



**EFFECT OF THE IMPLEMENTATION OF THE PROGRESSION EDUCATION POLICY AT
PUBLIC INSTITUTIONS: A CASE STUDY OF PINETOWN DISTRICT IN KWAZULU-NATAL,
SOUTH AFRICA**

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DECLARATION

This work has not been previously accepted in substance for any degree and is not to be concurrently submitted in candidature for any other degree. The submission is the result of my own investigation, except where otherwise stated. Other sources are acknowledged by giving explicit references. A bibliography is appended.

I give consent for my work to be available for photocopying and for interlibrary loan purposes, and for the title and summary to be made available to outside organisations and future students.

Signature: *

Date 13 November 2021

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I would like to first and foremost take this opportunity to thank God for the life he gives me every day. Thank you, Lord, for the challenges and successes that you give me. Life would be boring without challenges. Through our challenges, we grow and my trust in you helps me to overcome all challenges.

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DEDICATION

This work goes to my late grandmother Ntombikayise Julia Mbhele-Makhanya. I know you would have been proud of this work, with your eyes glowing with tears of joy to see the wishes of success in your grandchildren being fulfilled. Heavenly rest in peace Bhelekazi.

ACRONYMS

CAPS	Curriculum and Assessment Policy Statement
CPTD	Continued Professional Teacher Development
DH	Departmental Head (this means a stream head in a school level. Previously known as HoD, A member of SMT).
DoBE	Department of Basic Education
DoE	Department of Education
EFA	Education For All
FET	Further Education and Training
GET	General Education and Training
HESI	Health Education System Incorporated
I L S T	Institution Learner Support Team
KZN	Kwazulu-Natal
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
NCLEX-RN	National Council of State Boards of Nursing Examination for Registered Nurses
NCS	National Curriculum Statement
NEPA	National Education Policy Act
NSC	National Senior Certificate

OBE	Outcomes-Based Education
PP	Progression Policy
PPP	Promotion and Progression Policy
SMT	School Management Team
TVET	Technical Vocational Education and Training
WHO	World Health Organisation

ABSTRACT

The purpose of the study is to investigate the effect of the implementation of the progression of education policy at public institutions. It sought to explore the factors that qualify a student for advancement, examine the behaviour and academic performance of progressed students in a classroom and seek ways of resolving the unintended consequences the policy has caused within the schooling system.

A qualitative interpretive paradigm was adopted. Data was collected using semi-structured interview questionnaires administered to teachers and learners from conveniently selected four schools in the Pinetown District Department of Education from a sample of 80 participants.

The outcomes of this systematic inquiry have revealed massive and complex effects of the implementation of the progression of education policy. Concerning learners, these include the inability to cope with the next level, future poor performance and capabilities, lack of interest in learning, students' reliance and entitlement. Regarding teachers, these include teacher frustration, delusion and false confidence, poor performance in Grade 12, and lack of key attributes amongst many others.

As recommendations to the implementation challenges of the PPP and future educational policy matter, bottom-up consultation, monitoring and evaluation, and alternative ways of pedagogy were seen as integral strategies to remedy the implementation thereof. Whilst a plethora of interventions and recommendations were made, immediate interventions include extra classes, practical and technical skills, experimental work, repetitive teaching, knowledge and understanding, reducing overcrowded classes, identification of learner difficulties at an early stage, and parental involvement featured prominently.

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CHAPTER ONE: INTRODUCTION TO THE STUDY

1.1 BACKGROUND

Education is a fundamental human right for all South Africans as enshrined in the constitution and the Schools Act No. 84 of 1996. This piece of legislation governs the entire schooling system and is also the foundation of an "Inclusive Education and Training System". With education for all and the Millennium Development Goals (Motala, Dieltiens, and Sayed 2009) the government of South Africa ensures that all citizens have access to education. This does not mean that citizens will end up not finishing the basic education cycle, but implies that there is progress in education. Therefore, challenges like repetition, dropouts, and age-grade within the education system should not hinder teaching and learning as manifested in the recent past (Motala, Dieltiens, and Sayed 2009).

Globally, the aim of the policy on learner progression was introduced to deal with a substantial number of learners repeating a class, which then lead to drop-outs (Malejane and Diraditsile 2019, Murray 2010, Lewis 2005, Wright 2008a, Wekesa, Kanjogu and Ndichu 2019, Dufitumukiza, Wanjala and Khatete 2021; Mogale and Modipane 2021). However, this policy brought several issues in the education systems of many countries.

In the United States, in Florida, some education institutions adopted policies that rewarded good academic performance such as a student progresses after attaining a certain level of competence Wright (2008b: 126). This coincides with statements by Murray (2010) but takes into consideration the learner circumstances. This is similar to Texas as reported by Lewis (2005), where students seem to improve their academic performance when their progression is attached to graduation.

Social promotion or automatic progression policy continues to be a criticised policy Kim (2004: 125). In Botswana, automatic progression is identified as one of the reasons for a declining education system Malejane and Diraditsile (2019: 2). While in Kenya,

repetition causes learners to drop out (Wekesa, Kanjogu, and Ndichu 2019). This is further echoed by Ramputla (2020), and South Africa is no exception. In Rwanda, the progression policy is viewed as harmful and harming the quality of education (Dufitumukiza, Wanjala, and Khatete 2021), so much so that Rwanda's higher education institutions have introduced bridging courses to mitigate the gaps that students have. This gap is similar to South Africa as evidenced in Nair (2002) and van der Berg *et al.* (2019).

In the Limpopo province of South Africa, Mogale and Modipane (2021) note that the progression policy was not applied according to the stipulated guidelines. Again, in Limpopo, the same policy has many effects such as those that are evident in other countries. Particularly, a decrease of grade 12 matric results Ramputla (2020). In Free State, progression policy is said to have impacted schools differently, with the underprivileged schools being affected adversely, and was noted that it will increase in the future (Stott, Dreyer, and Venter 2015).

In Western Cape, Cape Town, Munje and Maarman (2016) acknowledges that the progression policy yields different unfreedoms for both teachers and learners. Whilst Burger, Van der Berg, and Von Fintel (2015) attribute an increase in unemployment to progression policy. In the Northern Cape, progression is higher in the Further Education and Training (FET) phase than in the intermediate and foundation phase (van der Berg *et al.* 2019).

According to Munje and Maarman (2016), the progression policy affect different schools differently. For example, poor school are the ones which more negatively affected than rich and resourced schools. This coincides with the findings of Malejane and Diraditsile (2019), who report that developed countries are affected, but the most negatively affected are the developing countries. Similar sentiments are also shared by by van der Berg *et al.*, (2019).

In South Africa, the promotion and Progression Policy is traced back to the Government Gazette No.19377 of 1998 presented many challenges (South Africa, Department of

Education 2014: 94). The Act allows for the passing of students who would have failed the grade to avoid keeping them in one phase for longer than four years. A student qualifies to fail a phase once every four years resulting in an automatic pass even for those students that do not qualify to pass because they would have already failed once (South Africa, Department of Education 2012: 07).

The Progression Policy has presented numerous contradictions within the education system, as indicated earlier on (Lancaster and Nkabane 2014: 01). Implementation of the Progression Policy has received enormous criticisms from many sides of the education sector. Teke (2015) found that principals, academics, and teacher unions have labelled the policy as something that 'kills students'. The policy has been viewed as 'crazy' as it will make students suffer, particularly those who are struggling academically. It does not motivate students to learn at all, as any student can now progress to matric without academically deserving this promotion. It has been labelled as 'mess' because it discourages students from working hard and achieving their goals (Teke 2015: 02).

Indeed what these views are suggesting is evident in schools where learners would misbehave, not do their work, and have no care at all for their school work because they know about the policy and that they will pass anyway. This is what Stott, Dreyer, and Venter (2015: 93) referred to as the “lack of threat effect”.

According to Motala, Dieltiens, and Sayed (2009), the Progression Policy came to be as a means of ensuring that students are progressing. It aims to create access to education and rectifies issues like repetition and dropouts. However, there has been an oversight on the value of this policy to the students as far as access to tertiary learning, and employment opportunities are concerned (Nair 2002: 94). Similarly, students who pass matric with the average or low pass are faced with the problem of not being absorbed into the labour market, and they cannot access tertiary education.

Nel and Kistner (2009: 953) argue that the poor matric results have also forced institutions for higher learning to introduce the bridging or access courses to deal with

what Nair (2002) termed as 'remedy for educational wastage'. Teke (2015: 2) reported that a school in KwaZulu-Natal progressed 55 students from Grade 11 to Grade 12 and only six passed in the class of 2013. Most of those students who were progressed passed isiZulu and Life Orientation only. The Amajuba District is viewed as the worst-performing district, recorded 3 125 progressed pupils in the 2014 class. Another school within the district progressed 28 students and only 2 managed to pass grade 12. Moving to the Western Cape Province a total of 2 687 students were progressed in 2014 and only 838 students passed Grade 12. It was also proud of its 19 'bachelor' passes from that progression.

Additionally, the implementation of this policy has presented several conflicts within the education sector. For example, the Department of Basic Education forces the provinces to implement the policy whilst on the contrary some of the provinces refuse to implement the Progression Policy, as seen in the court case between the Department of Basic Education and the Western Cape Department of Education (Abbas 2015: 01). Key stakeholders such as Teacher's union, parents, and students believe that the implementation of this policy erodes and destroys the value of hard work of the Department of Education (Abbas 2015: 01).

Also, teachers are required to account for student's failure to the Department of Education. It would appear that the Department of Education has not yet considered the unintended consequences of the impact of the policy. Of great concern is the academic performance caused by the implementation of the progression policy.

The education for all (EFA) and the millennium development goals (MDGs) requires that South Africa provide basic quality education to all children irrespective of gender and social class (Motala, Dieltiens, and Sayed 2009: 251). They are of the view that the education for all and the millennium development goals concerning physical access to schooling in South Africa is essential to the progression at grade norms, achievement norms, achievement, and completion.

1.2 JUSTIFICATION FOR FOCUSING ON RESEARCH AREA

The study explores the effect of the Progression Policy on education to suggest ways of how to remedy the unintended consequences it has caused within the schooling system in KZN, South Africa. The policy has presented many controversies within the education sector, where key stakeholders are blaming each other for the poor matric results. The blame is between teacher unions, the Basic Department of Education, academics, and parents (Lancaster and Nkabane 2014: 01). Consequently, a battlefield is set as witnessed in Abbas's (2015) report case cited earlier on.

The study provides a platform for resolving the conflicts between policy formulators and policy implementers in light of the empirical study of the Promotion and Progression Policy in schooling. It will also recommend better ways of addressing the broader contextual issues that threaten and are affecting the quality of teaching and learning in the South African education system.

Power comes with authority; authority is unavoidable. Follett (1924: 193) argued that "the validity of power can be tested by asking whether it is integral to the process of outside the process." Follett distinguished between two types of powers that are "power over" and "power with" (coercive power and co-active power). Follett (1924: 187) suggested that organizations and industries should adopt "power with" (co-active power), particularly the democratic governments. Follett promoted principles such as integration and power-sharing for making sure that there are no power conflicts and misunderstandings.

Mary Parker Follett and her 'power-sharing' theory under behaviourism theory suggested that power should be shared between employees and managers of an organization (Kinicki and Williams 2013: 40). The emphasis is on working together in peace and solving any disputes between parties concerned. Follett emphasized that work should be highly controlled by people who are actually at the core of the work process, and managers should act as facilitators. When conflict, for example, exists in the sphere of education in South Africa, teacher unions fight with the education

department, and parents blame teachers for poor matric results, then collaboration alone should be applicable to solve such conflict as articulated in Follett (1924) as 'integration'.

1.3 STATEMENT OF THE RESEARCH PROBLEM

Teachers have found themselves on the receiving end of the Progression Policy since they are to deal with students who do not have appropriate knowledge content for that particular grade, yet they need to make sure that all students learn and pass. It can be argued that the Curriculum and Assessment Policy Statement CAPS (South Africa, Department of Basic Education 2012: 07) has got a lot of content that needs to be taught to students in very limited timeframes. This puts teachers under immense pressure to ensure that they must sacrifice their holidays to complete the required curriculum to ensure that students can achieve the best possible results.

Consequently, conflicts have arisen due to some inconsistencies in the way the Department of Education is implementing and monitoring this policy, where the emphasis is on throughput rates at the expense of quality of matriculates and their post-performance at tertiary level. Hence, the study sought to investigate the effect of the implementation of the progression policy within the Pinetown District Department of Education. This includes exploring the students' behaviour of these progressed students' and how to mitigate the unintended consequences of the implementation of the Progression Policy.

It is abundantly clear that the Department of Education is more interested in seeing students being 'pushed', at the expense of the quality of those students who have passed matric. Given the South African economic growth, employment has become so competitive that the unemployed citizens take up unskilled jobs, thereby affecting those students with lower passes. Therefore, it would appear that poor academic performance by these students in matric constitutes a greater number of those who fail thereby distorting the overall matric pass rate whether in class, school, circuit, and district.

1.4 WEAKNESSES OR PROBLEMS WITH PREVIOUS STUDIES

The inadequacies of the previous studies have been firstly, on quantitative research methods in this topic, in the United States of America (Lewis 2005a; and Murray 2010) and also in the African continent (Dufitumukiza, Wanjala and Khatete 2021) and (Wekesa, Kanjogu and Ndichu 2019). Although some studies of similar nature were conducted in South Africa, a mixed method approach was employed in Free State (Stott, Dreyer, and Venter 2015), (Munje and Maarman 2016b) focused on Quantile 1 primary schools in Western Cape. A similar study of this nature was conducted in the Limpopo province by Mogale and Modipane (2021) and the only limitation of this study is the location. This also includes Ramputla (2020) in Limpopo.

Thirdly, there exist very limited enquiry of this nature in the Pinetown District Department of Education, on the effect of the implementation of the progression policy. Above all, previous studies have not yet looked at the implementation problems surrounding the Progression Policy in KZN. They have not yet looked at the consequences of the Progression Policy as a determining factor of the quality of matric results. In a study by Ramashala (1999: 15), the emphasis was on the perceptions of poor matric results. In this study, many factors such as the government's bill of rights, unqualified teachers and government officials, lack of vision by the department, poor administration by inspectors to mention just a few, were identified as causes of poor matric results. Nothing was mentioned about the implementation of Progression Policy; a key factor that hinders the quality of matriculates.

1.5 PURPOSE OF THE STUDY

The purpose of the study is to investigate the effect of the implementation of the progression education policy at selected public institutions within the schooling system of KwaZulu-Natal, South Africa.

1.5.1 Research objectives

The purpose of the study is guided by the following objectives. Namely to:

- Investigate the effect of implementing the progression of education policy at public institutions,
- Explore the factors that qualify a student for progression,
- Examine the behaviour and academic performance of the progressed students in a classroom,
- Make recommendations to remedy the unintended consequences the policy has caused within the schooling system.

1.6 FINAL CONTRIBUTION OF THE RESEARCH

The study will suggest better ways of how to remedy the unintended consequences the policy has caused within the schooling system of KZN. It is believed that the study will bring about much-needed cooperation amongst the Department of Basic Education, teachers, teachers' unions, universities, and the general public. Involving employers will stabilize the situation and will ensure harmony. Also, it will provide solutions to remedy issues that threaten the South African education system affecting the quality of matriculates.

1.7 LITERATURE REVIEW

Economics, education, and politics are significantly related. This is evident in how political changes in a country affect schooling. Whenever there is a change in government; education is not spared. It changes in response to that political change in terms of which political party reigns. Uys and Gwele (2004: 01) clearly stated that the curriculum is just a political action with teachers living under the authority of political powers. Motala, Dieltiens, and Sayed (2009) suggested that the Promotion and Progression Policy aimed to address issues like dropouts, repetition, and age-grade as related issues. For example, repetition causes students to drop out of school, and age-grade like an over-aged student may also cause the student to drop out.

Motala, Dieltiens, and Sayed (2009: 258) highlighted that teachers do retain students in Grades 10 and 11 because they want to have the best students in Grade 12 and do not

want the matric results affected by these (probably weak) students – a practice referred to as gatekeeping. This suggestion was also supported by the studies of Lancaster and Nkabane (2014: 01). The Department of Basic Education is also aware of this practice. One should ask whether one can blame teachers for this practice, having known that once a school gets poor matric results generally or on a single subject, and then teachers are required to account individually to the department as to why students have failed. Progression must serve a good purpose which gives students opportunities after they are out of the schooling system, rather than students who will end up knowing nothing and are unproductive within the economy.

Nel and Kistner (2009: 61) looked at the quality of the National Senior Certificate (NSC) based on Grade 11 to access the entrance requirement into university. This also includes the final NSC examination results for entrance. The results showed that lower-achieving students might have unrealistic notions of their academic ability. According to this study, since 2008 and the implementation of the National Curriculum Statement (NCS), there have been large numbers of matriculants gaining exemption. Mamphela (as cited in Nel and Kistner 2009) viewed those students as ‘another generation betrayed’ because they are given passes but obtaining access to universities will be unlikely to occur.

Progression is defined as a hierarchical movement from bottom to upward; this happens with few or no credentials. It normally happens after long time-framed educational programs, and it may be affected by other factors (Lamp, Fairfax-Cholmeley, and Thomas 2008: 08). In family learning and progression, learners and parents learn together so that they develop interests and skills. Therefore, parents are involved in their children's learning. This suggests a culture that is not so current to the South African context. Lamp, Fairfax, and Thomas (2008) mentioned that as a requirement of funding for progressed learners, a sample of the progressed learners need to be traced over three years and monitored for all their types of progression. Progression gives opportunities to learners to address the imbalances of poor educational achievement, amongst other things (Lamp, Fairfax, and Thomas 2008: 05).

In an attempt to deal with educational imbalances, it seems vital to understand the policy formulation views. This can be done to design policies that will deal with the identified problem.

Le Menestrel (2016: 22) acknowledged that the purpose of the policy is that of making planned activities within an organization so that actions will be stable and predictable. With specific reference to the Progression Policy, the Department of Basic Education has designed the Progression Policy to give learners opportunities to succeed and for completion of the basic education cycle. It has been a practice that teachers retain learners in one grade so that those underachieving students will not impact on the overall pass rate, whether in class or matric (Pitfalls of the Grade Progression Policy 2015: 04).

The vertical dimension of policy looks at the policy as a rule (Le Menestrel 2016: 23). This is about the passing downwards of the authorized decisions from the top of the hierarchy. The authorities select the values they want and transfer those values to the subordinates' officials for implementation. The Department of Basic Education used the force of legitimate authority as articulated in Abbas (2015) when the National Education Department forces the provinces to implement the progression policy; hence, every school seems to be refusing the implementation of the Progression Policy. Therefore, there exists a power battle within the education department. The National Department of Basic Education forces the provincial departments, schools, and teachers to implement the progression policy.

1.8 RESEARCH METHODOLOGY

The study adopts the interpretivism paradigm and uses qualitative research because it requires careful interaction with the participants regarding the phenomenon being studied; hence, the participants are the ones who are affected by the Progression Policy. The method has the advantage of getting reliable information given the number of samples for valid transferability (Welman, Kruger, and Mitchell 2005: 52). The unit of analysis consisted of teachers and learners within the schools. Open-ended

questionnaires were used to collect data. This approach was preferred because it facilitated the gathering of reliable information (Welman, Kruger, and Mitchell 2005: 24). Sampling provided a wealth of information about the phenomenon being studied. Collected data was analysed using Nvivo because the study was qualitative and was concerned with the social issues regarding the Progression Policy. The tables and diagrams were used to clearly explain the phenomenon.

1.9 STUDY POPULATION

Population refers to the total number of participants that make up the study (Welman and Kruger 2001: 59). In this study; one district which is Pinetown constituted the target population. The reason for selecting this district is that it bears the unique characteristics resembling the features of different school quintiles in the urban, peri-urban, township, and rural areas. Pinetown is the second-largest district after the uMlazi district. Pinetown district has 541 schools and 12 474 teachers. However, not all 541 schools and 12 474 teachers were used for this study.

Sampling method

This study used stratified sampling because, with stratified sampling, it is possible to divide the population into groups based on a factor that may influence the variable that is being measured. These groups were the teacher's group and the learner's group. These groups are then called strata. An individual group is called a stratum. They were randomly selected.

	Teachers	Students
Population	All teachers in Pinetown local district	All secondary FET phase students in the local (Pinetown) school district.
Groups (strata)	Four schools in the Pinetown district.	Four different high schools in the local (Pinetown) district school
Obtain a simple random sample	Five teachers from each of the four schools in Pinetown district.	20 students from each of the four high schools.
Sample	$4 \times 5 = 20$ selected Teachers	$20 \times 4 = 80$ selected students

Table 1: Unit of Analysis

The use of the stratified sample technique allowed the researcher to reduce the potential for human bias in the selection of cases to be included in the sample transferability of the population being studied.

This method of sampling was preferred because it gave equal opportunity to all the people who are directly affected by challenges encountered in the implementation of the Progression Policy. Transferability is possible in this study as there are different schools having similar contexts. This means findings of the study can be transferred to schools bearing similar contexts. This would be made possible as the sample/study used sufficient participants and did not focus on one type of school, but rather a mixture of schools with different access to resources or standards.

Concerning the categories of participants, teachers were used; they participated in focus group sessions where they were asked questions around the implementation of the Progression Policy. Teachers (including principals and Departmental Head [DH]) though, they formed part of the school management team participated in focus groups since they are very involved in the teaching and learning process. The interview

questions were for all the teachers in schools. Interviews and observations solicited answers on how the Progression Policy has impacted on student's performances.

1.10 DATA COLLECTION AND ETHICAL CONSIDERATIONS

This section is a summary of Chapter 3. It provides an overview of the procedure adopted in Chapter 3. It encapsulates the data collection method, how the research collection was administered, focuses on important ethical considerations, data analysis, pre-testing, limitations validity, and reliability and anonymity, and confidentiality.

1.10.1 Measuring instrument

A structured questionnaire was used to obtain data from participants. Open-ended questions were used to collect quantitative data. Open-ended questions were used in group sessions to collect qualitative data. Semi-Structured interviews were used to gather information from teachers. The questions were highly open-ended. Phone calls and emails were made to set appointment dates with the participants.

1.10.2 Recruitment of participants

Phone calls and emails were used to set appointment dates with the participants. Once the interview dates were confirmed, the research instrument was emailed to participants. In compliance with the requirements of the institution's Ethics Committee on research, the approved consent letter was also be sent to every participating school together with the letter of approval from the Department of Education, the gatekeeper.

A consent letter was sent to the participants to inform them about the study, and that they have a chance to reject the invitation if they do not want to participate. As part of the requirement of conducting research, the approved consent letter was made available to every participant during interviews together with the gatekeeper letter from the head of the Department of Basic Education.

1.10.3 Questionnaires administration

A questionnaire was used to gather primary data through personal interviews. A soft copy of the questionnaire, together with the consent letter, was emailed to the participants to complete electronically in case they were not available for a personal interview. The interviews were conducted with teachers. Focus groups in schools were also used to get deep-rooted or 'rich' information on progression. The administration of the questionnaires and interviews were done at the school premises or the organizations of the participants concerned. The administration of the questionnaire was executed through the use of emails to the schools and using physical or in-person visits for schools. The researcher trained himself with the necessary interviewing skills before undertaking the interviews.

1.10.4 Data analysis

Qualitative data collected was analysed through the use of the Nvivo application software. This statistics software was used because its purpose is mainly on educational policy, and that is a social issue. The study is qualitative in nature; the use of the Nvivo software program is relevant for qualitative studies. Qualitative studies' responses are in words or paragraphs; therefore, Nvivo serves a good purpose of analysing responses in words/writing.

1.10.4 Pretesting

The purpose of pre-testing was to double-check the responses from the participants on the validity and reliability of the questionnaire's ability to gather analysable data, that is, to find out if there were any problems with the data collection instrument. The questionnaire was duly amended using input from the pilot study. The instrument was administered to another group of schools that were not part of the main selected sample to ensure the consistency of gathered information.

1.10.5 Limitations and delimitations

Time and financial constraints were of great concern to the researcher .. However, contingency measures were in place to deal with the challenges as they arose. In the event that funds provided were insufficient to cover the cost of the study, own funds were used to complete the research.

In relation to delimitations, the study was conducted in the Pinetown Department of Education district in the KwaZulu-Natal, South Africa.

PINETOWN DISTRICT DEPARTMENT OF EDUCATION



Figure 1.1 The Pinetown District Department of Education.Source: Google Maps: <https://goo.gl/maps/WXnpJAR9bcSfyinE7> (accessed 21 June 2019).

1.10.6 Validity and reliability

(Welman, Kruger, and Mitchell 2005: 153) refer to validity as the extent to which an observed measure adequately reflects the real meaning of the concept under consideration. The pre-test assisted in testing the validity of this study. Validity is vital for any research studies as it ensures that the study is not misleading; this is done by

ensuring that it measures what it intended to measure and the trueness of the study. In this study, validity was ensured by pre-testing.

Hesse-Biber (2010: 5) defined reliability in research studies as a research instrument that yields the same results if the study is conducted at a later stage using the same participants and research methods. The reliability of a measure indicates the extent to which it is without bias or error-free and hence ensures consistent measurement across time and across the various items in the instrument.

Reliability is important because it is an indication of stability and consistency with which the instrument measures the concept and helps to assess the goodness of a measure (Sekaran and Bougie 2009: 161). It is important for people to trust the results of the study. If it yields different results when administered later within the same population, then it has a bias, is unreliable, and it is deceiving (Bryman 2012: 46).

Reliability in this particular study was maintained by conformability in a sense that “giving interview scripts back to the participants to check and comment on whether they think it is an accurate reflection of what they said” (Bertram and Christiansen 2014: 190).

1.10.7 Anonymity and Confidentiality

Anonymity is important in protecting the research participants from being identified. It ensures their safety and security. For example, they may give incriminating responses. Therefore, anonymity warrants that participants are protected from such risks and ensures the objectives of the research are attained and not to put respondents at any risk. Participants were advised that their identity will not be divulged at any stage of the research. The questionnaire did not require the names of the respondents.

Confidentiality is concerned about discretion in keeping secret information. Once confidential information lands in the wrong hands, some people may use it to destroy the participants or any organization concerned. Participants were assured by the researcher that all the information they availed will be treated with the utmost

confidentiality and will be used for academic purposes only. Soft copies of the questionnaire will be encrypted whilst hard copies will be stored in a safe which will be locked 24 hours a day, when not in use. The encrypted file will be deleted and hard copies burnt upon completion of analysis by the statistician.

1.11 CONCLUSION

In this chapter, a more expanded plan of the research project was explained to guide the entire process. The following key areas were addressed: The research background was established, a justification for focusing on research area, the research problem, problems with previous studies, aim of the study with its sub-objectives, the contribution of the research, and the Research Methodology, The conclusion captured in a nutshell the areas covered in Chapter 1.

Chapter 2 provides an expansion of the literature dealing with the Progression Policy.

CHAPTER TWO: LITERATURE REVIEW

2.1 INTRODUCTION

The preceding chapter provided an outline of the entire research undertaken. The overall research process was examined. Aspects covered included justification for focusing on the research area, problem statement. Shortcomings of previous studies were explained. Aim of the study, its supporting objectives, and the contribution of the research were discussed. The research methodology, the population of the study, sampling method, data collection procedures, statistical analysis, and ethical considerations were delineated.

