IMPROVING MONITORING AND EVALUATION OF FOUNDATION PHASE LITERACY INTERVENTION PROGRAMMES

BY

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THIS THESIS IS SUBMITTED IN FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF DOCTOR OF PHILOSOPHY IN BUSINESS ADMINISTRATION AND MANAGEMENT AT THE MAFIKENG CAMPUS OF THE NORTH WEST UNIVERSITY

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DATE SUBMITTED: MAY 2016

The financial assistance of the National Research Foundation (NRF) towards this research is hereby acknowledged. Opinions expressed and conclusions arrived at, are those of the author and are not necessarily to be attributed to the NRF.
SOLEMN DECLARATION

I, Keikantsemaneg Jeniffer Mosepele, declare herewith that the thesis entitled, “Improving Monitoring, and Evaluation of Foundation Phase Literacy intervention programmes,” which I hereby submit to the University of North West, in completion of the requirements for the Doctor of Philosophy degree, is my own work and has not already been submitted to any other University. I understand that the copies that are submitted for examination are the property of the University.

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K.J. Mosepele Date
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DEDICATION

This research is dedicated to all respondents who took part in the completion of the questionnaire in the North West, Free State and Limpopo provinces, irrespective of their tight schedules.
ABSTRACT

The purpose of a Systemic Evaluation (SE) is to determine whether the intentions and expectations of policies of the Department of Education are being realised in practice. Systemic evaluation is undertaken to provide an insight into the level of learner performance, particularly in reading, writing and numeracy. All Provincial, National and International surveys have come out indicating that South African schools are not performing at their expected levels. The 2001, 2004 and 2007 Grade 3 National SE Research and the 2011, 2012, 2013 and 2014 Annual National Assessment (ANA) results on literacy revealed low performance in reading and writing in the Foundation Phase.

Improvement of learner performance is a priority of the Department of Education (DoE), and learner performance is a critical output indicator of the Education System. In an attempt to address the highlighted challenges, a plethora of plans, programmes and campaigns were introduced as an intervention. They include, among others, Foundations for Learning campaign (FFL), Quality Improvement Development and Support Upliftment- Programme (QIDS-UP) and Annual National Assessment (ANA).

The performance of Grade 3 learners in literacy continues to be below average despite the number of intervention programmes introduced. Hence the study on improving Monitoring and Evaluation (M&E) of Foundation Phase Literacy intervention programmes. The performance of Foundation Phase learners in literacy, although it has improved slightly on ANA, is still not satisfactory compared to the inputs channelled to the entire Phase.

The research literature reviewed from journals, publications, and articles decades ago revealed gaps, which compromise efforts to improve Monitoring and Evaluation of Foundation Phase Literacy intervention programmes. Literature was also reviewed in terms of Monitoring and Evaluation and it was found that there is a need for departmental officials to adapt Monitoring and Evaluation Strategies to enhance teaching and learning to improve learner performance in Foundation Phase literacy.

This study used mainly a quantitative approach, with some qualitative, interpretive aspects regarding the use of document analysis. It is a comparative study in which the North West (NW) was compared to Limpopo (L) and Free State (FS) Provinces on Improving Monitoring and
Evaluation of Foundation Phase Literacy intervention programmes. Data were collected using a questionnaire. Purposive sampling was used to sample respondents because of some defining characteristics that make them the holders of the data needed for this study. The sample included principals of primary schools, Foundation Phase Heads of Department (HOD), subject advisors for literacy and Foundation Phase teachers in rural areas.

The researcher is of the view that the research will make a contribution to practitioners, policy makers and managers, because, amongst other things, it highlights the gaps identified in the implementation and monitoring and evaluation of intervention programmes in the Foundation Phase.

Another contribution to research methodology was in the population of the study. This study made an exceptional mark by cutting across various rural Area Offices of all the four Districts of Education in the North West Province, one district (Sekhukhune) in Limpopo Province and two districts (Motheo and Fezile Dabi) in Free State provinces of South Africa. This made the findings of this study the most inclusive and generalisable across rural schools in the three provinces.

Ultimately, the contribution made by this study to the body of knowledge is to show that there is a need for departmental officials to use both operational and M&E planning to ensure that departmental policies are implemented to the letter. We need to analyse the problem at hand; establish a theory on how to create change or address the challenge, and to develop intervention approaches based on practical situation on the ground. The relevant educational bodies need to use M&E to support intervention strategies and programmes for optimal delivery.
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<td>ANA</td>
<td>Annual National Assessments</td>
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<td>ANC</td>
<td>African National Congress</td>
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<td>A O</td>
<td>Area Office</td>
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<td>C2005</td>
<td>Curriculum 2005</td>
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<td>CIEA</td>
<td>Chartered Institute for Educational Assessors</td>
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<tr>
<td>CTA</td>
<td>Common Task Assessment</td>
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<tr>
<td>CUP</td>
<td>Common Underlying Proficiency</td>
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<td>DoE</td>
<td>Department of Education</td>
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<td>DoBE</td>
<td>Department of Basic Education</td>
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<td>DPME</td>
<td>Department of Performance Monitoring and Development</td>
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<td>EFAL</td>
<td>English First Additional Language</td>
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<td>FFL</td>
<td>Foundations for Learning Campaign</td>
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<td>FP</td>
<td>Foundation phase</td>
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<tr>
<td>FS</td>
<td>Free State</td>
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<tr>
<td>GWME</td>
<td>The Government-wide Monitoring and Evaluation System</td>
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<td>HOD</td>
<td>Head of Department</td>
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<td>HSRC</td>
<td>Human Sciences Research Council</td>
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<td>IFAD</td>
<td>International Fund for Agriculture Development</td>
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<tr>
<td>IQMS</td>
<td>Integrated Quality Management System</td>
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<td>L</td>
<td>Limpopo</td>
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<td>LAIP</td>
<td>Learner Attainment Improvement Plan</td>
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<td>LIT-NUM</td>
<td>Literacy and Numeracy</td>
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<td>LOLT</td>
<td>Language of Learning and Teaching</td>
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<tr>
<td>Acronym</td>
<td>Description</td>
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<td>MDG</td>
<td>Millennium Development Goal</td>
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<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
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<td>MTBBE</td>
<td>Mother Tongue Based Bilingual Education</td>
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<tr>
<td>MLA</td>
<td>Monitoring Learning Achievement</td>
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<td>NAEP</td>
<td>National Assessment of Educational Progress</td>
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<td>NCS</td>
<td>National Curriculum Statement</td>
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<td>NQF</td>
<td>National Qualifications Framework</td>
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<td>NRS</td>
<td>National Reading Strategy</td>
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<td>NSC</td>
<td>National Senior Certificate</td>
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<td>NICHDECCRN</td>
<td>National Institute of Child Health and Human Development Early Child Care Research Network</td>
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<td>NW</td>
<td>North West</td>
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<tr>
<td>OBE</td>
<td>Outcomes Based Education</td>
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<td>OD</td>
<td>Organisational Development</td>
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<td>PIRLS</td>
<td>Progress on International Research Literacy Study</td>
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<td>QIDS-UP</td>
<td>Quality Improvement, Support and Upliftment Programme</td>
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<td>RNCS</td>
<td>Revised National Curriculum Statement</td>
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<td>SACMEQ</td>
<td>Southern Africa Consortium for Monitoring Educational Quality</td>
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<td>SE</td>
<td>Systemic Evaluation</td>
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<td>SPSS</td>
<td>Statistical Package for the Social Science</td>
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<td>TIMSS</td>
<td>Trends in International Mathematics and Science Study</td>
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<td>TQM</td>
<td>Total Quality Management</td>
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<tr>
<td>UNESCO</td>
<td>United Nations Educational Scientific and Cultural Organisation</td>
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<td>Western Cape Education Department</td>
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CHAPTER 1

ORIENTATION AND BACKGROUND TO THE STUDY

1.1 Introduction

This chapter covered the background that prompted the undertaking of this study. It covered the research problem, research questions to be answered, the objectives, significance and the contribution of this study to the existing body of knowledge. Specifically, the main objective of this study was to establish the gaps in the existing literature surrounding the successful, sustained and improved learner performance in Foundation Phase literacy. The background of Systemic Evaluation (SE) as a tool to gauge the performance of the education system was also presented. Of importance to this chapter was the rationale of the study presented indicating that improvement of learner performance is one of the priorities of the Department of Basic Education.

Specifically, the main objective of the study was to establish why intervention programmes in the Foundation Phase have not achieved their intended objective of improving learner performance and to identify factors influencing their implementation, as well as reflecting on the questions and objectives of the study that followed. That entailed undertaking a literature study from which a theoretical model was derived to evaluate and test the effectiveness of existing intervention programmes in the Foundation Phase within the Department of Education in South Africa.

A systemic evaluation is an externally administered standardised test, generally administered to a sample of learners in the system, with the aim of indicating learner knowledge in a particular subject at a particular grade level. A systemic evaluation (SE) is used to gauge the performance of the education system. It acts as a yardstick of what teaching and learning should take place in the classroom, and against which improvement can be measured. Detailed results indicate specific challenges in giving guidance to teachers’ tailoring classroom practices to improve learner performance where these challenges occur (DoE, 2005).
In recent years, several international assessment processes and the Department of Education’s Systemic Evaluation (SE) have shown that the majority of learners in South Africa’s public primary schools fail to attain basic literacy and numeracy competencies, especially in rural and disadvantaged areas. These studies demonstrate low achievement levels in, *inter alia*, Language, Mathematics and Science (Soudien, 2007; Christie, 2008). The studies also indicate that, on the average, learners leaving primary school lag three grade levels behind their peers in other countries.

Only about a third of learners can read independently in the language of learning and teaching (LOLT) and fewer attain required grade levels in Mathematics. Several African countries perform better than South Africa in Language and Mathematics, despite spending less on their education systems (Van der Berg, 2005). These studies have also indicated that learners in urban schools, particularly those serving middle and upper class communities, perform better than those in schools that serve poor and/or rural communities (Department of Education, 2008).

Systemic evaluation studies determine the extent to which the education system achieves set social, economic and transformational goals. The systemic evaluation studies do this by measuring learner achievement at selected grades, taking into account the context of learning and teaching. According to DoE (2003), “the main purpose of systemic evaluation is to benchmark performance and track the progress made towards the accomplishment of the transformational goals of access, redress, equity and quality”. This alarming task requires understanding the logic of the system, its various components, how they are linked, and what their collective force and magnifying effects are. Thus, the entire education system needs to be kept in view at all times.

The purpose of systemic evaluation studies is to establish whether the intentions and expectations of policy are being realised in practice. Systemic evaluation studies are undertaken to offer an insight into the level of learner performance, particularly in reading, writing and numeracy. Systemic evaluation studies present a powerful lens through which to view the performance and the health of the education system (DoE, 2005).

The overall goal of systemic evaluation studies, therefore, is to measure the effectiveness of the entire education system and the extent to which the vision and the goals of the education transformation practice are being achieved and quality learning and teaching formed. In
particular, systemic evaluation studies are intended to provide regular information to policy makers to enable them to arrive at conclusion about appropriate educational interventions. Systemic evaluation studies also serve as a baseline to measure the impact of intervention programmes at a later stage (DoE, 2005). As a result of these systemic evaluation studies, the Foundation Phase has been identified as an area for development by the National Department of Education in terms of capacity building for educators, escalating instructional resource supply as well as improvement in learner performance. Three areas in the Foundation Phase have been targeted in this regard, namely literacy, numeracy and life skills. This study focuses on literacy. To support this grand development initiative, the research investigates the extent to which these intervention programmes have succeeded in supporting the literacy curriculum improvement initiatives.

1.2 Rationale of the Study

The improvement of learner performance is one of the priorities of the Department of Education. Action plan to 2014 and Schooling 2025 are some of the Department’s efforts to improve learner performance. The action plan to 2014 “towards the realisation of schooling 2025” aimed at improving learner performance in grade 3 (DoE, 2005). Learner performance is a critical output indicator of the education system as it is related to the curriculum. Outcomes of systemic evaluation surveys conducted in 2001 for grade 3 learners, and, in 2004, for grade 6 learners, consistently revealed low levels of learner performance in schools.

According to the Millennium Development Goals (MDGs, 2011) report, of the 1.4 million learners who started school in 1999, 67.8% passed; and out of those who passed, only 15% passed with matriculation marks higher than 40%. This means that although learners matriculated, their results showed that much still need to be done to improve the quality of teaching and learning in schools, especially at the lower grades, where the foundation of teaching and learning should be well placed and grounded.

The Department of Education in the North West province introduced Learner Attainment Improvement Plan (LAIP) in 2005, an effort to manage the underperformance and the high failure rate of learners. The strategy placed more emphasis on grade 12 as the exit class through which performance is gauged. There is a need for LAIP to also focus on the Foundation Phase
where all the basic learning skills are acquired. If the results are improved by supporting the Further Education and Training (FET) band, it shows that more improvement can be registered when the focus starts at the Foundation Phase.

Figure 1.1 presents the performance of learners by language of learning and teaching (LoLT) in Foundation Phase, grade 3. The LoLT in Foundation Phase is home language as outlined in the language policy of South African schools. Figure 1.1 is relevant to the current study because the language of learning and teaching contributes to the performance of the learners in Foundation Phase.

In 2007, a grade 3 Systemic Evaluation Baseline Survey was conducted in 2400 primary schools countrywide; 140 schools were from the North West province. Figure 1.1 below shows the results thereof:

![Performance by LoLT](chart.png)

**Figure1.1: Performance of learners by language of learning and teaching (LOLT), (DoE 2008)**

Figure 1.1: shows the performance of learners in literacy and numeracy per LoLT in the four districts in the North West province. The results show that the performance of learners who took
the tests in indigenous official languages (used as the LOLT) was generally lower than those who took the tests in either Afrikaans or English in both literacy and numeracy.

The lowest performance in literacy was in tasks where learners had to read, formulate own text responses and write to demonstrate comprehension, correct use of language and logical reasoning. It is evident that intervention is needed in learning outcome (LO) learning structure and use, which, when achieved, will enable learners to read and write.

Figure 1.2 also shows the performance of learners in literacy and numeracy per Area Office in the four districts of the North West province. The current researcher found Figure 1.2 relevant to this study as it focuses on the performance of learners in rural Area Offices.

Figure 1.2: The performance of learners in numeracy and literacy by Area Offices, (DoE, 2008)

Figure 1.2 shows the performance of learners in literacy and numeracy per Area Office in the four districts in the North West. The results show that the performance of learners in all Area Offices is below 50% in both numeracy and literacy, especially in rural area offices such as Greater Delarey, Kgetleng and Moses Kotane East, where there are no resources such as reading.
books, magazines and newspapers. The level of literacy of parents can also contribute to low performance as learners are normally not assisted with homework.

Figure 1.3: The performance of learners in literacy for 2001 and 2007: surveys in the nine provinces in South Africa, (DoE, 2008)

Figure 1.3 shows the performance of learners in literacy for 2001 and 2007 in the nine provinces in South Africa. The results show a slight improvement in performance of learners in the North West; however the performance in that province is below the national South African average. The Figure indicates that in 2001 North West province performance is better than Free State and Limpopo province in literacy. In 2007 the performance in Free State improved to be above North West and Limpopo provinces.

The conclusion to be derived from the above Figures 1.1 up to Figure 1.3, and from the MDG reports, is that performance in literacy has shown a slight improvement in North West over the 2001 results. This means that performance in literacy has not improved as expected because it is still below the national average, despite the introduction of intervention programmes.
1.3 Problem Statement

Most local and international surveys have come out indicating that South African schools are not performing at their expected levels. The 2001, 2004 and 2007 Grade 3 National SE Research and the 2011, 2012, 2013 and 2014 Annual National Assessment (ANA) results on literacy revealed low performance in reading and writing in the Foundation Phase. The research further revealed that the lowest performance in literacy was in tasks where learners had to read, formulate own text responses and write to demonstrate comprehension, correct use of language and logical reasoning. Hence the study focused on exploring the nature and strategy on improving monitoring and evaluation of Foundation Phase literacy intervention programmes. The performance of Foundation Phase learners in literacy, although it has improved slightly on ANA, is still not satisfactory given the inputs channelled to the entire Phase. Specifically, the main objective of this study was to investigate why Foundation Phase learners continue to perform poorly in literacy irrespective of efforts to introduce intervention programmes. This study seeks to establish challenges of learning and teaching, including language of instruction, teachers or lack of effective monitoring and evaluation.

In an attempt to address the highlighted problems, a plethora of plans, campaigns and programmes were introduced as an intervention to improve learner performance in literacy. Intervention programmes include, among others, Foundations for Learning campaign (FFL), Quality Improvement Development and Support Upliftment Programme (QIDS-UP) and Annual National Assessment (ANA). The performance of learners in literacy, particularly in reading and writing, is still not satisfactory. Systemic evaluation identified gaps as, lack of fluency in reading and writing by Foundation Phase learners. The results informed the introduction of intervention programmes such as ANA, FFL and QIDS UP.

Plans were put in place as intervention strategies but they did not yield the expected results. Teaching and learning resources were allocated to schools in rural areas but the output is not satisfactory as compared to the input. There is a need to address monitoring and evaluation of plans, campaigns and programmes to identify implementation gaps before other intervention strategies can be introduced. It is important for the Department of Basic Education to stop and reflect on the existing intervention programmes. The research unit of the Department of Basic Education must
Education should monitor and evaluate the existing programmes, identify gaps and address them rather than introducing new programmes after every study. This research study seeks to improve upon monitoring and evaluation of foundation phase literacy intervention programmes.

