show that such strategies were successful, as the performance in 2003 was not different from that of previous years.

- 4). *Additional materials:* In addition to the Guidebook provided by the national Department of Education, some provinces further developed additional materials for educators, which assisted educators to make the transition from Grade 9 to 10. In these provinces copies were distributed to all schools. One province developed pacesetters to incorporate the requirements of CASS, and distributed a video to all secondary schools. Another province developed a comprehensive CD-ROM related to OBE, which was distributed to all schools to support school based training events. Furthermore transition support guidelines were placed on the provincial website of this province.

4. OBJECTIVES OF THE STUDY AND STRUCTURE OF THIS REPORT

From the analysis of the provincial reports, this Task Team decided to answer the questions in the Terms of Reference by focusing on three aspects:

- 1) Analysis of enrollment, pass rates and throughput rates at a provincial level, and to disaggregate these figures into categories that are meaningful in the province.
- 2) Analysis of the grade 9 and 10 curriculum of English, Mathematics and Accountancy to determine the difference in curriculum in the GET and FET phases.

- 3) Given that the DoE used a cascade model to manage the training process, the Task Team investigated how cascading took place, what was the original reservoir of information and resources, and how this was passed along the line until it eventually reached the teacher and was enacted with learners in classrooms.

In looking at the question of how pass rates changed over the years and across schools and provinces we are aware that there were no standardized tests within provinces or in the country. Therefore we have to be cautious of how we read the comparisons.

5. ANALYSIS OF PROVINCIAL ENROLLMENT, PERFORMANCE AND THROUGHPUTS TRENDS FOR THE PERIOD 2000 to 2003.

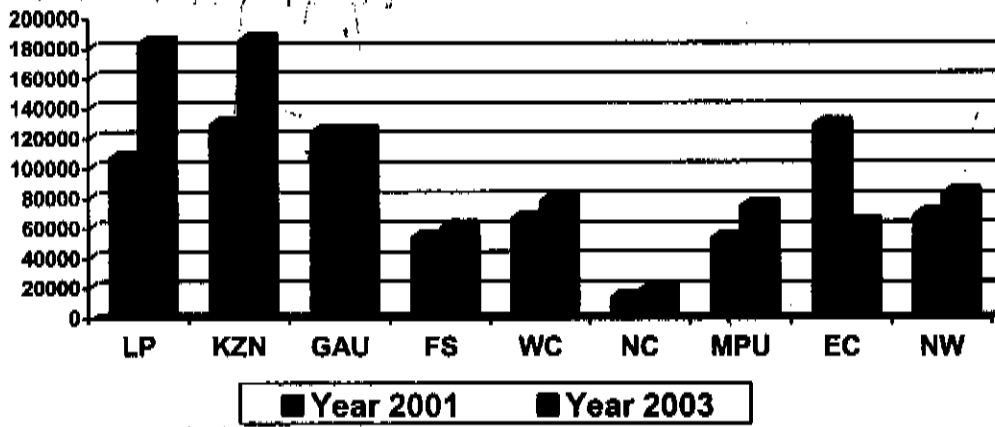
In this section we will present information about enrollments, pass rates and throughput rates for the provinces. Provinces provided information for a 3 or 4-year period. To understand the issue of why the grade 10 results dropped in 2003 we will also disaggregate the provincial data to see which groups showed the most changes.

5.1. Grade 10 Enrollment Patterns

FIGURE 1: Enrollments And Pass Rates Of Provinces

Province	Year	Roll	Pass	Fail	% pass	
Limpopo	2000	100 245	56 600	43 645	56.5	In 2003 the real pass rate was 33.4% and there was a provincial adjustment to 49.9%.
	2001	107 170	57 717	49 453	53.9	
	2002	110 995	61 412	49 583	55.3	
	2003	183 472	91609	91 863	49.9	
KwaZulu Natal	2001	129 289	90 517	38 772	70.	
	2002	151 142	107 286	43 856	71	
	2003	185 869	120 108	65 761	64	
Gauteng	2000	120 647	102 260	18 387	84.8	
	2001	124 594	108 060	16 534	86.7	
	2002	128 850	109 625	19 225	85.1	
	2003	123 954	88 866	35 088	71.7	
Free State	2000	54 437	32 071	22 366	58.9	
	2001	54 492	30 814	23 678	56.5	
	2002	54 377	26 588	27 789	52.6	
	2003	60 827	32 029	28 798	52.7	
Western Cape	2001	67 034	46 186	20 848	68.9	
	2002	69 752	45 199	24 553	64.8	
	2003	78 598	44 615	33 983	56.8	
Northern Cape	2001	13 982	5384	8598	61.5	
	2002	14 657	5863	8794	60	
	2003	19 170	7668	11502	60.2	
Mpumalanga	2001	53 734	37 934	15 800	70.6	
	2002	57 797	40 096	17 701	69.4	
	2003	74 957	44 157	30 800	58.9	
Eastern Cape	2000	129 663	92 139	37 524	76.1	Concerns about the reliability of the data. Condoned 6494 (10%) in 2003, so total to gr 11 is 52%
	2001	129 499	97 888	31 611	75.6	
	2002					
	2003	63 265	25 525	37 740	42	
North West	2001	68 809	43 187	25 622	64.2	
	2002	69 601	42 229	27 372	62.4	
	2003	83 104	44 777	38 327	55.7	

FIG 2: PROVINCIAL ENROLLMENTS FOR 2001 AND 2003



5.2. Pass Rates

The following graph gives the picture of provincial pass rates.