In this chapter, relevant literature in support of the purpose of the study and its objectives are critically analysed. It focuses on the historical perspective of the Progression Policy. Its conceptualization within the public institutions informed by policy dimensions and policy education borrowing is discussed. The effects of implementing the progression of education policy at public institutions are evaluated. Factors qualifying a student for progression are analysed. The conduct and academic performances of progressed students are examined.

2.2 Historical Perspective of the Progression Policy

The Progression Policy can be traced back to 1996 as promulgated in the National Education Policy Act, 1996 (Act No. 27 of 1996). This Act became the basis of admission or promotion for ordinary public schools in South Africa (Department of Education 1996). Along the years from its inception, schools used another terminology to pass-push learners. The term was “condonation” in this instance, a learners’ pass requirements would be relaxed (South Africa, Department of Education 2012: 5). In the majority of cases, such a learner would have been a well-behaved and disciplined learner but does not meet the pass requirements. Furthermore, such a learner had the potential to improve provided the necessary support to the next grade in which he or

she is condoned. In other words, this was more of lenient promotion (Burger, Van Der Berg, and Von Fintel 2015: 85).

In the year 2012, the Department of Education (DoE) legalized the Progression Policy by issuing a Government Gazette Vol. 570 No. 9886 of December 28, 2012, South Africa, Department of Basic Education (2012). This comes after the recognition of the gate-keeping of learners (a process of controlling the rate at which students' progress to more advanced levels of study in the academic setting) in schools; particularly in the Further Education and Training (FET) phase (Stott, Dreyer, and Venter 2015). Furthermore, circular 94 of 2014 was issued to this effect. The policy was met with, so the circular came in as a reminder to key stakeholders to cooperate and implement the policy. Hence, some education officials resisted the policy as evidenced in Abbas (2015) whereby a National Department of Education and the Western Cape Department of Education were conducting negotiations on the scrapping of the policy within the Western Cape Province. The decision was to continue with the Progression Policy since it was and is a national policy and not a provincial policy.

One may ask why the Department of Education was so interested in seeing learners being progressed. The Millennium Development Goals (2013) (MDGs) requires quality primary education to be provided to all learners in South Africa, irrespective of age, gender, social, and economic status. It is a benchmark from other developing countries and was found to be effective in those countries. The principle is that; learners should progress in education and access should result in completion. Adisomelle (2015: 82) contended that education should not be static as a result of repetition, underperformance and overage might cause drop-outs. The retention cost of learners in the system is high (Stott, Dreyer, and Venter 2015: 92). Teke (2015) showed that learners are gate-kept in schools fearing that if weak learners fail, they will affect the overall pass rate for the school, circuit, district, province, and a country in general (Burger, Van der Berg, and Von Fintel 2015: 82). What should be noted here is that the effect of the Progression Policy in schools and all other key stakeholders.

2.3 THE CRITERIA FOR LEARNER PROGRESSION

This section seeks to contextualize the criteria to determine learner progression, understand the behaviour of progressed learners in a classroom, and their attitudes towards learning. Furthermore, it aims to discuss the reasons for their behaviour or misbehaviour and discuss the academic performance of learners, whether progressed or passed on merit.

The South African policy on the progression of learners has two requirements. One is based on whether a learner has failed before in the phase or not. The second one is based on the learners' cohorts. The requirements ignore academic performances according to the National Education Policy Act, (Act No. 27 of 1996). According to the South Africa, Department of Basic Education (2012), the following preconditions must be satisfied. Firstly, learners should progress with their peers (age cohorts), as the policy clearly stated that repetition in one grade is not allowed. Furthermore, the norm for repetition is one year per schooling phase. Therefore, the policy does not allow a learner to be retained more than once in a phase (they must not exceed four years) in the phase.

2.4 Factors Influencing Implementation of the Progression Policy

The prominent effect of implementing the Progression Policy is discipline (Stott, Dreyer, and Venter 2015: 98). Learner ill-discipline demotivates teachers. For instance, they are teaching unprepared learners who do not do their work because they know that they will be promoted to the next grade anyway. Teke (2015) expressed similar sentiments as learners get promoted based on their age and the number of years that they have stayed in the phase and not on academic performance. Stott, Dreyer, and Venter (2015: 93) referred to the learner misbehaviour as "loss of threat effect of grade repetition".

2.4.1 Political

To establish the background notion on the implementation of the Progression Policy, one needs to understand the history of South Africa's education system under the apartheid regime, where the lives of black people did not matter McKeever (2017: 119) and in an era where gender and racial complexities existed (Munje and Maarman 2016: 186; and Burger, Van der Berg and Von Fintel 2015).

Firstly, the enforcement of the Progression Policy came in the late 1990s as there was an increased pressure by the education officials insisting on matric passes (Burger, Van der Berg and Von Fintel 2015: 82). This was because of the higher number of learners who required schooling just after the 1994 elections, particularly the black nation. Hence, at the time they hoped for better lives as the new government came to reign. This, therefore, resulted in large numbers of students within the system, which became exhausted. While in turn gate-keeping of weak students in Grades 11 occurred, vulnerable students negatively affected the pass rate statistics that were desired by the education officials at the time. This, however, was despite the National Education Policy Act (Act No. 27 of 1996) that prevented learners from repeating a grade more than once.

Secondly, over-aged learners learned less and were overcrowding the schooling system and diverted resources from the younger learners (Burger, Van der Berg, and Von Fintel 2015). Likewise, Stott, Dreyer, and Venter (2015: 92) focussed on the high economic costs of repetition. Another issue was the lack of alternatively available avenues for those over aged learners to learn, who were denied access to schooling based on their age.

2.4.2 Economic Factors

Economics, education, and politics are significantly related. This is evident in how political changes in a country affect schooling. Whenever there is a change in government; education is not spared. It changes in response to that political change in

terms of which political party reigns. This was articulated by Vice-Chancellor of Rhodes University, Dr S. Mabizela (2017) on a radio broadcast, Ezanamuhla (2017), when he referred to a South African education as a political ball. Wildavsky (2017: 28) clearly stated that the curriculum is just a political action with teachers living under the authority of political powers. The issue in a South African education system is that it is politicized. Mabizela (2017) further argued that our education could be improved when decisions are made only to improve the education system without using political gains. The previous report supported Mabizela (2017) in a direct quote report. "We are tired of our children being used as political pawns to satisfy statistics" (Abbas 2015: 1).

2.4.3 The Social Conditions

The social condition also affects policy implementation because socially, people can interpret policy differently and can affect the execution of programs. For example, the Progression Policy has good intentions, but the question is what and how do learners interpret the policy. Socially, they might think that they have free passes or automatic progression to the next grade and forget that they still need to adhere to the schooling systems and procedures. Issues like complying with their school work and their teachers are not prioritised. Learners are deluded in thinking that achievement does not count, and teachers have no right to demand hard work from them (Teke 2015; and Stott, Dreyer, and Venter 2015).

In essence, policy enactment is not the same as on paper or as intended (Sheikh and Bagley 2018: 43). For instance, a learner admitted at a new phase such as General Education and Training (GET) which is from Grade 7-9; it is stipulated on paper as the policy on admission; if he or she cannot cope or fails to meet the pass requirements, he or she can fail. However, the district says that no Grade 7 pupil will fail because such an occurrence will demotivate others (emotional factors) (Stott, Dreyer, and Venter. 2015). The demotivation may have resulted from the fact that their peers would be in a high school, and yet they have to repeatedly make friends and cope with other issues of a child in a schooling context.

2.4.4 Public Support

Public support refers to the decreasing support of the policy by the public, which in turn affects the implementation. One would think of the Progression Policy that has many stakeholders, that are not supporting the Progression Policy as indicated in Teke (2015) and Stott, Dreyer, and Venter (2015: 92). Lack of support by the stakeholder triggers a question of concern from interested parties in education consulted before the policy adoption. If they were, then why is there such a lack of public support with the Progression Policy. This lack of concern indicated that other interest groups might have been side-lined.

2.5 Monitoring and Evaluation

Monitoring and Evaluation (M&E) are effective management tools that can help institutions to improve how tasks are carried out to achieve an organization's vision and mission statements. The information and evidence that the institutions need to make decisions, implement policy and hold officials responsible should from a results-based performance feedback system to make sure that it is possible to make strategic, tactical, and operational decisions more relevant (Mackay 2007). However, Jili and Mthethwa (2017) reported that departments and organs of state do not yet undertake M&E seriously as a performance management mechanism, because of the absence of the necessary M&E systems to evaluate programs.

Monitoring

Even though frequently described together, monitoring and evaluation have diverse objectives and happen at different levels. Monitoring is used to define systematic, continuous assessment of progress to notify, inform, and update managers and other stakeholders (Van der Waladt 2014). As a result, it is conducted regularly and is on-going. Therefore, it has an internal element. However, the purpose is to help identify goals, detect problem areas, progress towards outcomes, and to start the change. Sullivan and Skelcher (2017) argued that monitoring might be executed at the individual

level, program, or local community level. The information collected comprises inputs and outputs of the program and the routes employed. The information gathered from monitoring can inform and reinforce an evaluation and form an essential basis for establishing effectiveness and efficiency (Cloete 2016: 13).

Moreover, Jili and Mthethwa (2017: 104) and the World Health Organization (2016: 3) defined monitoring as an assessment of the extent to which a program is implemented as designed and serves the intended target group. The emphasis in monitoring should be on controlling the processes and procedures to support the achievement of objectives that are pertinent to the beneficiaries. A sound monitoring system provides initial warning signs so that remedial actions can be taken timeously. Jili and Mthethwa (2017: 106) defined monitoring as tracking interventions, and using the data collected, as timeously fulfilling or enhance the achievement of the set targets to the satisfaction of the targeted stakeholders.

Based on the above arguments, it can be assumed that monitoring is an instrument that can be used to show whether or not a program/system is going in the right direction, as previously planned. The process can have two possible outcomes: if the program/system is on track, there is no need for intervention, but if the program/system is not doing well, intervention is needed.

Evaluation

Evaluation stresses the results from a program and aims to accurately measure the progress and the accomplishment of the results towards an agreed objective or to respond to specific questions and offer guidance and direction to decision-makers (Mthethwa 2016). Furthermore, the evaluation may have a full or more general focus than the particular program, for instance, considering policy, systems, or national level implications though it is usually related to results and not only outputs. Evaluation is regularly conducted on a "once-off" basis (Mthethwa 2016: 13). The need for objectivity means that assessment frequently has an external element and thus is typically

conducted by people or organizations external to the program, including funding agencies and international researchers (Segone 2013).

According to Head (2016: 473), the objective of the evaluation is a social improvement; evaluation can contribute to reaching this objective by supporting democratic institutions to better select, manage, improve and understand the context of social programs and policies. Jili and Mthethwa (2017) added that "evaluation should be motivated by the goal of providing information that women and men as administrators; as legislators; and as citizens in a democracy can use to make better sense of the objectives, operations, and effects of social policies and programs" .

Furthermore, evaluation is the orderly or critical assessment of the quality, worth or value of administration, the output, and outcomes of government interventions which are envisioned to add value to the applicable beneficiaries (RSA 2008:6). Weiss (as cited in Schalock 1995: 5) suggested that the tenacity of evaluation is to measure the effects of intervention alongside set objectives to improve the quality of decisions made in future interventions. Similarly, Wholey, Hatry, and Newcomer (2010: 34) considered an evaluation to be a learning approach to increase knowledge about the logic and outputs of an intervention. Govender and Reddy (2014: 165) defined evaluation as an assessment of the value of an intervention, concerning its precise purpose to the applicable beneficiaries through the synergistic connections and interrelations of the systems, environments, and stakeholders to improve the value of future interventions. As a result, evaluation plays a significant role in the improvement of service delivery.

According to the World Health Organization (2016), policy monitoring is the systematic collection of data based on specified indicators to determine levels of progress and achievements of desired goals. This is usually a very significant project management tool. Commonly, these management tools are frequently reported in prescribed and standardized set-ups or formats. In contrast to monitoring, policy evaluation is a systematic assessment or judgment of policy programs. This comprises a 'systematic assessment of resources, organizational processes to convert such resources into policy outputs or products, and the extent to which these policy programs have the

intended results in the form of outputs, outcomes or impacts, measured against envisaged goals and objectives' (Van der Waldt 2014).

Monitoring and evaluation are consequently standard management processes that are authoritative to undertake to attain policy success (World Health Organization (2016). Likewise, Segone (2013) asserted that M&E is higher-order management processes that depended on the presence of prior decisions and actions that can be monitored and evaluated.

Different kinds of M&E can be undertaken at various stages of the policy cycle (Cloete 2016). In all cases, however, the activities that are undertaken are similar. Hence, specific issues, processes, or products are assessed based on data that exists about those issues, processes, or products. These different applications of evaluation activities can be summarised as follows:

Formative evaluation, is a type of evaluation that has a formative influence on the policy process, and emphasises on the viability of specific anticipated policy objectives. This is frequently essential at a very early stage in the policy planning process to assume a formal assessment of the feasibility of the different policy options that one can choose from (Cloete 2016).

The second stage of evaluation is the on-going or process performance evaluation that is done once a policy plan or program is being implemented. Progress needs to be monitored to keep track of the time frame, the spending program, the progress towards objectives, and the quality and quantity of outputs. Monitoring of the policy implementation schedule is taken on through project management techniques. Therefore, this type of evaluation centers mainly on the efficacy, efficiency, and intensities of public participation in the implementation process (Cloete 2016).

The final stage, as argued by Cloete (2016), is the Summative Evaluation which takes place after the policy plan is effected. Summative evaluation then focuses on the short term final products (outputs) also as on the medium-term sectorial results or long term

intersectional changes or influences. These outcomes comprise of any positive or negative changes to the status quo before the policy was implemented. After changes have been recognized, it is vital to determine what initiated those changes because they may not essentially have been initiated by the policy. They may have been conveyed by the result of other policies or developments outside the control of the policymakers (Cloete 2016).

The above summary of formative, ongoing and summative evaluation makes it clear that different evaluation methods, plans, and or practices can be chosen to achieve evaluation goals most efficiently and effectively (Stufflebeam and Shinkfield 2017: 131; Bamberger, Rugh, and Mabry 2016). Furthermore, Wholey, Hatry and Newcomer (2014: 19) contended that evaluations can take an "inductive method to determine descriptive facts, figures, and relationships that have been brought about by a specific policy project or program, or it can take the form of a deductive exercise to test a specific model, theory or methodology". Evaluation methods or strategies can also be mixed, contingent on what is viewed as the most suitable for a particular purpose (Stufflebeam and Shinkfield 2017: 188).

2.6 Decolonisation of Education

According to Odora-Hoppers (2017: 18), "Colonisation is a form of normalized dehumanization. This dehumanization is a hidden exercise; that creates the conditions for normalized fierce dehumanization on the indigenous oppressed. To achieve colonization, the colonized created the condition that the colonized could not see themselves outside the colonizer." This fierceness can be regarded as a huge systemic ferocity that obscures the oppressed ideas so that they cannot see themselves outside their condition. Their identity is hidden such that their personality or lived material conditions are a continuous confirmation of the uselessness of their condition in the assertion of the dominance of the oppressor.

The AfricanAmerican father of Pan-Africanism and a critical contributor to the decolonial project and struggles of the *Nineteenth Century* brought to our understanding

the imperatives of education as a laboratory instrument Du Bois (2008). He argued that “education is inherently and radically humanist, multicultural, transethnic, and often uses history and culture as a basis to apprehend, interpret, and create critical consciousness concerning life and world-threatening conflicts and contradictions”. (National Education Collaboration Trust 2017: 17) Given Du Bois’s meaning of education, it can be said that education is a sequence that teaches people to draw out and draw upon potentialities and powers in the interest of fundamental of social and personal transformation.

Therefore, decolonization of education is about the disintegrating, unlearning, and pulling apart the cultural violence of dehumanization as a conclusion of the systemic domination of the colonization. It is about the acquisition and creating an awareness that increasingly allows for the actual relief of the bondage brought by the oppressor.

According to the South African Department of Education (1996), “the conversion of the post-apartheid education system necessitates the rebuilding of the fiber of the nation taking full cognizance of the past. Quality education for all requires new capacities to be built around literacy, numeracy, critical thinking, conceptual imagination, as well as communication skills.” A vital side of this lies in cultivating quality using an improved understanding of the process of teaching and learning. This requires a thorough removal of the stumbling blocks of education, including a refurbishment of the pedagogics of western countries’ colonialism.

It is essential that management and education system put learners’ first, build, recognize, and enhance their knowledge. Odora-Hoppers (2017) argued that there must also be a particular focus on the educational inequalities redress amongst all population units, which have suffered specific difficulties. Furthermore, “as globalization privileges values such factors as materialism, individualism, and commodification over human values, propelling a divisive and polarized social fabric, it becomes imperative that the country begins to rediscover, and generate its local values” (Odora-Hoppers 2017: 21). Echoing the same sentiments, issues as curriculum change or policy reforms and language issues should be a major concern on contextual factors. Therefore, South

Africa must realise and recognize that nature, meanings, and knowledge content themselves need additional deconstruction.

For instance, whenever in education, particularly, policies tend to be borrowed from western countries, the South African DoE will always quote that their policies are taken from the successful countries in education. Further, the banning of corporal punishment was copied from non-African countries such as Finland, Denmark, Korea, Sweden, the United Kingdom, and Japan (Bandealy (2015). In implementing the Progression Policy again, these countries are cited as a point of reference (Stott, Dreyer, and Venter 2015: 93; Teke 2015: 2; and Motsekga 2015).

Citing western countries as our point of reference in education policies in South Africa leads to reflecting on the contextual issues in South African and those countries as the point of reference. The question would be, do we possess the same characteristics as those countries? Mbiza (2018) argued this by questioning why South Africa did not copy from African countries that have a sound education system such as Kenya, Zimbabwe, and Swaziland. What can we learn from those African countries with a sound education system?

Furthermore, questions keep on dominating the decolonization topic. For example, who values that South Africa no longer uses corporal punishment in its schools, who appreciates that learners can be progressed with no skills, or who endorses the use of English as an accepted language for pedagogical delivery. Chow (2014) articulated a vital point in education policy borrowing. He suggested that context needs to be looked at for whatever policy to be successful. In other words, policies should not be taken/borrowed as they are from their home country but be amended so that they will be sensitive to the contexts and needs of the country in which they will be implemented (Chow 2014: 118).

"The knowledge, as defined within the context of globalisation, is to a great degree, western-based, and Americanized. South Africa needs to affirm the importance of local knowledge generation (both formal and informal) and extends its intellectual pursuits

beyond those dictated by international interests" (South Africa, Department of Education 2006: 33). There is a need to re-focus attention at the refinements of this domination of western-based curriculum and try to adopt the African context curriculum or policies which will best suit the standard of living and the context of our schooling system.

2.7 Effect of implementing the progression of education policy at public institutions

Progression is defined as a hierarchical movement from bottom to upward, and this happens with no or few credentials. It usually happens after long time-framed educational programs, and it may be affected by other factors (Lamp *et al.* 2008: 08). Progression in a South African educational context means the advancement of a student from one level to the next level without really fulfilling the competency requirements (Department of Education 2012: 7). This definition is also articulated in the KZN Circular No. 94 of 2014 (Department of Education 2014: 2) and Munje and Maarman (2016: 187).

In the year 2000, South Africa was one of the 189 countries to have committed itself to the Millennium Development Goals (MDGs). The second objective, according to the MDGs, is the achievement of Universal Primary Education (Motala, Dieltiens and Sayed 2009). According to the country report of the year 2013, South Africa had accomplished the MDG goal 2 (Universal Primary Education) before the set targeted date for the year 2015 (Millennium Development Goals 2013: 37).

The education for all (EFA) and the millennium development goals (MDGs) required that South Africa provide quality basic education to all children irrespective of age, gender, and social class as enriched in the constitution (Motala, Dieltiens and Sayed 2009). They are of the view that the education for all and the millennium development goals concerning physical access to schooling in South Africa is essential to the progression at grade norms, achievement norms, achievement, and completion.

This implies that access to schooling should not be hindered by repetition, over, and underage. Hence, repetition causes the student to drop out of schooling (Sunny *et al.* 2017: 72); Tafreschi and Thiemann (2016: 205). Thus, a learner can fail only once in a phase. To make this possible, the Progression Policy has to be implemented as cited and defined earlier on. The policy suggests that learners are progressed through their age cohorts rather than their academic performance (Stott, Dreyer and Venter 2015). However, the concern of the Progression Policy is the competence of learners; in this instance, physical access to schooling is meaningless unless students are progressed with core skills. Given the current economic outlook, learners with no skills will find it very hard to secure employment and access further learning and make it in real-world (Burger, Van der Berg and Von Fintel 2015).

The Progression Policy has been defended by the department and is benchmarked from countries such as Finland, Sweden, Denmark, Japan, Korea, and the United Kingdom and was found to be effective (Stott, Dreyer, and Venter 2015: 93). Therefore, South Africa also adopted this policy because it is efficient in those developing countries (Teke 2015: 2). Furthermore, it protects learners from repetition and from being retained, which results in overage, which in turn causes students to drop out of schooling.

However, the importance of implementing the Progression Policy is manifested from the fact that teachers do retain learners in one grade or phase; fearing that weak students may negatively affect the school's overall results as evidenced in various literature and embraced in some education policies such as the National Education Policy Act, 1996 (Act No. 27 of 1996).

It is not clear whether it is the MDG and or the EFA commitments that persuaded South Africa to implement the Progression Policy. The retaining of students in one grade or phase for more than once (Gate-keeping) might be justified as an unlawful practice by the department. However, the consideration should be based on who is to be progressed, why, and how. It is also not clear whether South African corridors of power

have thought about the quality of education or the value of the policy to learners and the education system.

The effects of the progression of education policy revolve mainly around the learner and teacher. And subsequently on the economy, social and political terrain. In the United States, Texas, Lewis (2005) looked at the predictive accuracy of the Health Education System Incorporated (HESI) exit exam on the National Council of State Boards of Nursing Examination for Registered Nurses (NCLEX-RN) pass rates and effects of progression policies on nursing student exit exam scores. It was noted that students performed well when their progression was attached to consequences. For example, college progresses learners to write an exam for admission to the next level, for graduation or remedial purposes. With specific reference to the South African progression policy, learners' progression is not attached to any consequences. The findings revealed that there is better learner performance if consequences are attached to their progression (Lewis (2005: 118). Faculty administrators were advised to adopt progression policies that have 1 or 2 reasons attached for student progression to the HESI exams.

Similarly, consequences are recognized in Skinners' (1968) study that reinforcements are essential in learning. In Skinner's behaviourism theory, the behaviour is shaped by reinforcements. For example, good positive behaviour is encouraged, and negative behaviour is discouraged. It can be through incentives, recognition, and punishments or other conditions. Thus, progression should have consequences attached to it. Unless there are conditions that need to be met by learners before progression, learners will still view progression as a free pass with no purpose and no skills gained. Therefore, it constitutes a meaningless progression.

On this subject, several Interesting findings were made as by the studies of Owings and Kaplan (2001): firstly, comparing the results of retained and promoted learners, it was found that promoted learners performed better than their counterparts. Secondly, retained students normally experienced discipline issues in schools more than promoted learners (Abbas 2015; Teke 2015). Both Abbas (2015) and Teke (2015) concurred that

progressed learners are indisciplined. Thirdly, it also appeared that retained learners have a likely chance of dropping out of school as a result of repetition. This was also noted by Motala, Dieltiens and Sayed (2009: 258).

It is this reasoning that the Progression Policy was put in place to prevent dropout of learners in South African schools and for learners to finish the basic education cycle with their age cohorts. Wright (2008) investigated Florida Student Progression Policies and their effect on student achievement. He found no significant relationship between student progression policies and their effect on student achievement.

A contradicting discovery was evident that retention does not affect learner achievement. Likewise, socioeconomic status does not influence learner performance (Wright, 2008: 40). Wright (2008) asserted that both girls and the boys have an equal chance of being retained. On the contrary, Fleisch and Shindler (2009) revealed that boys are the highest repeaters in South Africa based on gender and socioeconomic issues. Based on these discoveries, it seems as there is no relationship between learner achievement (based on socioeconomic effects) and gender comparison. Hence, it is interesting to note that most of these learners are from the poor working class with poor backgrounds.

The literature still points out that retention does no good for the learner. The South African progression allows a learner to fail a grade once within a phase and thereafter whether a learner knows something or not, but at the end of the day they must be progressed to the next grade as articulated in the National Education Policy Act, (Act no. 27 of 1996) South Africa (1998:4). Murray (2010) gave an excellent example of the Progression Policy as she looked at the Florida Middle Grades Pupil Progression Policies: Their Effects on Middle School Student Achievement and Retention Rates. An excellent example of the Progression Policy was that of what a learner can do before progression, and this is evident in Skinners' (1968) study as he described learning as what a learner can do other than what a learner knows. An example of Progression Policy by Murray (2010) was that "each student progression from one grade to another shall be determined, in part, upon proficiency in reading, writing, science, and

mathematics; that the School Board policies facilitate such proficiency and that each student and his/her parents be informed of that student's academic progression" . Perhaps if South Africa can adopt such a progression policy, cooperation might be expected from all the educational stakeholders.

One of the effects of the Progression Policy is that it affects learner performance in different districts or provinces in different ways (Murray 2010: 124). For example, as cited in the Pitfalls of the Grade Progression Policy (2015: 4) that the Progression Policy itself favours other students over those from poor schools and poor backgrounds to mention just a few because the struggling learners will need special individual teachers attention. Given the current status of other schools in South Africa that have overcrowded classes, shortage of textbooks, and other shortcomings as recognized by Ramashala (1999); this requirement becomes very difficult. Thus, it is for this reason that the Progression Policy is unfair to learners from poor socio-economic backgrounds.

2.7.1 Learners

In a South African context, Munje and Maarman (2016) investigated the capability analysis on the implementation of the school Progression Policy and its impact on learner performance. This study was conducted in Cape Town in quintile 1, primary schools. One of the findings was that the standards of the examination and or assessments are sometimes adjusted to accommodate the struggling learners. In that way, promoted learners are not getting what they are supposed to get in terms of assessment standards. As this phenomenon continues, it creates more difficulties for the progressed learners as they are pushed through based on their age and number of years in the phase (Munje and Maarman 2016: 199). Learner outcome is the most significant component of a quality education than the of the learner. Importantly, more emphasis must be based on outcomes rather than age.

One of the prominent effects of the Progression Policy is that of producing demotivated and passive learners because they know that nothing will be done that will hold them back (Munje and Maarman 2016: 201). This is termed 'lack of treatment effect' by Stott

et al. (2015: 93). Similarly, learners perform better when there are consequences attached to their progression and ill-perform when there are no consequences attached to their progression (Lewis 2005). It is prudent to advise that because of the Progression Policy, there is a lack of urgency by the learners; therefore, all school stakeholders are required to reinforce the importance of learning to students so that they can become active and motivated learners.

Stott, Dreyer, and Venter (2015) investigated the consequences of the Progression Policy law in the FET phase, a case study of Motheo district, Free State Province of South Africa. Similar consequences of the implementation of Progression Policy also exist in the Free State; such as increasing learner ill-discipline due to lack of treatment effect, and unmotivated learners as they know that they will pass irrespective of the quality of performance. These consequences cannot be narrowly looked on as only occurring in these two provinces in South Africa but can be expanded to other provinces particularly those who have many rural areas (such as KwaZulu-Natal and Eastern Cape) whereby similar consequences exist. Hence, this study seeks to close this gap.