The present undertaking used mainly a quantitative approach coupled with some interpretive aspects regarding the use of document analysis. It is a comparative study as the North West (NW) was compared with Limpopo (L) and Free State (FS) on improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes. Data were collected using a questionnaire. Purposive sampling was used to sample respondents because of some defining characteristics. The sample included principals of primary schools, Foundation Phase Heads of Department (HOD) as well as subject specialists for literacy and Foundation Phase teachers. Ultimately, the contribution made by this study to the body of knowledge is to show that there is a need for departmental officials to use both operational and M&E planning to ensure that departmental policies are implemented to the letter.

1.4 Aims of the Study

The aim of the study was to determine ways to improve monitoring and evaluation of Foundation Phase literacy intervention programmes in the North West province. Improving monitoring and evaluation of Foundation Phase literacy intervention programmes was also determined in Limpopo and Free State provinces in order to compare the findings among them.

‘Intervention programmes’ in this study refers to Foundations for Learning (FFL), Annual National Assessment (ANA) and Quality Improvement Development and support Upliftment Programme (QIDS-UP). These three programmes were introduced as intervention programmes aiming at improving performance of learners in literacy in the Foundation Phase.

- **Foundations for Learning (FFL)**

In an attempt to enhance Literacy at the primary school level, the South African government initiated the “Foundation for Learning” (FFL) campaign in 2008 (DBE, 2008c), with its focus on improving writing skills and competence in Numeracy by 2011. However, the 2014 ANA results indicated that the target was not reached as most provinces are still performing below the National average in Foundation Phase language (literacy).
**Annual National Assessment (ANA)**

ANA is premised on the principle that effective testing will afford learners the opportunity to demonstrate relevant skills and understanding and also assist the education system with diagnosing learner shortcomings. ANA is a testament that effective testing can provide valuable feedback to learners, teachers, schools and parents (DOE, 2014). The year 2014 was the year that His Excellency, the President of the Republic of South Africa, singled out in his state of the nation address in 2010, as the year by which at least 60% of South African learners in Grades 3, 6 and 9 should reach acceptable levels of achievement in both literacy (language) and numeracy (mathematics). There was an impasse between Labour and the Department of Basic Education over the writing of ANA in its current form. Labour unions agreed that ANA should be administered in the exit grades, which are grades 3, 6 and 9 on a three year cycle. The present researcher shares the same sentiments with labour as a three year cycle will allow time to introduce intervention programmes and evaluate the impact.

**QIDS-UP**

Quality Improvement, Development, Support and Upliftment Programme (QIDS-UP) is an “Affirmative Action” programme targeting schools serving poor communities where the quality of education is often compromised due to lack of basic minimum resources, overcrowding and shortage of skilled personnel for effective learning and teaching. It is a high impact intervention programme with a long-term vision (DoE, 2006). The programme seeks to address the systemic evaluation recommendations with learner achievement in literacy and numeracy being on the top of the list (DoE, 2006). The systemic results included supplying rural schools with literacy and mathematical resources to enhance teaching and learning in these subjects.

For the purpose of this study, Foundation Phase refers to the first three years of formal schooling, which includes Grades 1-3. Literacy in this study refers to the Language of Learning and Teaching (LoLT) in Foundation Phase, which is the home language of learners.

FFL, QIDS-UP and ANA were introduced by the Department of Basic Education (DoBE) as intervention to improve learner performance, especially in Foundation Phase literacy. However,
both National and International studies showed that Learners continue to perform below the expected standards in Foundation Phase literacy. Ever since the three programmes were introduced, no monitoring or evaluation was conducted by DoBE to establish whether these intervention programmes were effective or not. Monitoring the implementation of these programmes has been left to the district officials who are implementers and therefore referees and players at the same time. The DoBE kept on introducing new intervention programmes instead of reflecting on, and strengthening the existing ones. The fact that efforts to improve learner performance failed to yield expected results rendered intervention programmes ineffective and posed a challenge to the education system in South Africa. Specifically, the main objective of this study was to investigate why Foundation Phase learners continue to perform poorly in literacy irrespective of efforts to introduce intervention programmes. This study therefore seeks to improve monitoring and evaluation of foundation phase literacy intervention programmes. This study hoped to adapt strategies and models to monitor and evaluate existing intervention programmes to improve learner performance in Foundation Phase literacy. The fact that ANA, as a diagnostic tool, is administered annually is also of concern to this study as the focus might change from teaching and learning to preparation for ANA.

To achieve this, the following objectives were developed for the research study:

**1.4.1 Objectives of the study**

In order to understand and appreciate the objectives of this study, it is important to briefly state here that the term "management by objectives" was first popularised by Drucker in 1954 (Drucker, 1992). Of equal importance is this researcher’s agreement with Bush (2007, p. 398) that “The development of SMTs in South African schools provides the potential for participative leadership, but there is little practical evidence to suggest that it is supplanting, or even supplementing, the principal’s singular leadership”. It is within this context that the study needs to be understood and to be appreciated.

Pursuant to the above, the attainment of objectives is largely determined by whether they meet the following criteria, which are visible in the research questions: (Drucker, 1992) (1) they must be arranged in order of their priority, (2) they must be expressed, wherever it is possible, quantitatively, (3) they must be in harmony with the organisation policies, (4) they must be
realistic, and (5) there must be a mutual relationship between and among the research questions. This researcher is of the opinion that once such requirements are met, it will be a confirmation that the research questions have been adequately addressed.

With the above exposition in mind, the following research objectives have been formulated:

- To evaluate the factors which affect the management of intervention programmes in the Foundation Phase of the schooling system
- To establish the nature and scope of the management system within the Foundation Phase
- To identify factors which affect the effective management of learner achievement in the Foundation Phase
- To investigate challenges which militate against effective management of the intervention programmes
- To establish strategies for effective monitoring, evaluation and supporting of the intervention programmes

1.4.2 Research questions

- What is the nature and scope of managing the intervention programmes?
- What is the nature and scope of training received by the implementation team?
- What is the attitude of the implementation team towards the intervention programmes?
- What are the challenges of managing the implementation of the intervention programmes?
- What are strategies and how effective are they for monitoring, evaluation and supporting of the intervention programmes?

1.5 Overview of the Literature

In principle, learners should progress with their age cohorts. Repetition of grades seldom results in significant increases in learning attainment and frequently has the opposite result. The norm for repetition is one year per school phase where necessary. Multiple repetitions in one grade are not permissible (SASA Act 48 of 1996). The norm is not to be construed as promoting the
practice of automatic promotion. A learner’s needs must be attended to through the efforts of the learner, and his or her teachers, with support from the learner’s family and peers.

This study looks at learners’ needs through the involvement of other stakeholders in the teaching and learning of Foundation Phase learners. Improvement of learner performance should not be seen as a responsibility of teachers alone, but as a collective effort of all education stakeholders.

According to Mertler (2009), literature review is an examination of journal articles, books and research papers related to research, because it assists in guiding the development of future research projects by investigative previous research on the topic. Literature review sharpens and deepens the theoretical underpinnings of the research study. It helps in the formulation of the research questions, and also in the selection of the study population. It also stimulates new insights and concepts throughout the study (Johnson and Christensen, 2008).

Literature review normally provides an overview of current and sometimes not-so current, yet still sufficiently relevant research, appropriate to the research topic and prominent facets of the topic. However, there is a need to go one step further to identify the gap between what has been written on the topic and what has not been written, as well as possible flaws in the literature (Creswell et al., 2007). Therefore, in this study, the researcher reviews and examines the literature in detail, including management principles and systems, as well as models of intervention at the Foundation Phase. Primary schools are scrutinised in terms of the literature. This includes theories of learning, as well as strategies for instructional activities relevant to this phase. The supply of Foundation Phase teachers and their enrollment in universities is also considered.

According to Landsberg, Kruger and Nel (2005), barriers to learning refer to those factors which lead to the inability of the system to accommodate diversity, which in turn lead to learning breakdown that prevents learners from accessing educational provision. From a systemic approach, management and other factors that can create barriers may be located within the learner (intrinsic barrier), within the school, within the education system (systemic barrier) and within the broader social, economic and political context.
1.6 Research Design and Methodology

1.6.1 Research Design

The study design is based on the objectives of the research. This research study is situated within the sensible paradigm, which holds the position that the research question, or set of questions, should guide the researcher in choosing the most appropriate methodological approaches to the enquiry (Creswell & Plano Clark, 2007; Johnson & Onwuegbuzie, 2004; Tashakkori & Teddlie, 2003). Within the context of the study, knowledge is generated using experiential evidence and attempts to gain a deeper understanding of the social realities from which the evidence is drawn. The generation and analysis of the quantitative data places this aspect of the research within a positivistic structure, yet qualitative instruments, analysis and attempts at understanding ‘social reality’ also place this study within the interpretive theory. The use of both qualitative and quantitative research methods assists in providing a clearer understanding of the data. This approach is in line with Hall and Howard’s (2008) viewpoint, which posits that “neither approach innately overrides the other as [value is placed on] the contributing epistemologies equally all the time despite necessary fluctuations in the use of their quantitative or qualitative methods throughout the research process. This study employed qualitative and quantitative research design, which was found appropriate because it agreed with the aim and objectives of this study which was, to improve monitoring and evaluation of foundation phase literacy intervention programmes.

1.6.2 Research Methodology

This study employed triangulation to overcome the potential bias and sterility of a single-method approach (Collis and Hussey, 2009). A triangulation of data collection (scheduled collection), methodology (quantitative and qualitative approaches), and theories were employed, according to Easterby-Smith, Thorpe and Lowe (1994). Saunders, Lewis and Thornhill (2007) argued that data ought to be collected through methods such as self-administered questionnaires and personal interviews. This study employed self administered questionnaires and analysis of documents, conducted on a sample of employees and public schools of North West, Free State and Limpopo provinces. This study employed qualitative and quantitative research method, which was found
appropriate because it agreed with the aim and objectives of this study. The researcher found the use of questionnaire appropriate for this study as it covered a large number of respondents.

Discussion of the rationale behind the criteria for selecting participants, and the appropriateness of the selection units of analysis for the purpose of the research (Williams, 2002) was made in chapter 4, in addition, the sampling method, the ethics of the research, validity, reliability, and the data collection methodology were investigated as well to obtain information from respondents in those public schools from questionnaires and document analysis (Babbie & Mouton, 2001).

Research methodology is concerned with the development, testing and evaluation of research instruments and methods used in research investigations. The purpose of methodological research is, inter alia, to improve the reliability and validity of data collection tools (Brink, 2002). In this study, triangulation was used and limited to questionnaire and document analysis. The two methods were used to complement each other to improve the reliability and validity of the data collection tool.

1.6.3 Quantitative method

Quantitative methods are research techniques that are used to gather data dealing with numbers and anything that is measurable. Statistics and tables were used in this study to present the results of those methods. In this study a questionnaire was used to collect data because it is one of the most common and reliable instruments (Creswell et al., 2007).

1.6.4 Comparative research

Comparative research is much broader than other historical research designs, because the units of analysis are often whole societies or systems within societies. The beginning researcher needs to be aware that comparative research does not simply mean comparing different societies or the same society over a period of time. It involves probing systematically for similarities and differences between the cases under consideration. Comparative researchers frequently base their research on secondary sources, such as policy papers, historical documents or official statistics, but some degree of interviewing and observation could also be involved. In its widest sense, a
document simply means anything that contains text. Official reports, records from schools, reports from journals, magazines, newspaper and letters are all examples of documents (Creswell et al., 2007). For the purpose of this research, documents which were scrutinised and analysed are intervention records for Foundation Phase for the three provinces namely, North West, Limpopo and Free State.

1.7 Population and Sample

1.7.1 Population

The population is divided into the following strata: Foundation Phase subject specialists, school management team (SMT) and Foundation Phase teachers. After stratifying the population, the researcher used purposive sampling to select from each stratum.

The researcher drew the sample from 152 primary schools in the North West. These primary schools were sampled for 2007 Grade 3 QIDS-UP baseline study. The sample included the management teams of the intervention programmes including principals, Heads of Department, subject specialists and teachers for the Foundation Phase.

The researcher also drew samples from two provinces, namely Limpopo and Free State, to compare and benchmark on addressing monitoring and evaluation intervention programmes in Foundation Phase literacy. In the Free State QIDS-UP resources were distributed in Fezile Dabi and Motheo district and in Limpopo they were distributed in Greater Sekhukhune district. Therefore, the researcher used purposive sampling as the teachers in these districts were considered to have information relevant to the research topic.

In Limpopo, the researcher collected data at Greater Sekhukhune District, which is more rural and disadvantaged in terms of resources. The QIDS-UP resources were distributed to Greater Sekhukhune district as part of the intervention programme to improve learner performance.

In Free State, the researcher collected data at Motheo District, which is very rural and disadvantaged in terms of resources. The QIDS-UP resources were distributed to Motheo and Fezile Dabi districts as part of the intervention programme to improve learner performance.
Table 1.1 below represents sample for the study in Limpopo, Free State and North West provinces and further shows the total number of schools sampled, number of respondents and percentage of respondents per province.

**Table 1.1 Sample of study in Limpopo, Free State and North West provinces**

<table>
<thead>
<tr>
<th>Province</th>
<th>District</th>
<th>Number of Primary schools sampled</th>
<th>Number of respondents</th>
<th>Percentage of respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Limpopo</td>
<td>Sekhukhune</td>
<td>108</td>
<td>107</td>
<td>24.5</td>
</tr>
<tr>
<td>Free State</td>
<td>Motheo and Fezile Dabi</td>
<td>56</td>
<td>56</td>
<td>12.7</td>
</tr>
<tr>
<td>North West</td>
<td>Dr Ruth S. Mompati, Dr Kenneth Kaunda, Bojanala and Ngaka Modiri Molema</td>
<td>152</td>
<td>277</td>
<td>62.8</td>
</tr>
</tbody>
</table>

Table 1.1 above represents the sample for the study in Limpopo and Free State. It indicates each district sampled in each province and further shows the number of primary schools sampled in the district and percentage sampled for this study. The table shows that 24.5%, 12.7% and 62.8% of the total number of respondents were sampled in Limpopo, Free State and North West respectively.

### 1.7.2 Sampling techniques

Stratified, purposive sampling selects respondents according to pre-selection criteria that are applicable to a particular research question (e.g. teachers who teach mathematics in a specific region at a predetermined grade level). The sample size may or may not be fixed prior to data
collection, and very often depends on the resources and time available to the researcher. Purposive sampling is most successful when data review and analysis are done in concurrence with data collection (Creswell et al., 2007). In this study, purposive sampling was used to sample Foundation Phase teachers, HODs, principals and subject specialists as they were deemed to have the information and experience to answer the research questions.

Purposive sampling simply means that participants are selected because of some defining features that make them the holders of the data needed for the study. Sampling decisions are therefore made for the clear purpose of obtaining the richest possible source of information to answer the research questions. Qualitative research usually involves smaller sample sizes than quantitative research studies (Creswell et al., 2007). This study employed purposive sampling, which was found appropriate to this study’s research problem because respondents are knowledgeable about teaching and learning in Foundation Phase and were trained on intervention programmes.

1.8 Research Instrument

1.8.1 Questionnaire

De Vos (2006) describes a questionnaire as an instrument with open- or closed-ended questions or statements to which a respondent must respond. A questionnaire is always structured and questions are arranged in a definite order according to the researcher’s choice. In closed-ended questions, a series of possible answers are given from which the respondent must make a choice.

The questionnaire comprised closed ended questions. Thus the study is quantitative in nature. The language used in the questionnaire is English. An effort was made to construct questions that were directly related to the area of study. The questions were simple to understand.

A questionnaire is usually designed considering its validity and reliability. A good measurement is evaluated based on a tool. It measures validity, reliability and practicality. Cooper and Schindler (2001) express these major criteria as follows:

Validity refers to the extent to which a test measures what we actually wish to measure.
Reliability has to do with the accuracy and precision of a measurement procedure.

Practicality is concerned with a wide range of factors of economy, convenience and interpretability (Cooper & Schindler, 2001).

The questionnaire in this study considered both the theory and the measuring instrument being used. The questionnaire was designed taking into consideration both the management and non-management staff and to reflect their opinions relating to improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes.

1.9 Data collection procedure

It is generally accepted that engaging multiple methods of data collection such as observation, interviews and document analysis will lead to trustworthiness. Triangulation is another measure that could be used. Triangulation is a traditional approach for improving validity and reliability of research or evaluation of findings. Triangulation is used broadly in quantitative studies for the confirmation and generalisation of research findings (Creswell et al., 2007). Triangulation was used in this study to complement other methods.

Data collection is the gathering of data that may range from a simple observation at one setting to a grandiose survey of multinational corporations in different parts of the world (Cooper & Schindler, 2001). For purposes of this study, a questionnaire and document analysis were used to collect data from sampled primary schools in the North West, Limpopo and in the Free State. A comparative study was used to compare and contrast the management of intervention programmes in literacy among the three provinces.

1.10 Document analysis

According to McMillan and Schumacher (2006), documents are records of past events. In this study, the researcher used document analysis for both baseline and impact study for Systemic Evaluation reports in sampled Foundation Phase primary schools in the North West, Limpopo (Greater Sekhukhune district) and Free State (Fezile Dabi and Motheo districts) provinces. This afforded the researcher an opportunity to gather live data. Document analysis comprised both written and printed materials and may be official, public, published or prepared internationally to
preserve records and serve an immediate practical purpose. For the purpose of this research, the intervention records of various schools were collected during data collection, scrutinised and analysed.

1.11 Data Analysis

In this study, before the analysis of the relationships among variables, the variables to be used were chosen so as to meet the objectives of the study. The data were analysed using Statistical Package for the Social Science (SPSS) in consultation with a statistician for improving monitoring and evaluation of Foundation Phase literacy intervention programmes.