FIG 3: PROVINCIAL PASS RATES FOR 2000 -2003

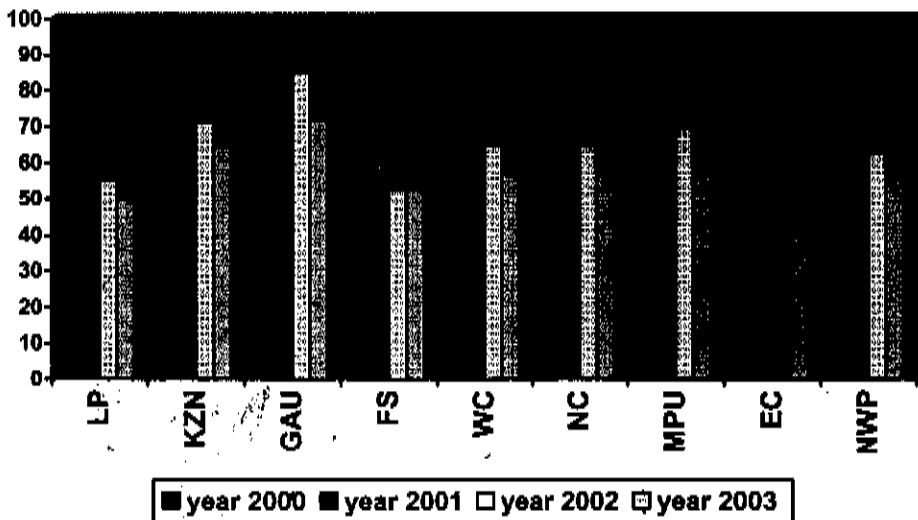
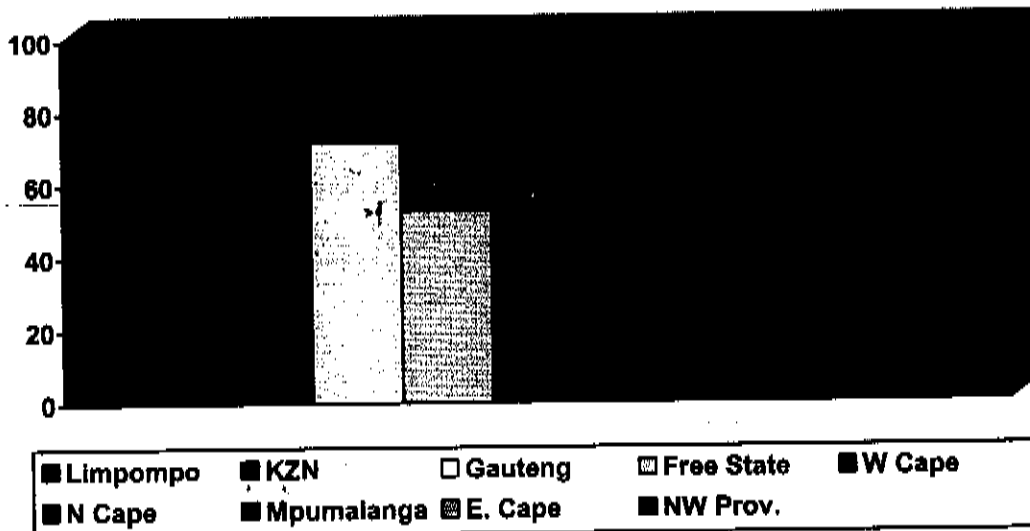


FIG 4 :PROVINCIAL PASS RATES FOR 2003



5.3. Analysis of national and provincial enrollments and pass rates

5.3.1. Looking at the trends in terms of changes in enrollment and pass rates for the years 2001 to 2003 in the provinces, we notice the following.

FIGURE 5: Change In Enrollments And Pass Rate For Provinces

PROVINCE	ENROLLMENT CHANGE	PASS RATE CHANGE (%)
Limpopo	↑76 302	↓3.9
KwaZulu Natal	↑56 580	↓6
Mpumalanga	↑21,223	↓11.69
North West	↑14,295	↓8.5
Western Cape	↑11,564	↓12.1
Free State	↑6 335	↑3.8
Northern Cape	↑5,188	↑1.3
Eastern Cape	↓66,398	↓34
Gauteng	↓640	↓15

↑ = Increase by ↓ = Decrease by

There has been a big increase in the enrolment of grade 10 learners in Limpopo and KwaZulu Natal, a moderate increase in North West Province and Mpumalanga, and a small increase in Northern Cape, Free State and Western Cape.

The very high increases in Limpopo raises questions of where these learners come from and how the system manages to accommodate them.

The percentage pass rates show a decrease of less than ten percent (10%) in Limpopo, Kwa Zulu Natal and North West Province. There is a decrease of more than 10% to a maximum of 33% in Gauteng, Western Cape, Mpumalanga and

Eastern Cape. There is however a slight increase in pass rates of Free State and Northern Cape.

5.3.2. We used 2001 and 2003 datasets (because we had complete datasets for these years) to get the national picture of enrollments and performance. Nationally there has been an increase of enrollment, from 2001 to 2003, by 124 613 (17%) learners. For this period the pass rates dropped from 69% in 2001 to 57% in 2003.

FIGURE 6: CHANGE IN NATIONAL ENROLLMENTS AND PASS RATES

	Total enrollment	Pass	Fail	Pass rate
2001	748 603	517 687	230 552	69%
2003	873 216	499 354	373 862	57%

5.4. Disaggregated data

The above tables present the overall provincial picture with respect to enrollments and pass rates. To better understand the lower pass rates it is important to examine disaggregated data and note the pass rates of the groups. It has been difficult to obtain the data, because all provinces have not kept data in the form we requested and they have been too busy to respond to our request on time.

Although we do not have all the data we would like to illustrate the patterns for the datasets we have. It might be useful for other provinces to examine these trends. We will use the data from the Northern Cape and Free State to illustrate the trends.

5.4.1. Northern Cape

FIGURE 7: Overall pass rates for the Northern Cape

	ENROLLMENT	No. Passed	% Passed
2001	13 982	8598	61.5%
2002	14 657	8794	60%
2003	19 170	11502	60.2%

- The overall pass rates were consistent over the last three years.
- The enrollment increased by around 5000 for the period from 2001 to 2003 (37%)