It is vital to note that the results from this study on consequences of the implementation of the Progression Policy law in the FET phase, a case study of Motheo district indicated that the progression was more predominant in low quintile schools (quintile 1-3) and this was likely to escalate in the future other than decreasing (Stott, Dreyer, and Venter 2015: 103).

2.7.2 Teachers

The effects of the implementation of the progression education policy on the teachers are attributed to teachers having to deal with ill-disciplined, unmotivated and unprepared learners (Stott, Dreyer, and Venter 2015: 103; and Munje and Maarman 2016: 196). The implementation of this policy has several disadvantages for teachers such as teacher conflicts, demotivated teachers, overburden teachers in terms of the challenging context they work under, burnout, teaching large size classes, and other issues (Stott, Dreyer, and Venter 2015: 98). Teachers' are the most affected by these

factors, since they are at the centre of it all and are tasked to deliver quality education. However, they are facing problems in providing quality education due to these environmental factors and the standard of learners they are dealing with.

2.7.3 Economy

There is a relationship between education and the economy. Quality education contributes highly to the economy of the country, based on the level of skills obtained from the educational institutions. The low level of skills acquired by the learners results in poor employability opportunities (Stott, Dreyer, and Venter 2015). Similarly, Burger, Van der Berg, and Von Fintel (2015: 99) investigated the unintended consequences of education policies on South African participation and unemployment. They viewed the increase in youth unemployment and unemployment as caused by people who are ill-equipped with skills to enter a labour market. This is the pathetic outcome of passing learners without the requisite skills for employment. So, one of the harmful effects of Progression Policy is that it produces low-level skilled learners who cannot be competent in the labour market to curb the unemployment rate the country faces.

2.8 Behaviour and Academic Performance of a Progressed Learner

Müller *et al.* (2018) defined disruptive behaviour as incorrect behaviour because it requires a particular disciplinary action. Learner misbehaviour is also referred to as learner misconduct, misbehaviour, disruptive behaviour, and ill-discipline. These words are also interchangeable with indiscipline. There is meaningful learning when learners are well disciplined because discipline moulds their character and shapes their behaviour for positive learning (Dagar *et al.* (2017: 67). This means that misbehaviour is a barrier to learning. Hence, much teaching time will be directed into disciplining the learners, thereby interrupting teaching and learning for the entire class.

One of the commonly used strategies to deal with learner misbehaviour was corporal punishment which was viewed as an effective mechanism in dealing with disciplinary

issues. It was a reactive approach. Its ban in 1996 created problems of ill-discipline in South African schooling (Shaikhmag, Assan and Loate (2016: 280).

According to Bandealy (2015: 11), some European countries have banned the use of corporal punishment in dealing with learner misbehaviour. Sweden was the first country in the world to outlaw this mechanism for learner discipline and was followed by Finland, Norway, and Austria that already had banned the use of corporal punishment. These countries were followed by various countries like Cyprus, Denmark, Latvia, Croatia, Germany, Iceland, Bulgaria, Ukraine, Rumania, Hungary, Greece, Netherlands, Portugal, and Spain respectively. This is another example of how several countries have borrowed and adopted this policy on banning corporal punishment. This means that all over the world institutions moved away from using this method to discipline the learners. It is also evident in South Africa regarding the 1996 banning of corporal punishment in South African schools (Act No. 84 of 1996). The prohibition of corporal punishment in South Africa did not give teachers the alternatives to deal with disciplining pupils (Mayisela (2018: 305), nor has it specified which correct instrument of dealing with learner misbehaviour in the classrooms can be used. Thus, it is for this reason that there is still a continuous use of corporal punishment in South African schools.

One may ask why learners misbehave or what are the causes of learner misbehaviour? Firstly, learners misbehave because of growing up to a teenage /adulthood stage. They try to situate themselves in the world they are living in. They are testing the laws within society and trying to see or experience the world through experiments. Thus, they will interrupt the teacher and the lesson (Müller *et al.* 2018).

Secondly, learners misbehave because they do not understand (ignorance/inexperienced) the rules of a class. Therefore, learners will wander around with confusion, not knowing what to do and not to do (Müller *et al.* (2018); Adisomelle (2015: 24). Thirdly, it is a curiosity in the sense that learners perhaps will fight over a book at a school that has limited resources, merely because the learner does not have

a book to read at home; for instance, arguing about a storytelling book in a drama class. Thus, this fight over a book distracts the lesson.

There are other reasons for learner misbehaviour such as attention-seeking or need for recognition (Müller *et al.* 2018). Learners misbehave for a reason that they want a teacher to see them and recognize their presence, and thus they disrupt the lesson until the teacher gives them attention Adisomelle (2015). Attention seeking may also result from the fact that other learners are the heads of their families, and they are not loved. Hence, they seek love and are satisfied and happy if a teacher gives them attention. A minor causes disruptions such as making noise, clicking the pen, and teasing other learners just to get the teacher's attention (Killen 2015).

Some learners will misbehave just to challenge the teachers' authority. For example, learners who are suppressed in their homes will feel powerful when they challenge a teacher and also learners who experience "boss" behaviour by their parents and community at large. These are some of the reasons for the breakdown of the culture of teaching and learning concerning the issue of discipline Schultz (2018). Thus, you find that what happens in a society affects what happens inside a classroom.

Another reason for misbehaviour is low academic self-esteem. When learners do not care anymore about their schoolwork, they can't trust themselves because of the continuous repeat of a class grade. This is so difficult because one might even have unmotivated learners who don't want to change anymore for anyone Kikuchi (2019).

Emotional difficulties follow this because what happens at home or within the society affects learning Schultz (2018). These might be the learners that feel the need to be loved by a teacher. When they are not loved in their homes and society at large, they don't feel appreciated.

A lack of learning culture also works as a barrier to learning as it will inevitably affect the inside of the classroom. If at home parents do not emphasize the importance of schooling to the learners, do not encourage reading, fail to stress the importance of

education to their children, such children will see no purpose for schooling and will have nothing to worry about in a class. If the culture of learning is absent in their homes, then it means problems for learners Christie (2016: 441).

Finally, the lack of negative consequences as a cause of learner misbehaviour: -this is concerned about discipline (Skinner 1968). If learners are not disciplined for their transgression, then such misconduct will likely continue in class; thus, teachers need to use what is described as positive and negative reinforcements in education by the behaviourist theorist (Skinner 2014). This means that misbehaviour does not only affect a lesson but also a teacher is affected by burnout and stress on how she/he should discipline learners Okeke and Mtyuda (2017: 63). In Lesotho, some of the reasons for teachers leaving the profession is also influenced by learner misbehaviour as these stresses teachers and causes burnout Amutenya (2016: 74).

To shape the behaviour, Skinner uses reinforcements to enforce behaviour (Swart 2015). This means that rewards are given to ethical practice and consequences for misbehaviour. Therefore, in that way, the behaviour is shaped. Stimuli yield a specific response (Skinner 2014). This allows learners to realize what type of behaviour is desired in a class and helps the teacher to maintain discipline in class (Swart 2015: 4). Previous studies support such consequences (Murray 2010; and Lewis 2005: 118).

Moreover, it is vital to understand how exactly the Progression Policy impacts on discipline. Literature shows that issues of ill-discipline increases the behavioural problems (Lancaster and Nkakabe 2014; (Munje and Maarman 2016a); and Teke 2015) because of being progressed or pushed pass based on their age other than academic performance. They don't care about their school work. Learners get the message that achievement does not count; and that teachers yield no credible authority to demand hard work (The American Teachers Federation as cited in Stott, Dreyer, and Venter 2015: 92).

Secondly, the implementation of the Progression Policy creates unmotivated learners who know that irrespective of thie academic performance, they will pass. This is what

Stott *et al.* (2015), termed as a lack of treatment effect. This means as the misbehaviour increases, teachers and the promoted learners are negatively affected (twofold) on the one hand the teacher will be trying to control and instil discipline in the classroom and also trying to be on par with the progressed learners. Progressed learners lack appropriate knowledge content for the grade that they have been promoted to. They, therefore have to rely heavily on the teachers support to come up to expectation and reach a full understanding and become transformed.

Thirdly, as was cited above, indiscipline resulted in teacher burnout in Lesotho (Okeke and Mtyuda (2017). This is attributed to the fact that teachers have no power to discipline pupils in schools and become stressed Gundersen and McKay (2019: 22). Okeke and Mtyuda (2017) and Shange (2018) lamented on the continuous deterioration of learners' misbehaviour coupled with no support by the Department of Education on the issues of discipline in schools. King (2007) further mentioned that another reason for the misbehaviour of learners is caused by the ever-changing curriculum that doesn't suit them.

2.9 MECHANISMS TO MITIGATE UNINTENDED CONSEQUENCES OF THE PROGRESSION POLICY.

The following discourse is on the mechanisms to deal with the unintended consequences of the progression of education policy. Firstly, the importance is attributed to using the theory of integration. Secondly, a conceptual framework on the implementation of policies highlights the top-down and bottom-up approaches to policy implementation. Mutual adaptation is viewed as the vital approach in ensuring that conflicts and many consequences of the implementation of the Progression Policy are minimised.

Lastly, the factors that determine the policy successes and failure are examined. In this way, one can assess the causes of policy failure and or success and can build on to improve policy implementation.

2.10 Theoretical Framework

This presentation focuses on the Technical-rational model and its shortcomings, with specific emphasis on the context as a significant factor affecting policies. Furthermore, the occurrence of mutual adaption (synthesis) by different scholars is examined.

Follett (as cited in Kinicki and Williams 2013) and her 'power-sharing' under behaviourism theory suggested that power should be shared between employees and managers of an organization (Kinicki and Williams 2013; and Awung (2015). The emphasis is on working together in peace and solving any disputes between parties concerned. Follett emphasized that work should be highly controlled by people who are actually at the core of the work process, and managers should act as facilitators. When conflict, for example, exists in the sphere of education in South Africa, teacher unions fight with the education department, and parents blame teachers for poor matric results, then collaboration alone should be applicable to solve such conflict as articulated in Follett as 'integration'.

Ossenbrink *et al.* (2018: 3) referred to policies that are made from the top level as top-down approaches to policy. Drawing from Pülzl and Treib (2017), this model came from the classical management theory as the implementation of policies was planned, organized, and controlled at the top level of government, that was more of a bureaucratic structure.

The shortcomings of this model are that it supersedes the innate reasoning of the implementers (people enacting). Hence, it is bureaucratic. When this happens, Dunn (2015), suggested that policy implementers viewed themselves as the ones who were controlling the organization. Because this model has a 'top-down' approach, it is administrative and procedural and is seen as a rule that is imposed unto implementers. For example, teachers found guilty of administering corporal punishment are dismissed from their employment. Thus, it specifies what must happen and the consequences attached to when what is prescribed does not occur.

This model ignores the issues of contexts, yet policies are embedded in context. When problems arise as a result of ignored context, such problems are referred to as dilemmas because the phenomena were bound to happen. In essence, it is equally unfavourable.

It would appear that this approach to implementation is that it assumes itself as a more superior tried and tested way of making and implementing and ignoring the actual actors of policies as they are the ones at the centre of work processes. Follett emphasized that work should be highly controlled by people who are actually at the core of the work process, and managers should act as facilitators (Witzel 2017: 180).

Conflicts within the education stakeholders are attributed to the fact that policy is presented as a top-down approach; thus, it is seen as a force of legitimate authority to the bottom stakeholders. Chow (2014: 120) suggested that it would require that the horizontal dimensions of the policy (the grassroots people) mainly, the teachers' views be heard to combat these conflicts because previous studies show, teachers are major rivals of the Progression Policy (Stott, Dreyer, and Venter 2015). Follett (2006) further stated that the views of the grassroots level people must be heard, particularly in democratic governments.

Contrary to the idea of a top-down approach, it is recommended that policy must be made from the grassroots levels. Werts and Brewer (2015: 210) argued that policy is made at a local context. One can indeed concur with this idea. For example, when one asks a question in the education field that 'do teachers form the correct group make policy?' The response to that inquiry would be, of course, yes. Because they are the ones, who are at the forefront of the problems in education and in a local context (school and inside the classroom) as opposed to the policy being made by someone who is sitting in an office (abstracts levels) and assumes issues in education. In his speech on Nelson Mandela Annual Lecture in Johannesburg, South Africa, the former president of the United States of America, Barack Obama (2018) emphasized the fact that policies should be made from the bottom-up as this speaks directly to the issues that need to be solved Obama (2018).

Mutual adaption is concerned about the integration of the two models to policy practice or implementation to create one model which Birkland (2015: 185) termed as "synthesis". This term is also recognized by Cloete, Wissink, & de Coning (2018:191). In this model, according to Birkland (2015), it commenced by taking into consideration the 'bottom-up' approach because it is where policies are enacted in various ways and where shortcomings exist. It suggested that implementers raise their concerns. In essence, all stakeholders are to be consulted and analyzed (Birkland 2015: 185). This is then followed by considering the 'top-down' to meet halfway with 'bottom-up' resulting in a mutual adaption. This approach is similar to what Follett (2006) termed as 'integration.'

2.10.1 Conceptual Framework

There are many explanations and definitions of the term 'policy' depending on the context. Fischer (2019) explained policy as the formulation of guidelines, standards, norms, and prescriptions envisioned to rule the subsequent decisions and government rules. "Policy is the broad framework of ideas and values within which decisions are taken and actions, or inaction, is pursued by governments concerning some issue or problem" Maluleke (2011: 88). Wildavsky (2017) defined policy as a commitment to a course or action plan approved by a collection of people with the power to implement policy. Concerning schools, policy means the statement of intent that should be followed by schools to address a specific problem or problems to offer consistency in decision making.

Anderson (2014: 7) defined policy as a desired action that needs to be acted by the affected stakeholders. The policy is a technique that determines the framework within which business organizations and institutions are to conduct themselves concerning repetitive decision points, such as the progression, promotion, and retention of learners in schools. Government officials develop public policies, and they do not just happen for no reason (Anderson 2014). They are planned to achieve specific goals or produce certain outcomes. Public policy goals may be rather challenging to understand

regarding their contents and application, as a result providing procedural guidelines implementation is essential (Bayeni and Santimburwa 2018: 3).

Public policies arise to respond to the demands of the public (Maluleke (2011). Those demands range from general instances to specific calls for action by government officials. To respond to those demands, government officials make decisions that provide directions based on the content of the public policy. Maluleke (2011: 93) argued that public policy content might yield either positive or negative results. Positive results may be achieved if there are no ambiguities, and there is full support for the implementation process. Inaction turns out to be harmful when officials are reluctant to act on a problem situation.

A policy may also be regarded as a practice of exercising power (Sutton, Winstead and Livinson 2020). In one significant and representative formulation, Dunn (2015) outlined policy as the manifest intentions of power elites for the distribution of social needs. In such a practice, power can be more or less democratic, liable on the ways that power elites are made and legitimated, or the ways that other social groups may play a part in policy formation.

The policy is a creation of a process as illustrated in (Iram Khalid and Naveed 2016: 381) and (Anderson 2014)). Mabizela (2017) and Uys & Gwele (2004) contended that education and politics are intertwined. This is also echoed by Bayeni and Satimburwa (2017: 3) who suggested that policy cannot be separated from power and politics as depicted in the policy institutionalization construct (Figure 2.1 below).

2.11 POLICY INSTITUTIONALIZATION

This means that policies take time to establish since they have to go through several iterations before they are adopted. From the progression policy, one can observe that policy indeed is politically inclined. It is born out of conflicts, emotions, and feelings of people concerned (Bayeni and Satimburwa 2018: 4). At times, the policy becomes inconsistent with the expectations of different key stakeholders within the country.

Studies indicate that some people are positively or negatively impacted by certain policy pronouncement (Bayeni and Santimburwa 2018: 9; and Stott, Dreyer, and Venter 2015). As a point of the reference implementation of the Progression Policy by the Department of Basic Education has resulted in severe under-preparedness whereby some learners exit the schooling systems without the relevant knowledge, skills, competencies, and attitudes to enter the job market or progress into higher education. While this happens, other learners are positively affected given the transformative nature of the outcomes-based education (OBE) concerning its epistemological, ontological, and praxiological nature.

Policy institutionalization constructs



Figure 2.1: Policy institutionalization constructs.

Source: Bayeni and Satimburwa (2018)

Most of our education policies are borrowed, such as the curriculum, progression policy, and other policies. Policy borrowing can occur to improve the quality of education (Bayeni and Santimburwa 2018: 3). Various literature has indicated that the progression law was borrowed from Sweden, Denmark, the United Kingdom, and other European countries. One should think about why the country cannot design its very own educational policies that will reflect the context and culture of the South African people instead of always using either the west or east as the point of reference. Chow (2014:

118) stressed the importance of considering the context of policy borrowing rather than just copying. In this sense, it would mean, taking note that South Africa is a diverse country, which has the legacy of the apartheid regime and with various cultures and languages. A policy should reflect and embrace those diversities. This means policies should not be 100% western.

2.11.1 Policy Dimensions (Approaches)

The policy has two dimensions that need to be highly comprehended. They are vertical and horizontal dimensions. In the vertical side, a policy is a force of legitimate authority. It moves from the top of the hierarchy down to the bottom (Head (2016) and shapes the desired behavior and upholds the values of what the top authority wants. In this case, a policy is regarded as a rule.

The second dimension is horizontal, which is concerned with the relationships and involvement of all stakeholders so that they all understand and implement the policy. Therefore, this kind of approach results in a welcomed, predictable, and accepted behavior by the people affected by it. The understanding of the horizontal policy dimension is essential in a sense that the vertical authority, although it counts but not as much as horizontal, because the horizontal requires a greater understanding of the vital importance of the policy to the participants who influence the success and failure of the policy (Le Menestrel 2008: 25). Various education stakeholders (teacher unions, parents, employers, other agencies, private sector, and different government levels) must understand the entire value of the Promotion and Progression Policy and its implementation. When all or some of these horizontal dimensions of the policy are not satisfied and clear, failure can be anticipated. As mentioned earlier, not all the affected participants seem to support the progression policy, except the DoBE alone, which is in sharp contrast with the definition of the policy. Hence, the affected stakeholders seem reluctant to participate or act duly.

According to Howlett (2012: 542), policy success can be defined as a state whereby a policy has achieved its goals and aims, and there is not any criticism that is important

about the policy. However, on the other hand, the criteria for policy failure is that of being negative of its objectives and aims (Figure 2.2).

Determinants of policy success and failure aims

Basis of Claim	Basis of Failure	Foundation of Success
Original objective	Not achieved	Achieved
Target group impact	Negative impact	Positive impact
Results	Problem worsening	Problem improvement
Significance	Failing to act	Important to act
Source of supports or opposition	Key groups oppose	Key groups support
Normative stance	Wrong thing to do	The right thing to do

Figure 2.2: Determinants of policy success and failure aims. **Source:** Extracted from McConnell (2010: 106)

The Progression Policy is perceived as one of the problems in education as it contributes to unequal education opportunities in South Africa. This is because of the lack of monitoring and evaluation mechanisms to check and affirm it's fit for purpose and is being appropriately (Munje and Maarman 2016a: 187). Lack of monitoring and evaluation by the Department of Education on this policy has resulted in the different interpretation and application of the policy by school principals and teachers alike resulting in inconsistency, misinterpretation, and incorrect use of the policy (Munje and Maarman 2016: 194).

(Iram Khalid and Naveed 2016: 381) postulated five steps, namely Problem identification (Agenda setting), Policy formulation (Forecasting), Policy adoption (Decision-Making), Policy Implementation, and Policy Evaluation as essential for the institutionalization of public policy. These steps coincide with (Howlett 2012: 547) and (Anderson 2014: 4) and other policy studies. Policy evaluation is the last but very important stage in the policy process. Policy evaluation and change are more concerned with the checking of the policy, whether it has met its objective or not, why, and why not. It is more like a cost-benefit analysis (Anderson 2014: 295). The stakeholders or other groups that influence the policy, i.e. the horizontal group is asked whether they are satisfied or not with the policy. In this stage, some changes and amendments may surface to better the policy so that all groups would be happy.

2.12 CONCLUSION

This chapter has discussed the effect of implementing the Progression Policy in public institutions, factors that influence the implementation of the progression policy, and the consequences it has caused in public schools. The most critical factor in policy is context. It was suggested that all parties concerned about the policy to be consulted and be highly involved in policymaking.

The prominent effect of implementing the Progression Policy is that of discipline. Learners become ill-disciplined as a result of the” lack of treatment effect “as they know that irrespective of their behavior, they will pass without deserving such a pass. The factors affecting the implementation of Progression Policy were identified as complex and interrelated factors such as economic, political, social, public support including monitoring and evaluation.

The next chapter presents the research methodology that was utilized to gather the primary data.

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 INTRODUCTION

The previous chapter dealt with the effects of implementing the progression of education policy in public institutions in Kwazulu-Natal, South Africa. The main factors perceived to be affecting policy implementation were identified as context. This was because policy enactment is profoundly entrenched in context, particularly in education. It was also noted that policymakers need to consider all stakeholders when formulating policies.

The most pressing consequence of implementing the Progression Policy was that of creating ill-disciplined learners because of a lack of threat effect, so much so that learners treat the Progression Policy as a free pass. Related literature showed that irrespective of their academic performance and misbehaviour, learners know that nothing would hold them back from passing even if they could not improve their academic performance and behaviour.

This chapter outlines the implementation plan of the entire research process that was undertaken. It describes the research paradigm, approach, and style, delimitations, unit of analysis, limitations, validity, reliability, and finally, the ethical considerations.

3.2 RESEARCH PARADIGM AND APPROACH

This research is located within the interpretive paradigm because it aims to develop a greater understanding of how people make sense of their context in which they live and work (Bertram and Christiansen 2014: 26). It deals with people's experiences and not objects and things as in the post-positivism paradigm. The study is in the field of education as a social issue, and it holds the view that people behave in certain ways, given the context in which they are located (Bertram and Christiansen 2014: 25). One of the assumptions of this paradigm is that of interpreting the meaning and causal explanation that informs human behaviour. The research approach is qualitative;

because this is naturalistic and deals deeply with human behaviours. Data is textual and not numerical (Bertram and Christiansen 2014: 26).

3.3 RESEARCH DESIGN

A case study research design is utilized. It seeks to get an in-depth understanding of the participant's experiences, perceptions, beliefs, and attitudes (Bertram and Christiansen 2014: 26). Yin (as cited in (Makhasane and Chikoko 2016: 3) stressed the importance of identifying the case from the case study. Therefore, in this study, the case is the participant's perceptions of the effect of the Progression Policy in the Pinetown District.

Case studies are adopted by educationists when conducting their investigations and referred to case studies as qualitative approaches (Welman, Kruger and Mitchell (2005: 193). This approach is descriptive and investigates individuals, communities, groups, and organizations (Welman, Kruger and Mitchell (2005); and Bertram and Christiansen (2014: 42).

Case studies are in-depth in nature and focus on a specific case in its context (Bertram and Christiansen 2014). Welman, Kruger and Mitchell (2005) asserted that this approach focused on the unit of analysis which is extensively analyzed in order to get the feel of what is it like living in those contexts (Bertram and Christiansen 2014).

Machumu, Kihombo and Makombe (2011) conducted a similar study in Tanzania and selected a case study as their research style/design based on the survey that represented rural areas characterized by similarities in terms of learner background and being situated within the community with same socio-economic status.

Similar sentiments are shared by Munje and Maarman (2016b) about selecting a case study based on related contextual issues. Therefore, this study also used a case study to understand the perceptions and experiences regarding the progression policy. Pinetown district, Department of Education is desirable because it is easily accessible and is the second largest district in Kwazulu-Natal, possessing various school quintiles.

3.4 POPULATION AND SAMPLING OF THE STUDY

In any research, it is important to think about the population when dealing with sampling. Population refers to the total number of participants that make up the study (Welman and Kruger 2001: 59). Awung (2015: 8) and Bertram and Christiansen (2014: 59) echoed this as a total number that could be included in a study. However, because of the nature of a study being qualitative, it would be impossible to cover the entire population. This means a sample must be determined.

3.4.1 Population of the study

In this study, one district, which is Pinetown, constituted the target population. The reason for selecting this district is that it bears the unique characteristics resembling the features of different school quintiles in the urban, peri-urban, township, and rural areas. Pinetown is the second-largest district after the uMlazi district in Kwa-Zulu Natal Province. Pinetown district has 541 schools and 12 474 teachers. However, not all 541 schools and 12 474 teachers were required to participate in this study.

3.4.2 Sampling procedure

There are two broad sampling methods in research, namely probability and non-probability sampling methods.

Terreblanche, Durrheim, and Painter (2006: 134) stated that probability sampling is a technique in which the samples are gathered in a process that gives all the individuals in the population equal chances of being selected. This type of sampling is utilized in studies that aim to generalize on the larger population (Welman *et al.* 2005). Some of the examples of probability sampling are simple, random, systematic, and cluster sampling.

Babbie (2010: 192) stated that non-probability sampling is a sampling that is conducted in situations that do not permit the kind of expectation used in large-scale social surveys. This means that the aim is not generalisability to the whole population, rather

to transfer findings to only those with the same contexts (Bertram and Christiansen (2014: 42).

Table 3.1: KZN Public Institutions (District Profiles)

No.	District Name	No. of Schools	No. of Teachers
1	Amajuba	250	4 431
2	ILembe	431	5 691
3	Pinetown	541	12 474
4	Sisonke	451	5 221
5	UGu	507	7 337
6	UMgungundlovu	541	8 682
7	UMkhanyakude	540	7 361
8	Umlazi	511	12 636
9	UMzinyathi	485	5 888
10	UThukela	457	6 777
11	UThungulu	674	9 785
12	Zululand	767	9 691
	Total	6 155	95 974

Source: Department of basic education: District profiles (online). Available: <http://www.education.gov.za/dobeinternet/EducationDistricts/tabid/667/Default.aspx>

(Accessed 28 January 2016).

According to Bertram and Christiansen (2014), the non-probability sample is the same as purposive sampling. This was alluded by Welman *et al.* (2005: 69). This is because their sample was picked for a particular purpose. A purposive sample is commonly utilized in interpretive and critical paradigms like case studies and ethnographic studies (Bertram and Christiansen 2014: 61).

Non-probability or purposive sampling can include the following sampling methods but are not limited to: stratified, purposive, convenience, and snowball.

This study employed stratified sampling because, with stratified sampling, it is possible to divide the population into groups based on a factor that may influence the variable that is being measured. The aim is not to generalize but to transfer findings.

The groups comprised of teachers and learners alike. These groups are then called strata. An individual group is called a stratum. The unit of analysis consisted of teachers and learners within the Pinetown District schools as outlined below.

TABLE 3.2 Population of the Study and Sampling

	Teachers	Students
Population	All teachers in Pinetown local district	All secondary school FET phase matric students in the local (Pinetown) school district.
Groups (strata)	Four schools in the Pinetown district.	Four different high schools in the local (Pinetown) district schools
Obtain a simple random sample	Five teachers from each of the four schools in Pinetown district.	20 students from each of the four high schools.
Sample	4*5=20 selected Teachers	20*4=80 selected students

Source: Author 2019 Population of the Study and Sampling

This study is not aimed at generalization. However, its findings/data are transferred to contexts that share similar characteristics. Similarly, in Welman, Kruger and Mitchell (2005: 69) a qualitative study was undertaken. Researchers use this approach in the interpretive and critical paradigms that use case studies, ethnographies, life histories, and action research styles (Bertram and Christiansen (2014: 61). Hence, this study is in the interpretive paradigm category.