1.12 Limitations and Delimitations of the study

The geographical parameters of the study are primary schools in five rural Area Offices of four Districts in the North West, primary schools in Sekhukhune district in Limpopo and primary schools in Motheo and Fezile Dabi districts in the Free State province. The study touched schools in Area Offices of the four districts in the North West; therefore, the findings can be used to make general statements about improving Monitoring and Evaluation of Foundation Phase Literacy intervention programme in the entire province. The study is confined to the sampled primary schools in the North West, Free State and Limpopo provinces. The findings cannot be used to make general statements about improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes in South Africa as a whole. The findings of this study cannot be generalised in the entire Limpopo and Free State as only one to two districts out of five were sampled in each of the two provinces.

The choice of the provinces was based on their rurality. Northern Cape, Limpopo and Eastern Cape fall within the same category in terms of rurality, therefore it will be easy to in-trapolate and extrapolate given the findings of Limpopo. The same is also applicable to North West, Mpumalanga, Free State and Kwazulu Natal. Out of the nine provinces, Gauteng and Western Cape could not be included as the sample focused on provinces with more rural schools. This study makes a major contribution to research design. In research, triangulation is applied to serve the purpose of confirmation and completeness (Breitmayer & Knafi, 1993). In this study,
Triangulation results in a stronger research design, thereby making the findings more valid and reliable. The qualitative and quantitative designs complemented each other and therefore inadequacies related to single method bias were minimised. The researcher found the use of questionnaires appropriate as a large number of respondents were involved. A qualitative approach was limited to document analysis and was used as few documents were collected, the researcher also found it relevant to this study. In this study analyses of questionnaires and documents complemented each other and made the findings valid and reliable.

Triangulation was used to allow the researcher, to observe the same practices, but from different perspectives. In this way, the use of multiple methods gave the researcher the opportunity to compare the findings of document analysis (intervention forms) and data collected, and by so doing obtain reliable, valid and accurate data.

Another contribution to research methodology was in the population of the study. This study made an exceptional mark by cutting across various rural Area Offices of all four Districts of Education in the North West, one district (Sekhukhune) in Limpopo and two districts (Motheo and Fezile Dabi) in the province of Free State. This made the findings of this study the most inclusive and generalisable across rural schools in the three provinces.

The `researcher is an employee of the North West Department of Education. She is responsible for ensuring the quality of learning and teaching in Farm and Rural schools, including Multi-grade schools. As a result, an element of subjectivity might not be ruled out in totality. However, attempts to be objective through the entire study have been made.

1.13 Ethical considerations

Ethics are concerned with the rules and principles that go with the aims and desires of all people. Since human beings are the subjects of the study in the social sciences, this brings its own unique ethical problems to the fore that would never be relevant in the pure, clinical laboratory settings of the natural sciences (De Vos, 2002).

Ethical standards were adhered to in this study through the following strategies:

Justice – All the respondents were treated with respect and fairness.
Beneficence – No respondent was exploited in any way, nor harmed nor even exposed to any discomfort physically, emotionally or psychologically.

Confidentiality- No information provided to the researcher was made available to any other person in the school.

Privacy- The researcher took the necessary precautions to ensure that the self-respect and dignity of the respondents were maintained by collecting the questionnaires privately.

Informed consent- Full disclosure was given to the respondents on the purpose and objectives of the study and how the study would be conducted.

Trust: Trust between the researcher and respondents was vital throughout the whole study. Every attempt was made to gain the trust of the respondents during the course of the survey.

Declaration: The researcher is an employee of the North West Department of Education, an office-based educator and Deputy Chief Education Specialist (DCES). She is responsible for supporting schools to enhance the quality of learning and teaching.

1.14 Significance of the Study

The significance of this study was that the findings emerging from this investigation might benefit not only the employees, leaders, managers and policy makers of the Department of Basic Education and public sector at large, but also the private sector and the country as a whole.

This study targeted schools serving poor communities where the quality of education is often compromised due to lack of basic minimum resources, overcrowding and shortage of skilled personnel for effective learning and teaching, they are also beneficiaries.

The focus of this study was on Foundation Phase, therefore the findings might benefit teachers, HOD, principals, learners and parents because learner performance will improve. When learners are performing well in the foundation phase literacy, they also do well in higher grades therefore learner performance might improve in the entire system.

In particular, this study intended to provide regular information to policy makers to enable them to arrive at conclusion about appropriate educational interventions.
1.15 Scope of the Study

Intervention programmes in this study refers to Foundations for Learning (FFL), Annual National Assessment (ANA) and Quality Improvement Development and support Upliftment Programme (QIDS-UP). These three programmes were introduced as intervention programmes aiming at improving the performance of learners in literacy in the Foundation Phase. Intervention form refers to the tool used by teachers to track and record the progress of learners with learning barriers in Learning Outcomes of a Subject. The form is completed after identifying areas that need development.

In an attempt to enhance Literacy at the primary school level, the South African government initiated the “Foundation for Learning” (FFL) campaign in 2008 (DBE, 2008c), the focus was on improving writing skills and competence in Numeracy by 2011. However 2014 ANA results indicated that the target was not reached as most provinces are still performing below the National average in Foundation Phase language (literacy).

Annual National Assessment (ANA) is a key introduction into the system in a bid to improve the quality of learner attainment in the Annual National Assessments in two areas fundamental to learning (literacy and numeracy) for all children in Grades 1-6. The Annual National Assessments will help teachers know where their children are as they work to take them to the next level of performance. It is a landmark assessment tool that annually measures progress in learner achievement in numeracy and literacy, focusing on government’s prioritized goal of improving the quality of basic education.

Quality Improvement, Development, Support and Upliftment Programme (QIDS-UP) is an “Affirmative Action” programme targeting schools serving poor communities where the quality of education is often compromised due to lack of basic minimum resources, overcrowding and shortage of skilled personnel for effective learning and teaching. It is a high impact intervention programme with a long-term vision (DoE, 2006). The programme seeks to address the systemic evaluation recommendations with learner achievement in literacy and numeracy being on the top of the list (DoE, 2006). The systemic results included supplying rural schools with literacy and mathematical resources to enhance teaching and learning in these subjects.
FFL, QIDS-UP and ANA were introduced by the National Department of Basic Education (DBE) as intervention programmes to improve learner performance, especially in Foundation Phase literacy. The inability of these programmes to achieve their intended purpose was a provincial and national disaster. This study was confined to employees of the Department of Education of the public sector. The findings might assist other departments and the private sector within South Africa.

The focus was on the opinions and experience of the selected sample of participants of public employees, mainly principals of primary schools in rural areas, Foundation Phase teachers, Heads of Department (HOD) and literacy subject advisors in the North West, Limpopo and Free State provinces. The data collection method was limited to questionnaire and analysis of documents.

The scope of the investigation was confined to the public sector which is, Department of Basic Education to focus on the type of appropriate subject relevant to the study. The survey was conducted in English, which was familiar to all the respondents.

1.16 Possible contributions to the Body of Knowledge

In the literature review, gaps and mismatch were identified and established, in attempt to seek solutions to the challenges and, ultimately, to make recommendations to enhance organizational effectiveness and improved learner performance in Foundation Phase literacy.

Another contribution to research methodology was in the population of the study. This study made an exceptional mark by cutting across various rural Area Offices of all four Districts of Education in the North West Province, one district (Sekhukhune) in Limpopo Province and two districts (Motheo and Fezile Dabi) in Free State provinces of South Africa. This made the findings of this study the most inclusive and generalisable across rural schools in the three provinces.

Disadvantaged learners have an inability to sustain attention, particularly where they are faced with structured cognitive demands, and they also have a poor self-image that results in early withdrawal from school. They lack motivation towards learning and are related with scholastic
underachievement and behaviour problems, especially truancy and delinquency (De Witt & Booysen, 1995; Pianta, 1996; Jackman, 2001). This study’s contribution is to alleviate withdrawal and poor self-image from disadvantaged learners in rural schools as beneficiaries of this study.

Researchers (Centre, 1998; Pianta, 996) devote much of their efforts to help learners who do not achieve, who drop out, or whose problems face up to the school system and ultimately the community. Sometimes learners drop out because their needs are not catered for. The researcher found adapting Table 5.8, suggested intervention form, as an intervention tool to track, identify and address individual learner’s needs to improve performance to be appropriate for Foundation Phase literacy education in South Africa. This also contributes to the body of knowledge as it serves as a retention strategy.

Education has the potential to iron out income disparities. Conditions for a more educated society are more likely to bring about a reduction in poverty, unemployment and want, and increase the overall standard of living of the population. Furthermore, education provides a firm foundation for life-long learning and skills acquisition, which are increasingly necessary elements of a dynamic, fast-moving knowledge-based society. This study targeted learners in rural areas, when the learning needs of these learners are catered for, they will be educated and employed leading to poverty alleviation.

Research indicates that the best form of teaching literacy is by teaching mother tongue literacy as a basis. Learning an additional language can be accelerated if learners are very proficient and literate in their mother tongue. Within the South African context, it has become clear that the lack of mother tongue literacy has compromised learners in ways that have resulted in low reading skills among learners in all levels of learning including tertiary education. The lack of a solid foundation level in all mother tongue literacy is unfavourable for learners’ future reading ability. The contribution to the body of knowledge might be to strengthen the use of mother tongue literacy in Foundation Phase to improve reading skills among learners in all levels of learning, including tertiary education.

No matter how good the intervention strategy may be, if it is not effectively implemented, monitored and evaluated, the output will not match the input. Table 3.1 attests to this statement.
as it indicates more activities and actions attempting in vain to translate inputs into output. Therefore, adapting M&E processes in improving monitoring and evaluation of Foundation Phase literacy intervention programmes is found appropriate as there will be efficiency, effectiveness, relevance, impact as well as sustainability on the intervention programmes. Ongoing tracking of intervention programmes will lead to the realisation of objectives which is improved learner performance in Foundation Phase literacy.

1.1 Summary of the Chapter

The introductory chapter covered the background that prompted the undertaking of this study. It covered and investigated the research problem, the research questions, the objectives, significance, and the contribution of this study to the existing body of knowledge was exposed. That is, it attempted to highlight strategies to be adapted to improve monitoring and evaluation of challenges for foundation phase literacy intervention programmes. The main objective of this study was to establish the gaps in the existing literature surrounding the implementation of intervention programmes in Foundation Phase literacy.

It further explained the methodology applied to achieve the aims of the study, to respond to the research questions. In addition, the limitations and delimitations of the study were presented. The objectives, significance, the scope of the study as well as the structure of the chapters of this study were also presented. It further explained the methodology applied to achieve the aim of the study and to respond to the research questions. The focus was to improve monitoring and evaluation of foundation phase literacy intervention programmes. The next chapter covers the theoretical framework and literature review in terms of improving monitoring and evaluation of foundation phase literacy intervention programmes.

1.18 Organisation of the Thesis

- Chapter 1: Orientation

Chapter one covered an orientation to the problem statement, the primary investigative questions and sub-questions to be answered by the study, the research objectives, the significance and the scope of the study. This chapter presented the historical background of Systemic Evaluation (SE) as a tool used to gauge the performance of the education system. SE determines the health of the
education system and informs policy makers on the gaps identified and interventions to be followed.

- **Chapter 2: Theoretical framework and literature review**

The theoretical foundation was presented in Chapter two and covered the historical background of the theory underpinning the Education Systemic Evaluation, the introduction of intervention programmes and their effectiveness with particular reference to Foundation Phase literacy, in order to identify gaps in the existing body of knowledge, and to establish existing areas which had been insufficiently researched. There appeared to have been a need to conduct extensive research into improving monitoring and evaluation of Foundation Phase literacy intervention programmes, which was apparently under-researched. There was, thus a gap that necessitated the undertaking of that investigation. That was aimed at developing a theoretical foundation for this study by examining the effectiveness of Foundation Phase intervention programmes, and their impact towards improvement of learner performance in literacy. In this chapter the literature reviewed included theories and models which the researcher found relevant to be adapted to enhance the effectiveness of intervention programmes and to improve learner performance.

- **Chapter 3: Literature review on Monitoring and Evaluation**

This chapter covered the contemporary literature available to enhance the development of a theoretical or normative framework for generalization and propositions regarding monitoring and evaluation. The appropriateness of different forms of evaluation which are: efficiency, effectiveness, relevance, impact and sustainability to this study was shown.

This chapter also covered the importance of M&E and key concepts, the M&E cycle in the context of organisational planning, and key steps addressed within the planning process. The institutions and their roles and responsibilities were dealt with. The differences between monitoring, evaluation and audit were also outlined. It was also presented in this chapter how best Monitoring and Evaluation strategies can be adapted by the Department of Basic Education to ensure continuous improvement of learner performance in the Foundation Phase.
• **Chapter 4: Research design and methodology**

The research design and methodology was presented in chapter four. Included in the chapter were the unit of analysis, sampling methodology used, ethics of research, validity, reliability, as well as statistical techniques used for the data analysis and interpretation.

• **Chapter 5: Presentation of the findings**

The presentation of quantitative and qualitative findings was done in chapter five. The chapter presented the data analysis and interpretation of key constructs and determinants established, discussed and aligned, as well as the interpretation of results, with descriptive statistics for the sample. The importance of these factors in improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes was discussed, focusing on the North West, Limpopo and Free State Provincial Departments of Education.

• **Chapter 6: Analysis of the findings**

The analysis and interpretation of quantitative and qualitative results were presented in chapter six. This chapter presented the analysis of findings from the questionnaires administered to a sample of Foundation Phase teachers, Heads of Department, principals and subject advisors in the rural districts of North West, Free State and Limpopo provinces, on improving monitoring and evaluation of Foundation Phase literacy intervention programmes. It also presented the findings of the reviewed literature and document analysis i.e. intervention forms analysed in the North West and Limpopo. The suggested intervention form was also discussed.

• **Chapter 7: Recommendations, Contributions, Suggestions for further studies and Conclusion**

Chapter seven covered an integrated summary of the research conclusions, the research contribution towards theory, methodology, and practice. Limitations of the research and direction for future research endeavours were presented, as well as recommendations made regarding improving monitoring and evaluation of Foundation Phase literacy intervention programmes.
CHAPTER 2
THEORETICAL FRAMEWORK AND LITERATURE REVIEW

2.1 Introduction

The theoretical foundation is presented in this Chapter and covers the historical background of the theory underpinning the Education Systemic Evaluation, the introduction of intervention programmes and their effectiveness with particular reference to Foundation Phase literacy, in order to identify and fill gaps in the existing body of knowledge. Specifically, the main aim of this study was to investigate why Foundation Phase learners continue to perform poorly in literacy irrespective of efforts to introduce intervention programmes.

In this chapter the literature reviewed included but was not limited to Education policies, results of National and International studies, theories and models which the researcher found relevant to this study. The language of learning and teaching (LoLT) in the Foundation Phase has been found to be relevant as a contributory factor to learner performance and has been discussed at length. The gaps in the literature, gaps in the purpose of ANA and impasse on its implementation are identified.

The researcher found some models and theories appropriate to be adapted to improve monitoring and evaluation of Foundation Phase literacy intervention programmes, enhance effectiveness of intervention programmes and to improve learner performance in Foundation Phase literacy. The researcher has indicated the relevance of the literature reviewed to this study and her own views have also been presented.

Specifically, the main objective of this study was to establish the gaps in the existing literature surrounding successful, sustained application of intervention programmes in the Foundation Phase to improve learner performance in literacy. It was also to identify major determinants, constructs, concepts, dimensions and measures required for effective intervention programmes to succeed, and to adapt a model that would make the current intervention programmes work effectively to improve learner performance. That entailed undertaking a literature study from
which a theoretical model would emerge depicting the current intervention situation in the Foundation Phase in the Department of Education in South Africa.

2.2 Language issues in the South African context

Although the poor quality of teaching, poverty and lack of access to resources contribute to poor performance, fluency in English is the most important factor in learning science and mathematics (Howie & Plomp, 2005). The current language in education policy in South Africa allows schools to choose their own language of learning and teaching (LOLT) and, as an extension to this policy, requires schools to address the theory of additive bilingualism, which involves the maintenance of home language and access to an additional language (DoE, 1997). While these language policies were developed to promote multilingualism and to recognise the eleven official African languages of South Africa (Constitution of the Republic of South Africa 1996), English and Afrikaans continue to dominate communication at national level and government public services (Banda, 2000 and De Klerk, 2002). With regard to education, the teaching and learning materials used in South African schools are printed in English or Afrikaans.

This practice is particularly problematic as these languages are not the primary languages of the majority of learners and teachers (Setati, Adler, Reed, & Bapoo, 2002). In addition to the challenges of teaching and learning in a different language, learners in South Africa are also forced to struggle with utilising different types of languages each day. The casual and informal verbal communication at home or within personal social circles are unlike the instructional language that happens between teachers and peers in the classroom.

The researcher agrees with the fact that lack of resources leads to poor performance. Teachers in rural areas find it difficult to create a positive learning and teaching environment in their classrooms. She also aligns herself with Setati et al. (2002) that most of the materials are written in English and Afrikaans and the LoLT in Foundation Phase is Home language. These are not the primary languages of the majority of learners in rural areas as indicated by Setati et al. (2002). Teachers end up using materials written in these languages as resources to teach indigenous languages. Learners become confused when they are assessed externally and this leads to poor performance especially in Home language. Recent studies also indicated that learners perform
better when they are tested in English and Afrikaans as compared to Home language. It is also true that English and Afrikaans continue to dominate communication at national level and government public services. Learning and teaching support materials such as Annual Teaching Plans (ATPs) for home language are written in English. Teachers are expected to teach in the language of learning and teaching which is mostly Setswana in North West, Sepedi in Limpopo and Sesotho in the Free State. Learners are assessed in the language of learning and teaching so it will be difficult for them to perform as expected if they are taught in a different language. The study investigated factors which affect the effective management of learner achievement in the Foundation Phase and the language of instruction served as the basis for improving learner achievement.