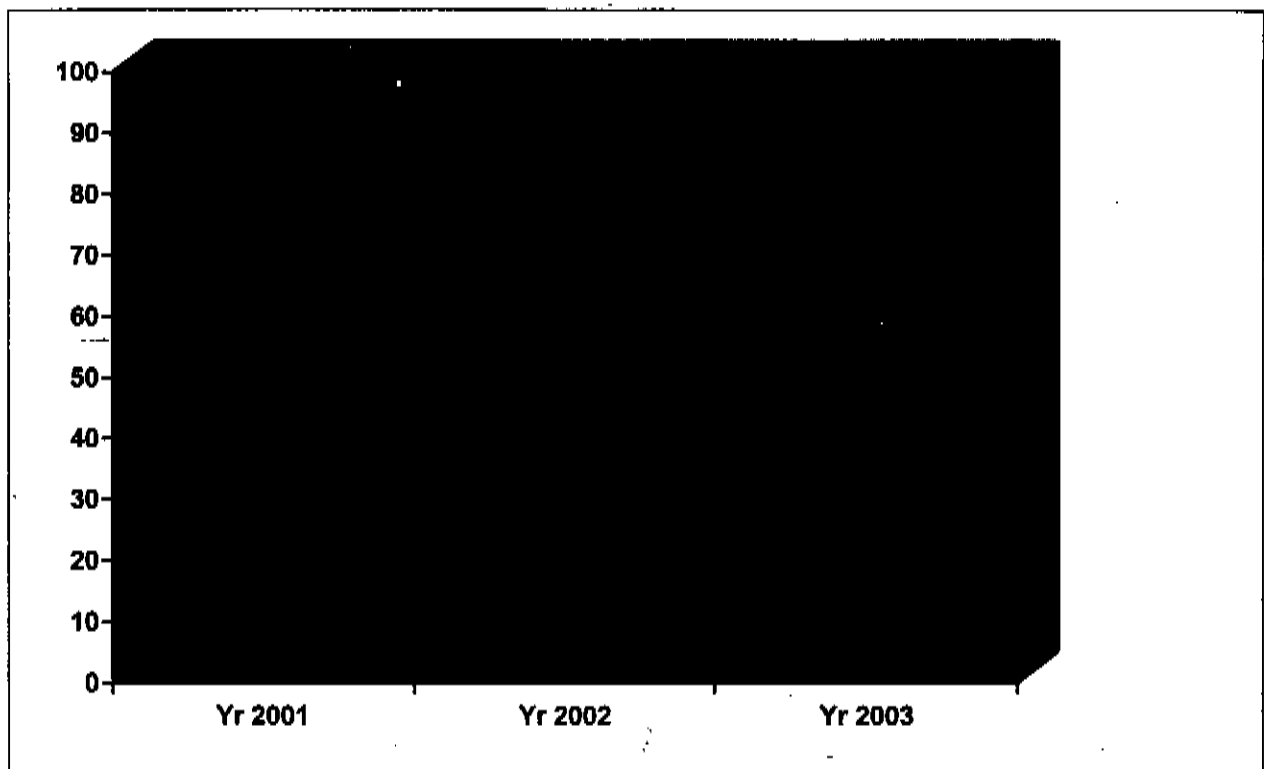


FIGURE 8: Disaggregated pass rates for Northern Cape

Ex-DET	19	54.8	47.2	51.8
Ex-HOR	32	57.7	57.4	54.2
Ex-Model C	41	74.8	79.4	81.4
NEW	3	43.9	37.1	50
REGIONS				
Frances Baard	34	57.2	54.8	58.1
Karoo	20	60	60.2	54.2
Namaqua	19	66.8	72.5	78.9
Siyanda	22	64.5	64.4	63.8
Deep Rural	12	58	51.7	51.6
Rural	45	60.3	57.7	60.3
RuralTown	15	62.6	62.7	65.3
Urban	23	60	61.8	61.7
TOTAL	95	60.4	59.9	61.3

- There is a difference in pass rates for students from the various ex-departments with a 30% difference between learners in ex-DET schools and ex-Model C schools.
- Similarly there are differences in the regions and between rural and urban schools.
- The pattern across different years shows varying changes e.g. drop in pass rates in ex Model C schools and in one region (Namaqua).

5.4.2. Free State

FIGURE 9: Overall pass rates for Free State

Year	Total Enrolment	No. passed	% passed
2001	51970	30219	58.1
2002	51855	28270	54.5
2003	64115	34416	53.7

- The pass rates from 2001 to 2003 show a drop of around 4%
- The enrollment from 2001 to 2003 increases by 12 000 learners (23%)

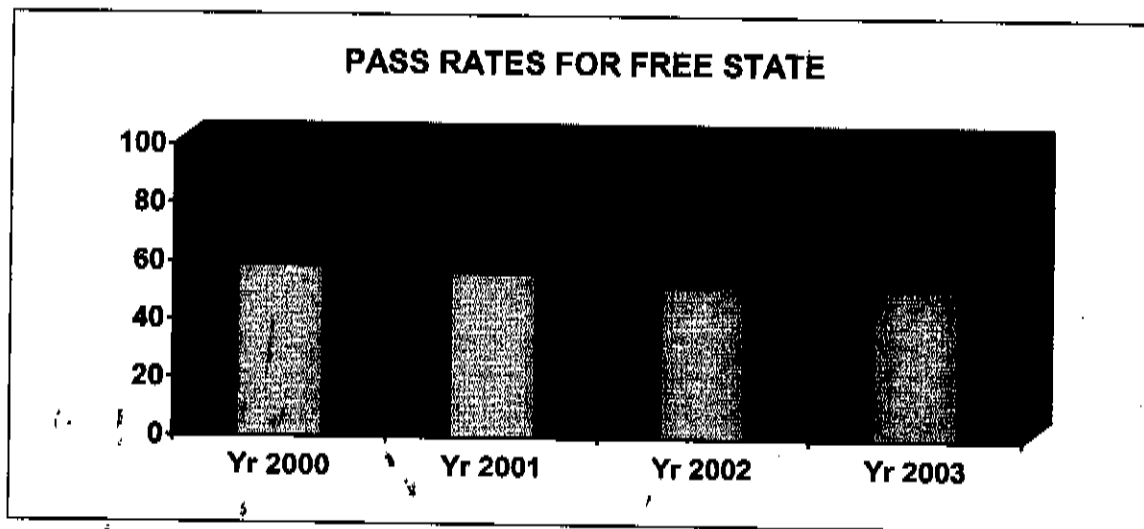


FIGURE 10: Disaggregated enrolment and pass rate for grade 10 from 2000-2003

Group		2003	2002	2001	2000
	Ex Model C	86.9	91.8	90.8	90.97
	Ex DET	49.7	49.2	53.3	54.2
Gender	Girls	56.15	55.3		
	Boys	51.2	53.6		
District	Xhariep	52.7	59.8	65.5	65.5
	Motheo	61.3	63.58	65.5	69.1
	Lejweputswa	55.5	57.4	58.9	54.8
	Thabo Mofutsanyana	49.84	47.7	51.6	53.3
	Northern Free State	48.6	49.7	58.3	58.6
		52.7	52.6	56.5	58.9

- When comparing the statistics by ex department, these findings show that there is a difference of about 37% in pass rates between the ex Model C and ex DET schools. This means that the Grade 10 learners in ex-DET schools are experiencing higher failure rates compared to those in ex Model C schools.
- This gap in pass rate has been consistent over the past three years with the exception of 2001 where the gap was 42%.

- The more urban districts performed better than the more rural districts.

5.5 Throughputs

In order to understand how C2005 and an OBE curriculum impacted on pass rates at the grade 10 level, we wanted to compare the pass rates of an OBE cohort and a non-OBE cohort from grade 8 to 10.

5.5.1. Northern Cape throughputs

FIGURE 11: Pass rates for the OBE and non- OBE groups and crude throughputs in Northern Cape

Categories	No. Wrote	No. passed	% passed
Non-OBE cohort			
2000 grade 8	9941	8039	81%
2001 grade 9	10327	7665	74%
2002 grade 10	14 657	8794	60%
OBE cohort			
2001 grade 8	10971	10742	98%
2002 grade 9	12004	10876	91%
2003 grade 10	19 170	11 502	60.2%

- The grade 8 and 9 pass rates on an OBE curriculum (2001 and 2002) was about 17% higher than previous cohorts.
- The pass rate in grade 10 remains the same at 60%.
- With a bigger number of learners in grade 10, although the pass rate remains the same, the number of learners failing increases.
- The grade 10 enrollments are much higher than the number passed in grade 9. This could either be because of repeaters or students from outside the system joining the Northern Cape system.
- In the Northern Cape there has been a big increase in enrollments, but the officials indicate that this is not a problem. They indicate that it is not an increase but there had been a decrease before and now the system is equilibrating and the system is getting the numbers it has originally had.

5.5.2. Free State throughputs

FIGURE 12: Crude throughput and pass rates

Year	Grade	Enrolment	No. passed	% passed
Non-OBE cohort				
2000	8	59244	43476	73.38
2001	9	55542	38465	69.25
2002	10	51855	28270	54.5
OBE Cohort				
2001	8	59303	54333	91.62
2002	9	62746	50947	81.2
2003	10	64115	34416	53.67

- The grade 8 and 9 OBE cohort had higher pass rates than the non-OBE cohort.
- The grade 10 pass rate in 2002 and 2003 was similar but because of increased enrollments the numbers failing are greater.