3.5 DATA COLLECTION METHOD

Data was collected using semi-structured interview questionnaires. This approach was preferred because it facilitates the gathering of reliable information (Welman et al. 2005: 204). In this collection method, the researcher brings the topic to the participants. The participants then respond freely about the problem (Bertram and Christiansen 2014: 81). For the learners' strata, an open-ended or semi-structured questionnaire was used. This yielded a textual data and allowed for detailed responses as opposed to a closed inquiry (Bertram and Christiansen 2014: 76). Phone calls and emails were made to set appointment dates with the participants.

The limitations of this data collection method are that it generates large amounts of textual data, the respondents can go their way and perhaps even divert from the topic, the researcher is viewed as an expert, and the participants may answer differently because of power that might be seen (Bertram and Christiansen 2014: 83).

3.5.1 Data Collection procedure

With regards to the recruitment of participants, phone calls and emails were used to set appointment dates with the participants. Once the interview dates were confirmed, the research instrument was emailed to participants for easy and convenient access of communication. In compliance with the ethical requirements, the approved consent letter was also sent to every participating school together with the letter of approval from the Department of Education, the gatekeeper.

A soft copy of the questionnaire, together with the consent letter, was emailed to the participants to complete electronically in case they are not available for a personal interview. Semi-structured interviews were conducted with teachers. Focus group discussion was held at every school with some participants to get deep-rooted or 'rich' information on the progression policy.

The administration of the questionnaires and interviews were done at the schools' premises or the organizations of the participants concerned. The administration of the

questionnaire was done through the use of emails to the schools and using the physical or in-person visits to the schools. The researcher trained himself with the necessary interviewing skills before conducting the interviews.

A consent letter was sent to the participants to inform them about the study, and that they had the chance to reject the invitation if they did not want to participate. As part of the requirement of conducting research, the approved consent letter was made available to every participant during interviews together with the gatekeeper letter from the head of the Department of Basic Education.

3.6 DATA ANALYSIS

Data analysis was outlined using the inductive reasoning process. Patterns, themes, and categories were developed. Collected data were also analysed using Nvivo because the study is qualitative and is concerned with the social issues regarding the Progression Policy. This software was used because its purpose is mainly on educational policy, which is a social issue. The inductive data analysis suggests that data collected is used to develop a theory. Therefore, a theory is informed by the data collected from the participants (Bertram and Christiansen 2014: 117).

3.6.1 Pretesting

The purpose of pre-testing is to double-check the responses from the participants on the validity and reliability of the questionnaire's ability to gather analyzable data, that is, to find out if there are any problems with the data collection instrument Bertram and Christiansen (2014). The interview questions were administered to another group of schools that was not selected for the main study to ensure the consistency of the gathered information.

3.6.2 Delimitations/scope (Geographical location)

The study was conducted at the Pinetown Department of Education district in KwaZulu-Natal, South Africa.

3.6.3 Category of people/events

Teachers were used; they were interviewed during different sessions about the Progression Policy. The Teachers (including principals and DHs') were also used as participants in this study even though they formed part of the school management team, as they are still involved in the teaching and learning process. During the interviews, the emphasis was on securing the information on how the Progression Policy impact on students. Learners used the semi-structured questionnaire.

3.7 LIMITATIONS

Time and financial constraints have affected the study; however, contingency measures were put in place to deal with the challenges as they arose. If funds provided were not sufficient to cover the cost of the study, own funds were used to complete the research.

3.8 VALIDITY AND RELIABILITY

Welman *et al.* (2010: 153) referred to validity as the extent to which an observed measure adequately reflects the real meaning of the concept under consideration Awung (2015: 16). The pre-test assisted in testing the validity of this study. This was utilised to guarantee that the questions being asked, precisely reflect the the information that is anticipated by the reseacher and that the respondent can and will answer that question. To strengthen validity, researcher ensured that the strictest measures of trustworthiness where enfoced when data was collected,and analyzed based on what the participants said. (Bertram and Christiansen 2014: 190).

3.8.1 Validity

In this study to ensure validity, triangulation in data analysis was applied. In other words, data were also drawn from the literature, the responses from teachers' and learners. Triangulation refers to collecting data from various groups of participants (Bertram and Christiansen (2014: 188).

Furthermore, validity was ensured through dependability (it has shown that responses are drawn from participants), confirmability (participants were asked if what they wrote is really what they mean), and credibility (in data analysis it has provided the voices of the participants' clearly showing that the researcher did not influence participants' responses. And lastly, transferability (the findings of the research will be transferred to another context similar to the ones used in the study and not generalizability (Bertram and Christiansen 2014).

3.8.2 Reliability

Spiers *et al.* (2018) defined reliability in research studies as a research instrument that yields the same results if the study is conducted at a later stage using the same participants and research methods. The reliability of a measure indicates the extent to which it is without bias or error-free and, hence, ensures consistent measurement across time and the various items in the instrument.

It is an indication of stability and consistency with which the instrument measures the concept and helps to assess the goodness of a measure (Cypress (2017: 256). People need to trust the results of the study. If it yields different results when administered later within the same population, then it has a bias, is unreliable, and it is deceiving (Bryman 2012: 46).

Reliability was maintained through credibility (to what extent does the data reflect the participants' reality) (Bertram and Christiansen (2014: 193). In other words, the study used the participants' views during data interpretation.

3.9 ETHICAL CONSIDERATIONS

Appropriate measures were put in place to ensure that there were no infringements of participant's rights, and their protection thereof. Sensitive and personal questions were not included in this study. In compliance with the institution's ethical requirements, a letter of informed consent was presented to every participant before participating in the research process. In addition, the following aspects were implemented:

3.9.1 Autonomy (Voluntary participation)

A gatekeepers' letter was obtained from the KZN Department of Education; consent letters were issued to all relevant keepers. The researcher obtained informed consent from all participants by their signing the informed consent form which made it clear that participation is voluntary, and all participants are free to withdraw at any stage in the research with no penalty at all. The Durban University of Technology's letter of information contains a detailed account of the rights of the participant (Bertram and Christiansen 2014: 66).

3.9.2 Non-maleficence (Anonymity)

This means that research should cause no harm to the participants (Bertram and Christiansen 2014: 66). Participants were advised that their identity will not be divulged at any stage of the research. The questionnaire did not require the names of the respondents.

Participants were assured by the researcher that all the information they will avail will be treated with the utmost confidentiality and will be used for academic purposes only. Soft copies of the questionnaire were encrypted whilst hard copies were stored in a safe which was locked 24 hours a day. The encrypted file was deleted, and hard copies burnt upon completion of analysis by the statistician.

3.9.3 Beneficence

Every research must be beneficial. It must add to an existing body of knowledge. This study will add to the body of knowledge as this phenomenon is not abundantly researched in a South African context. Schools that participated will be given a copy of the full research output together with the Department of Education in the Pinetown District.

3.10 CONCLUSION

This chapter highlighted the planning and execution of the entire research process that was undertaken. It has described and explained the research paradigm, approach, and style, delimitations, unit of analysis, limitations, validity, reliability, and finally, the ethical considerations.

The next chapter presents the findings, analysis and discussions of the primary research.

CHAPTER FOUR: DATA PRESENTATION, ANALYSIS AND DISCUSSION: TEACHER'S RESPONSES

4.1 INTRODUCTION

The preceding chapter outlined the research process undertaken in this study, including the research design, the population of the study, target population, sampling, limitations, validity, reliability and ethical issues were discussed. This chapter focuses on data presentation, analysis using the inductive reasoning, and discussion of research findings. In this qualitative study, collected data begets patterns, themes and categories (Bertram and Christiansen 2014:117; and Munje and Maarman 2016).

Data analysis involving content analysis was employed. Content analysis is a systematic way of reducing collected data sets (Erlingsson and Brysiewicz (2017: 94). Literature shows that many researchers prefer this technique when dealing with qualitative data and Bertram and Christiansen (2014). Braun *et al.* (2019) concurred that data collection, transcriptions and theme creation enables the reduction of large volumes of data to be analysed and interpreted easily. In the same vein, data was collected, transcribed, and reduced to texts. Patterns were then identified and embedded in themes in response to the objectives of the study.

With regards to results, these are aggregated, and pseudonyms are used to ensure confidentiality and the protection of participants. In compliance with ethical requirements, non-maleficence and autonomy, a consent letter was issued and signed by participants. Gatekeepers' letter was also pre-circulated to participants.

4.2 PROFILE OF PARTICIPANTS

The study targeted high school learners and teachers in the Further Education and Training (FET) phase. Data was fully gathered from 20 learners per school ($20 \times 4 = 80$) and 5 teachers per school ($5 \times 4 = 20$). Which gave a total sample of 100. However due to data overload, this sample was scaled down for the ease of interpretation. Thus, a total

of 60 participants. Data were collected from 10 learners who were selected using simple random sampling from every one of the four schools in the Pinetown District. Five teachers were also selected using a similar method from every one of the four respective schools, as discussed in Chapter Three. Consequently, a total sample of 60 respondents (40 learners and 20 teachers) constituted the number of participants. As indicated earlier on, the Pinetown district constituted the target population. The reason for selecting Pinetown is because it is the second-largest district after the uMlazi district. It bears unique characteristics resembling the features of different school quintiles in the urban, peri-urban, township and rural areas.

The selected teachers taught different subjects in the FET phase. Their teaching experience ranged from two years to more than 30 years. Learners that participated were threefold viz. progressed, promoted and retained. All these types of learners were beneficiaries of the Progression Policy as they all interacted with one another in the classroom. The following Table 4.2.1 gives an overview of the context of the schools that participated in the study.

Data was collected using semi-structured open-ended interview questions. Some teachers, due to the immense pressure of their work, took the data collection instrument home to complete it at their own convenience. As a way of validation, before participants could handover completed questionnaires, they were asked if what they said in writing was a true reflection of what they meant. This was confirmed by signing the agreement to participate section.

What follows is the analysis of data and its presentation in themes and sub-themes. To ensure that the participants' voices were not lost, verbatim quotations are used in the discussion. Furthermore, the figures (pictures) from Nvivo serve as visual aids of the research findings, including hierarchy charts.

Table 4.2.1 Contextualisation of Schools

DETAILS	SCHOOL A	SCHOOL B	SCHOOL C	SCHOOL D
Quintile	4	5	3	4
Location	Peri-urban	Urban	Peri-urban	Township
Enrolment Numbers 2019	1197	923	980	922
Teacher numbers	35	42	30	34
Fee-paying	Fee-paying	Fee-paying	No fee	No fee
Population serviced	A mixture of black African learners coming from townships, Indians and coloureds within the community; hence, the school is based at the coloureds community.	Comprise of mainly Indian and black African learners.	Comprise of only black learners with low-income family background.	Only black learners.

Source: Author: 2020, Contextualisation of Schools

As indicated from the onset, the aim of the study was to investigate the effect of implementing the progression education policy at public institutions within the Pinetown District, KwaZulu-Natal. In-depth research on the following research objectives, namely, to investigate the effect of the implementation of the progression education policy at public institutions, to explore the factors that qualify a learner for progression, and to examine the behaviour and academic performance of the progressed learners in a classroom expanded and provided critical information regarding the area being investigated. Ultimately, the data collected provided information to offer recommendations to remedy the unintended consequences the policy has caused within the schooling system in KZN, South Africa. A detailed account of every one of these objectives is provided below in relation to the research findings. For each objective, responses from the teachers and learners are dealt with, respectively.

4.3 EFFECT OF IMPLEMENTING THE PROGRESSION POLICY (*Objective No. 1*)

Concerning the first objective, teachers were asked to outline the challenges of the Progression of Policy within KwaZulu-Natal schools. The purpose of this question was to ascertain the issues that affect the implementation of the Progression Policy in schools.

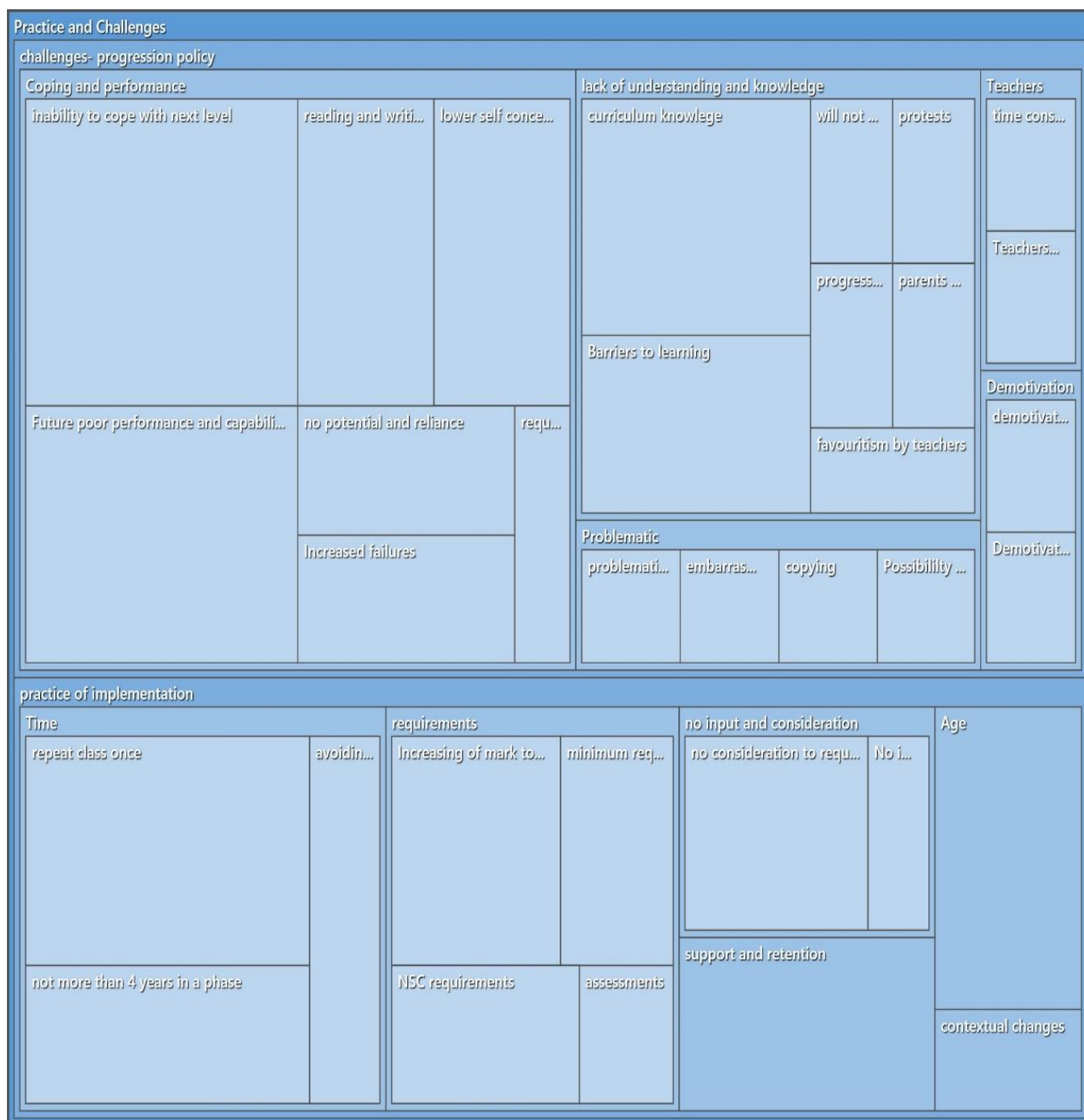
The expected outcome from this question was that learners do not take care about their school work as they know that they will pass at the end of the year. This is despite their poor academic performance and poor behaviour (Stott *et al.* 2015; Lancaster and Nkabane 2014; Abbas 2015; and (Burger, Van der Berg and Von Fintel 2015). It was noted that because learners treat the policy as a free pass, their academic behaviour worsens, and all this is caused by what is called 'lack of threat' effect.

Furthermore, other scholarly work support the above views. For example, Malejane and Diraditsile (2019) views the progression policy as a factor in declining education system in Botswana. Also this is the same issue in Kenya, the Policy resulted in learners becoming demotivated (Wekesa, Kanjogu and Ndichu (2019). Similar findings were also reported by Dufitumukiza, Wanjala and Khatete (2021) in Rwanda, where the Progression Policy has detrimental effects.

With regards to the reference code on NVivo percentage coverage particularly on Practice and Challenge; the larger the size of the shape (rectangle /square), the more volume of concentration of responses in that area. The coverage percentage indicates how much of the source content is coded at that node. Essentially, this suggests how the discourse is coded and how participants have commented about a sub-theme. Whilst sub-themes are drawn from what the participants have commented on.

FIGURE 4.3.1 Hierarchy Chart: Practice and Challenges

The effect of implementing the progression policy



4.3.1 Coping and performance

Results shows that there are different variables : square/rectangle areas unequal in size. Significant challenges identified under this sub-theme (coping and performance) includes the inability to cope with next level, future poor performance and lack of capabilities including reading and writing, low self-conceptualisation and motivation to learn, resulting in increased consistent failures. This is indicative of the fact that progressed learners fall into the category of learners with learning difficulties/disabilities and requires more support to change their weaknesses into strengths.

Every sub-theme is supported by 'coded references' which shows why/how these themes were formed. For example, the sub-theme *Increased Failure* is derived from these interviews and coded relatively to the sub-theme (as it is found to be related).

<Internals\\TEACHER 2B> - § 1 reference coded [2.46% Coverage]

They turn to be among the failures for tests and examinations.

<Internals\\Teacher 4D (4)> - § 1 reference coded [5.33% Coverage]

Others are just land back hoping for the miracles and not prepared to work and improve their marks. They are frustrated, work is too much for them, as a result they fail all term.

<Internals\\TEACHER 2B> - § 1 reference coded [13.38% Coverage]

The policy allowing learners to progress into the next grade purely on the number of years in the phase and the academic progress requirements not used. It has left learners seating in a class where they are not able to cope with the level/ standard of work that they were supposed to have had to enable them to handle the work that they are faced with.

The above-stated factors were sufficiently supported by various reports and literature (Fredericks 2015); (Abbas 2015);(Teke 2015b); (Lancaster and Nkabane 2014a); and Stott *et al.* (2015) amongst many others.

4.3.2 Inability to cope with the next level

Results show that progressed learners cannot cope with the demands and requirements of the next grade as they did not get there by their own merit and instead progressed under false pretences. They are also often not prepared and not ready.

<Internals\\Teacher 2B (2)> - § 1 reference coded [6.45% Coverage]

Some learners who are progressed cannot manage with the work yet at the next grade they are not properly prepared for.

<Internals\\TEACHER 3C> - § 1 reference coded [4.32% Coverage]

These learners are unable to keep up with the requirements of the next grade and therefore, fail.

This issue is consistent with the literature as echoed by Teke (2015), Abbas (2015), (Munje and Maarman 2016b: 201), and others. They all raise the issues of ill-discipline, not doing work, poor performance as a result of the implementation of the Progression Policy.

4.3.3 Future poor performance and capabilities

Building on the above, it is important to note that learners may also not be prepared for the future in terms of future senior grades as well as Matric and NSC where the Progression Policy does not apply. This can increase NSC failure rates.

Under this particular variable, the issues of poor performance include reading and writing, lower self-concept and motivation to learn, increased failures, no potential and reliance and require more support.

<Internals\\Teacher 1A (2)> - § 1 reference coded [2.30% Coverage]

A learner may not do better the second year.

<Internals\\Teacher 1A (3)> - § 1 reference coded [3.84% Coverage]

Learners are not capable of the grade in which they have been progressed to

<Internals\\TEACHER 3C> - § 1 reference coded [3.25% Coverage]

We are creating a cycle which only ends in matric, which many ends in failure.

<Internals\\TEACHER 5E> - § 1 reference coded [2.63% Coverage]

Learners are now moving into matric classes whilst still being illiterate.

The research studies of Frederics (2015) strongly support the findings of the current study that the continuous poor performance of these learners is caused by implementing the Progression Policy. This is attributed to no knowledge before the new grade. On the other end, Burger *et al.* (2015) are of the view of a free pass as a cause of future poor performance and capabilities. As a result, learners do whatever they like with total disregard for quality academic input because they like and rely on the Progression Policy to pass/ progress to the next grade. Similar sentiments were shared by Munje and Maarman (2016b).

4.3.4 Lack of understanding and knowledge

The lack of understanding and knowledge of the Progression Policy was another of the highest-ranked challenges. It was informed by the following factors, which are discussed below: Barriers of learning, curriculum, will not understand the reasons for failure, protests, progressed vs promoted, parents lack understanding and favouritism by teachers.

Barriers to learning: There are barriers to learning whereby learners cannot learn at the new grade. Furthermore, language barriers also pose a problem. A learner becomes frustrated and refuses/chooses not to learn, knowing that he/she will be passed.

<Internals\\TEACHER 1A> - § 2 references coded [9.22% Coverage]

Some challenges are systematic in that some learners have barriers to learning. The Institution Learner Support Team (I L S T) has compiled a list of +/- learners who have such barriers to learning. The list was sent to the local circuit office, and it was also emailed to the Department of Education office (KZN). No reply has been received since 2018.

The challenge for some learners is the language barrier largely with respect to the English language for learners who are not proficient in the English language

<Internals\\Teacher 5D (2)> - § 1 reference coded [4.73% Coverage]

It allows for the pupils/kids to become frustrated, and they, therefore, choose not to learn.

Curriculum: There is a lack of curriculum understanding at the new level, which the progressed learner has to encounter, and this is beyond his comprehension.

<Internals\\Teacher 3C (3)> - § 1 reference coded [7.28% Coverage]

The challenges that we encounter as teachers in the progressed learners is that they do not have an understanding of the subject curriculum.

4.3.5 Would not understand the reasons for failure

Learners do not understand the reasons for failure as they are being progressed. Hence they will not learn from their mistakes. It is imperative that explanations be offered to learners regarding their performance.

<Internals\\Teacher 1A (4)> - § 1 reference coded [4.36% Coverage]

He/she will be difficult for him/her to understand what he/she failed to understand in the previous grade and recognises as a failure.

Favouritism by teachers: Some teachers also do not understand the policy and use it as a favouritism mechanism.

<Internals\\Teacher 3C (4)> - § 1 reference coded [7.11% Coverage]

The fourth challenge is that some teachers do not understand the policy, and therefore, they sometimes fall into the trap of using the policy for the favour of those learners they like.

The literature on the issue of decolonising our education system by several theorists such as Mbiza (2018), Odora-Hoppers (2017: 21), Stott *et al.* (2015: 93), Chow (2014) and others on critical outstanding issues highlights the need for constructive teaching and learning for all stakeholders. Current issues like the context and the curriculum that no longer adhere to the current times and difficulty of learners in the 21st century must be strategically taught and explained to all stakeholders, so that meaning and understanding are enhanced.

Parents, as integral stakeholders in education, must be informed and utilized to support the endeavours of teachers and students regarding the progression Policy. Yet from policy scholars, on the issue of policy implementation, public support, is vital. If this is not happening, the policy can fail and can have many problems as evidenced in Teke (2015), Stott *et al.* (2015), Anderson (2015), and Dye (2001).

4.3.6 Problematic:

As indicated earlier on, the situation becomes problematic in class in the following ways: problematic learners, embarrassment, the possibility of bullying other learners and copying. Following are the discussion of these particular variables.

Problematic learners: Learners are disruptive in class and do not make efforts, in assignments, tests and exams, which then forces the teacher to pass them due to progression policy.

<Internals\\TEACHER 1A> - § 1 reference coded [4.67% Coverage]

What is of concern to some teachers, especially for the end of year examination, is that most of the learners whose marks need to be raised are those who are most disruptive, irregular attendance, and those who do not submit Assignments or projects during the year.

Embarrassment: An interesting point was made whereby some progressed learners will be embarrassed by being in a class of learners who progressed via their own efforts.

<Internals\\Teacher 1A (4)> - § 1 reference coded [6.81% Coverage]

When the learner goes to a senior phase, he/she will be older than the learners who did not experience repeating each grade. That learner will be embarrassed to attend the grade with learners younger than him.

Possibility of bullying younger learners: Another interesting point was made whereby progressed learners are usually older than other learners, thereby leading to bullying.

Copying: Increased copying as progressed learner do not make any efforts and instead copy their way through from other learners.

There are some consistencies with the literature regarding the issues of implementing the Progression Policy. This has been cited multiple times in various reports (Lancaster and Nkabane 2014a; Abbas 2015; Frederics 2015; Teke 2015b). In these reports, the authors expressed grave concern on the degree of unpreparedness by learners and their unwillingness to study because they know that they will pass in any way due to the

Implementation of the PP (Stott *et al.* 2015). In essence, whether these learners comply with set requirements or not, it does not matter to them.

Stott *et al.* (2015) mentioned the effects of the social and emotional impact of the retained learners. When they are left behind from their peers, they often feel embarrassed and ashamed.

Burger, Van der Berg and Von Fintel (2015) pointed out that progressed learners take away resources from the promoted learners. This was confirmed by Stott *et al.* (2015) on the economic impact of retaining learners as this is costly to the government. It is also possible and was confirmed by participants that progressed learners are generally older to other learners; in turn, they abuse/bully the younger learners.

4.3.7 Demotivation

Demotivates Progressed Learners

Progressed learners are demotivated to work hard as they know they will be progressed even if they do not meet the threshold. Similarly, other learners also get demotivated as they feel that progressed learners are being pushed without any efforts made. This is like a double-edged sword; those who pass on their own get demotivated as they see those learners who are passing through being progressed without any effort (Lancaster and Nkabane 2014a; Abbas 2015; Frederics 2015; Teke 2015b).

4.3.8 Time-consuming for teachers

Challenges also arise whereby teachers must spend more time in class trying to get progressed learners to understand, and this takes up time from other learners.

<Internals\\Teacher 4D (4)> - § 1 reference coded [5.36% Coverage]

It is also a challenge for teachers who have to deal with incompetent learners. Teachers have to repeat time and again to accommodate those who are progressed. It is time-consuming.

Teachers deemed as incompetent: Teachers are seen as inefficient when there is poor performance and get blamed for it rather than blaming it on the Progression Policy.

<Internals\\Teacher 2B (3)> - § 1 reference coded [11.40% Coverage]

It's too challenging to us because the department sees us as if we are not doing our jobs; because even some parents won't see that their children do not have potential.

These variables also coincide with literature as the participants confirm them (Lancaster and Nkabane 2014a; Abbas 2015; Mlambo and Ndaliso 2015; Teke 2015b). When learners fail, teachers are blamed and are required to account for learner failure. Then teachers are strained, demotivated and frustrated by the Progression Policy.

The above findings are related to behaviourism theory. As learners' behaviour become worse, then progression policy must be attached to some consequences so that learners would have responsibility to perform and be well behaved. It is also worth to note that when conflicts arise in the education sphere, then the 'integration' theory by Follet (1924) would allow all the stakeholders to come up with a collective agreements in solving the problems caused by the implementation of Progression Policy.