2.3 Schools as bureaucratic facades

Soudien (2007) argues that many South African schools “are schools in form only, but not so in substance”. This point derives from Harber and Davies’ (2002), and ultimately from Fuller’s (1991), theory of ‘fragile states’, which he defines as states that have limited legitimacy, and limited institutional ability to ensure effective service delivery and implementation of policies. To achieve legitimacy, fragile states need to persuade their population that they are progressing towards modernity and better standards of living for all, but because the economies of these countries are typically underdeveloped, unemployment is often high. This creates a dilemma for schools. The researcher agrees that unemployment is rife in rural areas and among child headed families. Parents leave their homes in rural areas to seek jobs in towns and this leads to lack of parental involvement in school activities hence poor performance.

Despite being the State’s major vehicles to demonstrate development and progress, they must not graduate too many learners. Thus, inefficiency in the school system is not only tolerated, but also encouraged. Typically, schools in fragile states present a bureaucratic façade as competent modern institutions, but in reality they largely fail to fulfil their core functions of establishing numeracy and literacy and preparing learners for the world of work. Harber and Davies (2003) suggest that such failure is often purposeful, as the status quo serves some role players’ interests. For example, teachers who moonlight or run their own businesses may oppose measures to make their schools more effective because this would entail greater demands on their time. Thus, it is
unlikely that managerial interventions and increased external accountability will resolve the complex set of interacting variables that render black schools ineffective (Soudien, 2007). There are “deep syndromes of disaffection” among teachers, which he ascribes to the legacy of apartheid, where black teachers were systematically under prepared and underpaid. Furthermore the struggle against apartheid bred “anti-authority and anti-regulation habits” which became entrenched in school cultures (Soudien, 2007).

Many children in America fail to achieve expert reading skills and the rate is particularly troubling, close to 60% for children living in poverty and who belong to under-represented minorities (National Assessment of Educational Progress, NAEP, 2005). Whereas multiple factors can influence children’s literacy development, including home, parenting, parent education level, preschool, community resources, as well as formal schooling (Cannor, Son, Hindman & Morrison, 2005; National Institute of Child Health and Human Development Early Child Care Research Network, NICHDDECCRN, 2004), classroom instruction is one of the most vital sources of influence.

Furthermore, one reason why children fail to achieve proficient reading skills is because they do not receive suitable amounts of particular types of literacy instruction during the primary grades. Early literacy instruction that is balanced between phonics and more meaningful reading experiences has been shown to be more efficient than instruction that focuses on one to the exclusion of the other (Mathes, Denton, Fletcher, Anthony, Francis & Scharschneider, 2005; Xue & Meisels, 2004). Moreover, the impact of any particular instructional strategy may depend on language and literacy skills that children bring to the classroom. The researcher believes that lack of resources at home such as Television, Radio, reading books and cellular phones will deprive learners of the opportunity to explore and learn on their own. This will also limit the language and literacy skills that children bring to the classroom especially in rural schools. As a result learner performance will not improve. This study investigated the challenges in learning and teaching and the environment of the school constitute a factor in this regard.
2.4 The need for solid foundation

The former Minister of Education in South Africa, Ms Naledi Pandor, in her opening remarks during the 2008 Foundation Phase conference in Limpopo, stated that Foundation Phase is a crucial component of education in South Africa. Therefore, there is the need to share professional discourse among educators in the interests of enhancing early learning, which underpins the foundation skills and competencies that children attain during this period. She further stated that literacy, numeracy and life skills are the building blocks upon which a solid foundation for learning is built, and as such are the key determinants of the child’s success. She compared the results of the systemic evaluation baseline survey of 2001 with the systemic evaluation survey that was conducted on a sample of Grade 3 learners in 2007. Outcomes from the studies contextualised the challenges faced in the Department’s attempt to build solid foundations for learning. She went on to echo the impact of language issues in literacy, numeracy and life skills from the results of the study, emphasising the importance of teacher quantity, quality and ability in the classroom (DoE, 2008).

The former Minister also emphasised that good education depends on the availability of good teachers who are well versed in the knowledge areas that learners must be taught, and who also have thorough knowledge of the various ways in which knowledge can be learned. However, she indicated that the Department was struggling to attract African Language students in Foundation Phase initial teacher education programmes, and attributed this to the low status associated with teaching in the Foundation Phase. She went on to mention that the Department was working towards increasing the supply of Foundation Phase teachers in South Africa by cheering high quality learners to choose Foundation Phase teaching as a career of choice through a “Teacher Recruitment Campaign” and providing bursaries through the “Funza Lushaka Bursary Scheme”(DoE, 2008).

The researcher shares the same sentiments with the former minister that it is important to lay a solid foundation as the performance of learners in literacy in Grade 3 determines their performance in higher grades. In this phase, home language is used as the language of learning and teaching in all subjects. This requires a teacher who is knowledgeable in the language. The
The researcher also agrees that it is difficult to recruit foundation phase teachers, especially in rural schools.

In a keynote address, Mr Francis Sampa, a teacher education coordinator in Zambia, (DoE, 2008), indicated during a Foundation Phase conference in Limpopo, that language policies needed to be seriously reviewed. Language is the most important factor in the transfer of knowledge and skills. Initial language acquisition needs to be meaningful, especially in the Foundation Phase of learning where it is essential that both learners and teachers use a language that ensures a strong foundation for early literacy learning. In many African countries, the language policies command both teachers and learners to operate in a language that is alien to most of them, creating a situation that makes initial literacy in a second language an almost impossible task. This also dilutes cultural heritage and places low educational value on African languages. The ability of many learners to read fluently and write clearly is ascribed to the choice of the right language policy. When literacy is introduced in a language that is foreign to most of the learners, learning becomes meaningless (DoE, 2008).

Francis further indicated that when literacy is introduced in a language that is familiar to the learners, learning first in a known language follows the basic principle of working from the known to the unknown. Learners are able to express themselves in a meaningful way and hence can participate in their own learning process. It prevents a cognitive overload in learners as they are concerned with only one thing at a time, as opposed to having to negotiate both the reading skill and the new language. It also reinforces the learners’ self-esteem by validating their cultural identity. He also indicated that there is a growing awareness by many African countries of the need to revisit the curriculum at foundation level and introduce initial literacy in languages that can engage learners (DoE, 2008).

The researcher is in agreement with Francis (DoE, 2008) in terms of teaching from the known to the unknown. Learning becomes accessible as there is no barrier in terms of language. In this instance a first additional language can be introduced smoothly as it will be teaching from the known to the unknown.
Sampa, (DoE, 2008), once stated that laying a solid foundation for early literacy requires far-reaching and systematic training both pre-service and in-service. The continual professional development of teachers is an assurance for long term stability and sustainability of the focus on early literacy programmes. He confirmed that teachers are at the heart of any successful education reform process. As a cornerstone to quality learning, literacy enables children to acquire knowledge that is necessary to assist them to make informed decisions about their future and influence change in their homes and communities.

The researcher again agrees with Sampa (DoE, 2008) that there is a need for continuous teacher development to keep the teachers abreast with the ever changing curriculum. The ability of many learners to read fluently and write clearly is ascribed to the choice of the right language policy. The South African schools’ Act (SASA) gives the School Governing Body (SGB) the right to choose the language of learning and teaching in Foundation Phase. When literacy is introduced in a language that is foreign to most of the learners, learning becomes meaningless and improvement of learner performance becomes difficult (DoE, 2008).

The researcher also aligns herself with the notion that when literacy is introduced in a language that is familiar to the learners, learning first in a known language follows the basic principle of working from the known to the unknown. Learners are actively involved in the lesson and they perform better when they are assessed. Learning becomes easier when a familiar language is used as it prevents a cognitive overload in learners as they focus on the content of the lesson and not language. It also reinforces the learner’s self-esteem by validating their cultural identity and serves as a retention strategy. The study investigated factors which influence learning outcome and this included a sound solid foundation.

2.5 Total Quality Management (TQM)

Total Quality Management (TQM) is a new name for quality and productivity intervention which has been widely used for many years. The overall purpose of TQM programmes can be described as being fixed on getting organisation members committed to continuous enhancement of process and work methods to meet and even exceed customer expectations. The origin of TQM differs from that of traditional Organisational Development (OD) intervention and this might be
a reason why it is often seen as a separate approach in spite of it having so much in common with other OD approaches. Total Quality Management is an approach to improving the competitiveness, effectiveness and flexibility of a whole organisation. It is a way of planning, organising and understanding each activity, and of removing all the wasted effort and energy that is regularly spent in organisations. It ensures that leaders adopt a strategic overview of quality and focus on prevention and not detection of problems (Harvey & Brown, 1996). The researcher believes that there is a need for commitment and dedication at all levels of the education system. Learners should learn, teachers should teach, managers should manage and leaders must lead. Effective monitoring and evaluation must be ensured throughout the system. This will enhance continuous improvement of learner performance in all phases.

For an organisation to be truly effective, each part of it must work appropriately together towards the same goal, recognising that each person and each activity affects and in turn is affected by others. TQM is also a way of reinventing wasted effort by bringing everyone into the process of improvement, so that results are achieved in less time (Oaklands, 2000). The researcher agrees that employees at all levels of the organisation should know how they contribute to the bigger picture of the organisation. Administrative level, operational and strategic levels should complement each other for continuous improvement and achievement of the strategic objectives. For the purpose of this study, teachers, subject advisors, parents and district officials should work together to support learners for the improvement of their performance.

Total Quality Management is a holistic managerial strategy aiming at involving one and all in the course of bringing effectiveness to the intention of also bringing joy to customers. In this study, a holistic managerial strategy is employed to involve all stakeholders in the education system, especially in the Foundation Phase. The implementers of the intervention programmes need thorough training and continuous support for learners to be enabled to read and write well in the Foundation Phase. There is also a need to ensure effective monitoring and evaluation of intervention programmes. This can be achieved by utilising monitoring and evaluation strategies.
2.5.1 Deming’s System of Profound Knowledge

Howard et al., 2005, advocated certain key components that are critical for the journey towards continuous improvement. Those key components encompass the basis for what Deming called the System of Profound Knowledge. This System of Profound Knowledge is suitable for leadership in any organisational culture. However, applying this theory in a particular culture requires a focus on issues that are unique to the culture. Deming’s theory of management promotes happiness in work for all the stakeholders within an organisation. He believed that happiness in work will unleash the power of human resources contained in intrinsic motivation. Intrinsic motivation is the motivation an individual experiences from the sheer joy of an endeavour (Howard et al., 2005). The System of profound knowledge is sometimes referred to as the intellectual keystone of TQM.

The researcher believes that when teachers are motivated they will perform at their best and learner performance will be improved. It is prudent to create a working culture in organisations and this requires leadership skills. Human resources management determines the success and output of every organisation. Efficient human resource management requires the performance of a set of activities that are aimed at ensuring that the human resources of an organisation are available, competent, motivated, focused, healthy, satisfied, diverse and organised. Managers must explain to all employees how they contribute to the strategic objectives of the organisation.

The researcher is also of the view that good performance should be rewarded not only in terms of money but also in terms of time. When employees are satisfied, their potential is unleashed and results are achieved in less time. When teachers are satisfied, with the conditions under which they work, they can go an extra mile and learner performance will be improved. Teacher development in the form of in-service training is critical for the journey towards continuous improvement of learner performance. This study focused on schools in the rural areas of North West, Limpopo and Free State, therefore, it is imperative to ensure that teachers are retained in these schools. The Department of Basic Education should go all out to ensure that these teachers are enticed by paying rural allowance. These will serve as both recruitment and retention strategies.
2.5.2 Knowledge of the system and the theory of optimization

Howard et al. (2005) articulate that knowledge of the system is a collection of components that interact and have a common purpose or aim. It is the work of top management to optimise the entire system towards its aim. It is the responsibility of the management of the components of the system to promote the aim of the entire system; this may require that there be a sub optimisation of some components. Optimising a subsystem leads to a suboptimal total system. The total system consists of all constituents—employees, suppliers, shareholders, the community and the environment. A company’s long term objective is to create a win-win situation for all of its constituents (Mitra, 1998).

It is the responsibility of the North West Department of Basic Education top management to ensure that all learners access basic quality education, including those in rural areas. The top management should promote equal distribution of resources to all the schools; managing and monitoring the use of such resources will improve learner performance. The theory of optimisation will help in addressing Monitoring and Evaluation of Foundation Phase Literacy intervention programmes.

2.5.3 Deming’s 14 points

The main focus of Deming’s philosophy (Howard et al., 2005) is management. A major proportion of problems can be solved by management. Howard et al. (2005) noted that management cannot “pass the buck.” Only a minority of problems can be attributed to supplies or workers. In his view, what needs to change is the original basic approach of management and corporate culture. In essence, organisations, workers, management, vendors, and investors are a team. However, without management commitment, the adoption and implementation of a total quality system will not succeed. The managers are creators of work culture “ownership” and their investment in the improvement process. They are the creators of the corporate culture that makes the workers feel comfortable enough to recommend changes. Managers are developers of long-term relationships with vendors. Lastly, management is in a position to persuade investors of the long-term benefits of a quality improvement programme (Mitra, 1998). The researcher believes that managers should walk the talk, they should show commitment and lead by
examples. They should adhere to planning, organising, leading and control. Monitoring and evaluation of work should be continuous.

2.6 Change Management

According to Beckhard and Harris (1987), no aspect of human existence appears to be immune to the attack of the changes that the world is experiencing today. In South Africa, the economic, political, psychological, cultural, educational and organisational foundations are all under extreme stress. These foundations are what society is resting on. They will continue to undergo main redefinitions to remain viable and to bend to the pressures of change. For change to be effective, it should be value-driven, goal directed and managed. Bennis (1992), the distinguished scholar of leadership, says that the management of attention through a set of intentions or a vision in the sense of an outcome, goal or direction is the most essential leadership competency.

The importance of a value system on which the leader’s vision is based should be emphasised. Visioning is a form of programming and writers such as Covey (1991) illustrate very properly that visions which are not in agreement with an underlying value system are not effective mechanisms of change. Another important leadership competency, according to Bennis, is “the management of meaning”, that is, the ability of valuable leaders to communicate their visions and goals visibly to gain understanding and support for, and eventually identification and alliance with, the vision (Beckhard & Harris, 1987).

Figure 2.1 below is relevant to this study because it indicated how change through intervention can move an organisation from its present state of performing below average to the future state, which is above average.
Two very well-known change management experts, Beckhard and Harris (1987), emphasise three distinct conditions or phases of organisational change:

“The future state” – where the leadership wants the organisation to get to

“The present state” – where the organisation currently is, and

“The transition state” – the set of conditions and activities that the organisation must go through to move from the present to the future state

2.6.1 Organisational Development (OD) in perspective

Change is a permanent attribute of modern organisational life. It is common to refer to organisations as “white water organisations” to describe the chaotic environment in which organisations must function and be adaptable. Both internal and external factors force organisations to adapt and change continuously. How organisations react to these forces of change differs from one organisation to another and is determined by a variety of types of organisation – specific features such as the organisation’s culture and climate, the organisation’s
change history (e.g. how effectively it has dealt with change in the past), the quality of leadership, and the strength and nature of resistance to change (Beckhard & Harris, 1987).

The reactions to change range from accepting the necessity of change and viewing it as an opportunity to improve effectiveness, to ignoring these forces and/or resisting change. The most desirable is a pro-active advance where an organisation anticipates the necessity of change before it is forced upon the organisation. Being able to do this requires excellent transformational leadership qualities in organisations (Beckhard & Harris, 1987).

The SE 2006 and ANA 2008 reports indicated that learners in grade three cannot read and write well. The Department of Education should diagnose the cause of this challenge and come up with a solution. A one size fits all approach should not be used in improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes. Individual learner’s needs should be identified and attended to.

The major inherent shortcoming of both the above reactive approaches is that the change agent does not understand the situation in its context. This has been described as having a “worm’s eye view” of the situation (Beckhard & Harris, 1987).

What needs to be considered in change management is to “get distance” from the situation – “a bird’s eye view”. By doing this, we ensure that in the first instance, we understand the situation and then secondly, that we understand the process and the dynamics involved in managing change. Once this level of understanding has been reached, in-depth interventions (fundamental change activities and processes) which are best suited to the specific situation, and which will lead to an increase in effectiveness and the quality of work life of the people involved, can be recognized and implemented. This process can be described as using organisational development technologies, based on a thorough diagnosis to increase efficacy and quality of work life (Beckhard & Harris, 1987).

Table 2.1 Reactive and OD approaches below, show the difference between reactive and OD-approaches which were found relevant to this study.
Table 2.1 Reactive and OD approaches

<table>
<thead>
<tr>
<th>REACTIVE APPROACHES</th>
<th>OD-APPROACHES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Based on intuition (intuitive approach)</td>
<td>Based on knowledge and information (diagnostic approach)</td>
</tr>
<tr>
<td>Limited view and understanding of situation</td>
<td>Broader view and understanding of situation</td>
</tr>
<tr>
<td>Apply problem-solving methodologies to all situations</td>
<td>Choice of intervention based on knowledge of situation and of available OD techniques</td>
</tr>
<tr>
<td>Focussed on solving existing “problems”</td>
<td>Focussed on increasing organisational effectiveness and quality of work life</td>
</tr>
<tr>
<td>Focussed on the past (Past-driven)</td>
<td>Focussed on the future (Future driven)</td>
</tr>
<tr>
<td>Crisis or event orientation</td>
<td>Strategic orientation</td>
</tr>
</tbody>
</table>

(Beckhard & Harris, 1987).