KEY ISSUES FROM ANALYSIS OF ENROLMENT, PASS RATE AND THROUGHPUT DATA

- There has been a big increase in the enrolment of grade 10 learners in Limpopo and KwaZulu Natal; a moderate increase in North West Province and Mpumalanga, and a small increase in Northern Cape, Free State and Western Cape.
- Each of the provinces shows a different pass rate.
- Nationally there has been an increase of enrollment, from 2001 to 2003, by 124 613 (17%) learners.
- Nationally the pass rates dropped from 69% in 2001 to 57% in 2003.
- Analysis of the disaggregated data show that there is a difference in pass rates in schools from the different ex-racial departments, but the pattern does not show any difference for the 2003 cohort.
- Pass rates of the OBE cohort in grade 8 and 9 was much higher than the previous non-OBE cohort.
- Even if pass rates in grade 2003 for grade 10 learners remained about the same, with increased enrollments the number of learners failing increased.
- The crude throughput data shows an increase in numbers enrolled in the subsequent year relative to the numbers that passed – this could imply a large number of repeaters in the grade 10 classes.
- Because the achievement tests in schools and provinces were not standardized, it could be useful to look at grade 11 standardised tests that were administered in mid-year.

6. CURRICULUM ANALYSIS

6.1. Location of Learner against The Curriculum & Assessment Landscape

The central hypothesis about the reason for the drop in grade 10 results is that learners went through an OBE curriculum in the GET phase and when they went to grade 10 they had to follow a 'traditional, content-based curriculum', thereby causing them to fail or drop out. To examine that hypothesis, the educational landscape that the learner would have been located in since entering grade 1 was traced. Co-incidentally, the first year of schooling for this learner happens to be 1994. If we trace one learner (and assume that she passed each year), the table below traces the curriculum that the learner would be exposed to. It also locates the learner in the landscape of other curriculum changes taking place.

Analysis of this table indicates that the grade 10 learner would have been through 3 years of OBE in the 9 years of the schooling career. What then does this say about the effects of OBE?

FIGURE 13: Tracing a learner who was in a grade 10 class in 2003

	Grade of learner	Curriculum	CURRICULUM LANDSCAPE
1994	1	NATED 550	First democratic elections in South Africa
1995	2	NATED 550	Plans for integrated educational system NETF process to sanitise apartheid curriculum
1996	3	NATED 550	Integrated educational system
1997	4	NATED 550	Launch of an OBE C2005 with the promise that in 2005 learners would finish grade 12 with an OBE curriculum
1998	5	NATED 550	Implementation of C2005 in gr 1. Concerns about the new curriculum
1999	6	NATED 550	Implementation of C2005 in gr 2 Rising concerns about implementation of new curriculum
2000	7	OBE C2005	Implementation of C2005 in gr 3. Minister receives the Report: Review of C2005.
2001	8	OBE C2005	Streamlining and strengthening process of NCS for GET
2002	9	OBE C2005	Revised National Curriculum Statements for grade R to 9 declared policy – will be implemented from 2004. Development of NCS for FET begins. Incremental phasing of OBE into grade 10 in 2003 (NATED 550 and 191)
2003	10	NATED OBE	FET OBE NCS declared policy, which will be implemented in grade 10 in 2006
2004	11	NATED OBE	Concerns raised about the quality of passes of grade 10 learners in 2003. Implementation of RNCS in gr R to 3.
2005	12	NATED OBE	Implementation of RNCS in grades 4 to 6
2006		RNCS (GET) NCS (FET)	Implementation of NCS (GET) in grade 7 and NCS (FET) in gr 10.
2007			Implementation of NCS (GET) in grade 8 and NCS (FET) in gr 11.
2008			Implementation of NCS in grade 9 with first GETC and NCS (FET) in gr 12 with the FETC.

6.2. Difference Between The Grade 9 And 10 Curriculum

6.2.1. Curriculum and assessment issues and gaps between grade 9 and 10

The analysis was done through interviews with Learning Facilitators (subject advisors), heads of department and educators as well as through the review of curriculum documents. The focus was on comparing the content of the Grade 9 curriculum with that of Grade 10 in the three subjects, English, Accounting and mathematics. The curriculum analysis also focused on examining the extent to which assessment might have contributed towards the failure of Grade 10 learners.

The problem areas are categorized into the following:

- Lack of or inadequate training of OBE
- GET-FET structural gap
- GET-FET content gaps in the subjects
- Lack of readiness of Grade 10 learners due to the teaching of curriculum in Grade 9 (GET)
- Assessment

6.2.1.1. Inadequate and lack of OBE training in the GET Phase

FET educators who happened to be teaching at the GET level indicated that although they were expected to have been implementing OBE, some did not receive training at all while others were inadequately trained. Some educators indicated that they were only trained for a maximum of 40 hours, which they felt was inadequate. As a result, educators at the GET level are not implementing OBE appropriately. This is evidenced by the failure of educators to competently integrate pedagogy with content across learning areas. There is no uniformity in the teaching of learning areas across schools. Most educators tend to focus on generic components of teaching as opposed to integrating these with content areas. As such, Grade 10 learners from different schools are differently prepared. Grade 10 educators who receive learners from feeder schools are faced with the challenge of teaching learners who are not all prepared for Grade 10 work and are prepared at different levels.

6.2.1.2. GET-FET structural gap

The FET subject advisors expressed frustration with regard to the lack of communication between themselves and their GET counterparts. The GET and FET divisions in the province operate as separate entities with no communication between them. This lack of communication results in FET educators not knowing enough about the Grade 10 learners as FET subject advisors are not able to adequately guide FET educators about Grade 10 learners. Although the FET subject advisors have compiled a list of problems experienced by Grade 10 educators, and have communicated these to GET phase subject advisors, nothing has been done by the GET phase subject advisors. There is therefore a need for the GET and FET subject advisors to have information sessions to discuss the curriculum, the gaps between Grade 9 and Grade 10, and the learners that are promoted

to Grade 10. Such initiatives would help prepare Grade 10 educators to better assist the Grade 10 learners.

6.2.1.3. *GET-FET content gaps in the subjects*

Learners in GET phase are taught using learning areas, which in some subjects subsume a number of related subjects. The GET educators are faced with various aspects during their teaching. They have to teach content, the subjects in learning areas have to be integrated, and they have to use various pedagogic approaches. At the same time, there are various factors such as GET educators being inadequately trained or not trained at all for OBE, educators lacking in content knowledge and others who have to deal with large class sizes.

The GET educators therefore tend to focus on the subjects they are more competent in. For example, the Economics and Management Sciences include subjects such as Business Economics, Accounting, and economics. The observation from the FET phase is that GET educators tended to exclude Accounting.