4.4 FACTORS FOR LEARNER PROGRESSION (*Objective No. 2*)

In respect of the second objective participants were required to justify the rationale for the practice and implementation of the Progression Policy in South African Schools, focusing on five subthemes—namely, time, age, requirements, and support and retention, contextual changes and consideration.

4.4.1 Time Period

In respect of time, respondents gave their views on the time aspect, which are classified below.

<Internals\\TEACHER 2B> - § 1 reference coded [5.65% Coverage]

The Department of Education has implemented the practice of progression, which states that a learner is not permitted to spend more than 4 years in a phase.

<Internals\\Teacher 4D (4)> - § 1 reference coded [3.73% Coverage]

The main reason for introducing this policy was to prevent learners from being retained in a phase for more than four years.

<Internals\\Teacher 1A (2)> - § 1 reference coded [7.10% Coverage]

A learner who fails a grade for the second time, cannot be retained in the grade, but must be allowed to progress to the next grade.

<Internals\\Teacher 1A (3)> - § 1 reference coded [2.68% Coverage]

The learner must repeat a class only once. The year is considered.

<Internals\\TEACHER 3C> - § 1 reference coded [7.44% Coverage]

The final option for progression is where a child has failed the previous year and qualifies for progression through marks that are lower than the normal pass marks.

<Internals\\Teacher 5D> - § 1 reference coded [8.62% Coverage]

This implies that a learner who fails a grade for the second time, cannot be retained in the grade, but must be allowed to progress to the grade.

<Internals\\Teacher 1A (4)> - § 1 reference coded [9.17% Coverage]

Due to many failures at the end of the year, even if one subject failed in core subjects or in contents, then this practice of Progression Policy was implemented

in South African schools to avoid overage learners to be kept in primary schools for more than expected years in each phase.

<Internals\\Teacher 4D (3)> - § 1 reference coded [2.77% Coverage]

For learners not to stay long/for many years in school.

4.4.2 Age of learners

Age also plays a role as a key requirement of the Progression Policy. A learner reaching a specific age may be progressed.

<Internals\\TEACHER 3C> - § 1 reference coded [2.67% Coverage]

A learners' age may also allow for them to move up a grade.

<Internals\\Teacher 5D (2)> - § 1 reference coded [6.66% Coverage]

It is also done if a pupil has repeated a grade twice; he/she is automatically deemed too old for that grade and 'pushed up'.

<Internals\\TEACHER 5E> - § 1 reference coded [3.46% Coverage]

If a learner has failed in a phase before, the learner may then move to the next phase due to age.

There is concurrence from the reviewed literature regarding this element. This includes the National Education Policy Act, 1996 (Act No. 27 of 1996) which stated that learners must not be retained in a class/phase more than once. Also, this was echoed by many reports and scholars surrounding the factors that qualify a learner for progression. Such as Burger *et al.* (2015), Government Gazette Vol. 570 No. 9886 of December 28, 2012, South Africa, Department of Basic Education (2012), Stott *et al.* (2015), Abbas (2015), Teke (2015) and others.

4.4.3 Requirements

In response to the fulfilment of minimum criteria for their current grades to be progressed. Results showed that:

<Internals\\TEACHER 1A> - § 1 reference coded [6.08% Coverage]

The learner education policy sets out the education department minimum requirements for both the GET and FET levels of learners when examinations are conducted each year. There are different minimum requirements stipulated for learners to pass, one set for the GET (grades 8 and 9 learners) and another set for the learners in the FET band.

<Internals\\Teacher 4D (2)> - § 1 reference coded [12.97% Coverage]

Learners that meet the required number of years in the phase get progressed to the next grade provided that they satisfy attendance and mark criteria.

Although the Progression Policy applies, for a learner to qualify for progression, he/she needs to attend schooling, do the assignments, and hand in work as stipulated by school. Schools have their requirements to supplement the Progression Policy so that they may still demand attendance and compliance to school operations by learners.

Despite progression in previous grades, however, the Progression Policy does not apply to NSC, and all NSC requirements must be fulfilled for a learner to be awarded NSC pass.

<Internals\\Teacher 1A (2)> - § 1 reference coded [7.43% Coverage]

However, such a learner at the end of grade 12 must satisfy all the requirements of the NSC in order to be awarded the matric certificate.

<Internals\\Teacher 5D> - § 1 reference coded [7.55% Coverage]

However, such learner at the end of grade 12, must satisfy all the requirements in order to be awarded the matric certificate.

<Internals\\TEACHER 1A> - § 2 references coded [12.69% Coverage]

The practice at the current school has been carried out often with concern (and at times under duress), as – prior to the approval of the written learner exam scripts’ actual marks are collected, and recorded learners’ actual scores or achievement (per subject) are far below the pass requirement, such marks are often raised by 2 – 8 marks [or 9- 15 marks for some subjects per learner] in order to improve the end of term exam marks, and to increase the number of learners who pass a particular subject.

There is also the concern for the subject teacher – as to be found out by external monitors that the teacher has inflated the learners’ marks purposefully, that he did not teach at all, or is underperforming.

<Internals\\Teacher 2B (4)> - § 1 reference coded [3.22% Coverage]

To boost learners to further their studies.

4.4.4 Support and retention

With regards to the issue of support and retention, results showed that pp is there to support learners by ensuring that they do not repeat class, and become dropouts. Learners’ progress are supported in different ways.

<Internals\\Teacher 1A (2)> - § 1 reference coded [9.03% Coverage]

Schools have been requested to provide such support to address their specific subject deficiencies so that they will be able to cope with the demands of the next grade.

<Internals\\Teacher 3C (3)> - § 1 reference coded [3.04% Coverage]

I think it was implemented so that it will avoid drop outs

<Internals\\Teacher 5D> - § 1 reference coded [11.76% Coverage]

Schools have been requested to provide such learners with additional support to address their specific subjects' deficiencies so that they will be able to cope with the demands of the next grade.

<Internals\\Teacher 1A (2)> - § 1 reference coded [10.04% Coverage]

An examination and assessment system must keep pace with the contextual changes and accommodate learners' who are the primary focus of the education system, without compromising standards.

4.4.5 Input and consideration

Some respondents vented their frustration that there is/was no consideration to input when it came to implementation.

No consideration to requirements: Requirements are not considered despite learners not meeting requirements and performance, and hence they are just progressed to the next level.

<Internals\\Teacher 3C (4)> - § 1 reference coded [6.02% Coverage]

The Progression Policy in South African schools allows for learners to be promoted to the next grade even if they do not qualify or meet the requirements.

<Internals\\Teacher 4D (4)> - § 1 reference coded [4.41% Coverage]

Progression is when a learner is given a chance to proceed to the next level, although they don't meet the requirements or passed the previous level.

<Internals\\Teacher 5D (2)> - § 1 reference coded [7.75% Coverage]

It involves pushing pupils through to the next grade even though their

performance is not up to poor or allowing them to progress to the next grade.

Lack of input from teachers: The criteria for progression was determined without any input from teachers.

<Internals\\TEACHER 4D> - § 1 reference coded [13.08% Coverage]

In my school, the SMT in conjunction with the department uses a set criterion to progress learners. Teachers have no input in that criteria.

These findings, for example, concurs with the theory of 'intergration' by Follet (1924). Teachers' inputs in the policy are vital. Follet is of the view that of working together with parties concerned. She advocated that work should be controlled by the people at the core of work processes. For any successful policy implementation, it is important to gain public support. As this practice of exclusion of teachers results in conflicts. The top-down approach to policy implementation is fraught with massive of challenges. In this regard, policy must be a bottom up approach (highly controlled by people who are at the core of the work process.

4.5 BEHAVIOUR AND ACADEMIC PERFORMANCE OF THE PROGRESSED LEARNERS (Objective No. 3)

Figure 4.5.1 Behaviour and Performance

The below diagram (Hierarchy chart) depicts the results of learner behaviour in class and academic performance of the progressed learners. The main topics were regarding the behaviour of progressed learners in class and academic performance of progressed learners.

Behaviour and performance		
behaviour of the progressed students		academic performance of progressed learners
In class Behaviour	Learning Behaviour	inability and failure
		Severe Lack
		some improvement
Good	personal behaviour	Lagging behind

The third objective focused on establishing the academic performance of progressed learners in a class. The role of behaviour and misbehaviour are discussed in the literature (Lancaster and Nkabane 2014a; Abbas 2015; Fredericks 2015; Mlambo and Ndaliso 2015). These include learning behaviour, in-class behaviour, personal behaviour and good behaviour.

4.5.2 Behaviour of the progressed learners

Results show, among others, that learning behaviour seemed to be vastly negative. This was a primary concern, as learners were not making efforts before and after progression, especially when it came to completing tasks, homework, and study efforts. They know that they will be progressed.

<Internals\\Teacher 1A (3)> - § 2 references coded [4.04% Coverage]

Stubbornness and not doing the work,

No schoolwork will be done because nothing will scare them off.

<Internals\\TEACHER 3C> - § 1 reference coded [7.75% Coverage]

A learner's behaviour generally gets worse after progression, as they know that they are able to pass the grade without doing most, are any of the work required by the teacher.

<Internals\\Teacher 3C (4)> - § 2 references coded [12.78% Coverage]

As I have mentioned above, most learners who have been progressed trend to see no need for them to work harder because they rely on this progression policy.

Before and after being progressed, learners show no sign of working or putting more effort. If anything, such learners are slowly being pushed out of the school every year.

This was highly attributed to what Stott *et al.* (2015) explained as a lack of ‘threat effect’ as it has mainly appeared on the literature regarding learners’ lack efficacy.

4.5.3 Lack of knowledge and confidence in subjects:

Progressed learners lack knowledge of their subjects before and after progression, and this lack of confidence prevents them from participating in classroom tasks and group work. Furthermore, that leads to the following consequences: Failure and frustration, slow learners and lack of cooperation and copying,

<Internals\\TEACHER 1A> - § 1 reference coded [1.66% Coverage]

They often shy away from participating or responding to questions posed to them by teachers.

<Internals\\Teacher 1A (3)> - § 1 reference coded [3.96% Coverage]

Most of the progressed learners do not know about any subject seems to be more and more difficult.

<Internals\\Teacher 4D (4)> - § 1 reference coded [3.44% Coverage]

Some of them are reserved refusing to participate in the teamwork/group work and even ignoring tasks given to them.

In-class behaviour: This aspect looked at in class behaviour of progressed learners. Disruptive and ill-mannered was the highest-ranking factor when it came to in-class behaviour. Progressed learners, before and after, were very disruptive and noisy. They were also lazy and disturbed other learners. The main reason was that they no longer appreciated education and its importance due to the Progression Policy.

<Internals\\Teacher 1A (2)> - § 1 reference coded [5.13% Coverage]

Learners are disruptive because they have a lack of understanding of the importance of education.

<Internals\\Teacher 3C (2)> - § 2 references coded [10.79% Coverage]

Towards schoolwork? No difference!!! But they do, however, become bored and results which lead to disruptive behaviour in the class. This hinders the teaching and learning progress in the class.

<Internals\\Teacher 5D (2)> - § 1 reference coded [6.71% Coverage]

For example, they are unruly, and rude and discourteous and cause a distraction to the other learners who are prepared to learn.

Arrogance, entitlement and false confidence: The core attributes of arrogance and entitlement is what drives poor behaviour. This is also fueled by false confidence. Learners, especially after progression, now understand that they will be progressed, and this gives them a high degree of arrogance and entitlement. However, some of them also see that they did not do it on their own (also the confidence of Progression Policy) and grapple with work at a new level.

<Internals\\Teacher 1A (4)> - § 1 reference coded [5.46% Coverage]

After progressed, he recognised himself as a person who deserved to be progressed even though he supposed to be kept in the same grade because he does not perform well.

<Internals\\TEACHER 2B> - § 1 reference coded [6.09% Coverage]

Moving to the next grade after progression, they feel entitled and do not want to follow the protocol and rules, knowing that not much can hold them back in the grade.

<Internals\\TEACHER 1A> - § 1 reference coded [4.24% Coverage]

For learners after progression, there is the problem of a false sense of security where they later realise that the requisite level of content knowledge in a subject is not enough and that they now need to work harder –to pass.

Lack of discipline and focus: There is a dire lack of discipline and focus on their work, which fuels bad behaviour. This again is because they know they will be progressed.

<Internals\\Teacher 1A (2)> - § 1 reference coded [2.67% Coverage]

They are not disciplined, motivated and focused.

<Internals\\TEACHER 2B> - § 2 references coded [3.34% Coverage]

A learner who is disinterested in their work become a behaviour problem because they don't focus on work.

<Internals\\TEACHER 3C> - § 1 reference coded [3.96% Coverage]

They tend to have a no-care attitude towards their work and their behaviour in general.

<Internals\\Teacher 5D> - § 1 reference coded [12.12% Coverage]

Normally, it is not easy to instil discipline in progressed learners in a classroom environment because they do not focus and do not compete with their school work, they are always lazy in the classroom

Absenteeism and late coming: Learners also stay away leading to high absenteeism rates. Even when they come to class, they often do so late.

<Internals\\Teacher 1A (4)> - § 2 references coded [2.52% Coverage]

absent herself from learning period, arrived late in class and depart earlier.

<Internals\\Teacher 2B (2)> - § 1 reference coded [3.09% Coverage]

frequently late to class, the others are frequently absent.

<Internals\\Teacher 3C (3)> - § 2 references coded [3.51% Coverage]

lots of absentees. They do not come to school, don't submit tasks.

Learners also develop poor personal behaviour and start getting involved in bad habits, including smoking, taking drugs, indulge in crime, and some even consider suicide.

A few learners did improve after progression and become well-behaved to a certain degree. This encouraged learners to become better listeners, thankful and make efforts to improve their performances.

<Internals\\Teacher 2B (3)> - § 1 reference coded [8.05% Coverage]

I will not lie; their behaviour is excellent. They listen as if they hear what you say to them. They won't distract lessons.

<Internals\\Teacher 4D (3)> - § 1 reference coded [7.73% Coverage]

Learners differ in terms of behaviour. Other learners change after progression to show they are thankful for the opportunity given to them and use it wisely

<Internals\\Teacher 4D (4)> - § 1 reference coded [5.01% Coverage]

Some learners work positively and try by all means to improve their marks. They attend afternoon classes, work hand in hand with teachers and their peers.

4.5.4 Academic performance of progressed learners

Lack of understanding and knowledge: Progressed learners lack understanding and knowledge of subjects, and refuse to allow their minds to relate to education. Some other factors as raised by the participants, were the following: Lack of proper foundation, Unable to cope, Increased failures, Disengagement, and Some improvement.

<Internals\\Teacher 1A (2)> - § 1 reference coded [5.02% Coverage]

They lack understanding because they are not allowing their minds to interact with education.

<Internals\\Teacher 3C (3)> - § 1 reference coded [6.23% Coverage]

Some of them, you can see that they don't have a foundation and a proper knowledge of the subject due to progression.

Inability and failure: The academic performance does not improve and/or even gets worse. This is because of reasons mentioned above, whereby they have a lack of understanding and knowledge. They also don't make efforts to work hard.

<Internals\\TEACHER 1A> - § 1 reference coded [2.73% Coverage]

Their tests scores in-class tests or controlled tests are much lower than their peers in the same grade and work much slower than their brighter peers.

<Internals\\Teacher 1A (3)> - § 1 reference coded [1.80% Coverage]

They become very poor because they don't know

<Internals\\Teacher 1A (4)> - § 2 references coded [7.46% Coverage]

Academic performance of progressed learner in class usually struggle to meet the requirement of high scores, e. g. get between 40% and below. He rarely obtain outstanding marks.

<Internals\\Teacher 4D (3)> - § 1 reference coded [5.70% Coverage]

Other learners don't even bother to work hard because they know they will get progressed. Their performance is poor.

<Internals\\Teacher 5D (2)> - § 1 reference coded [2.86% Coverage]

There are no improvements in their academic performance.

This has been a highly related and complex variable/objective between the learner behaviour and performance, as Munje and Maarman (2016b) lamented about the continuous poor learner performance. This may be attributed to inadequate resource provision at school, teacher quality, and poverty (Munje and Maarman (2016b: 186). The progression is no exception to this. In this regard, Motala, Dieltiens and Sayed (2009) as cited in Munje and Maarman (2016b: 199) argued that those learners that are progressed to the next grade without qualifying, they struggle a lot in class, get frustrated and eventually become dropouts. This finding concurs with the studies of Burger, Van der Berg and Von Fintel (2015) on dropout that poor performance and overage results in learners dropping out of school.

The behaviour of progressed learners in the class relates to one factor that binds all the complexities as mentioned in Teke (2015a) that all the learner misbehaviour is caused by the fact that learners know that they will pass; even though they cannot meet the pass requirements. This has been highlighted by many sources such as Stott *et al.* (2015), Munje and Maarman (2016b), Lancaster and Nkabane (2014b) and others. In practice, this informs the behaviourism theory. As cited in Murray (2010), , and Wright (2008) that there should be some sort of reinforcements as seen in Skinner's behaviorism theory. According to these scholars, they advice education institutions to adopt promotion policies that are attached to consequences. So that students can perform in an acceptable manner.

4.6 INTERVENTIONS TO CHALLENGES OF IMPLEMENTING PROGRESSION POLICY (*Objective No. 4*)

Objective number 4 sought to find remedies to the Progression Policy with the view to establishing interventions to assist underachieving progressed learners as well as recommendations to consequences of Progression Policy.

The variable that gained prominence here was that of extra time/more programmes to assist the under-performing/struggling progressed learners. Following are the sub-themes that are discussed: programmes and classes, alternate learning, support and

involvement, teaching, repetition until pass, teaching, programmes and classes, monitoring and evaluation, alternative learning and policy consultation.

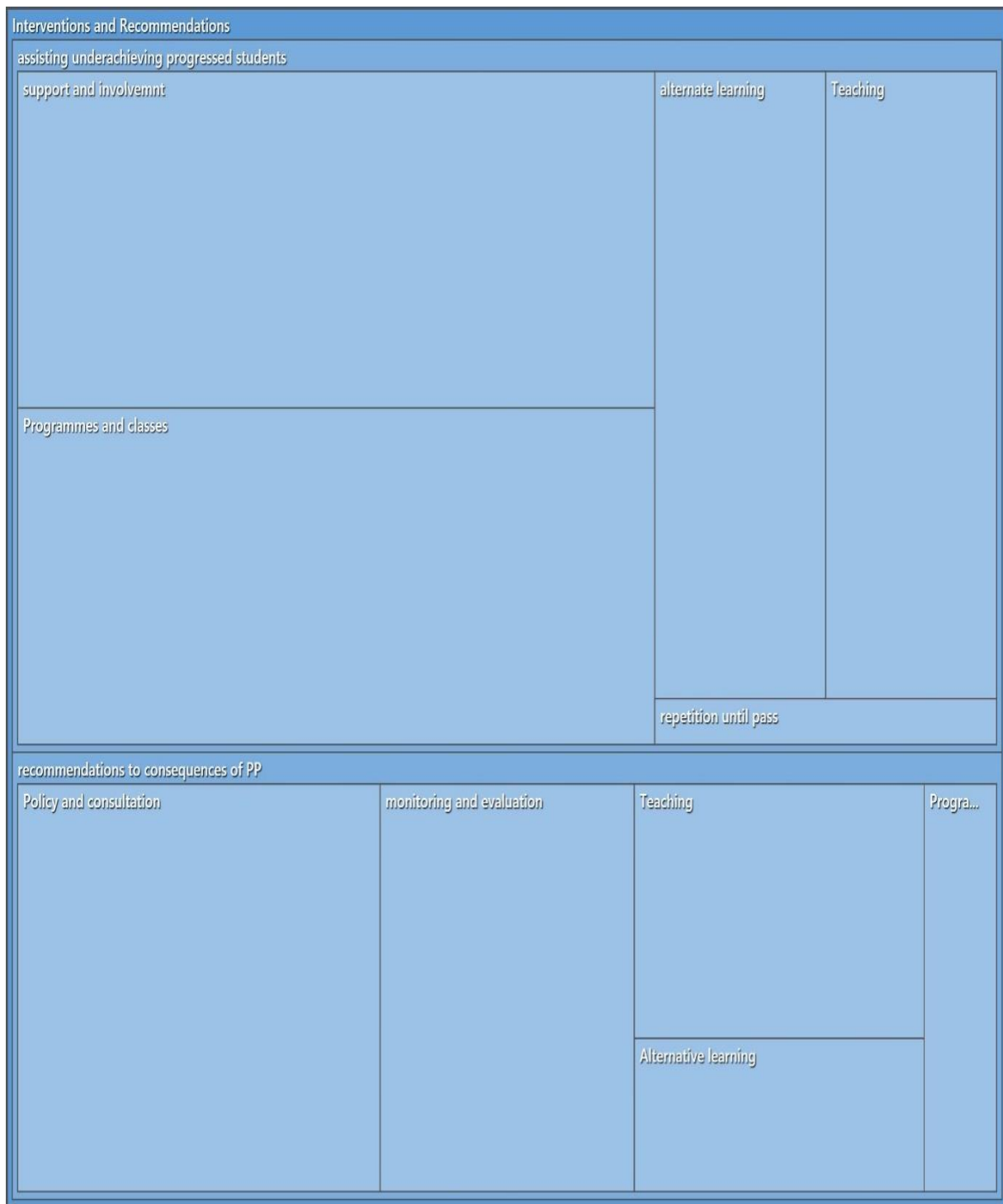


Figure 4.6.1 Interventions

4.6.1 Assisting underachieving progressed learners

These are suggestions, themes accordingly, for assisting underachieving progressed learners. Programmes and classes came in highly supported and were informed by the below.

Extra, Remedial and intervention classes: This was the highest-ranked factor when it came to classes to assist underachieving learners. This was supported by ten respondents. Such classes can assist in building more knowledge and understanding for progressed learners that are struggling.

<Internals\\Teacher 1A (2)> - § 1 reference coded [1.66% Coverage]

Remedial classes on-going basis

<Internals\\Teacher 1A (3)> - § 1 reference coded [2.92% Coverage]

More and more remedial facilities need to be provided by the department.

<Internals\\TEACHER 2B> - § 1 reference coded [2.86% Coverage]

The system of having a remedial class in every school should be brought back.

<Internals\\Teacher 2B (3)> - § 1 reference coded [10.05% Coverage]

The department need to build more remedial schools in order to help these learners. Because I will not say, they must go to TVET colleges, they won't cope.

<Internals\\Teacher 4D (4)> - § 1 reference coded [2.16% Coverage]

Extra classes must be in place, bearing in mind their cognitive levels.

<Internals\\Teacher 5D (2)> - § 1 reference coded [6.04% Coverage]

I think that learners must be put in a different remedial structure from that or those who actually perform and pass.

Specialised programme: There should be a specialised programme developed for non-coping learners, and these should be customised to learner requirements and extra classes created.

<Internals\\TEACHER 5E> - § 1 reference coded [7.51% Coverage]

A sustainable program should be implemented in which learners who are identified as not coping should be put into the programme should service a cluster of schools and have lessons on the weekends with extra support.

Reading programmes: Reading programmes are equally important for literacy and language barrier difficulties.

<Internals\\TEACHER 5E> - § 2 references coded [10.79% Coverage]

Reading programs should also be checked upon in schools. According to the Department of Education, we should be having a reading period, but this is not implemented in many schools.

Therefore, if we ensure learners are reading, more learners will gain from this and become literate and perform better in schools.

Assessment centres: Assessment centres can also assist learners. This also includes

Alternate learning: There should be other means of learning.

Skills-based education: Skills-based education will allow learners to capitalise on their skill strengths. Some learners may not be academics but may have interest or skills in other areas.

<Internals\\Teacher 2B (4)> - § 1 reference coded [9.44% Coverage]

Learners must be motivated to leave school in grade 9, and thus the department must wake provisions for skill-based education.

<Internals\\Teacher 3C (2)> - § 1 reference coded [7.62% Coverage]

Send these learners that are not coping academically to be trained in a particular skill which they would find interesting and enjoy it.

<Internals\\Teacher 4D (4)> - § 1 reference coded [4.15% Coverage]

Learners should be channeled to the relevant institutions where they will be improved with learners that will be suitable for their needs.

Practical work: Concerning the above, learners should be given opportunities to do practical and hands-on work (technical), as this is where their strengths may lie.

<Internals\\Teacher 1A (4)> - § 1 reference coded [1.81% Coverage]

I think they should do more practical work than writing.

<Internals\\TEACHER 3C> - § 1 reference coded [8.06% Coverage]

Additional work must be provided to the learners, or they must be given the option to attend a technical college where they might cope with technical subjects rather than academics.

Inclusive learning: Differentiated and inclusive learning should incorporate to include a diversity of learners.

<Internals\\TEACHER 1A> - § 1 reference coded [4.08% Coverage]

The notion of differentiated learning is preached by the Department of Education, and yet it is not implemented in most schools—the other policy prescripts. Inclusive education is not fully implemented in the school context.

Skill-based education and practical work were raised by both learners' and teachers. Also, this was part of the heated debate on the decolonisation of our education system as was discussed in the literature in W.E.B Du Bois, the African –American father of Pan-Africanism, Odora-Hoppers (2017), Mbiza (2018) and Chow (2014).

Evident from data collected, one finds that some learners might be clueless about school work, even in reading and writing but have great talent or skills in practical work

such as drawing, soccer, singing etc. The question arises: Does our education system cater for these special talents?

Other learners cannot understand English as a medium of instruction, what happens to those learners who underperform due to the language barrier. This then calls for the need to revisit the curriculum and promote curriculum reform.

4.6.2 Support and involvement and Counselling, support and motivation

This is a very important sub-theme as nothing can work without support and involvement. Also, counselling should be provided to learners in order to determine underlying problems. Furthermore, learners must also be motivated to do better at all times.

<Internals\\Teacher 2B (2)> - § 1 reference coded [2.08% Coverage]

Counselling and motivating the learner.

<Internals\\Teacher 4D (2)> - § 1 reference coded [2.23% Coverage]

Counselling to be provided

<Internals\\Teacher 4D (3)> - § 1 reference coded [9.86% Coverage]

Give learners support because sometimes learners don't get the time at homes to study. So instead of progressing them, firstly, teachers must know what the problem and find solutions to that problem.

<Internals\\Teacher 4D (4)> - § 1 reference coded [2.58% Coverage]

Learners must be supported and motivated to do their best (ethnically, intrinsically)

Focus on understanding: There must be common understanding created amongst all stakeholders, inclusive of teachers, learners, parents and Department. Learners must be informed about how the Progression Policy works and requirements as well as NSC.

Furthermore, there must be an epistemological understanding created by the teacher to learners when it comes to the curriculum.

<Internals\\Teacher 1A (3)> - § 1 reference coded [8.31% Coverage]

They must study/learn from understanding. And not the aim of finishing school. This understanding will give them independence. You get matric with poor marks, what will they do with that certificate?

<Internals\\Teacher 4D (4)> - § 1 reference coded [9.12% Coverage]

I can also recommend that learners should be informed about the intentions of the Progression Policy and its consequences if they fail to comply or to take it seriously. It can impact negatively in their lives and affect their future; for example, they can be forced to take three subjects (modulization).

<Internals\\TEACHER 1A> - § 1 reference coded [2.83% Coverage]

Learners have physical access to a learning institution and yet may not have epistemology (meaning meaning-making) access to the curriculum offered to them- by the school.