- **The organisation’s present state**

  The organisation’s present state indicates what the organisation is perceived to be at the moment in terms of effectiveness, efficiency, the quality of work life it offers to members, its systems, structures, functioning, management, leadership, etc. This present state can be determined by means of an organisational diagnosis (Beckhard & Harris, 1987).

  Presently, the education system is not doing well, either nationally or internationally. The studies of Soudien (2007) and Christie (2008) have demonstrated low achievement levels in Language, Mathematics and Science on average, and that learners leaving primary school in South Africa lag three grade levels behind their peers in other countries.

- **The desired future state**

  The desired future state is often determined and described by means of strategic planning during which the future vision (goals and value system) and mission of the organisation are determined. It is the perceived “ideal state” to which an organisation should be moved (Beckhard & Harris, 1987).
• **Change through planned intervention**

Change through planned intervention includes approaches and interventions based on the principles of OD and the scientific body of knowledge on which OD is founded, as well as the skills of change agents or change facilitators (Beckhard & Harris, 1987). The National Department of Education introduced intervention programmes as an attempt to close the gap and improve the performance of learners in Literacy and Numeracy.

• **Resistance to change**

Resistance to change represents a single most important threat to successful organisational reform and/or transformation and consists of forces outside the organisation and/or internal forces or a combination of internal and external factors which slow down, impede or block change.

Based on the model in Figure 2.1, the following definition of OD or change management can be formulated:

The identification of the gap between the present functioning of the organisation and where the organisation intends to move to in terms of its strategic plan, the closing of this gap through planned interventions and the effective management of resistance to change (Beckhard & Harris, 1987). The researcher believes that the use of OD as a process of change and OD approaches will assist in improving Monitoring and Evaluation (M&E) of Foundation Phase Literacy intervention programmes.

Fullen’s article on the “Complexity of the change process” (1993), outlines eight basic lessons of the new paradigm of change. His first lesson states that the more complex the change, the less you can force it. Grobler, Campher, du Preez, Loock and Shaba (2003) and Garrette (1997) again make a similar point by emphasising that the critical thing for the change manager to understand is that everyone will go through this process at her/his own pace, and that s/he should be allowed time for this process. The researcher aligns herself with the authors that people do not welcome change. Change must be effected for learner performance to be improved. Better results cannot be achieved by doing things the same way. It is through change that Monitoring and Evaluation (M&E) of Foundation Phase Literacy intervention programmes will be improved. The practice of
TQM as a monitoring and support tool was investigated in this study. It also served as a basis for improving the current monitoring and support.

2.7 Poor school achievement

According to Jackman (2001), poor “pre-schoolers” experience problems of adjustment in school even though their language and communication development is fairly good. Hargis (1997) maintains that the rigid standards that are features of the curriculum produce complex problems in the schools. Learners are disadvantaged by this system and teachers have great difficulty in dealing with the situation. Researchers (Centre, 1998; Pianta, 1996) devote much of their efforts to help learners who do not achieve, who drop out, or whose problems face up to the school system and ultimately the community. Sometimes learners drop out because their needs are not catered for. The researcher is of the view that variety of teaching methods should be employed to accommodate learners of different abilities. Enrichment and remedial activities should be given to fast learners and learners with barriers to learning respectively.

The researcher agrees with Centre (1998) and Pianta (1996) that learners drop out when their needs are not catered for. Learners must be assessed to diagnose the challenge, then intervention programme is drawn to address the identified gaps. Assessment should inform teaching strategies. There must also be enrichment for learners who are performing well and remedial for those performing below average. When learners of different abilities are catered for, the rate of drop out will be reduced. If the department of education can implement the recommendations of this study, the issue of drop outs as raised by the MDG (2011) will be addressed.

In addressing the problem of poor school achievement, most researchers (Hatton, 1996; Lee, Loeb & Loebeck, 1998; Roberts, Mazzucchelli, Taylor & Reid, 2003) agree that the intellectual deficiencies of disadvantaged learners must be separated before any measure of academic success is possible. Learners who are given learning tasks that are outside their skill level cannot focus on the tasks, and they finally develop compounding problems. When this struggle occurs frequently, they tend to worsen the learner’s situation for as long as the learners are at school. The researcher is of the view that the use of intervention records that are specific to the learner will assist teachers to identify and address learners’ needs to guard against compounding
problems which may result in dropping out of school. Attempts to find solutions have resulted in different programmes of intervention such as Quality Improvement Development Support Upliftment Programme (QIDS-UP), Foundations for Learning (FFL) and Annual National Assessment (ANA).

Disadvantaged learners have the inability to sustain attention, particularly where they are faced with structured cognitive demands, and they also have a poor self-image that results in early withdrawal from school. They lack motivation towards learning and are related to scholastic underachievement and behaviour problems, especially truancy and delinquency (De Witt & Booysen, 1995; Pianta, 1996; Jackman, 2001).

This study seeks to address early withdrawal from school referred to in the above paragraph by improving monitoring and evaluation of Foundation Phase literacy intervention programmes and focuses on foundation phase learners in rural areas where there are no adequate resources to enhance teaching and learning. These learners are disadvantaged, have a short concentration span and poor self image and, therefore, when their needs are not identified and addressed they tend to drop out of school. Learners are different and so they learn differently therefore intervention should be specific to the individual learner. The causes of low achievement were also investigated as a basis for improving the monitoring and support in this study.

2.8 Common Underlying Proficiency (CUP)

There is no evidence that the mother tongue retards the learning of English. Instead, as maintained in the common underlying proficiency (CUP) model of the interdependence hypothesis, there is an underlying proficiency in every learner, and learning an additional language can be accelerated if learners are very proficient and literate in their mother tongue. Learners develop a ‘common underlying proficiency’ for two or more languages, and conversion takes place from the academic skills learned in one language to another. Similarly, literacy skills acquired in the mother tongue can transfer across languages (Baker, 2001). Research indicates that the best form of teaching literacy is by teaching mother tongue literacy as the basis. The dual medium should be based on mother tongue foundations. Workshops for teachers on mother tongue-based literacy instruction and campaigns should be established.
Within the South African context, it has become clear that the lack of mother tongue literacy has compromised learners in ways that have resulted in low reading skills among learners in levels of learning including tertiary education. The lack of a solid foundation level in mother tongue literacy is unfavourable for learners’ future reading ability. Using our understanding of Cummins’ Development Interdependence and other insights of authors such as Gee (1990), Street (1984), Cummins (1979; 1991; 1996 & 2000), McGuinness (2005), Alexander (2000 & 2009), Adegbija (1994), and Bloch (2005), there is wide consensus on the value of teaching literacy using the social contexts of learners, and especially in the home language of the learners. Literacy in an additional language should also be equally and properly taught using the correct teaching methods. Data in the current study indicates that nine out of fourteen teachers taught literacy in a dual medium because of the pedagogic advantages of teaching literacy in two languages.

Alexander (2009) indicates failure of mother tongue medium teaching across all phases of education, except in a few cases, signifying that “mother tongue based bilingual education is the future of all education in a globalizing world”. In spite of the lack of adequate knowledge of the benefits of mother tongue literacy, teachers in the current study preferred teaching literacy in a dual medium over teaching literacy in the mother tongue. The researcher is not disputing what is said by Alexander, but advocates the use of mother tongue as a language of learning and teaching (LOLT) in foundation phase. She is not denying the introduction of any other language as additional.

Sentiments expressed by the teachers are supported by Alexander (2009), who observes that there is growing consent among applied language scholars that in future, the English language is bound to be an unpreventable component of any individual’s linguistic repertoire. Dual medium education is essentially a model of attaining biliteracy, which is desired by teachers and other applied language scholars regarding any individual’s language repertoire. The DoE introduced English as a First Additional Language (EFAL) in Grade 1 whilst also considering the strengths of mother tongue based bilingual education. This study investigated challenges of learning and
teaching, including language of instruction as a basis for improving the monitoring and evaluation and Common Underlying Proficiency was one such issue that the research explored.

2.9 Achieve Universal Primary Education (UPE)

According to the MDG (2011), South Africa has made significant progress since 1994 in addressing the huge educational disparities and inequities that were innate from apartheid. Almost all the nation’s children have been brought into a uniform and functional education system, accompanied by an intensive effort to ensure that the poorest and most marginalised of the country’s children are provided with a range of additional support services to ensure their access to and retention in the schooling system. Learners in public ordinary schools in rural areas have access to free education and are also provided with meals through National School Nutrition Programme (NSNP).

However, what remains worrisome, as indicated in the MDG, is the quality of education, particularly in literacy. Furthermore, major socio-economic hindrance continues, however, to retard progress on the provision of quality education. While education alone cannot erase the high level of poverty and inequality in society, it is evident that quality education underpins the entire set of MDGs, with improved levels of education having a multiplier result for key developmental outcomes such as lower morbidity and mortality, women’s empowerment, access to better employment opportunities and increased participation in decision-making processes. Education has the potential to iron out income disparities. Conditions for a more educated society are more likely to bring about a reduction in poverty, unemployment and want, and increase the overall standard of living of the population. Furthermore, education provides a firm foundation for life-long learning and skills acquisition, which are increasingly necessary elements of a dynamic, fast-moving knowledge-based society (DoE, 2011).

Following the 2009 national elections, the new administration split its Department of Education into two national departments: the Department of Basic Education and the Department of Higher Education and Training. The rationale underpinning this change was identification of the need to intensify and strengthen educational improvement initiatives at all levels of the education system, from Foundation Phase through to tertiary level. It is the Department of Basic Education
that is primarily responsible for implementing the primary and secondary schooling elements of MDG2.

Its brief was to identify the challenges and pressure points that impacted negatively on the quality of teaching in schools and to propose mechanisms that could address these

Decisions with immediate effect for implementation from 2010 were:

- Discontinuation of the Learner Portfolio Files
- Requirements for a single teacher file for planning
- Reduction of the number of projects required by learners, and
- The discontinuation of Common Tasks of Assessment (CTAs)

Annual National Assessments is a valuable tool in the hands of teachers. The quality of learning outcomes in our schools has been of main concern to educators, parents and the general public for a number of years. Government has decided to tackle the issue head on and make the improvement of the quality of education its number one priority in the short to medium term (DoBE, 2011). The researcher is of the view that monitoring and evaluation of all intervention programmes will enhance teaching and learning and ultimately improve learner performance. This study also investigated the nature and scope of intervention programmes. It is important for the researcher to understand Universal Primary Education within the context of primary school education in which this study is contextualised.

2.10 Action Plan 2014

Targets for improving learning outcomes have been set in Action Plan to 2014 towards the Realization of Schooling 2025, but to meet these targets, the system needs a sensible assessment set in place, strategies to attain those targets. For many years, the South African schooling system had only one credible and objective gauge of learner performance: the National Senior Certificate Examinations, Grade 12. For the rest, the system depended on assessments internally set and marked by the schools themselves to judge whether learning and teaching was of a sound standard, and aligned to the country’s curriculum expectations. Many schools year in and year out declare the majority of their learners fit to move on to the next grade and ultimately to Grade
12 and beyond. The Grade 12 results, on the other hand, tell a different story, of masses of children who fail to master the basics necessary for them to come out with a quality pass at the end of the 12 years of schooling (DoBE, 2011).

The researcher opposes the fact that the system depended on assessments internally set and marked by the schools themselves to judge whether learning and teaching was of a sound standard, and aligned to the country’s curriculum expectations. Schools cannot be a referee and a player at the same time. Schools may end up creating a comfort zone and not do their best to lay a solid foundation for learners. This clearly indicates that there is no proper monitoring and evaluation to ensure curriculum delivery in schools. Many schools year in and year out declare the majority of their learners fit to move on to the next grade and ultimately to Grade 12 and beyond. This is a contributory factor to low learner performance throughout the system. Learners cannot perform better in higher grades if a solid foundation is not laid in the Foundation Phase. There is a need to improve monitoring and evaluation of Foundation Phase literacy intervention programmes. The study investigated factors which influence learning outcomes and this included targets set in Action Plan to 2014.

2.11 Progress on International Research Literacy Study (PIRLS)

In 2001, South Africa introduced national systemic evaluation testing learners’ skills in Literacy and Mathematics at Grade 3 and 6. Grade 6 learners also participated in regional assessments such as Southern Africa Consortium for Monitoring Educational Quality (SACMEQ) testing the same subjects. Learners further participated in international assessments such as Trends in International Mathematics and Science Study (TIMSS), testing learner competencies in Mathematics in Grade 8. Progress on International Research Literacy Study (PIRLS) tests learners’ reading competencies in Grade 4. All of these have come out signifying that South African schools are not performing at the expected levels and have given pointers to where schools might be failing their children. The greatest limitation of all of these is that they are based on representative samples and, therefore, do not provide sufficiently nuanced feedback for individual schools and individual learners to enable meaningful and targeted remediation at school level (DoBE, 2011).
The researcher found Figure 2.2 relevant to this study because it shows the overall results of learners’ performance in literacy per Country and attempts to address the research problem and indicate that much has to be done to improve learner performance in literacy.

PIRLS 2011 Overall Results.

The above Figure shows PIRLS 2011 overall results on literacy and indicates that the performance of learners in literacy in South Africa is below average. This is a serious cause for concern hence the need to improve monitoring and evaluation of foundation phase literacy intervention programmes.
2.12 Intervention programmes

Intervention programmes in Foundation Phase are developed on the basis that the environment plays a principal role in the child’s development (De Witt & Booysen, 1995; Morris, 2000; Pianta, 1996). The goal has been to make up for those environmental deficits in society and schools that retard and limit educational progress. The researcher, in addition believes that the environment and the language cannot be separated, so just like the environment, language that is familiar to learners is of great importance for Foundation Phase learners.

A central factor in the functioning of the school is that teachers must be fully devoted to providing an environment in which learners keenly learn by using their own knowledge. The learner’s knowledge stems from personal interaction with the surrounding world, from direct experience with real objects, from talking about real experiences and ideas, and from the application of logical thinking to these events. The teacher’s role is to support these experiences and help the learner think about them logically (Ross & Smith, 1997; Jackman, 2001).

Many teachers were not trained in the instruction of these intervention programmes and thus implementation was not easy. Some teachers implemented them wrongly while others deserted the programmes and focused on the syllabus. Some teachers found the programmes important, while others said the implementation of intervention programmes brought about no changes in learner achievement. Most of the teachers did not attempt to provide for learners of different abilities; they were mostly concerned with putting learners through the programme as instructed, individual differences notwithstanding (Ross & Smith, 1997; Jackman, 2001). The researcher’s analysis of intervention records revealed that intervention was treated as a one size fits all. Individuality was not considered by teachers, learners are different and therefore they learn differently.

- Annual National Assessments (ANA)

A key introduction into the system in our bid to improve the quality of learner attainment is the Annual National Assessments in two areas fundamental to learning (literacy and numeracy) for all children in Grades 1-6 (DoBE, 2011). The primary purpose of these tests is to:
i. Provide each school with an objective picture of their learners’ competency levels with respect to these two areas, using nationally benchmarked tests that are aligned to the curriculum and provide them with an analysis of the areas of difficulty experienced by their learners.

ii. Assist them to design teaching programmes that are targeted to improving actual learning in the classroom, set realistic improvement targets for individual learners and for the school and help parents understand better how their children are performing and how they can help them do better (DoBE, 2011). For many teachers this is also a much needed tool that should help with all of the above, but also provide schools with model assessments at the required level of difficulty, testing all the required skills and competencies, and comprising a balanced mix of simple, moderately simple to complex items that they can use to model their own school based assessments throughout the year (DoBE, 2011).

The Annual National Assessments will help teachers know where their children are as they work to take them to the next level of performance. To do that, all teachers and all schools need a clear plan of action. The Department of Basic Education expects that:

All schools will finalise the analysis of their learners’ performance by the end of February each year and shared the results with parents

Schools that did not perform as well as expected expect the results from their district offices at the beginning of March each year for a discussion of their performance and their improvement plans. (District officials are analysing the performance of all schools in their district so that they can provide targeted support to those schools that need it most), (DoBE, 2011).

The DoBE expects schools to keep the target in mind – the majority of learners, in all Grades from 1-9 should perform at 60% or above in both Literacy and Numeracy/Mathematics by 2014. The current baselines are at 48% for Literacy and 43% for Numeracy in Grade 3 and 37% and 19% in Grade 6 – for literacy and Mathematics respectively (DoBE, 2011). Figure 2.3 depicts learner performance in Setswana and the researcher finds it relevant as it attempts to address the research problem of the current study.
PERFORMANCE IN SETSWANA
GR3: ANA–NATIONAL & PROVINCIAL

<table>
<thead>
<tr>
<th>PASS % IN 2011</th>
<th>POSITION IN COUNTRY</th>
<th>PASS % IN 2012</th>
<th>POSITION IN COUNTRY</th>
</tr>
</thead>
<tbody>
<tr>
<td>30%</td>
<td>7</td>
<td>46%</td>
<td>9</td>
</tr>
</tbody>
</table>

It is also worth noting that North West has the largest number of learners in Grade 3 performing at the lowest level (0 – 29%) – 26.3% while a few learners in this province perform at the highest level (80 – 100%) – 8.2%.

It would also be interesting to note the decrease in performance as the grades go up, in Setswana, as it is evident in the table below.