In the mathematics related subjects, the educator's experience in Grade 10 was that Grade 9 educators are not able to cover all the specific outcomes stated in MLMMS. As a result, Grade 10 learners are not able to show knowledge of basic operations and applications (such as multiplications, unlike terms), in all sub-sections of mathematics. The Grade 10 learners also show no recognition of factorization, and exponentials. Some educators have observed that learners are not able to learn theorems. Learners are unable to write theorems formally and apply them, unless told to by educators.

In addition to these subject specific gaps, the general feeling from all educators teaching Grade 10 learners is that they are lacking in a number of critical areas. Some of the identified problems are:

- Poor reading abilities
- Lack of coherent writing skills
- Lack of critical and analytical skills
- Lack of independent work
- Poor listening skills
- Use of English as a second language is deteriorating

As a result, Grade 10 educators indicated that they spend the large part of the first term covering the basics that are lacking in learners. One math educator indicated that he spends the first term 'drilling' the basics of mathematics to the Grade 10 learners, as they are not in a position to understand and apply the Grade 10 mathematics requirements.

With the advice of FET subject advisors, some SMTs in schools have opted to have information sharing sessions between FET and GET educators. In these sessions, Grade 10 educators relay information about required basics at Grade 10 level. Grade 9 educators are encouraged to attempt to cover those areas. In some cases, Grade 10 educators have assisted in teaching Grade 9 learners so as to ensure that they are adequately prepared for Grade 10.

One ex-Model C school that was visited seemed to indicate that their approach to OBE in the GET phase does not exclude content. They view OBE as dealing with delivery and

assessment. As such, the Grade 8 and 9 educators are encouraged to assist learners with the content so as to prepare them for Grade 10 demands.

6.2.1.4. Assessment

Respondents from provinces and schools indicated that Assessment might have been a contributing factor to the poor performance of Grade 10 learners in several ways:

- Reversal of the weighting of the CASS marks from 75% CASS mark: 25% exam to 25% CASS: 75% exam
- Lack of standardized assessment at Grade 10
- CTAs in the 4th term of the Grade 9 year

6.2.1.5. CASS Procedures and Reversal of the CASS marks

Throughout the Grade 10 year, educators are required to compile portfolios of evidence for learners as part of continuous assessment system (CASS). Educators indicated that the CASS process is time consuming. This time constraint is compounded by the work required to help Grade 10 learners catch up with work (due to the inadequate preparation from Grade 9). As a result, most subject advisors and educators highlighted that they merely do the minimum requirements for CASS so as to satisfy what the subject advisors require. The other factor related to CASS is the reversal of the contribution of CASS towards the final year mark. Unlike in Grade 9 (GET) where the CASS mark contributes 75% towards the year mark, CASS contributes only 25% towards the final year mark in Grade 10. This reversal might have contributed towards the high failure rate in Grade 10s in 2003.

6.2.1.6. Common Tasks for Assessment (CTA)

Some schools attributed the poor readiness and poor performance of Grade 10 learners to the Common Tasks for Assessment (CTAs) at Grade 9. The implementation of the CTAs requires certain skills, which both subject advisors and educators are not equipped with. Some educators indicated that their subject advisors confessed to having no clue about how CTAs are to be implemented. Secondly, there is a variation across subjects in the quality of CTAs. CTAs in some subjects are of very poor quality while others are of acceptable quality. Section A of CTAs was found to be lacking in content and as such, learners gain very few skills from the CTAs. CTAs were not found to equip learners with skills of in-depth study for handling assessment situations. Some ex-Model C schools found CTAs to be a waste of valuable time for learners as they are idle - lacking challenging tasks. Such schools ended up having to prepare extra work for the Grade 9 learners so as to utilize study periods. To some schools, the CTA results in under-utilization of the fourth term, which could otherwise be used to further prepare learners for the demands of Grade 10.

6.2.1.7. Lack of standardized assessment at Grade 10

Final year assessment at Grade 10 is school based. In most instances, schools set their own question papers. These tests are not moderated by districts or by the province. There have been attempts to set common papers in a few subjects such as math and science. This process is costly as it involves photocopies and distribution of papers to schools. The use of common paper is being explored in other subjects. In order to save costs, the master copy will be distributed to each school, which will then be expected to make duplicates for all the learners.

6.2.2. Content or knowledge gaps

Knowledge gaps refer to knowledge that was required by the Interim Curriculum in the Senior Phase and is no longer a feature of C2005 in that phase but is necessary for learners to progress within the Interim Curriculum in Grade 10, 11 and 12. The following section outlines gaps identified in three subjects, Accounting, English and Mathematics.

Evidence, however, suggests that GET educators were not adequately trained to implement C2005 and most are lacking in content knowledge. The training of educators in C2005 often laid heavy emphasis on the generics at the expense of content; thus failing to equip educators to be competent in teaching the mathematical skills and knowledge required for progression in Grade 10. The time consuming nature of implementing C2005 also meant that certain aspects of mathematics necessary for the Interim Curriculum in Grade 10 to Grade 12 might have received little attention.

6.2.2.1. EMS and Accountancy

EMS is an integrated management science and includes accounting, Business economics and economics. Teachers who were teaching EMS were either competent in one area and not the others, or people who were to be made redundant in the system and therefore undertook to teach any subject. So they concentrated on areas of EMS they were familiar with. The policy documents include accountancy but teachers had to work out where and how to include the accounting dimension. In order for teachers to do that they had to be competent in the subject matter. And those teachers who were poor in OBE, or poor in subject knowledge, had gone for only 1.5 days of training and therefore were unable to cope with the subject matter.

In 2000, in response to C2005 (and unspecified content) and a teaching force not able to make the decisions about what content to include, the KZN department helped to unpack the C2005 statements and provide content which would help teach those sections. The curriculum division prepared the statements and content. – However it is not clear whether such documents went to the schools and teachers or not. In 2003 when there were concerns about the knowledge gaps between grade 9 and grade 10, the curriculum specialists and the subject advisors of GET and FET got together and analyzed both curricula and prepared a document which indicated how accounting can be dealt with in the Senior Phase.

The document outlines the gaps between GET and grade 10 and indicates how the gaps could be filled. In addition it states that “the content given under grade 9 in the suggested programme highlights the areas that must be attended to by the FET educators at the grade 10, as these aspects may not have been covered under the GET band.

The document suggests how the aspects of accounting can be infused into the EMS curriculum and suggests areas to be included in each grade, which would help to deal with the content gap for grade 10.

Grade 7:

- a) Documentation: use of documents and source documents
- b) Statement of net worth

Grade 8

- a) Accounting concepts: capital, assets, liabilities, owner's equity etc.
- b) Documentation: cheques, receipts, deposit slips.
- c) Journals: CRJ, CPJ and PCJ
- d) Ledger: Introduction. Bank account, petty cash account
- e) Income statement: introduction

Grade 9

- a) Documentation: invoice
- b) Journals: cash receipts, journal, debtors journal and creditors journal
- c) The ledger: bank account, assets, liabilities, income and expense.
- d) Trial balance
- e) Income statement and balance sheet
- f) Analysis and interpretation of financial and economic information.