Parental involvement: Parental involvement should never be underestimated, especially when it comes to an understanding the Progression Policy and learners' performance thereof. The earlier the involvement, the better it will be.

<Internals\\Teacher 1A (2)> - § 1 reference coded [3.58% Coverage]

Parents should be entirely involved in their children's education.

<Internals\\Teacher 4D (3)> - § 1 reference coded [3.71% Coverage]

I think teachers should consult parents about their learners' performance.

<Internals\\Teacher 4D (4)> - § 1 reference coded [5.07% Coverage]

Parents should participate in their children's education from the early stages, work together with teachers making it easier to identify early problem children may encounter.

Create a conducive learning environment: A very important point made relates to a conducive learning environment. A conducive learning environment is one that makes learners feel stimulated to learn and creates learning interest and meaningfulness.

<Internals\\TEACHER 1A> - § 1 reference coded [5.13% Coverage]

School going youth have the potential to learn anything that is taught to them- if the conditions or affordances created for them to do so- are created and are conducive for them to learn, particularly if these are relevant to them, and are interesting to them, and meaningful to them.

Governmental support: Teachers should also be given support from the government as teachers do carry the responsibilities of teaching learners, and some go the extra mile.

<Internals\\Teacher 3C (4)> - § 1 reference coded [5.44% Coverage]

The government or the department ought to give more support to the teachers who are going the extra mile for the learner who is struggling.

Teaching

There must be interventions from a teacher's perspective as well.

Specialist teachers and schools: There should be schools created to accommodate learners with special learning needs, and these should have specialist teachers.

<Internals\\Teacher 1A (2)> - § 1 reference coded [1.60% Coverage]

They were sent to special needs schools.

<Internals\\TEACHER 2B> - § 1 reference coded [3.04% Coverage]

The learners that are struggling should be supported by the specialists' teachers.

<Internals\\Teacher 2B (2)> - § 1 reference coded [3.25% Coverage]

The special class where individual attention to given to learners

<Internals\\Teacher 3C (2)> - § 1 reference coded [6.67% Coverage]

They should be able to leave and go to special schools that are able to do what they are interested in and are good at.

Poorly trained teachers: Teachers may need to be evaluated as in some cases, poorly trained teachers are contributing to under-performance and marginalisation of learners.

<Internals\\TEACHER 1A> - § 1 reference coded [2.89% Coverage]

My take on this question is that school-going youth who failing or underachieving are being marginalised by educational practices used by poorly trained teachers.

Simplifying workload and Tutors: Simplifying workload by dividing it into smaller and more understandable loads can assist in help learners understand better. In this regard, Tutors in school can also assist learners.

<Internals\\Teacher 2B (2)> - § 1 reference coded [6.45% Coverage]

They are breaking up her rectums of work into smaller such section so they can understand work better and consolidate work done.

Repetition until pass

One respondent felt that learners must continuously repeat until they pass. In other words, the Progression Policy should be eliminated.

4.7 Recommendations to consequences of progression policy

This sub-theme relates to the above sub-theme and focuses more on recommendations to consequences of Progression Policy. The teaching aspect ranked highly again, similar to above.

Change in traditional teaching methods: An important point was made whereby, the teaching methods and ways need to adapt to newer contexts and times. This includes more applicable curriculum, use of technology in the current era, as well as new Progression Policy approaches for a diversity of learner population.

<Internals\\TEACHER 1A> - § 1 reference coded [2.94% Coverage]

The youth in South African homes and families are techno-savvy, and yet the talk and chalk method of teaching and learning still prevails in most schools in KZN.

<Internals\\Teacher 2B (4)> - § 1 reference coded [8.16% Coverage]

Maybe they are bored with the education system;there must be a new curriculum suitable for this generation.

<Internals\\TEACHER 1A> - § 1 reference coded [3.49% Coverage]

Schools have become diverse with respect to the teaching staff, and with respect to the learner population. This then calls for a multicultural Progression Policy approach to teaching and learning practices in schools.

Specialist teachers and Teaching quality: Specialist teachers should be considered and the resources required to support progression policy. The CPTD policy must be adhered to in order to build and maintain teaching quality, which is very important for learners.

<Internals\\TEACHER 1A> - § 1 reference coded [3.08% Coverage]

The notion of continuing professional teacher development (CPTD, 2001) policy needs to be implemented in earnest in order to raise the quality of education of SA teachers.

4.7.1 Programmes and classes

Programmes and classes remain on the agenda on recommendations. This includes *Literacy programmes* as Literacy programmes can help learners with literacy challenges. In this study, *Remedial classes* were viewed as the ones that can assist learners in reaching the level they require to move to the next grade. In addition, the monitoring and evaluation were regarded as a key in relation to the Progression Policy in the following ways.

Identify struggling learners: Struggling learners should be identified at the outset, and then interventions are made accordingly. These learners should obtain special attention and put into relevant programmes.

<Internals\\Teacher 1A (3)> - § 1 reference coded [1.16% Coverage]

Identify struggling learners,

<Internals\\Teacher 3C (4)> - § 1 reference coded [4.04% Coverage]

Special attention out to be given to these learners who are showing signs of experiencing difficulties.

<Internals\\TEACHER 5E> - § 1 reference coded [4.81% Coverage]

Identify learners who are struggling and refer them to programs which can help them “catch up” to the levels they are expected to be on.

Primary school level motivation: Learners should be motivated at the primary school level regarding the demands of high school.

<Internals\\Teacher 1A (3)> - § 1 reference coded [6.95% Coverage]

In primary schools, they need to ensure that they do not push learners because in a high school, it gets affected very much. Example, decreasing the pass-rate for the school.

Review structures needed: The Progression Policy should be reviewed with the appropriate structures and committees which should involve all concerned stakeholders.

<Internals\\Teacher 1A (4)> - § 1 reference coded [8.98% Coverage]

There should be structures to go deep with the topic to remedy the unintended consequences of the progression policy. Parents alone to hold a meeting. Teachers, Stakeholders, Learners, MEC's etc. Thereafter all these different structures come up with one best idea at the end.

This point is consistent with the theoretical framework from the literature. Follett in Kinicki and Williams (2006) and her 'power-sharing' theory suggested that power should be shared between people who are at the forefront of the work process. This highly relates to policy enactment and how to solve issues of policy enactment. For example, Kinicki and Williams (2013), Awung (2015), Pülzl and Treib (2017), Werts and Brewer (2015), and Birkland (2015) are of the view of 'integration' for policies to be successfully implemented. These policy scholars view this as a synthesis to policy implementation so that all stakeholders have their view and support the Progression Policy that is being implemented.

Learner mindset and Alternative learning

Education is related to learner mindset. Hence, it recommended that there be teachers that specialise in the minds of learners. Also, similar to the above, alternative learning should be considered.

<Internals\\Teacher 2B (3)> - § 1 reference coded [6.63% Coverage]

The department needs to hire professional teachers who specialise with the minds of different children.

Practical and vocational: Some learners may have practical and vocational talents and skills, and hence, academic classes bring a lack of interest. Therefore, such learners should be considered for other streams.

<Internals\\Teacher 2B (2)> - § 1 reference coded [12.74% Coverage]

Most learners are really not interested in their work. Introduce a practical stream where they would do mostly practical technical work. Many of these learners all sleep in class. Being occupied doing something practical would arrest them.

<Internals\\Teacher 4D (2)> - § 1 reference coded [7.82% Coverage]

Provide entrance to these learners at vocational and more practical and hands-on learning.

<Internals\\Teacher 1A (3)> - § 1 reference coded [5.15% Coverage]

and focus on their special skills and talent because these learners are sometimes very good at other things in practical things.

Policy and consultation

The policy needs to be properly evaluated with full consultation. This can bring about positive changes.

Must satisfy requirements: The most highly ranked factor when it came to the Progression Policy was that learners should fulfil all necessary requirements before being progressed. If learners could not perform or meet the requirements, then they should repeat until they do, as it would be the only way for them to learn and appreciate the education.

<Internals\\TEACHER 2B> - § 2 references coded [12.72% Coverage]

Learners should not be allowed to progress to the next grade unless they are able to fulfil the necessary academic requirements for progress. Revert back to the system of learners passing on their own strength of academic standard

requirement being met. Learners who are unable to meet these requirements should be held back until they are ready

<Internals\\Teacher 3C (2)> - § 1 reference coded [6.67% Coverage]

Simply if learners cannot perform academically, they should NOT be kept in the system and remaining at school is pointless.

<Internals\\Teacher 3C (3)> - § 2 references coded [18.91% Coverage]

A learner should repeat a grade if he/she did not perform well. Hopefully, he/she will do better the following year. These types of learners who are failing should be given extra tasks just to boost their knowledge. My recommendation is that a learner who did not meet the requirements should repeat the grade so that he/she will do better the following year.

Contingency plans and new policies: There must be contingency plans in place for any consequences of the policy. Furthermore, there should be a consideration to newer policies building on the existing Progression Policy to assist teachers and learners accordingly.

<Internals\\Teacher 2B (4)> - § 1 reference coded [8.24% Coverage]

Policymakers were supposed to make a provision and contingency plans for such consequences and repercussions.

<Internals\\TEACHER 3C> - § 1 reference coded [6.59% Coverage]

New policies must be implemented to rectify the policy of progression, which will help the learner and the teacher to assist the progressed learner.

Create a proper understanding: There must be a proper understanding of Progression Policy and its meaning amongst all stakeholders as so everyone can be on the same page and the necessary support given.

<Internals\\Teacher 3C (4)> - § 1 reference coded [6.49% Coverage]

Learners should be taught on the meaning of the policy for them to know the true meaning of the policy. Government and parental support can be useful to the teachers.

Proper consultation before implementation: The Progression Policy needed/needs to be properly discussed, looking at all possible scenarios with input from all relevant stakeholders.

<Internals\\Teacher 1A (4)> - § 1 reference coded [6.13% Coverage]

I suggest that it should have been discussed by different people, looking at all angles before it was implemented, especially checking the good and bad consequences of the progression policy.

Great consistency appears often. This also supports the theoretical framework on integration by Follett (2006), and synthesis in policy enactment as discussed in the literature (Cloete 2016; Kinicki and Williams 2013; Awung 2015; Ossenbrink *et al.* 2018; Pülzl and Treib 2017; Dunn 2015; Werts and Brewer 2015; Cloete, Wissink, & de Coning 2006; Birkland 2015; Anderson 2014; and Wildavsky 2017) and other scholars in the policy terrain.

Policy termination: One respondent felt that the Progression Policy was not helping the teacher and learner but instead creating more problems. Hence, the policy should be terminated.

<Internals\\Teacher 5D (2)> - § 1 reference coded [8.27% Coverage]

Progression Policy should come to an end as it does not help the teacher or the pupil. Infact, it only causes more problems for both the learner and educator.

4.8 CONCLUSION

This chapter was an analysis and presentation of data from the teachers' questionnaires (semi-structured interview). Teachers noted that the Progression Policy provided

challenges and freedom too many as learners as they know that they will pass to next grade without any effort. Many problems thereafter came as a result of implementing the Progression Policy such as inability to cope, lack of understanding and knowledge, future poor academic performance and many others.

Teachers suggested support and involvement from parents is vital to assist progressed students. More classes are required for assisting these learners. This included alternative learning, and with least responses that suggested that learners should fail until they pass. The Professional Policy counts as a free pass to these learners. This was termed 'lack of threat effect' as this means that nothing scares the learners when they misbehave and do not perform to the optimum with their schoolwork.

Ultimately, teachers identified proper policy consultation, M&E, and alternative learning as measures that seek to reduce the unintended consequences of the Progression Policy. Both teachers and learners view alternative learning as a critical factor for progressed students, as many of these learners may be talented. However, the issue is on the curriculum that favours the academic child in the country.

CHAPTER FIVE: DATA PRESENTATION, ANALYSIS AND DISCUSSION: LEARNERS' RESPONSES.

5.1 INTRODUCTION

The following analysis focuses on the learners view about the Progression Policy. The former chapter was the data analysis of the views from the teachers' side. The teachers expressed their concerns about the progression policy, which presented many challenges thereof, including the inability to cope with schoolwork, arrogance, misbehaviour and many other challenges. These issues were believed to be the consequences of the implementation of the Progression Policy, which were confirmed by the literature and the teachers' responses.

This chapter is the analysis of the learners' responses' regarding the Progression Policy. Various noticeable sentiments are evident in this chapter. The concurrence is on the misbehaviour of progressed learners as they do not take care, pride in their school work because they know that regardless of their misbehaviour, they will still progress to the next grade.

Both teachers and learners suggested that *extra, remedial and intervention classes are essential in assisting the progressed learners, practical work and parental involvement.*

5.2 EFFECT OF IMPLEMENTING THE PROGRESSION POLICY AT PUBLIC INSTITUTIONS (*Objective No. 1*)

5.2.1 Effects and Consequences

This primary theme examines the effects and consequences of the progression Policy from the learners' perspective. There were countless effects and consequences of the implementation of it. This coincided with those from the teachers' point of view. These were as follows and are discussed under their sub-themes: long-term consequences, not interested in learning, inability to cope, teacher frustration, reliance and entitlement,

and demotivation. On the effects of the Progression Policy on learner quality, the following surfaced: lack of key attributes, grade 12 poor-performance failure, delusion and false confidence and a least said that there is a positive effect of the policy.

Hierarchy Charts reflect the size of the nodes. The larger the size implies the more volume/concentration of responses in that area. The major themes are twofold: firstly, consequences of implementing pp and secondly, effects of the pp on learner quality. As depicted below. There are more consequences and also, the effects thereof are critical to learning.

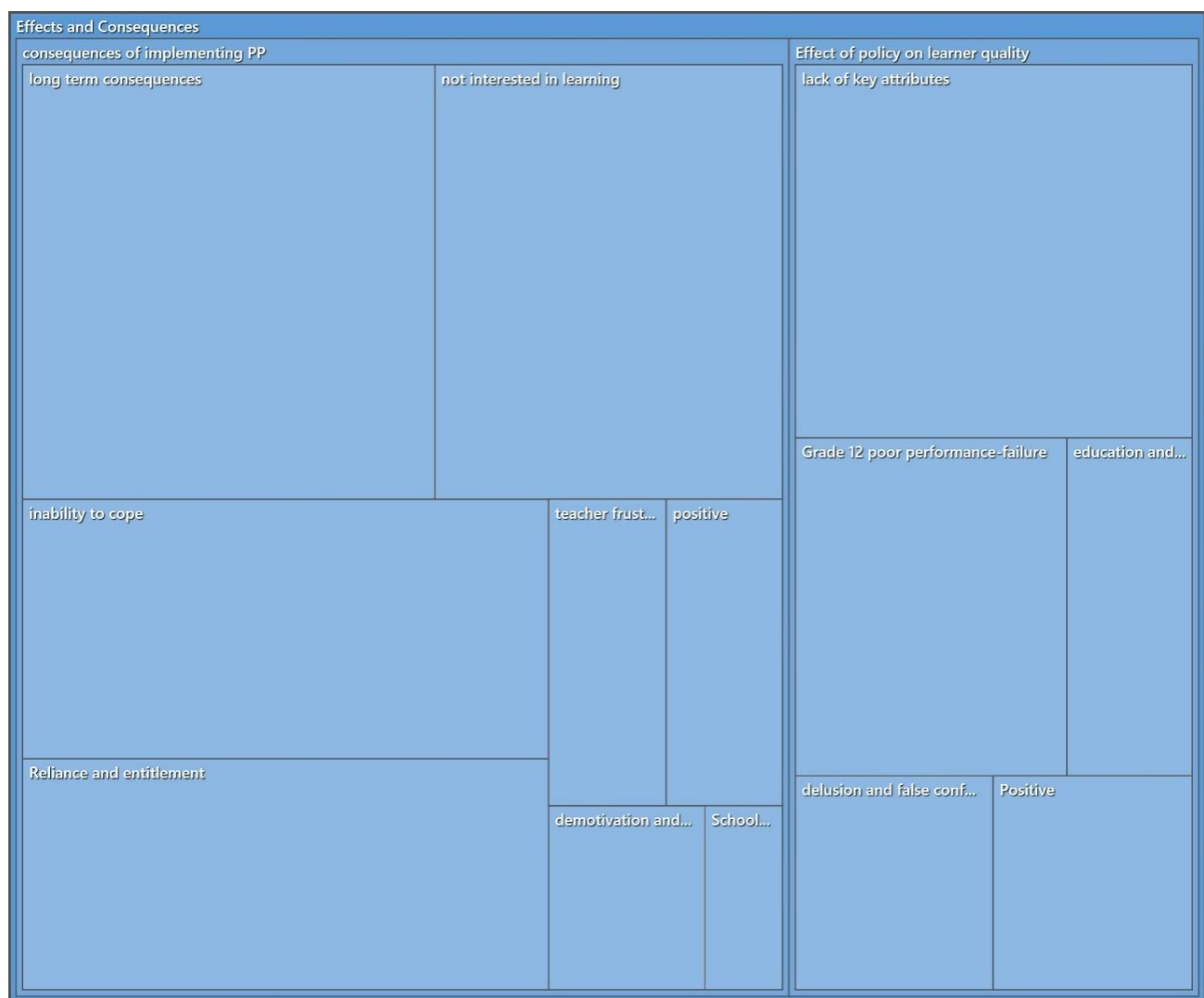


Figure 5.2.1 Effects and Consequences

As this was the first objective on the learners' views about the Progression Policy, many consequences and effects emerged. Firstly, the consequences of the implementation of the Progression Policy were: long-term consequences, learners not interested in learning, learners' inability to cope, teacher frustration, learners' reliance on the progression policy, and demotivation.

Secondly, the effects of the Progression Policy on learner quality were believed to be the following: learners develop a lack of key attributes, grade 12 poor performance and failure and delusion and false confidence. There were views from the learners.

5.2.3 Effect of policy on learner quality

Results indicated that the majority of the respondents felt that the effect of the PP was negative on learner quality, and this was informed by the following.

5.2.4 Lack of key attributes

The PP promotes a lack of key attributes that learners need to be able to cope with their grades. The lack of key attributes was: no passion or interest, lack of commitment and focus, lack of knowledge, and unprepared learners. These were also lamented by teachers. Again this was supported by the lack of threat effect in Stott *et al.* (2015). When learners know that they will pass irrespective of not doing any school work and when there is nothing that forces them to do school work, they will be content to glide on with no threat to them.

Grade 12 poor performance-failure

A key negative effect happens at Grade 12 or National Senior Certificate whereby the PP does not apply, and this can further create the following problems. Poor results and failure, no future after Grade 12, and lesser bachelor and diploma pass. These problems were confirmed by the students and many of them were reviewed in literature such as Lancaster and Nkabane (2014), Teke (2015), Abbas (2015) and others. In addition, Grade 12 is a very important and defining year in a learner's life. However, the

PP seems to have negative implications and consequences on Grade 12, which can affect a learner in the long run. This was informed by the following factors: Failing, Poor National Senior Certificate (NSC) pass rate – PP not applicable, School reputation, Tertiary, Jobs, Country and economy, Future failures.

5.2.5 Delusion and false confidence

Four respondents felt strongly that the PP gives learners false confidence. This is whereby learners feel that they passed on their own merit, yet they were progressed instead. It also presents a delusion of pass rates for the school whereby the pass rates are not actual reflections of the learner's potential.

<Internals\Learner 5> - § 2 references coded [7.51% Coverage]

Yes, the policy sends people of low levels until they reach grade 12, and they decrease the percentage of learners who pass at the end of the year.

<Internals\Learner No. 10> - § 1 reference coded [4.76% Coverage]

it's kind of hectic because we don't do well, but we always achieve good results for that. We don't work hard but move forward.

<Internals\Learner No. 5> - § 1 reference coded [6.41% Coverage]

Yes, the system is tricking people into finishing school before they are progressed to. The policy teaches entitlement and a false sense of accomplishment.

<Internals\Wess Learner 9> - § 1 reference coded [8.68% Coverage]

Yes, it proves the learner's potential and they aim too low and expect the school to boost them with marks. Because of this Progression Policy learners who are doing badly think they are doing well but they are progressed.

5.2.6 Not interested in learning

This was a highly ranked sub-theme of the negative consequences. The lack of interest by learners was informed by the following factors: laziness, no reason to study including exams, not paying attention and playful, Lack of efforts, Failure and dropping out and Lack of importance. Such consequences are also evident in Munje and Maarman (2016).

5.2.7 Inability to cope

The ability to cope at higher levels was also a highly ranked sub-theme. Learners are unable to cope after being progressed to higher levels, and this was informed by the following: Inability to learn and cope at higher levels is attributed to no knowledge, requirements of the previous grade, language barriers, mental capabilities, and false hope.

5.2.8 Demotivation and unfair - other learners

The PP demotivates other learners that rely on their own merits to pass. These learners must work hard on their own without reliance on the PP. Furthermore, progressed learners tend to disrupt classes with their bad behaviour. The progressed learners are also usually older than other learners are and hence end up bullying the younger learners at times.

Teacher frustration and effects

The PP causes significant frustration for teachers whereby teachers are forced to progress learners even though they do not meet the criteria to go to the next grades. Furthermore, a teacher who teaches at the next grade must deal with learners that cannot cope. The behaviour of learners also adds to teacher frustration.

5.3 EXPLORE THE FACTORS THAT QUALIFIES A LEARNER FOR PROGRESSION

Objective No. 2:

This objective was addressed within the teacher's open-ended questionnaire. The findings revealed that teachers have a background understanding of the implementation of the PP. Firstly, the time factor was that of ensuring that learners only repeat a class/phase once, not spending more than four years in a phase, avoiding gatekeeping.

Secondly, on requirements, the implementation requirements were: increasing/adjusting learners' marks, minimum requirements, NSC requirements, and assessments. Thirdly, others have viewed that no input or consideration, and no requirements. And ultimately, other stand-alone variables were that age is considered, support and retention, and contextual changes.

5.4 EXAMINE THE BEHAVIOUR AND ACADEMIC PERFORMANCE OF THE PROGRESSED LEARNERS IN A CLASSROOM

Objective No. 3:

The purpose was to explore the behaviour of progressed learners before and after progression. This also includes their performance thereof. Before learner progression, the behaviour still depicts no improvements. This is because the misbehaviour continues. Before progression: poor efforts, performance and interests are shown, misbehaviour, task incompleteness, while few learners do work well. After progression: efforts shown, poor performance, bad behaviour and attitude and the least proportion with No change.

5.4.1 Academic Performance

This primary theme examines academic performance before and after progression. In essence, this meant to find out about the performance and behaviour of learners based

on their progression. In other words, do learners behave and perform well before progression or perform and behave badly after progression.

Academic Performance		
Before Progression		
poor efforts, performance and interest	behaviour	some learners work well
	task incomplection	
		Teachers
After progression		
effort shown	Poor performance	bad behaviour and attitude
		no change

Figure 5.4.1 before progression and after progression

5.4.2 Before Progression

Majority of the respondents indicated a poor academic performance before progression. This is also indicated above on the hierarchy chart. There seems to be a major poor performance and behaviour before and after progression. The following issues are discussed under the relevant sub-themes: before progression, learners show poor efforts, poor performance and interests, task incompleteness, misbehaviour and mixed reactions to teachers while some learners work well.

These are behaviours of learners after progression: no change, poor performance, bad behaviour and attitude and some efforts shown.

5.4.3 Poor efforts, performance and interest

Even before progression, efforts, interest, and performance seem to be below the desired level. This was informed by the following: interest and attention, failure, poor performance

Other issues focus on: Lack of efforts, entitled and reliant on policy, lack of understanding, cannot cope and drop in grades.

5.4.4 Task incompleteness

Learners do not complete tasks, especially when it comes to classwork and homework. Work given in class is not done, *Homework*; In addition, homework given is also not done, *Projects, tasks and assignments*; Key tasks that are important such as projects, assignments and other related academic tasks are not completed. They are not even handed in for marking as learners know they will be progressed.

5.4.5 Behaviour

Learners exhibit poor behaviour in class, such as disruption and disrespect, absenteeism, and short term good behaviour.

5.4.6 After Progression

After progression, there seems to be a similar pattern of academic performance, whereby there is little or no change in the majority of learners. However, some change and improvement are noted for some learners.

5.4.7 No change

Many respondents indicated there is no change in academic performance and efforts.

<Internals\Learner 2> - § 1 reference coded [1.05% Coverage]

Some do not change at all.

<Internals\Learner No. 10 (2)> - § 1 reference coded [2.60% Coverage]

Some learners do not improve themselves in getting to improve school work.

<Internals\Learner No. 6> - § 1 reference coded [1.62% Coverage]

The performance is still the same,

<Internals\Wess Learner 7> - § 1 reference coded [2.67% Coverage]

They will still have the same attitude, nothing much would have changed

<Internals\Wess Learner 8> - § 1 reference coded [1.27% Coverage]

The learners have the same behaviour.

5.4.8 Poor Performance

The poor performance seems to continue and is inherent. The following variables were underscored: under poor performance as resonated from the learners' views. They were: Entitlement to progression, Lack of interest, Failing, Inherent, Slower learners - the inability to cope, False confidence, and Unfair on other learners.

5.4.9 Bad behaviour and Attitude

Apart from poor performance, bad behaviour and negative attitudes are also present. These negative behaviour problems impact on effective learning, where teachers are constantly interrupted. Some of them are worse behaviour from learners, arrogance and disruptive,

Worse: Some learners even become worse as they refuse to change their behaviour and attitude to their work. They just don't see the need and value of studying.

<Internals\Learner 10> - § 1 reference coded [6.40% Coverage]

Their attitude towards education has become even worse because they don't see the need to study because they know that they will be progressed automatically.

<Internals\Learner 5> - § 1 reference coded [1.55% Coverage]

They seem worse than last time

<Internals\Wess Learner 4> - § 1 reference coded [7.15% Coverage]

Even though they know they have been progressed they don't seem to change their attitude towards their school work, and already as it is, they didn't have what it takes to be in the next grade, it is getting worse.

Arrogant and disruptive: Learners remain disruptive and disturb other learners. They also remain arrogant, knowing they will be progressed.

<Internals\Learner No. 10> - § 1 reference coded [4.61% Coverage]

Some of us don't even realise the hard work that the teacher has done for them; they keep on disturbing the other learners.

<Internals\Wess Learner 6> - § 2 references coded [7.75% Coverage]

Most get a sense of undeserved pride and boast about being in a higher grade/phase, yet they did not do it/get there on their own. They also become rude because they know that they are not allowed to fail more than once in the same grade.

Absenteeism and no importance or seriousness shown: There is no importance or value placed on their studies, and hence they do not take their work seriously. Learners frequently continue to be absent, and even when they are in class, they just pass the time without worrying about learning or working.

<Internals\Learner 7> - § 1 reference coded [7.56% Coverage]

never study or understand what is needed they've gone from worse to worst, nothing is serious to them, they take their work slightly because they have already given up on their studies, they just here in school to pass the time.

<Internals\Learner No. 5> - § 1 reference coded [4.50% Coverage]

They start not doing their work, staying away, and they think they will pass because of the last progression.