<table>
<thead>
<tr>
<th>Grade 1</th>
<th>Grade 2</th>
<th>Grade 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>51.2%</td>
<td>45.0%</td>
<td>44.3%</td>
</tr>
</tbody>
</table>

It is also worth noting that Setswana is not performing as expected in this province, particularly for Grades 1-3 learners. We need to investigate why our learners are poor in performance and come up with intervention strategies to remedy this situation. (LITNUM Strategy)

Figure 2.3 Learner’ performance in Setswana (LITNUM Strategy, 2006)

The performance of Grade 3 learners in Setswana was 30% and 46% in 2011 and 2012 respectively, despite the number of intervention programmes introduced. This clearly shows that we are perhaps scratching where it does not itch. The challenge is in Foundation phase and not in Grade 12. Hence the reason for the need to improve monitoring and evaluation of Foundation Phase literacy intervention programmes. This study is a way to diagnose whether the problem is lack of training of the implementers or lack of monitoring and support. The lowest performance in literacy was in tasks where learners had to read, formulate own text responses and write to demonstrate comprehension, and correct use of language and logical reasoning. Teachers should not only identify learners who have barriers in literacy, but also identify problematic learning outcomes, so that intervention activities should be tailor made to address specified outcomes. There is a need for continuous and consistent intervention in Foundation Phase literacy across the three provinces. Intervention should focus on the learning outcomes that contribute to low learners’ performance and should be specific to individual learners’ needs.
The Action Plan 2014 Towards Schooling 2025 (DBE, 2010a) indicates the importance of ANA as the main instrument for monitoring progress towards achieving measurable quality educational goals. However, Taylor (2009) mentions the opinion of several researchers, rejecting national assessment as an effective way of gauging learner performance on a large scale, resulting in corruptible indicators because of the importance given to the assessment. He presents four reasons for the inadequacy of large-scale external assessments: first, the high priority given to the assessment, causing distortions in the emphases of the curriculum; secondly, the influence of the socio-economic background of the school on the performance of learners; thirdly, the anxiety around the test situation influencing the behaviour of teachers, learners and parents. Fourthly, Taylor agrees with Elmore (2008), who believes that the extent to which a school is able to respond to external accountability measures depends on the strength of the internal accountability system in the school (Taylor, 2009). The department must ensure that the contextual factors at schools are addressed before learners are exposed to external assessment.

The researcher aligns herself with Taylor (2009), the focus is on assessment rather than on curriculum delivery. Pressure and support should be balanced. If there is more pressure and little support people tend to cheat. More focus and support should be put on curriculum delivery. Schools in rural areas are not equally resourced as much as those in urban areas, therefore, gauging learner performance on a large scale will disadvantage other learners.

- **Foundation for learning**

In an attempt to enhance Literacy at the primary school level, the South African government initiated the “Foundation for Learning” (FFL) campaign in 2008 (DBE, 2008c), the focus was on improving writing skills and competence in Numeracy by 2011. For the duration of the FFL campaign, all primary schools would temporarily desist from participating in regional and international assessments testing learner performance. In 2009, the provincial department launched the Gauteng Provincial Literacy Strategy in under-performing primary schools in Gauteng to improve the competence of the learners in Literacy/Languages (DBE, 2009b). Through this campaign the Department was working to make a national focus to improve reading, writing and numeracy abilities of all learners in South Africa.
• **Quality Improvement Development Support and Upliftment Programme (QIDS-UP)**

The Quality Improvement Development Support and Upliftment Programme is a programme initiated by parliament to deliver quality education in communities with low socio-economic status. It was based on the State of the Nation Address of the former President of South Africa, Thabo Mbeki, in 2006, when he said: “We shall move faster to address the challenges of poverty, underdevelopment and marginalisation confronting those caught with the Second Economy, to ensure that the poor in our country share in our growing prosperity”. The main aim of QIDS-UP is to put schools which were previously disadvantaged on a par with the formerly privileged schools in terms of resources. However, its major focus is on the quality of learning and teaching. The programme seeks to address the systemic evaluation recommendations with learner achievement in literacy and numeracy being on the top of the list (DoE, 2006). The systemic results included supplying rural schools with literacy and mathematical resources to enhance teaching and learning in these subjects.

Quality Improvement, Development, Support and Upliftment Programme (QIDS-UP) is an “Affirmative Action” programme targeting schools serving poor communities where the quality of education is often compromised due to lack of basic minimum resources, overcrowding and shortage of skilled personnel for effective learning and teaching. It is a high impact intervention programme with a long-term vision (DoE, 2006).

• **Literacy and Numeracy (Lit-Num) Strategy**

In response to the national literacy and numeracy crisis in many South African schools, as reflected in the systemic evaluation and PIRLS (2006) results (Howie et al.,2005), the Western Cape Education Department developed a Literacy and Numeracy Strategy 2006 - 2016 (WCED 2006), which prioritises teacher development as a key area in improving teaching and learning in this province. There is a misunderstanding that the Dual Medium Approach can replace Mother Tongue Literacy. Pedagogical and conceptual uncertainty exists among teachers and parents who expect that by imitating the end point at the beginning of schooling, learners will become biliterate in Setswana and English. This assumption is questionable, since it assumes that a dual
Teaching English very early alongside the mother tongue at the Foundation Phase does not warrant that learners will eventually become bilingual in English and Setswana. The researcher believes that mother tongue should be used as the language of learning and teaching in Foundation Phase. Learners will only focus on the content and not the language. English can be introduced as the first additional language and this will promote the principle of teaching from the known to the unknown. This study also investigated the nature and scope of intervention programmes. It is important for the researcher to understand the performance of Grade 3 learners in Setswana within the context of Foundation Phase in which this study is contextualised.

2.13 Evaluation and Control

There are five steps in the strategy executing process. The fifth step is evaluating performance and initiating corrective adjustments. The researcher found evaluation and control process more relevant in improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes.

**EVALUATION AND CONTROL PROCESS**

Figure 2.4 Evaluation and control process (David Hunger, 2006)
• **Determine what to measure**

Top managers and operational managers must specify the implementation process and the results to be monitored and evaluated. The process and results must be measurable in a reasonably objective and unfailing manner. The focus should be on the most significant elements in a process – the ones that account for the highest proportion of experience or the greatest number of problems. In this research, the performance of learners in literacy in the Foundation Phase is measured.

• **Establish performance standards**

Standards used to measure performance are detailed expressions of strategic objectives. They are measures of suitable performance results. Each standard usually includes a tolerance range, which defines any acceptable deviations. Standards can be set not only for final output, but also for intermediate stages of production output (Hung, 2006). Learners at the end of the Foundation Phase should be able to read and write well in the Language of Learning and Teaching (LoLT). The language of learning and teaching in Foundation Phase is mother tongue. They should perform well in literacy at both national and international levels. Learners at GET should be able to reach the national target of 55% in terms of performance.

Figure 2.4.1 indicates periodic evaluation and the researcher found it relevant to this study. Periodic evaluation and regular control of Intervention programmes is key to the improvement of learner performance in literacy.

![Diagram](image_url)

**Figure 2.4.1 Periodic Evaluation (Hung, 2006)**
David Hunger (2006) indicated that strategy evaluation is vital to an organisation’s well-being; timely evaluations can alert management to problems or potential problems before a situation becomes critical. Through evaluation and control process, corporate activities and performance results are monitored so that actual performance can be compared with desired performance (Hunger, 2006). The researcher believes that there should be periodic evaluation and regular control of the existing intervention programmes in Foundation Phase for DoBE to realise the desired performance, which is improved learner performance in literacy.

- Measure actual performance

Measurements must be made at predestined times. If the actual performance matches the standards, then stop, and maintain the good work. If there is no match, corrective measures should be taken. In this study the corrective measures are the intervention programmes such as FFL, ANA and QIDS-UP. These intervention programmes were introduced as an attempt to improve the performance of learners in the Foundation Phase, especially in literacy.

![Performance by LOLT](image)

**Figure 2.5 Actual performance of Grade 3 learners by LOLT (SE survey 2007)**
Figure 2.5 indicates that the performance of learners who took the tests in indigenous official languages (used as LoLT) was generally lower than those who took the tests in either English or Afrikaans in both literacy and numeracy. The researcher is of the view that the dominances of the use of English and Afrikaans in official documents contributes to better performance in these two languages. The other contributory factor can be the fact indicated in this study that the Department was struggling to attract African Language students in Foundation Phase initial teacher education programmes, and attributed this to the low status associated with teaching in the Foundation Phase.

- **Match performance to standards**

Match the actual performance with the set standard. If the actual performance results are within the desired tolerance range, the measurement process stops here. Surveys such as Systemic Evaluation (SE), SACMEC, QIDS-UP and ANA indicate that the performance of learners in literacy leaves much to be desired, therefore there is a dire need for corrective measures to be taken.

- **Take corrective measures**

Intervention programmes such as Foundations for learning (FFL), Quality Improvement, Development and Support Upliftment Programme (QIDS-UP), Curriculum and Assessment Policy Statements (CAPS R-12), Annual National Assessment (ANA), National Norms and Standards for School Funding (NNSSF), Multi-Grade Teaching and Integrated Quality Management System (IQMS) were introduced to improve the performance of learners. This research seeks to improve monitoring and evaluation of Foundation Phase literacy intervention programmes. This study identified how the existing strategies enhance monitoring and support. It also investigated other strategies such as Evaluation and Control, for effective monitoring and support.
2.14 Measuring learner performance

Crouch (2001), research vice president at Research Triangle Institute, North Carolina, indicated that you can’t fatten cattle by weighing them more often; the message from this analogy is that teachers should not spend too much time measuring and reporting, but do the job effectively. Assessment data should be used for helping children and teachers. It is important to set some standards, so that learner performance can be measured against them. Measuring learner performance against a standard could be used to identify underperforming schools and learners. It can also identify gaps in the teaching process and the specific support to address the area of needs. This, in turn, would enable stakeholders to develop relevant in-service training programmes that are directly linked to the needs and prevent generic training on broad issues (Crouch, 2001).

The researcher agrees with both Crouch (2001) and Hunger (2006) on the setting of performance standards and measuring performance standards against National and International standards. Learners should be assessed, but not too often. Assessment should inform teaching strategies and also assist to identify problematic areas for the purpose of intervention. In North West, learners are writing North West Provincial Assessment, pre ANA and the actual ANA. These assessments are written annually and within a short space of time without identifying teaching and learning gaps and addressing them.

Figure 2.6 below depicts provincial average percentage marks for Grade 3 language in 2012, 2013 and 2014. The researcher found Figure 2.6 relevant for this study as ANA is one of the intervention programmes in Foundation Phase. The Annual National Assessment is regarded as an important mechanism to monitor an improve performance.
Figure 2.6 Provincial average percentage marks for Grade 3 language in 2012, 2013 and 2014 (DBE, 2014).

The DBE 2014 targets are that, the majority of learners, in all Grades from 1-9 should perform at 60% or above in both Literacy and Numeracy/Mathematics by 2014. Figure 2.6 above shows that Gauteng, Free State and KZN provinces performance in 2014 literacy at 59% which is closer to the target. Achievement in 2014 may be compared to the targets set for Grades 3 and 6 in the Action Plan.

Figure 2.6 indicates that five provinces (EC, LP, MP, NC and NW) performed consistently below the National average over three years (2012-2014). In 2013 Western Cape also performed below the National average. The language of learning and teaching in Foundation Phase is home language. At the level of Grade 3, learners are expected to read and write well in their home language (literacy) but most provinces are still performing below average. The performance of learners in literacy in Grade 3 determines the performance in higher Grades (Grades 4-12), hence the concern of the current researcher about the improvement of performance in Foundation Phase literacy. The study focused on schools in rural areas where the language of learning and teaching in Foundation Phase is home language. The above figure indicates that no province performed above 60% in home language.

Table 2.2 below depicts the average percentage mark in Foundation Phase (Grades 1-3) language by three provinces sampled for this study in 2012, 2013 and 2014. The researcher found Table
2.2 appropriate to this study as it attempts to address the research problem. It further compares the performance of learners in Foundation Phase language in the three provinces sampled for this study.

Table 2.2 Average percentage mark in Foundation Phase (Grades 1-3) language by sampled province in 2012, 2013 and 2014

<table>
<thead>
<tr>
<th>Province</th>
<th>Grade</th>
<th>2012</th>
<th>National</th>
<th>2013</th>
<th>National</th>
<th>2014</th>
<th>National</th>
</tr>
</thead>
<tbody>
<tr>
<td>Free State</td>
<td>1</td>
<td>59.8</td>
<td>57.5</td>
<td>61.4</td>
<td>60.4</td>
<td>65.4</td>
<td>63.2</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>56.3</td>
<td>55.3</td>
<td>56.8</td>
<td>56.5</td>
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<td>61.1</td>
</tr>
<tr>
<td></td>
<td>3</td>
<td>56.3</td>
<td>52.0</td>
<td>54.4</td>
<td>50.8</td>
<td>56.8</td>
<td>52.0</td>
</tr>
<tr>
<td>Limpopo</td>
<td>1</td>
<td>54.6</td>
<td>57.5</td>
<td>57.9</td>
<td>60.4</td>
<td>58.3</td>
<td>63.2</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>53.3</td>
<td>55.3</td>
<td>52.9</td>
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<td>55.1</td>
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<td></td>
<td>3</td>
<td>47.9</td>
<td>52.0</td>
<td>46.9</td>
<td>50.8</td>
<td>41.9</td>
<td>52.0</td>
</tr>
<tr>
<td>North West</td>
<td>1</td>
<td>53.1</td>
<td>57.5</td>
<td>56.6</td>
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Table 2.2 above shows that Free State province consistently performed above the National average while North West and Limpopo performed consistently below in all the three Grades of Foundation Phase. Limpopo performed better than North West province in all the three Grades in 2012 and 2013. In 2014 North West performed better than Limpopo in three Grades. The study investigated factors which influence learning outcomes and this included measuring learner performance, especially in the three sampled provinces.

2.15 Literacy intervention

In a world of ever-progressing information and technology, literacy plays a vital part in the process of learning how to learn (Bockhorst & Britz, 2004: Hornsby, 2000). The ability to read, therefore, is each individual’s key to independent learning and to unlocking the world of knowledge, whether this means a label or reading a book on electronics (Hornsby, 2000). The
sooner children learn to read, the sooner they can access knowledge and increase their learning. However, if learners do not learn to read by the end of Foundation Phase, their chances of attaining an advanced level of learning are severely jeopardised (Gersten & Dimino, 2006; Pinnell & Fauntas, 2009). Thus, the first stages of learning to read lay the foundation for success in a competitive, information-driven world.

Given that the first stages of entering the literate world are so imperative, primary school learners should be able to experience achievement in their reading and writing attempts. This sentiment is expressed in the ‘every child can read’ campaign that was launched in South Africa by the Department of Education in 2002. Unfortunately, this is not the case. National and International assessment of the literacy level in South African schools revealed that approximately 70% of primary school children are not able to read at Grade 3 level in their school’s language of learning and teaching (LoLT) (Fleisch, 2008; International Association for the Evaluation of Education Achievement, 2008; Grant, 2009). Arguably there are many possible reasons for these miserable results, such as schools being poorly resourced while serving large classes of learners from low-socio economic backgrounds, which make it difficult for classroom teachers to address the needs of individual children. However, these arguments could conceal the significant role that instructional methods play in learning to read and write. Numerous studies have pointed out that instruction in many local mainstream and special needs classrooms is not in line with research-based practices (Flanagan, 1995; Bloch, 2006; Nathanson, 2008; Swart, 2011).

It is critical that literacy activities should be designed to solicit the language competencies that children already have, rather than put them on hold till they have mastered a contrived set of simplified tasks (Cazden & Clay, 1992; Clay, 2001). It is equally important for beginner readers to attend to the messages in continuous texts (i.e. groups of words at sentence and discourse levels) and not just to practise isolated items, such as sounds, letters and words (Clay, 2001; Fountas & Pinnell, 2007). When reading continuous texts, children learn to make use of cues such as drawing on prior knowledge to gain meaning, using sentence structure and searching for visual information in print. The strategic behaviours are influenced by knowledge of the domain, prior achievement, motivation and cognitive individual differences (Dermitzaki, Amdreou & Paraskeva, 2008).
Clay (2005) insisted on teaching low-progress-readers to use strategies for gaining meaning from continuous texts which derives from her focus on reading proficiency, rather than on deficiency. Instead of questioning what causes reading difficulties, her research examined how successful readers progress (Pinnel & Fountas, 2006). She then used that knowledge to help struggling readers become capable readers (Pinnel & Fountas, 2006). She argued that, “several kinds of perceptual and cognitive systems are critical for extending literacy processing power” and that young readers have to ‘orchestrate’ complex cognitive operations early in the reading process (Clay, 2001). Rejecting the common assumption that reading is simply a matter of recognising words, she argues that reading and writing are concurrent sources of learning about the complexities of print that can significantly accelerate progress in literacy learning (Clay, 2001).

Lyons (2003) draws attention to the emotional and social dimensions of learning to read. She states that children with low reading skills “experience loss of self-esteem, confidence and initiative and have emotional traumas that may last for a lifetime” (Lyons, 2003). In a similar vein, Dahl and Freppon (1998), emphasise the personal and social nature of the learning process. They criticise item-based reading programmes on the grounds that these programmes cause many children to disengage from the literacy process. The researcher agrees that learners with low reading skills have low self-esteem and if their needs are not addressed may end up dropping out of school. Intervention on individual learner’s needs should be addressed to retain learners at school.