6.2.2.2 *Mathematics and Mathematical Literacy, Mathematics and Mathematical Sciences*

Knowledge gaps refer to knowledge that was required by the Interim Curriculum in the Senior Phase and is no longer a feature of C2005 in that phase but is necessary for learners to progress within the Interim Curriculum in Grade 10, 11 and 12. The Specific Outcomes for Mathematical Literacy and Mathematical Sciences were designed in such a way that they are rich in their requirement for mathematical knowledge and mathematical process skills. If the learning area MLMMS was implemented accordingly, then the content gaps would be minimal.

Evidence, however, suggests that GET educators were not adequately trained to implement C2005 and most are lacking in content knowledge. The training of educators in C2005 often laid heavy emphasis on the generics at the expense of content, thus failing to equip educators to be competent in teaching the mathematical skills and knowledge required for progression in Grade 10. The time consuming nature of implementing C2005 also meant that certain aspects of mathematics necessary for the Interim Curriculum in Grade 10 to Grade 12 might have received little attention.

Interviews with subject advisors, educators, and review of documents suggest that the following are the areas that were identified to be potential gaps that are required in Grade 10 mathematics. As such, educators in Grade 9 ought to ensure that learners are competent in these components. Upon identifying the knowledge gaps, Grade 10 educators ought to assist learners with closing these gaps if they were not dealt with in Grade 9:

- a) The number system
 - Integers
 - Rational/irrational numbers
- b) Algebraic expressions

- Word problems
- Factorization
- c) Exponents
- d) Substitution in Functions
- e) Linear graphs
 - Table method
 - Gradient intercept method
- f) Ratio and Proportion
- g) Calculator skills
- h) Basic concepts in Geometry
 - Points
 - Lines
 - Angles
 - Parallel lines
 - Triangles (Types and properties of triangles, congruency,
 - Quadrilaterals (Types and properties of quadrilaterals)
- i) Mensuration
 - Perimeter
 - Area
 - Surface area
 - Volume

6.2.2.3. *English and Language, Literacy and Communication*

Language proficiency is the key to learning and development. In the more recent textbooks designed specifically for OBE in grade 9 provisions are made to teach the structural elements of language within a specific theme or context. For example, if the context is advertising, the focus on grammar or the structural elements of language is within the context of advertising. This means that learners see how these elements of language work in a passage or a given context. In grade 10 however, educators used old, outdated textbooks (e.g. "Living English Structure"), such that learners were subjected to working on numerous grammar exercises at sentence level only. These sentences are decontextualised and bear no relationship to each other. If the learners' language proficiency is to be developed to the desired level in order to write letters, explanations and essays, they need to be exposed to the use of a variety of language structures that interact within a sustained piece of writing. Learning grammatical rules and identifying them in isolated sentences is useless if they cannot apply these rules in a meaningful discourse.

Another aspect that is neglected is the skills of note taking and précis writing. While the grade 9 texts show a few examples of summaries, neither the texts nor the educators teach these important skills that are so crucial to the effective management and development of one's own learning. Furthermore, learners are not encouraged to edit, revise or proofread their own work. This process, if done in a sustained manner, would enable learners to reflect on and take charge of their own learning.

KEY ISSUES FROM ANALYSIS OF GAPS IN THE CURRICULUM

- A learner who went to grade 10 in 2003, would have received OBE for three years of her/his schooling career.
- In the GET phase, which followed C2005, learning was structured around learning areas which integrated a number of subject areas. For example EMS has elements of Economics, Business Economics and Accounting. Grade 10 followed the subject demarcation - e.g. Accounting
- C2005 has been critiqued for the lack of content and this has been dealt with in the Revised National Curriculum Statements.
- Analysis of policy documents indicates that there are ways in which the different content aspects could be integrated into the Learning areas – but recognizes that it requires a teacher with good knowledge in all the different areas to be able to do that.
- Gaps were identified between the GET and grade 10 curriculum and documents prepared. However these documents did not get to schools and teachers.
- Issue of implementation impeded training of teachers about the gaps.
- The gaps meant teaching a longer grade 10 curriculum in the same amount of time – difficult to push the increased content in shorter time.
- Strong demarcation of the GET and FET curriculum and structures of delivery and support and this is evident from national to provincial to regional to schools.
- There were inadequate appropriate learning materials for learners in the classrooms.

7. CASCADE MODEL OF TRAINING: FOLLOWING THE RESPONSIBILITY CHAIN FOR TRAINING

The issues of the transition phase are located within the curriculum landscape in South Africa and the curriculum changes that have occurred since 1997. There was the OBE curriculum embodied in the C2005 policy, concerns with C2005 and the Review process, the altered timetable of implementation of an OBE curriculum at the different grades, the Revised National Curriculum Statements for the GET and the changed date for the implementation of an OBE curriculum at the FET level. Therefore there were learners that went through an OBE curriculum up to 2003 in the GET phase, did not continue with OBE in 2004 and 2005. Response of the NDoE was to have the 'transition process' and prepare for the learners and this change. This was a 'sudden addition' and a change and took people by surprise.

The responsibility for orientation training for the transition phase was at the office of the FET directorate. After the various political and academic debates about the merits and demerits of the transition phase, a decision was taken to use a cascade model to train for the transition phase. The model was to take into consideration the contextual factors at play in the provinces. While it was acknowledged that working with provincial heads of departments is an ideal course, it was however thought that the limited time given necessitates working directly with the curriculum specialists / subject advisors.

In preparing for the transition the DoE developed an educator guide (Green Book) with the assistance of the unions, subject advisors and other curriculum experts. The idea was for educators to use this book as a foundation from which to develop their own learner materials based on the learner needs. The curriculum specialists / subject advisors were to train educators in doing this.

This guide developed nationally, outlined an educator development strategy that would be used to assist FET educators during the transition period. It started by acknowledging the shortcomings of the implementation of OBE in the GET phase. In order to overcome these problems, it proposed a strategy supported by four pillars:

- Three tier model of training
- Mentorship
- Continuous professional development
- On-going monitoring and support

The three-tier model entailed:

- a) National Orientation and Training to develop a national pool of mentors comprising provincial officials, unions, subject associations, publishers, SAQA, Umalusi, sub-contracted trainers (from Non-Governmental Organisations, Institutions and Private sector) and the Department of Education
- b) Follow-up Training in provinces and clusters of provinces to increase the provincial pool of mentors; especially at district level.

- c) A provincial pool of mentors to train school-based educators (including Principals and Heads of Departments or members of School Management Teams) in districts and, where possible, schools.

This three-tier model was to ensure uniformity, consistency and quality in implementation of the OBE into the FET phase.

In order to examine the extent to which this was successful, the Task Team tracked the Responsibility Chain from national department to the school level in the three provincial case studies. This was done through interviews at national, provincial, district and school levels, review of documents, and checklist of availability and use of documents at provincial, district and school levels.

7.1. National Orientation and Training to develop a national pool of mentors

National orientation and training to develop mentors in provinces happened as planned. Provinces were requested to send in subject advisors and other people who were to be mentors and cascade training to educators. Provinces did send people, these were educators, subject advisors / curriculum specialists, FET Officials, and teacher development specialists. Whilst the DoE is confident that orientation and training went well and participants were happy about it, a different perception emerged from provinces.