Once again, the lack of threat effect plays a major role in learner behaviour and performance. Bad behaviour and poor performance can be attributed to lack of threat effect. When no consequences are attached to their behaviour and performance, learners are likely to escalate poor performance and misbehaviour. This was also mentioned above in teachers' analysis. This finding is supported by literature and reports in Teke (2015); Lancaster and Nkabane (2014); Burger, Van der Berg and Von Fintel (2015); Stott *et al.* (2015); Munje and Maarman (2016b); Abbas (2015); Frederics (2015) and others.

5.5 MAKE RECOMMENDATIONS TO REMEDY THE UNINTENDED CONSEQUENCES OF THE PROGRESSION POLICY (*Objective No. 4*)

This was the last objective and question (2.5) from the learner's open-ended questionnaire. The purpose of this objective was to identify the remedies that sought to deal with the problems as caused by the Progression Policy.

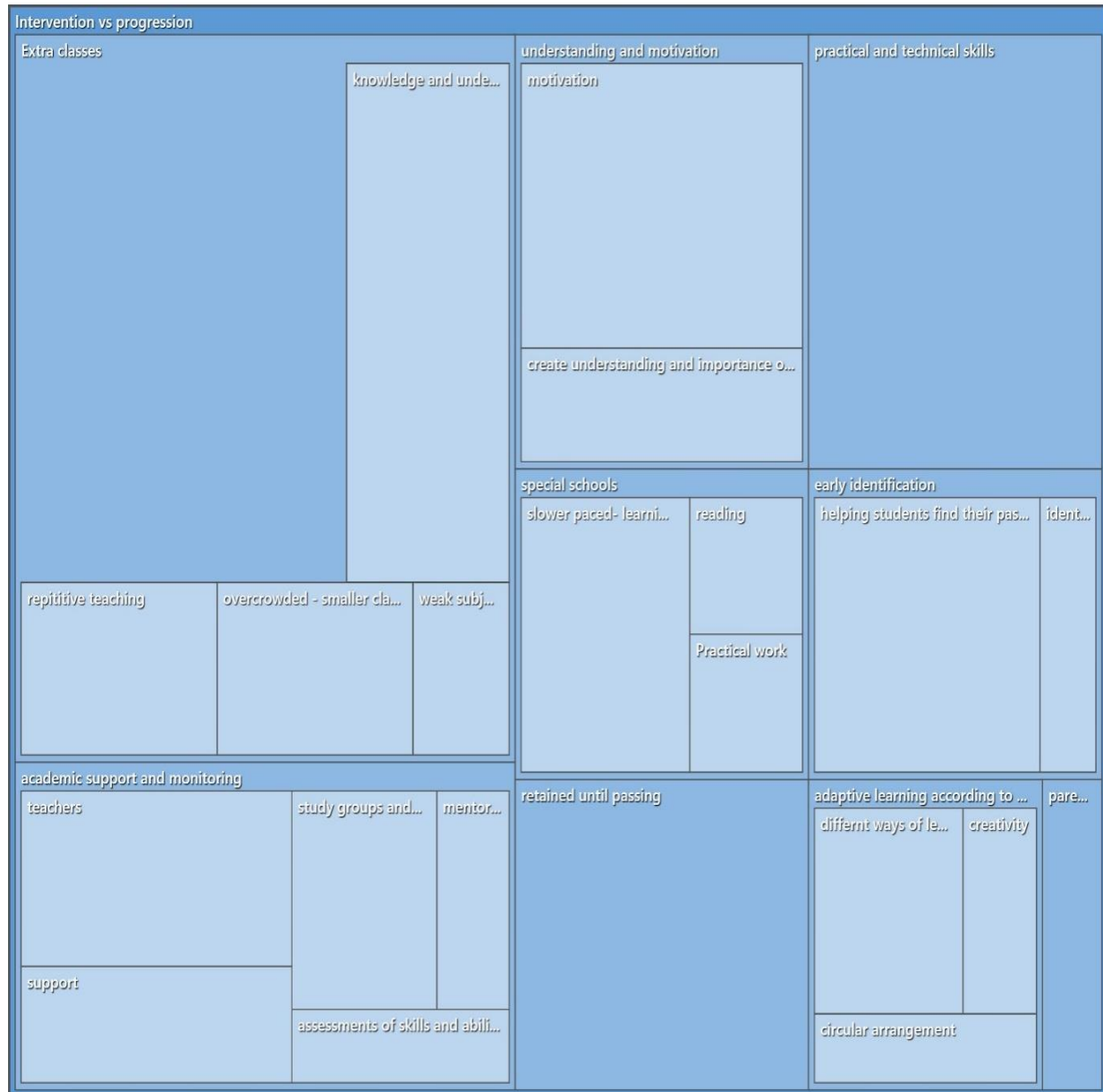


Figure 5.5 Interventions VS Progression

5.5.1 Interventions vs progression

There were a plethora of interventions mentioned by respondents when it came to interventions to help or fail underachieving learners. These are also depicted on the hierarchy chart above. These are discussed below under their sub-themes. They are as follows: extra classes, academic support and monitoring, adaptive learning according to learner's mindset, special schools, early identification of learner problems, understanding and motivation, practical and technical skills, retain until pass and ultimately, parental involvement.

5.5.2 Extra classes

Extra classes were the highest-ranked intervention as supported by 20 respondents.

<Internals\Learner 1> - § 1 reference coded [1.10% Coverage]

Or extra open classes.

<Internals\Learner 2> - § 1 reference coded [3.19% Coverage]

Teachers at school should create extra classes for underachieving learners.

<Internals\Learner 5> - § 1 reference coded [4.82% Coverage]

Extra classes become helpful for failing learners in their learning; they improve their marks.

<Internals\Learner 7> - § 1 reference coded [3.42% Coverage]

They should have extra classes on weekends, after school and before school starts (morning classes).

<Internals\Learner 8> - § 1 reference coded [1.34% Coverage]

There should also do extra classes

Some respondents took this further to explain why extra classes would assist.

Knowledge and understanding: Extra classes can help build learners' knowledge base and understanding, especially for those that are slower learners. In addition, some learner needs extra time with teachers for learning facilitation.

<Internals\Learner 3> - § 1 reference coded [5.73% Coverage]

Extra classes can help the learners, need more time with the teachers for lessons they cannot understand.

<Internals\Learner 6> - § 1 reference coded [3.25% Coverage]

Learners that are struggling must get enough time with their teachers. There should be extra classes. So that learners will grasp. There should be afternoon classes.

<Internals\Learner No. 7 (2)> - § 1 reference coded [3.22% Coverage]

I think that there should be extra classes for the subjects that the learners can't understand, or they should be on weekends and they should teach each other so it can be easy for them to understand.

Repetitive teaching: Repetitive teaching by explaining things repetitively, can help some learners. Sometimes, learners grasp slower than others, and this can help without holding back the class. Extra classes can facilitate repetitive learning.

<Internals\Learner 4> - § 1 reference coded [4.44% Coverage]

To some, you must keep on teaching repeatedly, so they need to have extra classes for those learners.

<Internals\Learner 6> - § 1 reference coded [5.12% Coverage]

One of the causes of failure is that these learners really believe that they are not good enough;they know nothing. The Department of Education must intervene by encouraging teachers to give themselves more time with learners which will be enough to them.

Weak subjects: Extra classes can be focused on learners' weaker subjects.

<Internals\Learner No. 6> - § 1 reference coded [3.79% Coverage]

They would have to work harder to do extra classes focus more on their weak subjects.

Overcrowded - Smaller classes: Large overcrowded classrooms make it difficult for teachers to spread their attention to everyone. Current class are overcrowded, and hence private lessons with smaller classes can help the situation.

<Internals\Wess Learner 10> - § 1 reference coded [8.11% Coverage]

There are many things to be done to help underachieving learners. Teachers can offer private lessons to some of these weak learners because you get that the learners can't learn because the classes can be overcrowded.

<Internals\Wess Learner 6> - § 1 reference coded [2.64% Coverage]

Placing those learners in a smaller classroom for one on one help with teachers.

5.5.3 Academic support and monitoring

Academic support and monitoring come in highly recommended as a key intervention. It was informed by the following.

Teachers: Teachers have a key role to play in monitoring and supporting as they become the knowledge givers. Teachers must help learners who are not coping and must be able to make more effort to help underachieving learners to understand.

<Internals\Learner No. 10> - § 1 reference coded [6.84% Coverage]

Learners need a teacher they can confide in, and they need to respect in class. If a learner is not doing good at school, we must help that learner and help him/her move forward.

<Internals\Wess Learner 1> - § 1 reference coded [12.49% Coverage]

Teachers should try harder and teach learners who don't understand fully because that is what they are paid for. It a must to teach children more than ten times the same thing for him/her to understand. Even if the teacher must teach you 100 times if you don't understand, they should start again.

Study groups and camps: Study groups and camps can be a great assistance to slower learners and learners can feel comfortable with other learners that have similar challenges.

<Internals\Learner 7> - § 1 reference coded [4.64% Coverage]

Some schools have camps for learners. They could attend these camps because they are very educational and helpful to struggling learners.

<Internals\Learner No. 10 (2)> - § 1 reference coded [2.46% Coverage]

Train learners and open study groups for learners working at a slow pace.

Support: Support must be given in the form of academic support as well as support and preparation for exams. Teachers have a role to play, as well.

<Internals\Learner No. 1 (2)> - § 1 reference coded [6.62% Coverage]

They must be provided with support academically so that they can be able to grasp what they have been thought because very little of them can recall what was thought.

<Internals\Learner No. 10 (2)> - § 1 reference coded [3.28% Coverage]

Teachers must work hard on encouraging and giving learners scopes for exam purposes (revision).

Assessments of skills and abilities: Assessments can be done to determine if learners are either academically orientated or if they have other skills and abilities such as creative or technical.

Mentorship: Mentors can be introduced to encourage underachieving learners and help them with understanding their schoolwork.

5.5.4 Understanding and Motivation

It is important to create understanding for learners about the importance of education and in turn, motivate them to study. These were formed to create awareness and importance of schoolwork and motivation.

Create understanding and importance of schoolwork: Schoolwork must always be emphasised, and it must be understood before class is over, and teachers have a role to play. Furthermore, the importance of education per se must be made clear to learners.

<Internals\Learner No. 2 (2)> - § 1 reference coded [5.58% Coverage]

I think that teachers must ask learners from the classroom as to 'did you all understood what was thought today?' Before continuation with teaching plan.

<Internals\Learner No. 6 (2)> - § 1 reference coded [2.20% Coverage]

If they can be taught the importance of school work and do their school work with effort,

Motivation: Once learners understand the importance of education, they can be motivated to focus on their work and tasks at hand. They can also be motivated to study hard for their exams.

<Internals\Learner No. 10 (2)> - § 1 reference coded [2.56% Coverage]

Encourage learners to always read to be always fluent and be able to read.

<Internals\Learner No. 5 (2)> - § 1 reference coded [3.54% Coverage]

They need to be inspired to put effort into their schoolwork and focus in class.

<Internals\Learner No. 8 (2)> - § 1 reference coded [3.02% Coverage]

Learners need to be encouraged because there is no other way. They need to support themselves. They will pass if they encourage one another.

5.5.5 Practical and Technical Skills

Like the teachers' recommendation, the learners also felt that there should be consideration given to practical and technical skills, especially for those learners that were not strong in academic subjects. Technical and trade option can suit such learners to capitalise on their other skills rather than performing poorly in Grade 12.

<Internals\Learner No. 2> - § 1 reference coded [10.80% Coverage]

In Phoenix Technical School I personally believe that children should have more practical's in their trade subjects to make them comfortable with the trade they are doing instead of doing, practical assignments per year let's try to make it part per term.

<Internals\Learner No. 4 (2)> - § 1 reference coded [7.78% Coverage]

For the failing learners, they must just go to the skills training colleges to further their jobs, or when they study from FET skills training, because here in schools, they have totally failed.

<Internals\Wess Learner 10> - § 1 reference coded [5.05% Coverage]

Everyone learns to go to colleges to do practical learning than to learn with books because you get that they are not good academically.

<Internals\Wess Learner 4> - § 1 reference coded [5.74% Coverage]

Or they could go to schools where instead of learning theory, they would do work with their hands. That way, they will still be able to get a job and work for themselves.

Retained until passing: Five respondents strongly felt that learners should be retained until they passed. This means that the PP would have to be terminated.

<Internals\Learner No. 1> - § 1 reference coded [3.41% Coverage]

but the ones who messed around during that year has no other option but to repeat it.

<Internals\Learner No. 2> - § 1 reference coded [3.67% Coverage]

I personally say that each learner should spend at least 5 years in maximum in a phase.

<Internals\Learner No. 6 (2)> - § 1 reference coded [2.66% Coverage]

to those who do not work hard enough, they can be progressed and repeat the class until they get knowledge.

<Internals\Learner No. 8> - § 1 reference coded [4.02% Coverage]

I think they should re-write the subjects failed to like how it's done when a person failed matric.

5.5.6 Parental Involvement

Parental involvement is mandatory. Parents need to be kept updated on their children's performance as well as to identify any issues that may be occurring at home.

<Internals\Wess Learner 7> - § 1 reference coded [12.38% Coverage]

Calling in of parents, to be able to communicate with them and come to a point where both teachers and parents are actively involved, because most of the time you find it that the learner finds it hard to concentrate at home. Parents need to be updated with the progression of their children to be able to give them motivation.

There was a clear link with the theoretical framework in terms of the successful implementation of PP. This is what Follett (2006) suggested as integration—involving all stakeholders concerned as was witnessed by participants on involving parents, teachers and learners to understand pp first. Similarly, 'synthesis' on policy formulation was discussed in the literature by Kinicki and Williams (2013) Awung (2015), Pülzl and Treib (2017), Werts and Brewer (2015), and Birkland (2015).

Decolonising the education system was offered as a recommendation to remedy the unintended consequences of the PP. This was related to creating a curriculum that caters for learners' talents. For those learners that are not academically inclined but have good practical skills and talents. Such as W.E.B Du Bois, the African–American father of Pan-Africanism, Odora-Hoppers (2017), and Mbiza (2018).

The dominant remedy was extra classes (see Hierarchy Chart Fig.5.6 on **Interventions vs Progression**). This might assist learners that are slow and offer some sort of extended learning. Some slow learners would get attention during these classes.

5.6 CONCLUSION

This chapter presented data analysis using inductive reasoning. Patterns, themes and categories were developed from the interpretation of data that was collected. Content analysis was used to analyse data. This was a way of reducing the data set collected. From the data analysis, clear consistencies with literature were witnessed. This included a theoretical framework.

There have been enormous consequences of the PP from both teachers' side and learners' side. These ranged from lack of interest, inability to cope with grade content, struggling learners, entitlement, no motivation, relying on the PP, ill-discipline in terms of schoolwork and many others. This was also highly attributed to the fact that PP does not come with consequences. Therefore, it becomes a free pass. This was referred to as a lack of 'threat effect'.

There is a great need to decolonise the education system to allow slow-performing learners and talented learners that are not academically gifted the chance to excel. The issue of the language of instruction was no exception to this curriculum reform. Behaviour and performance show that some learners do make good progress, which over limited duration deteriorates. To some, there were no changes in learner behaviour before and after progression.

On the recommendations, the extra classes dominated the learners' responses. This was followed by the introduction of practical and technical skills, whilst teachers suggested support and involvement as remedies. Also, programmes and classes in the form of remedial classes appeared to be very popular. These coincide with learners' responses.

CHAPTER SIX: CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

The preceding chapter analysed data using themes, content analysis, patterns, and hierarchy charts to visualise outcomes of data interpretation. The data analysis came from the participants' views about the phenomenon studied.

In this chapter, the research objectives of the study are re-visited, key findings, recommendations, the impact of the study, recommendations for further studies are discussed. Finally, the conclusions are drawn on the overall thesis. As a cursory, the purpose and objectives of the study are revisited.

The purpose of the study was to investigate the effect of the implementation of the progression education policy at public institutions and with a focus on the Pinetown District as a Case Study in KwaZulu-Natal, South Africa. The study was guided by the following research objectives:

- Investigate the effect of the implementation of the progression of education policy at public institutions,
- Explore the factors that qualify a student for progression,
- Examine the behaviour and academic performance of progressed students in a classroom
- Make recommendations to remedy the unintended consequences the policy has caused within the schooling system in KZN, South Africa.

As reported in Chapter 4 and 5, there is sufficient evidence that the purpose and objectives of the study have been achieved.

6.2 KEY RESEARCH FINDINGS

6.2.1 The effects of implementing the progression policy (objective 1)

The summary of results from teachers made against this objective includes the following; learners struggling to cope with their studies resulting in poor performance, lack of understanding and problematic, demotivation of teachers and other learners. These challenges are also evident in various literature and reports (Burger, Van der Berg and Von Fintel 2015); Stott *et al.* 2015; (Munje and Maarman 2016b); (Lancaster and Nkabane 2014b); Abbas 2015; Mlambo and Ndaliso 2015; and Teke 2015). These were coupled with their sub-themes under their respective headings.

The effects of implementing the Progression Policy were massive and multifaceted. These resonated with both teachers and learners. This meant that one factor led to other problems. For example, uninterested and demotivated learners, do not do school work because they would pass, after all, this fueled misbehaviour and entitlement. All this was a result of the lack of threat effect. In other words, there is nothing that motivates learners to do well, nothing also, that rewards good behaviour. For example, learners to be progressed only after they have attained a certain skill and behaviour.

In a study conducted in the United States, Texas by Lewis (2005) who examined the predictive accuracy of the HESI (Health Education System Incorporated) exit examination on NCLEX-RN found that students performed well when their progression was attached to consequences. The National Council of State Boards for Nursing Examination for Registered Nurses (NCLEX-RN) requires learners to write an exam for admission to the next level, for graduation or remedial purposes.

Regarding the South African Progression Policy, learners' progression is not attached to any consequences. The findings revealed that there is better performance on learners given the consequences to their progression (Lewis 2005: 118). Faculty administrators were advised to adopt Progression Policies that have 1 or 2 reasons attached for student progression to the HESI exams.

The implementation of the PP presented issues and dissatisfaction from many users (stakeholders). This was attributed to the approach utilised in the formulation of the top-down policy approach (bureaucratic) model. The approach ignored inputs of the users, given that it sees policy as linear and straightforward, which becomes impossible due to neglecting the primary users. Follett (as cited in Kinicki and Williams 2006) suggested that work processes must be controlled by the people who are at the core of the work process, and managers, executives or authorities should act as facilitators. This is done for the perceived reason that the grassroots people (people at the forefront) of the work process know more about their work.

For the work process to be successfully executed requires integration from all the involved parties. The term used by Follett was 'integration' which she emphasized that it was and is more appropriate particularly, in the democratic governments. This process involves the inclusion of all stakeholders involved in policy implementation, rather than one side/stakeholder group to decide on behalf of the rest (Elite model) to policy implementation.

Likewise, the policy scholars engage in 'synthesis' discourse is to describe a process of considering the policy implementation from bottom-up and or top-down approach techniques. This allows all stakeholders to have their views heard before the policy is implemented. If this happens, it has a chance to reduce policy contestations, and all parties might have a common consensus in this regard.

6.2.2 Contradictions: factors affecting progression policy implementation

Although the PP presents so many challenges and consequences, in a political terrain, the objectives have been achieved. For instance, the MDG goal number 2 (achieve universal primary education). According to the MGD (2010) report, this objective was achieved before 2015 as a set targeted year (Ki-Moon 2013: 37). This is concerns access to schooling and completion of the primary school in the country of (Ki-Moon 2013: 42).

On the contrary, social, economic and public support are factors that do not seem to be coinciding with the PP. Socially, it has many issues and challenges caused by the PP as witnessed earlier on the views of the participants. In schools, some learners are dissatisfied as they pass on their capabilities whilst others are progressed resulting in unfair discrimination.

Economically, learners have no skills and complete schooling. The issue is on the future of the country having its economically active population with no skills. The PP economically makes no sense. Whilst in education, it does make sense to the other schools of thought. For example, those who are in favour of the PP (because retained learners take-up space for new ones and thus, costly to the education system) and those who are not (emotional and social development of learners).

Engagements with scholars indicates that integration and synthesis would allow much support for the policy, thereby minimising tensions. Currently this is one policy that is being opposed by many stakeholders.

6.2.3 Factors that qualifies learner progression (objective 2)

Teachers have an understanding of the factors that qualify student progression. Their understanding is that, for a learner to qualify for progression, they consider the age of a learner, the number of years the learner has been in the phase, refraining from gatekeeping of learners who are perceived as 'weak' and sometimes the contextual factors. These requirements concurred with the views expressed in the literature of Stott, Dreyer, and Venter (2015); Munje and Maarman (2016) and Policy Documents (National Education Policy Act 27 of 1996) NEPA.

6.2.4 Behaviour and academic performance of progressed learners (objective 3)

Behaviour and academic performance remained a concern. The in-class learner behaviour and academic performance deteriorated according to teachers. A very small proportion of learners showed good behaviour after progression. This confirms the views expressed in the literature on the fact that learners would misbehave because

they know that they will pass in anyway (Stott, Dreyer, and Venter 2015; Teke 2015; and Lancaster and Nkabane 2014). Learners also concurred with teachers on factors such as poor academic performance, lack of interest, task incompleteness and many others. In essence, learners continued to perform poorly and misbehave as they are entitled to pass. There was very little change in behaviour after their progression.

6.2.5 Remedies to unintended consequences of the PP (objective 4)

The remedies to unintended consequences of the PP were twofold. Firstly, how can underachieving learners be assisted? Teachers vastly suggested support and involvement, extra classes, alternative learning and a very little proportion suggested that learners should repeat until they pass.

Support and involvement are key elements in ensuring that the workforce is performing its duties effectively and efficiently, ensuring that learners succeed. The support and involvement importance is recognised in Follett's 'integration' in Kinicki and Williams (2006) and from many policy discourses in Kinicki and Williams (2013); Awung (2015); Pölzl and Treib (2017); Birkland (2015); Wissink and de Coning (2006) and others on policy implementation and formulation.

Secondly, teachers had their views on recommendations to the consequences of the PP. Teachers have pointed out that policy consultation, is similar to the integration, M&E, and alternative learning. As a result, many disagreements of the PP by many key education stakeholders suggested that other groups might have been side-lined in the formulation of PP and its adoption.

Learners prominently suggested extra classes, knowledge and understanding, practical and technical skills, academic support and monitoring, creating understanding and importance of education. Relatively small numbers of learners insist on failing until they pass.

6.3 RECOMMENDATIONS

Murray (2010) gave an excellent example of the Progression Policy as she looked at the Florida Middle Grades Pupil Progression Policies: Their Effects on Middle School Student Achievement and Retention Rates. An excellent example of the Progression Policy was that of what a learner can do before progression, and this is evident in Skinner (1968) as he described learning as what a learner can do other than what a learner knows. As postulated by Murray (2010: 43) each student's progression from one grade to another should be premised on achieving proficiency in reading, writing, science, and mathematics; that the School Board policies facilitate such proficiency and that each student and his/her parents be informed of that student's academic progression. Perhaps if South Africa can adopt such a progression policy, cooperation might be expected from all the educational stakeholders.

Similarly, consequences are recognised in Skinners' (1968) study as behaviourist; reinforcements in learning. In Skinner's behaviourism theory, the behaviour is shaped by reinforcements. For example, good positive behaviour is encouraged, and so is negative behaviour discouraged; it can be through incentives, recognition and punishments or conditions. Thus, progression should have consequences attached to it. Unless there are conditions that need to be met by learners before advancing, learners will still view progression as a free pass with no purpose and no skills gained. Therefore, this PP constitutes a meaningless progression.

There is an urgent need to strengthen the monitoring and evaluation of policy enactment.

Various stakeholders might be needed to meet and discuss their concerns, how does the PP affect them, more particularly teachers. All teachers can review and pave the way to ensure that all stakeholders have their voices heard so that support from all stakeholders can be attained. This would reduce conflicts in implementing the PP.

The progression of learners could also be determined on good behaviour and attitude to school work. Learners and parents need to be made aware of the progression. This might reduce bad behaviour.

6.3 IMPACT OF THE STUDY

6.3.1 Lack of Monitoring and Evaluation

Lack of monitoring and evaluation continues to be a matter of concern when it comes to policy implementations. As was discussed in the literature, (Govender 2016; Munje and Maarman 2016b). For example, some occurrences, like many stakeholders, opposed the PP, and massive effects thereof of its implementation suggest that monitoring and evaluation (M&E) is lacking. If it were not lacking, something to remedy its effects would have been identified and presented as it is supposed to be carried out in any way. Then these many adverse consequences of implementing the PP would have been minimised.

6.3.2 Key issues that emerged from the study

The vital issue that emanated in this study was that of curriculum reform. This suggestion came from how other learners are talented, and yet, they seem to have no place in the current curriculum. Even the PP does not address this. The country has an academic structural curriculum, while some of the progressed learners have outstanding gifts they are not noticed by the curriculum because they are not academically inclined.

Some learners fail because of the language of instruction, while other learners are naturally slow in understanding the content. Generous support is required for both teachers and learners. More remedial work requires more teaching time and resources for struggling learners.

It concerns that the policy progresses learners on the basis of age rather than on performance. Skill-based education can also assist learners so that they would know

that it's not about academics only, but that they can do something else is also important for learning. This will enable students to progress equipped with skills.

6.4 RECOMMENDATIONS FOR FURTHER STUDIES

Regarding the learner's lack of threat effects, misbehaviour, and poor performance; consequence management seems to be a solution to scare learners off on misbehaviour and poor performance. This will allow learners to be determined and behave in an orderly manner regarding school so that they can give efforts in school work. In essence, reinforcements are required to maintain orderly behaviour and performance from learners.

Example: A critique of the impact of reinforcement in the implementation of the Progression Policy at select rural schools in KZN.

M & E strategies to be put in place to ensure the smooth running of the policy. This would decrease massive consequences to the PP, and policy would be improved so that it will yield its desired outcomes. For example, a team that will investigate how the PP is running. Trace its issues and how to remedy its unintended consequences to better support the policy and minimise problems of implementation.

Example: A critique of Monitoring and Evaluation strategies used in the implementation of the Progression Policy: A Case Study of Ethekwini schools.

Effective strategic implementation can determine the outcomes of PP. The effectiveness of implementation may be improved by the management of the planning process by building promise and ownership of the plan and its implementation.

Hence, strategic control is the vital management process to PP that consists of monitoring and evaluation of the strategy of the management process as a whole to ensure that it is operating correctly. It is important to note that the basis of control means the ability to measure. This means that it compares what should happen with what happened or is likely to happen.

An all stakeholder review of the PP would mitigate issues of disagreement with policy and obtain the much needed government support and stakeholder cooperation to achieve the desired outcomes. The revisiting of the curriculum by the national department so that it can accommodate skill-based and language of instruction (curriculum delivery) needs to be accelerated. Additionally, the enactment of the PP politically, socially, economically and public support should be assessed sooner than later. This would be to check the benefits against the costs to the country (costs benefits analysis).

Example: A study of stakeholder involvement in the planning and implementation of the Progression Policy.

6.5 CONCLUSION

This thesis aimed to investigate the effects of implementing the Progression Policy. The findings revealed overwhelming effects that were complex as one effect resulted in another—thereby escalating these effects. Such impacts of implementing PP were: Inability to cope with the next level, Lack of understanding and knowledge, Problematic learners, Demotivation, Time consuming for teachers, Teachers deemed as incompetent, No passion or interest, Lack of commitment, focus and effort, Delusion and false confidence and more.