- Literacy teaching and learning

The ability of intervention to enhance teachers’ expertise is of primary significance: early literacy intervention must be effective enough to close the achievement gap for struggling readers to attain average marks or better achievement levels (Rodgers, Gomez-Bellenge, Wang & Schulz, 2005). Children who experience difficulty in learning to read in the primary grades will continue to struggle (Juel, 1988; Vellutino & Scanlon, 2002) unless they are provided with effective early intervention measures. The expertise of a teacher who will deliver a literacy intervention strategy to a failing first grade reader is of paramount importance. “The quality of a teacher is the key to improve learner’ performance, regardless of the condition of the schools, the affluence of the child, the nature of the community, or any other factor in the lives or educational
environment of school children” (American Council on Education, 1999). Intervention teachers must possess both the content knowledge and teaching skills to bring failing literacy learners to high academic achievement (Federal Register, 2006). This study focuses on schools in rural areas in the three provinces where resources are scarce and teachers are to improvise most of the time. The quality of the teacher mentioned above is required to improve learner performance regardless of the teaching environment.

Teachers with in-depth knowledge expertise for literacy instruction and intervention are of key importance. Previous studies have focused on teachers’ content knowledge within such specific domains as fluency (Lane et al., 2009). Additionally, however, performance-based standards for reading professionals require teachers’ understanding of integrated roles of phonological awareness, word identification, fluency, vocabulary, and comprehension for fluent reading (International Reading Association, 2003).

These same standards require literacy teachers to analyse the results of formative assessment in order to plan and adjust instruction engaging in knowledgeable problem solving from multiple perspectives. Outstanding first-grade teachers demonstrate clear awareness of, and the ability to explain, their instructional practices and underlying goal (Wharton-McDonald, Pressley & Hampston, 1998). Teachers are able to construct pedagogical representations with strong connections to prior knowledge and dispositions of learners (Shulman & Quinlan, 1996). They possess detailed knowledge of the children they teach and work actively to help children make connections across information at word, sentence, and text levels (Wray, Medwell, Fox & Poulson, 2000). The researcher believes that teachers possess detailed knowledge of the children they teach therefore it is easy to identify knowledge gap and intervene accordingly.

It is also important to consider how teachers gain and structure their expertise. Traditional professional development for teachers often emphasises best practices in literacy instruction and/or explicates generative instructional principles derived from research. Research has also, however, identified important and ongoing disconnectedness between research-generated instructional theory and the day-to-day instructional practice of teachers (e.g. Black & Halliwell, 2000; Ethell & McNeniman, 2000; Goodlad, 1990; Korthagen & Brouwer, 2005; Leinhardt, Young & Merriman, 1995). The tactical assumption that teachers will automatically know how
to adapt generative instructional principles and concepts to their own immediate teaching decisions is dangerous at best (Leinhardt et al., 1995).

Teachers adjust to ongoing instruction based on their expert noticing of key aspects of learners’ responses during instruction, engaging in comprehensive hypothesising about the meaning of these observations (Ross & Gibson, 2010). A study of teachers’ responses to videos of students’ learning indicates that many teachers need coaching and professional development in order to accurately and entirely interpret learners’ thinking based on their interpretation of evidence in learners’ behaviour (Gallant & Schwartz, 2010; Ross & Gibson, 2010). The researcher is of the view that professional development of teachers should be ongoing to keep them abreast with the ever-changing curriculum.

Learners are the most important customers as Herbert, from the Chartered Institute for Educational Assessors (CIEA) in England, proposes (2009). Teaching, learning and assessment directly influence progression of learners. He regards the purpose of an assessment as the ability to inform the customer, who wants either individual or collective information, satisfying his or her own purpose. In the classroom, the purpose of assessment is to benefit the learner. In external summative assessments, the purpose is firstly to meet the external needs. Therefore, depending on the purpose of any assessment exercise, the customer is different and the information needed is different (Herbert, 2009).

A good deal of the current literature on assessment focuses on the distinction between assisting schools to use the results of “assessment for learning” or “formative assessment” to improve teaching and learning, on one hand, and “assessment of learning” to serve systemic purposes, on the other. In the following discussions of Black and William (1998) and subsequent researchers, the distinction between formative, diagnostic, summative assessment for progress, assessment for transfer, assessment for certification and assessment for accountability is highlighted.

The researcher believes that assessment results should inform teaching strategies. The teacher is able to identify teaching gaps through assessment results and therefore employ relevant teaching methods to benefit learners.
- **Challenges of improving learner performance**

A number of authors point to the fact that not all schools have the capacity to translate the data of external assessments into practices that may enhance learner performance (Elmore, 1996). If so, it becomes imperative to support and monitor practices of districts linked to school management, with the aim of helping teachers. It is worth determining the way through which school management develops teachers in using external assessment results to sculpture teaching practice in addressing diversity in the classroom. Important to this study was the analysis of ANA results and the unfolding of processes by the district and participating schools to improve learner performance.

- **Gaps in the literature about intervention programmes**

In the previous literature reviewed, there were not many studies found conducted around improving Monitoring and Evaluation of Foundation Phase literacy intervention programmes. None was found in the South African Education Department, which amplified the need for this project.

- **Gaps in the purpose of ANA**

The initial intention of the Annual National Assessment was that it was to be implemented as a systemic evaluation tool, and be administered on a three year cycle in the exit grade of Foundation, Intermediate and Senior phases which are, Grades 3, 6 and 9 only. On the contrary, ANA was administered annually in Grades 1-9. ANA in its current form does not serve the purpose as learners are assessed quite often without allowing time for intervention. Crouch (2001) indicated further that you can’t fatten cattle by weighing them more often; the message from this analogy is that teachers should not spend too much time measuring and reporting, but do the job effectively. Assessment data should be used for helping children and teachers. Crouch (2001) further stated that it is important to set some standards, so that learner performance can be measured against them. Measuring learner performance against a standard could be used to identify underperforming schools and learners. It can also identify gaps in the teaching process and the specific support to address the area of needs. This, in turn, would enable stakeholders to
develop relevant in-service training programmes that are directly linked to the needs and prevent generic training on broad issues.

- **Impasse in the implementation of ANA**

There was an impasse between the Department of Basic Education (DBE) and unions in the Education Sector on the writing of 2015 ANA. The Unions supported the initial intention of the ANA as a systemic evaluation tool, but are opposed to the manner in which the ANA evolved into a high-stakes annual assessment system. The Unions called for the annual assessments to be substituted to be done in three year cycles in order to create space for engagement with stakeholders, remedial action and fit for purpose interventions. The Unions are also not in favour of the extension of the ANA to include other grades in addition to the initial focus grades namely, Grades 3, 6 and 9. Unions expressed their satisfaction that the DBE finally adhered to their’ requests regarding the challenges presented by the ANA and is committed to working on remodelling the assessment system for future implementation (Media statement, 11 September 2015).

The researcher agrees with both Crouch (2001) and Hunger (2006) on the setting of performance standards and measuring performance standards against National and International standards. Learners should be assessed, but not too often. She also shares the same sentiments labour unions that National assessment should be done in three year cycles in order to create space for intervention. Assessment should inform teaching strategies and also assist to identify problematic areas for the purpose of intervention. Monitoring and evaluation of intervention programmes should also be done to establish whether there has been any impact. This study investigated challenges of learning and teaching, including language of instruction, the quality of teachers as well as the quality of literacy interventions.

### 2.16 Accountability

Elmore (2008) links accountability in the school to the leadership of the classroom or school. He argues convincingly that accountability measures are only effective to the degree that the principal and teachers are committed to the improvement of the school, and have the knowledge
and skills to bring about this improvement. Thinking in similar fashion to Elmore (2008), Kellaghan, Greaney and Murray (2009) believe that learners will not improve unless teachers use the assessments to develop strategies to change teaching methods in the classroom. Teachers need to learn how to identify whether they focus too much on a particular area and too little on others (Kellaghan, Greaney and Murray, 2009). Kellaghan, Greaney and Murray (2009), as well as Earl (2009), are convinced that seeing examples of effective activities and participating in professional discussions will help teachers to improve their professional performance following an external assessment. Seeing school improvement as a developmental process, Elmore (2008) explains that schools or systems do not always know how to conform to accountability policies, and it is rather the degree to which the teachers can be convinced to adopt new effective teaching practices that improves learner performance (Elmore, 2008).

In this study, the researcher agrees with Elmore (2008), Kellaghan, Greaney and Murray (2009) that assessment results should inform teaching strategies. Learners should be assessed to identify areas for development, and then teachers intervene by adjusting teaching methods to address the gaps that are identified. School improvement should be seen as a developmental process. This study investigated the extent of accountability in the monitoring and support system and it could be improved.

2.17 Learning from our implementing partners

Relative to investments in education, South Africa has one of the lowest literacy and numeracy rates in the world. Most school going children today are reading very little or not at all. A future generation plunged into literacy poverty has disastrous penalty for South Africa. Cas Prinsloo, the Chief Research Specialist at the Education Research Unit for the Human Sciences Research Council (HSRC) reports that the reasons for this problem are complex, pointing to poor teacher training, lack of skills, poor support for pupils in their homes and shortage of educational resources. The Western Cape Education Department (WCED) tests in numeracy and literacy have consistently shown that learners’ performance levels are so low that they would not be able to survive at high school level (HSRC, 2012).

The researcher shares the same sentiments with HSRC 2012, that lack of resources especially in schools in rural areas and lack of teacher development compromises the quality of teaching and
learning. This is also in line with the studies of Soudien (2007) and Christie (2008) which demonstrated low achievement levels in Language, Mathematics and Science on average, and that learners leaving primary school in South Africa lag three grade levels behind their peers in other countries. Learning from other countries serve as benchmarks for improving current practice and in this study the research used the lessons from other counties as basis to improve the current system.

2.18 The symbiosis between Formative and Summative Assessment

Looney (2011) views quantitative summative assessment or “assessment of learning” as a summary of different assessments of learners’ performance, that takes place at the end of a specific period presumably. This could include tests, examinations or end of year marks. Summative assessments inform promotion, certification or admission to higher levels of education. Looney further indicates that the teacher uses qualitative “formative” assessment, which she equates to “assessment for learning”, to gather information on possible needs of the learner and to adapt his/her teaching in a corrective way, enabling the learner to achieve the objectives of the lesson.

Looney supports Black and William (1998) and William (2006) in their view that assessment is formative only if it shapes further learning (Looney, 2011). In the opinion of Chappuis & colleagues (2005), formative assessment and assessment for learning do not necessarily compare with one another. They perceive assessment for learning to be far more than testing several times at certain intervals to revise and adjust instruction. In their view, the distinctive quality of assessment for learning involves the learner actively in the process of teaching and learning (Chappuis et al., 2005).

Northern Ireland Curriculum (2000) views summative assessment or “assessment of learning” as a product separate from teaching and learning. In contrast, the curriculum sees the “assessment for learning” as part of the learning process and focuses on improving learning. Northern Ireland Curriculum treats summative assessment and formative assessment as complementing each other (Northern Ireland Curriculum, 2000).
Looney (2011) traces the origin of the distinction between formative and summative assessment back to Scriven (1967) who made the distinction regarding evaluations of curricula and teaching methods. Scriven believed that earlier identification of areas of need would be to the benefit of the learners. Later, Bloom followed on these notions, as well as Hasting and Maudaus, developing the concepts of “mastery of learning” (Guskey, 2005). Their strategy was to break the work into units and assess the learners’ competence at the end of each unit. They viewed this as formative assessment, giving feedback to learners, and adjusting their teaching strategies to include the needs of the learners. The researcher agrees with the strategy of breaking work into units and assessing learners at the end of each unit, to indicate whether Learning Outcomes have been achieved or not. This strategy will assist teachers to identify areas of needs for individual learners and address them accordingly. Assessment results will inform teaching strategies.

In South Africa, the Policy on Assessment and Qualifications for schools in the General Education and Training Band (DBE, 2007), as well as the new Protocol for Assessment (2011c), promote a balanced view of assessment, indicating assessment to be both formal and informal. Teachers use formal assessments to order their collected evidence of learner progress systematically and record the evaluations of the learners’ progress in achieving the Assessment Standards in a particular subject per grade.

Formal assessments may include projects, oral presentations, demonstrations, performances, tests, examinations or practical demonstrations and more. Observations, discussions, learner-teacher conferences, informal classroom interactions are considered as informal assessments. Informal and formal assessments inform planning of teaching practices, such as the Learning Programme, the Work Schedule and lesson plans. Although these functions are linked, it should be noted that “not all responses to teaching need to be assessed formally, and not all formal assessments need to be recorded” (DBE, 2007). The new Foundation Phase Draft Training Toolkit manual indicates the minimum number of formal assessment tasks that need to be recorded (DBE, 2010c). The researcher believes that assessment should be part of teaching and should inform teaching strategies. The study investigated factors which influence learning outcomes and this included both formative and summative assessment.
2.19 **Balanced assessment in the classroom**

Chappuis and colleagues (2005) provide guidelines to school leadership based on their belief that a balanced quality assessment system is the origin for school improvement. Their work provides a structure through which schools may accomplish their vision of excellence, indicating the skills and knowledge needed to achieve a balanced assessment system where both the classroom assessments for learning and standardised assessments of learning serve their respective purposes effectively. In building a foundation for a balanced assessment system, they introduced a model for professional development enhancing the assessment literacy of school leaders (Chappuis et al., 2005).

Looney adds to these developments, envisioning a flawless integration of formative and summative assessments where teachers use information from external assessments in a formative way to adapt their classroom practices (Looney, 2011). The study investigated factors which influence learning outcomes and this included a balanced assessment in the classroom.

2.20 **Influence of assessment on policies**

The work of Black and William (1998) has influenced education policies of countries such as Singapore, Northern Ireland (2000) and many more, focusing on the practical implementation of formative assessment. According to the Policy of Educational Assessment in Singapore (Lim and Tan, 2010), the highlighting of school-based assessment should be on diagnostic and formative approaches, as an integral part of teaching and learning. School-based assessment informs the promotion of learners to the next level within the school.

Only pen and paper tests are seen as formal assessment by learners and other forms of assessment, such as projects or presentations, are considered informal or non-formal (Lim and Tan, 2010). School-based assessment reveals what learners have already achieved, and what still needs to be done to develop the learner to his/her full potential. The validity and reliability of the assessment instrument receive high priority. School-based assessment is regarded as formative and/or summative, or a combination, depending on the purpose of the assessment. Continuous assessment (formative) is used to gauge the effectiveness of teaching and learning and corrective
measures are taken to improve learning (Lim & Tan, 2010). The study investigated factors which influence learning outcome and this included assessment.

2.21 Professional teacher development

Global pressures and changing national priorities tend to affect the structure and functioning of certain sectors such as education, health and the judiciary. In cases of policy shifts for transformation, the state usually makes demands on higher education institutions and schools to respond by providing the identified services and skills. In many countries teacher education tends to mirror the areas targeted by the state, such as training in mathematics, science, literacy, and multicultural education (Popkewitz & Pereyra, 1993). In South African education, many changes have taken place over the past 20 years of democracy.

• Professional skills

Black (1998) and later, Earl and Timperley (2009), amongst others, viewed the interaction between teachers as extremely important in determining the effectiveness of planning and teaching (Black, 1998; Earl & Timperley, 2009). The feedback of fellow teachers greatly enhances the progress towards closing the “gaps” in learner knowledge as teachers make changes in their practice. Discussions between teachers develop professional skills and strengthen learning processes in the whole school. Black (1998) mentions thriving practices of this kind involving professional groups in England and Australia (Black, 1998). The researcher is of the view that strengthening learning processes in schools will improve Monitoring and Evaluation (M&E) of Foundation Phase Literacy intervention programmes.

Earl (2009) argues that leadership plays a key role in conversations around the use of data to inform teaching practices. Current research moves away from leaders in specialised roles towards a distributed model, involving multiple leaders to build the capacity of teachers in collecting and using data to support struggling learners (Spillane, 2005; Zorn & Boler, 2007). Leaders with a thirst for understanding continue to search for reasons and solutions using data. They look beyond the obvious into detail, trying to find ways that make the most difference (Earl & Timperley, 2009).
In addition to identifying challenges in learning, teachers need to know how to support learners in their specific strength or style, and Black (1998) is concerned that teachers are not supported enough to identify these needs in the learners (Black, 1998). Teachers should be knowledgeable about cognitive processes in the learning process and in the teaching methodology needed to address the identified challenges. The teacher should also be familiar with different methods of assessment, such as teacher assessment, peer assessment or self-assessment, as well as the appropriate forms of assessment, such as observation, practical or written assessment to gain the information needed to identify the challenges. The researcher is of the view that teachers should be able to unleash the learner’s potential by identifying their strengths and nurture them. This study investigated the strategies for improving monitoring and support and professional teacher development was one such issue that the research focused.

2.22 Dual medium approach and Mother- Tongue based bilingual Education

Mother tongue-based bilingual education (MTBBE) is bilingual education based on the mother tongue, with the mother tongue referring to a child’s principal language (Alexander, 2009). Furthermore, Alexander argues that in Africa, the cultural-political interests of proponents of mother tongue-based bilingual education overlap with the position that the status and the market value of the target language are a significant incentive to motivate the learning of the relevant additional language. More attention should, therefore be given to the intra- and extra-mural conditions that characterise good additional language learning.

A dual medium curriculum combines teaching in a learner’s home language with teaching in an additional language. It contains the instructive advantages of home language teaching and learning with maximal opportunities in acquisition proficiency in English (Plüddemann, 2002). The dual medium approach is premised on mother tongue foundations. As a teaching approach, it does not need to be introduced from the first grade of schooling but can be delayed, and used after learners have gained a firm foundation in their mother tongue. It can be introduced at any time when teachers feel that learners have confidently gained sufficient knowledge of their mother tongue, as well as when they feel that the home language is not endangered by another language. Although some teachers are in favour of a 50/50 dual medium from Grade 1, an additional language should be introduced gradually. A scaffolded dual medium approach is a
better option because it supports the maintenance of the mother tongue and premises the dual medium approach on mother tongue foundations. The researcher is of the view that mother-tongue should be used as a Language of Learning and Teaching (LoLT) in Foundation Phase. This will serve as an advantage to learners because they will not struggle with both content and language, this will prevent cognitive overload for learners.