The case studies revealed that the DoE training was more of a meeting than a training workshop. In KZN for example, the information given was that there was confusion about the objective of the 'meeting' in Pretoria. This view is supported by both Free State and Limpopo where officials interviewed called a supposed training a 'transition meeting'. The confusion was whether this meeting was to identify content gaps for grade 10 learners and how to fill those gaps or about transforming the NATED FET curriculum and infusing OBE skills or was it to do both? The DoE's objective of the workshop was to do both.

There is however no information given by both DoE and provinces in terms of what was the process plan of capacitating the subject advisors in cascading the model and in assisting educators deliver the curriculum.

What began to unfold in provinces give evidence of the 'confusion' perceived in DoE-led training workshop and the omission of a clear process plan of cascading and subsequent support to educators on delivering the curriculum.

7.2. Follow-up Training in provinces to increase the provincial pool of mentors

DoE initiated follow-up training in provinces. The first training was to be facilitated by DoE in different provinces. Provinces brought in people to be trained at identified venues, except for Free State where logistical problems resulted in the workshop not being conducted. The training in provinces went fairly well in so far as introducing the idea of the 'transition phase'. Participants were given an educators' guide that gave an idea of methodology, curriculum and assessment. None of these concepts were dealt with in detail except to edit the document. There was also no plan in place or discussed in terms of resources to coordinate the cascading. There was no monitoring done by the

DoE in terms their cascade model. The reason given is that there was insufficient time to do that.

The DoE was to deliver the educator guides to all provinces for all school. It was discovered, through the interviews, that the DoE sent a computer disk to provinces and never even checked whether provinces received it or not. Some provinces made copies for most schools and some did not even receive the disk. Again the follow-up was not done by the initiators of the responsibility chain.

The concern of participants at these workshops is that there were more generic issues than specific issues of OBE covered. Participants would have liked to see OBE in action in the FET curriculum.

7.3. A provincial pool of mentors to train school-based educators (including Principals and Heads of Departments or members of School Management Teams) in districts and, where possible, schools.

At this level of the three-tier model mentors (including subject advisors) were battling to cascade the model. The training workshops that were supposed to be conducted by these 'trained mentors' were marred by a series of problems. Interviews done in Limpopo and KZN show similarities in terms of problems and challenges encountered. These challenges / problems are categorized thus:

7.3.1. Educator training and support

The focus of the workshop should have been minimal on generics and concentrate more on subject specifics. This required a great deal of materials development from the side of the province, since the materials developed and distributed by the DoE were lacking on specifics.

Poor timing in the training of educators is apparent from the scheduling of training for late in the year (October to December). This resulted in principals' reluctance to release educators for training. This is especially difficult for the FET phase because teachers are involved in examinations or marking of the matric exams.

Educators were also confronted by the lack of resources in schools for enabling them to attend training. Some schools did not have money to send educators to training. Difficulties were also posed by the ruralness of the province. Lack of transport and lack of accommodation or catering facilities for staying over, meant that workshops could only be run for four hours only – from 10h00 to 14h00 – to allow people to get back home.

The subject advisors did not see the training sessions as enabling educators to adapt the new OBE approach because the training time was insufficient. In addition, not all educators were trained because of lack of provincial human resources and financial capacity to support the OBE process, and ultimately support subject advisors in assisting educators.

7.3.2. School Management Teams (SMTs) and Teachers

School Management Teams and Senior Management Teams were not fully oriented and made aware of the challenges of managing the transition. There was no capacity building program arranged for them. This resulted in a non-committal attitude presented by some principals. Most principals were also not aware of the demands of the transition period and hence concentrated more on examinations than assisting the change process.

Teachers who attended the training picked up some useful ideas for use in the schools. However they did not go back to the schools and cascade the training to other teachers. Also, there was no evidence that the Educator Guides reached the teacher, and for those who received the guides, it is not clear that they used the guides.

7.3.3. Continuous professional development and on-going monitoring and support

This aspect of the transition process was done very minimally. The subject advisors interviewed in this project expressed the view that there were no follow-ups at all levels of the system. They claim that because of being understaffed they could not make follow-ups. Not all teachers had attended for training. Some had one or two contact sessions with the subject advisors. Very few received visits from subject advisors and in one province subject advisors indicated that they expected principals to support the teachers. But principals were not trained nor oriented on the transition process.

Many educators indicated that they had not seen the educators guide, and in a school where the guide was present there was no evidence that it had been used.

KEY ISSUES FROM CASCADE MODEL

- It seems that the training model and other resources prepared were well thought of, and at the different levels of the system, we found that there was commitment and hard work by many people. However, all the different parts did not cohere and what actually happened in classrooms did not materialize as planned.
- The cascading of the thinking process around the issue of curriculum delivery and bridging issues was not fully communicated to the subject advisors/curriculum specialists.
- Subject advisors were not fully trained nor capacitated in assisting educators with the content knowledge gaps.
- There is little evidence of the transition phase implemented in the classroom.
- The transition and hence the cascade model completely left out the management and bureaucratic system of the provinces. No capacity building programs were arranged for the managers responsible and for senior management teams. Hence a disjuncture in the whole cascade management
- The complete lack of monitoring of the entire implementation process from both national and provinces, resulted in the cascade failing the educator and the learner.

8. KEY FINDINGS FROM THE STUDY

The purpose of the study was to determine why the grade 10 achievement had dropped in 2003. It should be noted, that the 2003 cohort of grade 10 learners was different from other cohorts. Because for three years (in grades 7,8 and 9) they had experienced an Outcomes Based Curriculum, through C2005. The original curriculum implementation plan was to introduce an OBE curriculum for grade 10s in 2004. However because of changes in the curriculum implementation timetable (referred to earlier in this document), this did not happen. The 2003 cohort of learners therefore had to move back to the NATED curriculum in grade 10. This shift caused many uncertainties, confusion and stress in the system.

Early in 2004, newspapers reported that there had been a higher than usual failure rate at the end of the grade 10 in 2003. The Council of Education Ministers (CEM) then commissioned this study to determine why this happened and set up the Task Team.

The Terms of Reference indicated that this explanation should be provided through an analysis of the enrolment and pass rates for the last three years and through curriculum issues. The Task Team was given 30 days to complete the work. After the analysis of provincial reports the Task Team decided to extend the investigation to the impact of the cascade model of training and present the findings and recommendations in a way that would inform future curriculum reform processes (e.g. implementation of the FET National Curriculum Statements).