Efforts to scare learners to do well and strive were suggested. These effects were as a result of what was referred by Stott, Dreyer, and Venter (2015) as a lack of threat effects because learners treated the PP as a free pass.

The progression of learners to the next grade without any skill depended upon age and number of years the learner stayed in the phase. This raised the question of skills-based education. This would entail revisiting the curriculum to allow learners to progress and equip them with skills.

Learner behaviour/misbehaviour and academic performance were suggested to be supported by the introduction of the threat effects. This was related to consequences or

reinforcements, i.e. rewarding good behaviour and punishing bad behaviour. This was to be done systematically through a constitution or proper accepted channel..

The remedies of the implementation of the PP were diverse. They ranged from extra classes, learning for understanding, practical and technical skills, early identification of learner difficulties, academic support and constructive monitoring and evaluation.

The key issues that emerged from this study include curriculum reform concerning the language of instruction and skills-based education. More monitoring and evaluation, increase stakeholder engagements, reinforcements concerning moulding learner behaviour and performance.

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APPENDICES

Appendix A: Gatekeeper's Letter

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Appendix A: Gate Keeper's Letter



education

Department:
Education
PROVINCE OF KWAZULU-NATAL

APPENDIX A

Enquiries: Phindile Duma

Tel: 033 392 1063

Ref.:2/4/8/1673

Mr PD Makhanya
PO Box 12544
Port Shepstone
4250

Dear Mr Makhanya

PERMISSION TO CONDUCT RESEARCH IN THE KZN DoE INSTITUTIONS

Your application to conduct research entitled: **"EFFECT OF THE IMPLEMENTATION OF THE PROGRESSION EDUCATION POLICY AT PUBLIC INSTITUTIONS: A CASE STUDY OF PINETOWN DISTRICT IN KWAZULU-NATAL, SOUTH AFRICA"**, in the KwaZulu-Natal Department of Education Institutions has been approved. The conditions of the approval are as follows:

1. The researcher will make all the arrangements concerning the research and interviews.
2. The researcher must ensure that Educator and learning programmes are not interrupted.
3. Interviews are not conducted during the time of writing examinations in schools.
4. Learners, Educators, Schools and Institutions are not identifiable in any way from the results of the research.
5. A copy of this letter is submitted to District Managers, Principals and Heads of Institutions where the Intended research and interviews are to be conducted.
6. The period of investigation is limited to the period from 22 October 2018 to 01 March 2021.
7. Your research and interviews will be limited to the schools you have proposed and approved by the Head of Department. Please note that Principals, Educators, Departmental Officials and Learners are under no obligation to participate or assist you in your investigation.
8. Should you wish to extend the period of your survey at the school(s), please contact Miss Phindile Duma at the contact numbers below.
9. Upon completion of the research, a brief summary of the findings, recommendations or a full report/dissertation/thesis must be submitted to the research office of the Department. Please address it to The Office of the HOD, Private Bag X9137, Pietermaritzburg, 3200.
10. Please note that your research and interviews will be limited to schools and institutions in KwaZulu-Natal Department of Education.

Dr. EV Nzama
Head of Department: Education
Date: 22 October 2018

...Championing Quality Education - Creating and Securing a Brighter Future

KWAZULU-NATAL DEPARTMENT OF EDUCATION
Postal Address: Private Bag X9137 • Pietermaritzburg • 3200 • Republic of South Africa
Physical Address: 247 Burger Street • Anton Lembede Building • Pietermaritzburg • 3201
Tel.: +27 33 392 1063 • Fax.: +27 033 392 1203 • Email: Phindile.Duma@kzndoe.gov.za • Web: www.kzndoe.gov.za
Facebook: KZNDOE...Twitter: @DBE_KZN...Instagram: kzn_education...Youtube: kzndoe

Appendix B University Ethical Clearance

APPENDIX B



MANAGEMENT SCIENCES: FACULTY RESEARCH ETHICS COMMITTEE (FREC)

10 September 2018
Student No: 21009108
FREC REF: 53/17FREC

Dear Mr P Makhanya

MASTERS OF MANAGEMENT SCIENCES: PUBLIC MANAGEMENT

TITLE: Effect of the implementation of the progression education policy at public institutions: a case study of Pinetown district in KwaZulu-Natal, South Africa.

Please be advised that the FREC Committee has reviewed your proposal and the following decision was made: **Approved – Ethics Level 2**

Date of FRC Approval: 7 June 2017

Approval has been granted for a period of two years from the above FRC date, after which you are required to apply for safety monitoring and annual recertification. Please use the form located at the Faculty. This form must be submitted to the FREC at least 3 months before the ethics approval for the study expires.

Any adverse events [serious or minor] which occur in connection with this study and/or which may alter its ethical consideration must be reported to the FREC according to the FREC SOP's.

Please note that ANY amendments in the approved proposal require the approval of the FREC as outlined in the FREC SOP's.

Yours sincerely

Prof JP Govender
Chairperson: Faculty Research Ethics Committee

Appendix C Application To Conduct Research

APPENDIX C

N2 Main Harding Road
Murchison Location
Post Office Box 12544
PORT SHEPSTONE
4250
12 December 2018

Dear Headmaster

RE: PERMISSION TO CONDUCT RESEARCH IN YOUR SCHOOL

I am Mr P.D Makhanya, currently registered at the Durban University of Technology. I am enrolled for the Masters Management Sciences: public administration – public management (Masters: PAM). Student number: 21009108 within the faculty of management sciences.

The research study titled: "Effect of the Implementation of the Progression Education Policy at Public Institutions: A Case Study of Pinetown District in Kwazulu-Natal, South Africa." The aim of the study is to investigate the effect of implementing the progression policy in public schools within the Pinetown District in KZN.

The preferred participants in this study is the GET and FET phases. This allows for ease to manoeuvre, if ceteris paribus does not prevail due to terrain complexities. It will require five (5) teachers and 20 learners. The following are the details of the data generation at your school:

ACTIVITIES	TIME ESTIMATED ALLOCATION	TIME IN DAY(S) IN A SCHOOL	DATA COLLECTION METHOD
Focus group session– TEACHERS	30 minutes	1 day	Semi-structured questionnaire
Focus group session – LEARNERS	30 minutes	1 day	Semi-structured questionnaire

I therefore, requests your permission to conduct research in your school. I hereby vow to abide by the school policies. Please, kindly see the attached ethical clearance from the university and a gatekeepers' letter from the Department of Basic Education.

Should you have any queries about this letter, please do not hesitate to contact myself on 073 433 0698 and email address: siyandamclite@gmail.com alternatively my supervisor, Doctor Mugari on cell number: 074 974 5725 and on email address: aomugari@gmail.com

APPENDIX C

I would appreciate your careful consideration in this regard. Thank you very much in advance.

Yours faithfully,

Mr Philasande Makhanya (076 187 3175)

Enclosures: **Appendix A: Gatekeepers' letter**

Appendix B: University ethical clearance letter

Appendix D Information Letter

APPENDIX D



LETTER OF INFORMATION

Dear Research Participant,

My name is Philasande Dedictus Makhanya, studying for an MBA at DUT. My research topic is: Effect of the implementation of the progression education policy at public institutions: a case study of Pinetown district in KwaZulu-Natal, South Africa.

Brief Introduction and Purpose of the Study:

The purpose of the study is to investigate the impact of the Progression Policy on the students of KwaZulu-Natal. The study seeks to answer the following questions: What is the practice of implementing the progression policy in South African schools? How has the progression policy practices affected education outputs in South Africa?

Outline of the Procedures: The responsibility of the participant is to ask questions when needed to get clarity, to give honest responses to questions; the participant has the right to withdraw from the study at any time. The interview and group sessions will be executed within the organization where the participants work and at their own convenience. A tape or voice recorder will be used to capture the answered questions or discussion. Follow-ups will be done through telephonic and email updates. The sessions or interviews take approximately an hour. All the participants will be asked questions within a group.

Risks or Discomforts to the Participant: There are no risks to this study whatsoever. The participants' responses are treated with anonymity and confidentiality.

Benefits: The participants will benefit from being acknowledged that their contributions, ideas, and voices will be used to make recommendations and conclusions of the study. Furthermore, the department of education will recognize the opinions and voices from the people who are at the core of the work.

Reason/s why the Participant May Be Withdrawn from the Study: Non-compliance, illness, adverse reactions. There will be no consequences for the participant should they choose to withdraw from the study.

Remuneration: The participants will not be receiving any remuneration or gifts before and after participating in this study.

Costs of the Study: There are no costs to a participant in this study as responses are made during office hours within the premises of an organization.

APPENDIX D

Confidentiality: The responses are treated with confidentiality. Within the study there will be no identity of a certain idea.

Research-related Injury: There is no risk of research injury within this study.

Persons to Contact in the Event of Any Problems or Queries:

Please contact the researcher on 073 433 0698; the Institutional Research Ethics administrator on 031 373 2900. Complaints can be reported to the DVC: TIP, Prof F. Otieno on 031 373 2382 or dvctip@dut.ac.za.

Thank you for participating in this study.

Appendix E Consent Letter

APPENDIX E



CONSENT

Statement of Agreement to Participate in the Research Study:

- I hereby confirm that I have been informed by the researcher, Mr. Philasande Dedictus Makhanya, about the nature, conduct, benefits and risks of this study - Research Ethics Clearance Number: 53/17FREC ,
- I have also received, read and understood the above written information (Participant Letter of Information) regarding the study.
- I am aware that the results of the study, including personal details regarding my sex, age, date of birth, initials and diagnosis will be anonymously processed into a study report.
- In view of the requirements of research, I agree that the data collected during this study can be processed in a computerised system by the researcher.
- I may, at any stage, without prejudice, withdraw my consent and participation in the study.
- I have had sufficient opportunity to ask questions and (of my own free will) declare myself prepared to participate in the study.
- I understand that significant new findings developed during the course of this research which may relate to my participation will be made available to me.

Full Name of Participant Date Time Signature / Right
Thumbprint

I, Philasande Makhanya herewith confirm that the above participant has been fully informed about the nature, conduct and risks of the above study.

Full Name of Researcher Date Signature
PHILASANDE DEDICTUS MAKHANYA

Full Name of Witness (If applicable) Date Signature

Full Name of Legal Guardian (If applicable) Date Signature

References:

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http://www.nhrec.org.za/?page_id=14

Appendix F Semi-Structured Interview Questionnaire for Teachers

APPENDIX F



EFFECT OF THE IMPLEMENTATION OF THE PROGRESSION EDUCATION POLICY AT PUBLIC INSTITUTIONS: A CASE STUDY OF PINETOWN DISTRICT IN KWAZULU- NATAL, SOUTH AFRICA.

Instructions

This questionnaire comprise of two sections (A & B). The estimated time to complete this questionnaire is 1 hour.

TEACHERS

Section A

Please select only one answer by placing a tick (✓) or an (x) against your preferred option.

STRUCTURED INTERVIEWS USING (OPEN-ENDED QUESTIONS)

Interview sessions

Biographical details

(Please circle applicable variable)

SECTION A

1.1 Experience in (years): **A=1-5** **B=6-10** **C=11-15** **D=16-25** **E=30->**

1.2 Sex: **A= Male** **B= Female**

1.3 Quintile: **A = 1** **B = 2** **C = 3** **D = 4** **E = 5**

1.4 Geographical area: **A= Urban** **B= Peri-urban** **C= Township** **D= Rural**

Section B

You are required to write your responses in black ink and add or expand paper when needed. Filling out the questionnaire online or soft copy, again participants should use any colour and add paper as accordingly.

APPENDIX F

Interview questions

(Please expand paper when needed)

SECTION B

2.1 What is the practice of implementing progression policy in South African Schools?

This image shows a full page of blank primary-ruled paper. It features ten sets of horizontal ruling. Each set consists of three parallel lines: two thin blue lines forming the main body of the writing area, and one thicker black line positioned below them to serve as a margin. The margins are uniform in width across the entire page. There are no vertical lines, text, or other markings present.

2.2 What are the challenges of the progression policy within KwaZulu-Natal schools?

This image shows a blank sheet of white paper with horizontal ruling lines. The lines are evenly spaced and extend across the width of the page. There are no margins, text, or other markings on the paper.

This image shows a blank sheet of white paper with horizontal ruling lines. The lines are evenly spaced and extend across the width of the page. There are no margins, text, or other markings on the paper.

APPENDIX F

2.4 Discuss the academic performance of progressed learners in class.

This image shows a blank sheet of white paper with horizontal ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.

2.5 Instead of progression policy (forcing pass for students who fail), what do you think must be done to help failing or underachieving students?

APPENDIX F

2.5 Discuss the academic performance of progressed learners in class.

[illegible]

2.6 Instead of progression policy (forcing pass for students who fail), what do you think must be done to help failing or underachieving students?

Appendix G Semi-Structures Interview Questinnnaire for Learners

APPENDIX G



EFFECT OF THE IMPLEMENTATION OF THE PROGRESSION EDUCATION POLICY AT
PUBLIC INSTITUTIONS: A CASE STUDY OF PINETOWN DISTRICT IN KWAZULU-
NATAL, SOUTH AFRICA.

LEARNERS

FOCUS GROUP SESSION

Please select only one answer by placing a tick (✓) or an (x) against you preferred option.

Biographical details
(Please circle applicable variable)

SECTION A

1.1 Sex: **A= Male** **B= Female**

1.2 School level: **A= Primary** **B= High/Secondary**

1.3 School Phase: **A= GET (Grd 7,8 & 9)** **B= FET (Grd 10,11 & 12)**

1.4 Quintile: **A= 1** **B= 2** **C= 3** **D= 4** **E= 5**

1.5 Geographical area: **A= Urban** **B= Peri-urban** **C= Township** **D= Rural**

Group session questions
(Please expand paper when needed)

You are required to write your responses in black ink and add or expand paper when needed. Filling out the questionnaire online or soft copy, again participants should use any colour and add paper as accordingly.

APPENDIX G

SECTION B

2.1 What are the consequences of implementing the progression policy in schools?

Emiphi imiphumela emibi yokuqalisa ukusebenzisa umgomo wokudliliselwa abafundi kumabanga alandelayo bebe bengahlangabezani nohla olumiselwe ukudlulela kuma banga alandelayo ezikoleni?

This image shows a blank sheet of white paper with horizontal ruling lines. The lines are evenly spaced and extend across the width of the page. There are no margins, text, or other markings on the paper.

2.2 How is the academic performance of progressed students, prior to their progression?

Kunjani ukwenza kahle kwezemfundo kulabo bantwana abasuke bedluliselwe kumabanga alandelayo, andukuba bedlulisiwe?

This image shows a single sheet of white paper with horizontal blue ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.

Kunjani ukwenza kahle kwezemfundo kulabo bantwana abasuke bedluliselwe kumabanga alandelayo, emuva kokuba sebedlulisiwe?

[illegible]

Ingabe lomgomo wokudluliswa kwabafundi kumabanga alandelayo unomthelela omubi kubunjalo babantwana lapha eNingizimu Afrika? (Sekele impendulo yakho)

This image shows a blank sheet of white paper with horizontal ruling lines. The lines are evenly spaced and extend across the width of the page. There are no margins, text, or other markings on the paper.

Ucabanga ukuthi yini okumele yenziwe kunokuthi abantwana badluliselwe kumabanga alandelayo kodwa bengahlangebezani nohla ulubagunyaza kuba badlulele kumabanga alandelayo?

[illegible]

Appendix H: Pinetown District Department of Education Map

APPENDIX H



Appendix I: Data Analysis Assurance/Statistician

APPENDIX I

Sachin Suknunan
Qualitative Statistical Analysis

(Cell): 078 170 4497
Email: suknunan.s30@gmail.com

TO WHOM IT MAY CONCERN

Date: 20 June 2020

This serves to certify that I, Sachin Suknunan, have provided full qualitative data analysis services to one Mr. PD Makhanya, on the qualitative data collected for his Masters study.

Services rendered included:

- Reading of Interviews/Data
- Data cleansing and extraction
- Cluster, Word Frequency, Tree Mapping, Word Trees and Hierarchy Charts
- Node development and Coding of data
- Theme formulation
- Output of analysed data (into MS Word format)

Analysis was done using NVIVO 11, as well as objective interpretive analysis.

Should you have any queries, don't hesitate to contact me.

Sincerely,

Dr. Sachin Suknunan

(Qualitative data analyst/ Research consultant)

Appendix J: Language Editing Assurance

APPENDIX J

<i>Pro Edit...</i>	87 Dunnottar Avenue, Asherville Durban, South Africa, 4091 Phone: 031 207 7994 Mobile: 083 786 2461 E-Mail: roshmaharaj1@gmail.com
---------------------------	---

To WHOM IT MAY CONCERN

Please be advised that I have edited Philasande Dedictus Makhanya dissertation entitled

Effect of the implementation of the progression education policy at public institutions: a case study of Pinetown District in KwaZulu-Natal, South Africa

I have not fabricated and or manipulated any information. The emphasis has been on ensuring academic correctness, and coherence. Several missing sources were also identified and conveyed to the candidate for completion.

Yours sincerely

Dr. R. D. Maharaj (Prof)

PRO EDIT...

Professional editing / proof reading of manuscripts, thesis etc...

Support structures for doctoral and master's dissertations

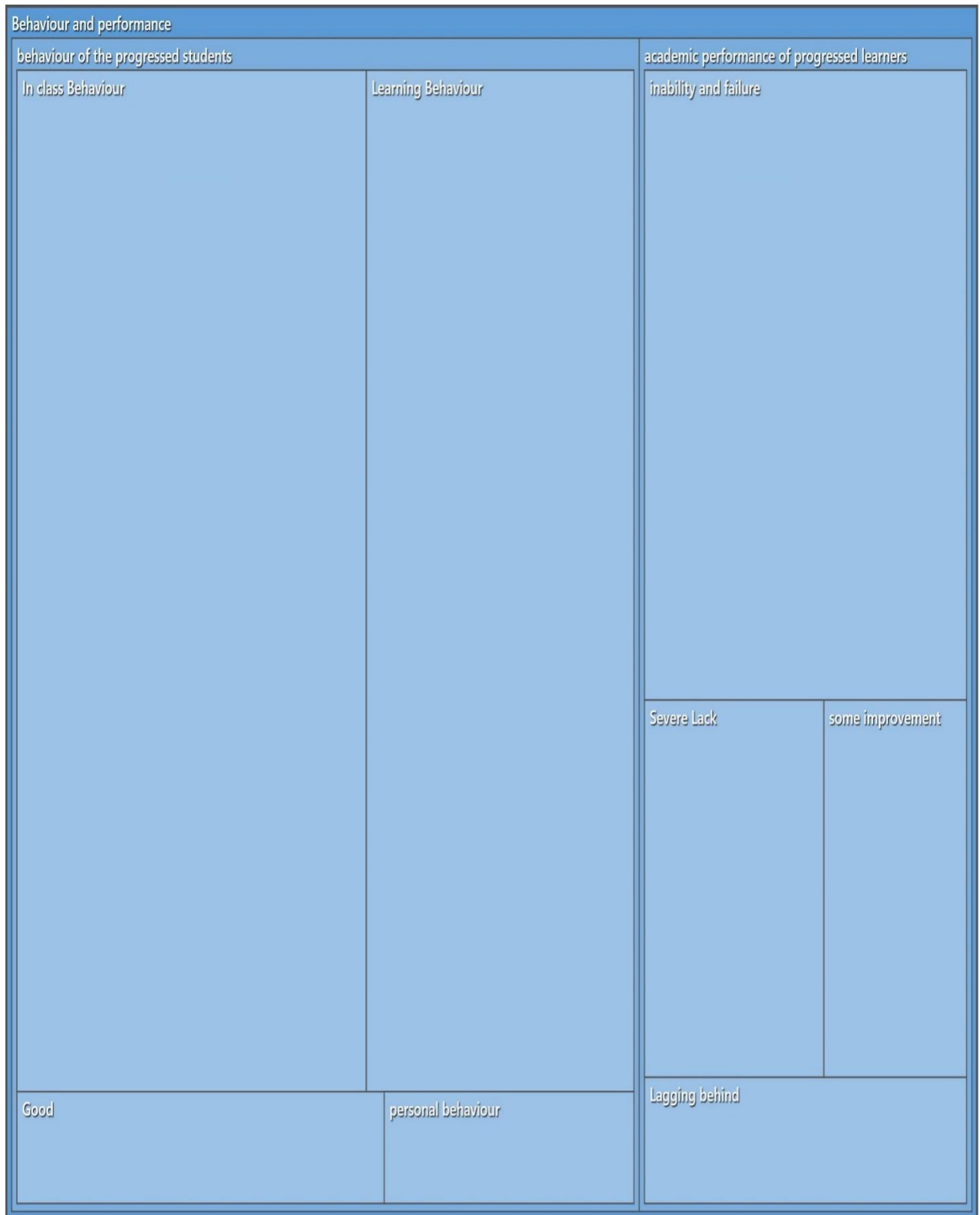
Examiner for doctoral and master's thesis

Study manual and study guide developer

Appendix K: Hierarchy Chart Figures From Nvivo – Teachers

Behaviour and performance

APPENDIX K



Interventions And Recommendations

APPENDIX K

Interventions and Recommendations			
assisting underachieving progressed students			
support and involemnt		alternate learning	Teaching
Programmes and classes			
		repetition until pass	
recommendations to consequences of PP			
Policy and consultation	monitoring and evaluation	Teaching	Progra...
		Alternative learning	

Practice and Challenges

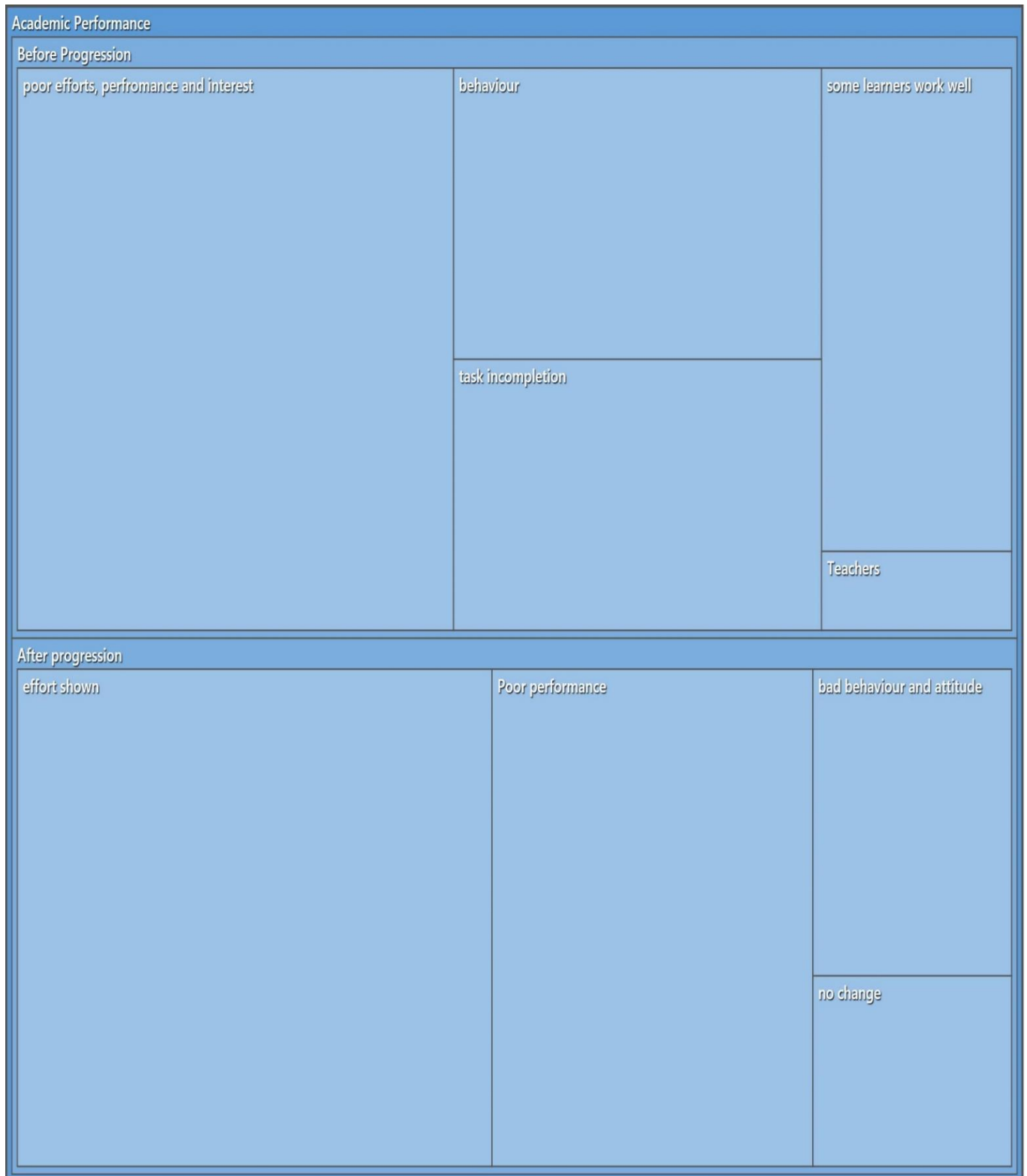
APPENDIX K

Practice and Challenges									
challenges- progression policy									
Coping and performance				lack of understanding and knowledge				Teachers	
inability to cope with next level	reading and writi...	lower self conce...		curriculum knowlege	will not ...	protests		time cons...	
Future poor performance and capabili...	no potential and reliance		requ...	Barriers to learning		progress...	parents ...		Teachers...
	Increased failures						favouritism by teachers		Demotivation
				Problematic				Demotivat...	
				problemati...	embarras...	copying	Possibility ...		
practice of implementation									
Time		requirements		no input and consideration		Age			
repeat class once	avoidin...	Increasing of mark to...	minimum req...	no consideration to requ...	No i...				
not more than 4 years in a phase		NSC requirements	assessments	support and retention					
						contextual changes			

Appendix L: Hierarchy Chart Figures From Nvivo – Learners

Academic performance

APPENDIX L



Effects and consequences

APPENDIX L

Effects and Consequences					
consequences of implementing PP				Effect of policy on learner quality	
long term consequences	not interested in learning			lack of key attributes	
inability to cope			teacher frust...	positive	
Reliance and entitlement					
			demotivation and...	School...	
				Grade 12 poor performance-failure	education and...
				delusion and false conf...	Positive

Interventions Vs Progression

APPENDIX L

Intervention vs progression									
Extra classes				knowledge and unde...		understanding and motivation		practical and technical skills	
						motivation			
						create understanding and importance o...			
						special schools		early identification	
						slower paced- learni...		helping students find their pas...	
						reading		ident...	
						Practical work			
repetitive teaching				overcrowded - smaller cla...		weak subj...			

Appendix M: Hierarchy Chart – All - Summary

All-Summary

Appendix M

Learners						
Effects and Consequences		Academic Performance		Intervention vs progression		
consequences of implementing PP	Effect of policy on l...	Before Progression	After progression	Extra classes		
				academic su...	understa...	
				practica...	spe...	reta...
				early iden...	adaptiv...	
Teachers						
Behaviour and performance		Practice and Challenges		Interventions and Recommendations		
behaviour of the progressed stud...	academic perfor...	challenges- progression policy		assisting underachieving progressed students		
		practice of implementation		recommendations to consequences of PP		