Detailed key findings of why the grade 10 results dropped in 2003 are presented in the discussion below:

Philosophy of the transition phase

- 8.1 The 'transition' phase was an unplanned and hastily prepared event. This caused many glitches in the system.
- 8.2 There were two objectives for the 'transition phase' - infuse the principles of OBE into the FET band and assist teachers to fill knowledge gaps as a result of moving from an OBE system to a NATED system. This was over-ambitious and, in hindsight, it would have been less confusing to keep to one aim, viz. fill the knowledge gaps.
- 8.3. There was a tension between the national and provincial responsibilities. National department of education gave tight deadlines for the transition and provinces felt there was not enough support. Provinces felt that the implementation of OBE in Grade 10 was a responsibility in addition to their other functions.
- 8.4 Currently there is no strong theory in the educational system of how to manage curriculum reform. We have had a few curriculum reform processes in the last few years and yet we do not seem to have a strong body of knowledge of how the process works and how to plan for the process.

Structures and responsibilities

- 8.5. The areas of responsibility of the national and provincial departments of education and within the provinces do not facilitate easy coordination, communication and monitoring. This is evident by, for example, GET directorates and FET directorates not communicating with each other to coordinate the transition process, which involves both directorates. This pattern exists from National DoE to Provincial DoE to the classroom level where in most provinces the grade 9 educators does not communicate with the grade 10 educators about teaching and learning issues. Evidence indicates that there was no handover of the grade 10 learner by the grade 9 educators in almost all provinces.
- 8.6. Different provinces implemented the transition differently and with different levels of capacity and commitment to the process.

Enrollments, pass rates and throughputs

- 8.7 Analysis of enrollment rates shows an increase of around 130 000 learners from 2001 to 2003. This is a big expansion of the system (by 17%) which is without the concomitant increase in resources and support systems. Obviously this discrepancy has an effect on the overall quality.
- 8.8. While we do not have standardized results, we can say that the pass rate from 2001 to 2003 dropped from 69 to 57%. That is in the year 2001; 230 552 out of 748 603 learners did not pass grade 10, and in the year 2003, 373 862 learners of 873 216 did not pass grade 10. This is a big decrease in the number of learners who passed grade ten.
- 8.9. While it has been difficult to access disaggregated data from the provinces, the analysis of this data, by ex-department, reinforces the point that educational quality in the different ex racial department schools is different. The level to which the different groups of schools were affected by the transition is also different in different provinces.
- 8.10. Analysis of the throughput rates of the OBE and non-OBE cohorts for the last three years shows different patterns. Pass rates for the grade 9 OBE cohort (2002) are much higher than the previous non-OBE cohorts (2000, 2001). This is to be expected given the different assessment practices for the OBE and non-OBE cohorts. It also means that with a greater number of learners coming to grade 10 and following the previous assessment criteria there would be higher failure rates in grade 10.

Curriculum and Assessment

- 8.11. The main reason postulated for the drop in grade 10 results dropped in 2003 has been the role of OBE. Our analysis indicates that the 2003 grade 10 learners experienced 3 years of OBE in their schooling career. This seems to

suggest that the reasons for the drop may be located in the broader issues of educational quality and that requires a deeper investigation

- 8.12. There are gaps between the GET-OBE curriculum and the FET- NATED curriculum and that is to be expected given the difference of the two approaches. There was a great deal of pressure on the grade 10 teachers to fill those gaps, to teach extra 'content' in the same time-frame, and also to infuse OBE principles.
- 8.13. C2005 with the emphasis on process, skills, values and group work was inadequate in preparing learners for a more knowledge-based grade 10. These differences were felt more in schools where C2005 and OBE was implemented poorly.
- 8.14. Analysis of the content and knowledge for EMS, Mathematics and Languages in grade 9 and 10 shows that there was a gap which required a highly skilled teacher to fill it. South Africa's teaching corp was unable to fill those gaps that were created by the introduction of the C2005.
- 8.15. Up to grade 9 the proportion for CASS to Final Examination was 75% to 25%. At the grade 10 level this changed and different provinces followed different proportions (25:75; 50:50; 75:25).
- 8.16. There is uncertainty about how the grade 12 examination will look in 2005 – whether it will be like the traditional matriculation examination or will it be based on the OBE principles.

Cascade model of training

- 8.17. The Department of Education used a cascade model to implement the decisions for the transition phase in grade 10. Analysis of the reports indicates that this model did not work well. This raises issues of how the message was passed along the chain of responsibility and the viability of the cascade model in implementing curriculum change.
- 8.18. The chain along which the message was passed was from national to provincial to regions to districts and finally to educators. The training of educators was not always of high quality and did not offer strategies of how to deal with the classroom activities.
- 8.19. There is no evidence of DoE consulting with provinces in terms of the logistical requirements of, and the capacity required to coordinate and monitor the transition process. This resulted in poor coordination in provinces, lack of proper communication to all levels within the system and no monitoring of the process from the National DoE to the classroom. There was also very little communication to capacitate the senior management teams ready for the cascade process. The training of educators consisted of a high amount of generic than specific training and therefore did not give guidance for how educators could cope in the classroom.

8.20 There seems to be a single package of training designed for different situations. For example, in KwaZulu Natal, the rural dynamics require different approach to training which should be different from that used in urban areas. Educators therefore ended up with 8 hours of training instead of 16 hours.

8.21. There was a great deal of work done by different parts of the educational system to plan for something new, but there does not seem to be the same energy involved in seeing implementation through. Ultimately, even the best policies succeed or fail because of the level of quality attention given to the implementation strategies.

9. RECOMMENDATIONS

In view of the discussion and analysis presented in the preceding pages, it seems appropriate to make the following recommendations:

- 9.1. The education system has been through many changes in the last few years. It is thus important that when decisions are made they are followed through.
- 9.2. Constant changes should be avoided as this leads to uncertainty and confusion.
- 9.3. The system should be allowed to 'settle' in the next few years.
- 9.4. The GET phase has been through the OBE curriculum reform process and it is important to tap into that resource. This must be encouraged from the structures within the province to teachers in the different phases in schools.
- 9.5. Provinces must set up good data-base systems which keep enrollments, pass rates and disaggregated data. This is very important in monitoring the health of the system over time.
- 9.6. There must be an alignment between the grade 9 and grade 10 assessment systems so as to not disadvantage the learners.
- 9.7. Educators in the FET phase should concentrate more on filling the knowledge gaps which will help them in infusing the principles of OBE in the curriculum.
- 9.8. The training packages be differentiated to meet the different contextual realities. A one size fits all model does not work.
- 9.9. Training packages or programs for the future FET curriculum, should consists more of what would be relevant to teachers in the classroom than broad, generic principles.
- 9.10. There needs to be a clear directive given about the format of grade 12 examinations in 2005.

10. CONCLUSION

In South Africa, since 1994 we have been involved in many **curriculum change processes**: C2005, RNCS, Transition phase training. We will now be going into the training for the FET National Curriculum Process. The cascade model of training is problematic. The issues of managing curriculum change in a big system are very complex and complicated and require much planning and resources. There must be greater thought, planning and resources given to the implementation phase. We would stress that **the issues of implementation** are key for the success in effecting curriculum change.

There have been many good policies, teaching and learning materials and models of implementation developed in the system but there is no certainty that these reach schools. The different structures in the system are not coordinated and thus inhibit monitoring which is crucial for the curriculum change process. There must be monitoring at all levels of the system and in schools to see what happens at the classroom level.