2.23 National Reading Strategy

According to the South African Department of Education (DoE) National Curriculum Statement (NCS), mother tongue is compulsory in the Foundation Phase (DoE, 2002; 2008a). Government intervention in terms of the improvement of literacy and numeracy, since observing that South African learners in most primary schools are lacking in these skills, include the Foundations for Learning Campaign and National Reading Strategy, both introduced in 2008.

For example, daily literacy time includes the teaching of oral work, reading and writing focus time, shared reading or shared writing time, word and sentence level work (comprising phonics/spelling, sight words, vocabulary and language), a combination of group, guided and independent reading/writing, handwriting, listening and speaking, and first additional language and reading for enjoyment (DoE, 2008a). A second notable literacy intervention by the government to improve literacy in schools is the National Reading Strategy (NRS), also introduced in 2008.

This strategy aims to improve the reading level of all learners in the country, including those who experience barriers to learning. The government observed that language ‘mismatches’ make the problem worse because firstly, the language of home and school do not match in many cases. Secondly, the language of the resources at school, e.g. books, posters, generally does not match the home language of the learner. It is on this point that using a dual medium approach caters for the teaching of literacy in both the home language and the first additional language (DoE, 2008a).

The foundation of teaching literacy in the mother tongue is still prized highly in order to establish a strong foundation for teaching the additional language. The DoE (1997) works from
the premise of maintaining the home language(s) while providing access to and the effective acquisition of additional language(s) i.e. additive bilingualism. This route is a viable approach towards multilingual education. Under-resourcing of schools, the lack of formal training of many primary school teachers and parent antipathy towards educational use of home language (Plüddemann, 2002) were cited as circumstances militating against the use of mother tongue.

The Department of Education (2008a; 2008b) indicates that lack of teacher competency and lack of exposure to reading materials are some of the problems in South Africa in the teaching of literacy. Many teachers in South Africa have an under-developed understanding of teaching literacy, reading and writing. Too often, teachers know only one method of teaching reading, which may not suit the learning style of all learners. As a result some teachers do not know how to stimulate reading inside and outside the classroom. The researcher thinks that the use of variety of teaching methods will enhance reading and writing skills of learners in the Foundation Phase. During this stage learners should learn to read so that at a later stage they are able to read to learn.

Additionally, the Monitoring Learning Achievement (MLA) Survey (1999) found that the majority of schools had no access to libraries with appropriate reading materials (DoE, 2008b). Compounding the teachers’ lack of competence in teaching reading, and the lack of materials, is the language mismatch between the school language and the home language of learners. The Department of Education’s (2008b) National Reading Strategy posits that despite the Language-in-Education Policy of 1997, it is still the case that most learners in South Africa do not learn in their mother tongue. The researcher thinks that the fact that learners in the Foundation Phase do not learn in mother tongue contributes to poor performance of learners in literacy.

Most schools have inadequate language policies that do not address the learning needs of the learners. They do not ensure the right of learners, especially Foundation Phase learners, to learn in their mother tongue. This is a serious challenge. The DoE further observes that Foundation Phase teachers are generally not taught to teach reading in the home language of African learners and the focus on literacy is shifted to English. Reasons for this anomaly are comprehensively investigated by de Klerk (2002).
Many studies repeatedly show that the low status of African languages, resulting from Bantu Education, have caused African parents to negatively view the use of African languages in education today as a ploy to falsely unleash an inferior education by the educated elite. In spite of the academic gains of using the mother tongue in education, parents in South Africa are scratchy with this recommendation. Heugh (2002) and Dyers (2000) discuss parents’ attitudes within their studies. Adegbija (1994) writes that during the colonial days in Africa, the use of indigenous languages as the medium of instruction was limited to the first few years of primary education. In the French and Portuguese territories, the use of African languages was prescribed. Such policies created, in the minds of the students and in the general public, the impression that African languages were inferior and less suitable for use at higher levels of education. Teachers taught literacy in English and tended to ignore the government’s policy for the reasons cited above. The researcher is of the view that teachers are tempted to teach literacy in English because the learning and teaching support materials availed are written in English. The teachers are expected to version the materials before they can plan for lessons. This creates a mismatch between the language of learning and teaching and the language used when learners are assessed externally. This could be the reason why learners are performing better when they are assessed in English and Afrikaans. This study focused also on the nature and scope of the intervention programmes and this included National Reading Strategy.

2.24 Language perspective

In defining literacy, Cook-Gumperz (1986) says Literacy refers to the ability to create and understand printed messages as well as to the changes that this ability brings about. Yet, at the same time, it connotes an assessment of the usefulness of this ability. Literacy cannot be judged apart from some understanding of the social circumstances and particular historical traditions which affect the way this ability takes root in society. Furthermore, Bloch (2005) states that in terms of early literacy learning, the various methods that tend to be broadly called behaviourist, skills-based or phonics methods fall under this autonomous model.

According to Bloch, this is the hegemonic model in Africa today: it involves us in talking about ‘spreading literacy’ like a force of good, or ‘eradicating illiteracy’ as if it was a disease, or even
‘breaking the back of illiteracy’ as if it were an evil. Bloch argues that the emergent literacy or whole language perspective sees young children constructing their own literacy in personally useful and meaningful ways as part of developmental, personal, social and cultural learning processes. In the second half of the 20th Century, international research into early language and literacy learning undertaken in a range of disciplines led to revised and powerful understandings about how young children who grow up in literate settings come to be literate (Bloch, 2005). Bloch calls for educators and parents to utilise, teach and develop learners’ emergent literacy skills. Emergent literacy researchers emphasise that literacy starts way back before children reach school.

Researchers advocate that if literacy is to be made meaningful it must develop the developing literacy skills of learners. The emergent literacy model is a social model because it values home and school literacy practices, also known as family literacy. Mother tongue-based bilingual education and the dual medium literacy approach use the mother tongue as a springboard which should then be extended to literacy in an additional language. Bloch (2005) explains that more recently, the ideological model, within which perspectives of ‘emergent’ literacy that deal specifically with literacy in early childhood, has come to be situated in both formal and non-formal situations. It has also influenced discussion and practice in African development programmes and education for adults and children in both formal and non-formal situations.

Gee (1990) and Street (1984; 1996), prominent figures in the New Literacy Studies approach, conceptualise literacy not simply as a set of neutral, technical skills learnt in formal education, but as social practice, “implicated in power relations and embedded in cultural meanings and practices” (Street, 1996). This study seeks to establish challenges of learning and teaching, including language perspective.

2.25 The importance of home environment in Language

According to McGuinness (2005), reading researchers have failed to take into account the impact of the home environment, the kinds of pre-literacy skills taught at home or in pre-school, and the type of reading instruction the child receives. She says critical environmental factors continue to be ignored even when there is abundant and consistent evidence of their importance. Home
instruction in letter-sound correspondences is a major contributor in early reading success, yet this hasn’t been accounted for or controlled, even though we have known this for a decade. McGuinness indicated that the emphasis is underpinned by a belief that the deficiency is in the child and not in the environment.

Proponents of mother tongue-based bilingual education argue that mother tongue literacy provides a solid foundation for learning to read in the home language as well as reading in an additional language. They argue that a child who has the ability to read in his/her language plus other necessary conditions, such as exposure to print in and out of school, will successfully manage to read in an additional language. Other research conducted by South African researchers (Matjila & Pretorius, 2004) argue that learners should be given the opportunity to develop academic language proficiency in their home languages in order to provide a sound conceptual and linguistic basis for future learning across all content areas. The researcher still believes that learners should be taught in home language in the Foundation Phase. This will boost their self-esteem and to have confidence in learning another language.

Matjila and Pretorius (2004) explain that reading ability is constituted by decoding and comprehension. Decoding refers to the simple identification of words or the more technical aspects of the reading activity, and the latter involves the overall understanding process whereby meaning is constructed within sentence units, between adjacent sentences, and across larger units of text, to the meaning of the text as a whole. Matjila and Pretorius observe that literacy is, in many instances, inadequately taught by not promoting comprehension of what is read.

They argue that: During the Foundation Phase (grades 1-3), children learn the letters of the alphabet and letter sound relationships. They learn to recognise the high frequency of words and read simple texts containing language and thought processes within their experiential frame of reference. By the end of Grade 1, learners are estimated to be able to read over 600 words, while they are estimated to be able to understand 4000 to 6000 in spoken language (Matjila & Pretorius, 2004). The 2006 Progress in International Reading Literacy Study (PIRLS) found that Grade 6 learners in South Africa were reading below the expected level in both English and their mother tongue.
The National DoE planned to conduct Systemic Evaluations at Grade 3 and Grade 6 levels across South Africa. In 2004 the Grade 6s were evaluated nationally and the Grade 3s were nationally evaluated in 2007. These evaluations were intended to assess the extent to which the education system had managed to achieve social, economic and transformation goals by measuring the performance of learners, taking into consideration the context in which they experienced learning and teaching programmes. The outcomes of these assessments were used to inform interventions (WCED Directorate: Quality Assurance 2005). However, both the Provincial Grade 3 Systemic Mainstream Evaluations of 2002 and 2005 continue to reveal statistics that are very low; for example, in 2001, the average overall percentage score in literacy was 36%, and in 2005 the literacy score was 43% for English and 49% for Afrikaans as reported (DoE, 2008).

There are further major concerns about the choice of language and learning and teaching (LoLT) brought about by the changing demographics and the need to be sensitive and supportive to the diverse cultures and languages in the classrooms. The use of mother tongue skills is to be upgraded to a level of mother tongue proficiency until at least Grade 6 (WCED Literacy and Numeracy Strategy 2006 – 2016 Executive Summary).

It is obvious that there is a need to examine and reflect on the government initiatives and their focus on literacy in the primary school, particularly the Foundation Phase, where the emphasis is now on assessment and national standardisation of literacy. Jansen (2008) argues that, “The roots of our educational crisis lie not in ‘Matric’, but in the foundation years where we fail to provide children with the basic of precise literacy and numeracy on which they can build in later years”. The lack of progress in turning schools around, he asserts, lies with the inability of government to systematically improve teachers’ knowledge of the subject matter. He predicts that our schools are in a severe predicament and that this will have multi-generational consequences for our society.

The public debate about literacy has frequently taken a simplistic perspective, focusing on a perceived achievement crisis. Early intervention in Foundation Phase literacy will equip learners with the necessary skills required in higher grades. Literacy continues to be the focus of attention in South Africa currently, due to concerns about the poor results emerging from systemic evaluations of learners in Grade 3, 6 and 9. The choice of language of learning and teaching is
also a major problem. This study intended to identify and close the gaps that militate against the performance of learners in Foundation Phase literacy.

Problems within the South African system, according to Rose (2006), Pretorius (2002) and Macdonald (2002), all point to the devastating effects of a lack of explicit teaching of reading, such as how to apply reading strategies, how to read instructions, how to find main idea, how to summarise and how to make use of funds of knowledge. There is a difference between having skills and having strategies. The explicit teaching of reading, particularly beyond the first three years of schooling, is of imperative importance. The researcher agrees that the home environment plays a prominent part in language learning. The resources at home and the home instruction influence the performance of learners at school. This study investigated the challenges of learning and teaching, including the importance of home environment in Language.

2.26 Provision of high quality reading instruction

While they emphasise the importance of the first three years of schooling and the acquisition of literacy, Moore and Hart (2007) also support the view that there is an urgent need for systematic and clear teaching of reading across the curriculum and throughout the different levels of schooling, and not just during the first three years. Grade 3 represents the shift from Foundation Phase to Intermediate Phase, where learning to read in order to read to learn will certainly provide the pathway to life and success. They assert that unless attention is paid to explicit teaching and reading through all levels of schooling, schooling will continue to be a vehicle for widening inequality. The researcher supports the reading across the curriculum. The focus should not only be on reading but also reading with expression and comprehension. Teachers should be capacitated on how to teach reading. The provision of high quality reading instruction also served as a basis for improving the current monitoring and support.

2.27 Literacy instruction

Literacy achievement depends significantly on the nature and quality of instruction that learners receive in the classroom, states Condy (2008). She questions why some teachers are able to achieve high literacy rates with their learners, while others, working in the same school and the same environment, are not. Morrow, Gambrell and Pressley (2003) recommend that there is a
need to study exemplary teachers to determine how they became exemplary, because not much is known about the delivery of instruction. Instruction in basic literacy skills would include instruction in vocabulary, comprehension, fluency, writing, instructional strategies, group work, small group and peer, phonics, phonemic awareness and phonological, scaffolding and work recognition.

Pressley et al. (1996) argue that effective primary reading teachers have a privileged understanding of literacy instruction because they are aware of the elements of their teaching, in part because their teaching is the result of many decisions about what works in their classrooms and what does not. The teachers in their study were chosen on the basis of their perceived effectiveness. This study highlighted the need for the effective literacy use of explicit instruction in the acquisition and development of literacy teaching in the Foundation Phase for the Grade 3 learner.

The global dialogue has shifted from access to education for all towards focusing on the quality of education available to students. Data from international assessments such as the SACMEQ, PIRLS and TIMSS provide comparable information across developing countries. These demonstrate severe gaps in skills and knowledge that learners are expected to bridge in formal school.

Considerable progress has been made in increasing access to education through the Education for All (EFA) inventiveness, but now these gains must be capitalised by ensuring that quality education is available for children to learn effectively in school. Brown (2010) articulated the ‘‘twin crisis’’ in access to school and learning in school, linking high drop-out rates for children in early grades to poor quality education. One of the reasons that so many children drop out of school after the early grades is that they have not mastered the basic literacy and numeracy skills that they need to progress to higher levels (Brown, 2010). Hence this study of improving Monitoring and Evaluation (M&E) of Foundation Phase Literacy intervention programmes. The researcher believes that the use of M&E processes will serve as a retention strategy for learners in the entire education system. Learners are different therefore they learn differently. Teachers should use variety of teaching methods to cater for all learners.
Many parents keep their children out of school because they know that education systems are failing their children. Addressing this quality gap is essential for individuals and societies to access their right to education and to benefit from the many social, health and economic gains associated with education. While returns on educational investments are not instant and often come to fruit only in subsequent generations, it is essential to break the inter-generational cycle of poverty. Education is strongly related to individual market productivity, improved contraceptive efficiency, improved individual health, child health and spouse health, reduced criminal activity and improved social cohesion (Wolfe & Zuvekas, 1995). This study investigated challenges of learning and teaching, including literacy instruction.

### 2.28 Scaffolding

In the teaching practices that are used by some teachers of literacy, Hall (2003) asserts that effective teachers make extensive use of scaffolding, where they tune in to their learners’ thinking, and through careful monitoring of their learners’ conceptions and misconceptions, intervene with the necessary help and challenges to think crucially and to solve problems. Morrow et al. (2003) also assert that children often need focused instructional support to learn significant skills and strategies e.g. how to solve problems and how to apply strategies, which they would have difficulty discovering on their own. They refer to the ‘responsibility model’ which offers such support. In general the model describes the process in which students assume a greater degree of responsibility for a particular aspect of learning. The researcher found scaffolding appropriate for improving monitoring, evaluation and support of learner performance.

Block et al. (2002) emphasise that teaching abilities could have a larger impact on learner achievement in literacy, such as, for example, a teacher’s awareness of the learners’ needs and particular areas of learning that need improvement. The explicit teaching of skills provides a strong foundation for constructivist activities, such as literacy skills, problem-solving and collaborative skills, among others. The researcher believes that when teachers are aware of the learners’ needs and particular areas of learning that need improvement, they will be able to employ relevant intervention specific to individual learner’s needs.
2.29 Instruction in social interaction and creating collaborative opportunities for learning

Perez (2004) suggests that when learners collaborate and hold instructional conversations with peers and teachers about their learning activities, reading, writing and projects, they are creating meaning together from a shared text that they may be reading, the same applies when they construct a story, or collaborate at computers as they create a story for a writing activity. She observes that when groups work successfully at accomplishing tasks, a positive interdependence develops among group members. Smith (in Perez, 2004) suggests that for culturally and linguistically diverse learners, the opportunity to build on each other’s background knowledge, the face-to-face interaction and contextualisation of the task, and the social nature of the groups, make cooperative learning an essential strategy for literacy learning.

Makin and Diaz (2004) suggest that the effective teacher of literacy makes use of principles of collaborative learning such as shared purpose, shared goals and explicit guidelines for collaborative processes. Designing collaborative interactions is imperative in Information Communication Technology (ICT), as learners can then learn from and with each other. Morrow et al. (2003) report in their findings that what research reveals about literacy instruction should inform us as to how we go about the very imperative job of providing literacy experiences of instruction for our learners. They assert, too, that there is a need to acknowledge the collaborative and change-oriented nature of the field of literacy, and that there is a need to broaden the traditional concept of literacy to one which embraces and validates the socio-cultural world and practices of the learners. This study also investigated other strategies for effective monitoring and evaluation such as instruction in social interaction and creating collaborative opportunities for learning.

2.30 The creativity and innovativeness of the Literacy teacher

Tiemensma’s research (2007) on the facilitation of voluntary reading in the development of a supportive literacy environment emphasises the creative role of the literacy teacher in demonstrating literacy concepts relating to the reading and writing processes. The role of the effective teacher should be to provide high quality reading instruction, such as, for example,
introducing learners to stimulating literature material and literacy lessons which include suitable and relevant themes and topics being taught. These demand careful preparation and planning.

Prinsloo and Stein (2004) view classrooms as sites of early literacy practices which should be regarded as complex, multi-semiotic communicative environments, rather than viewed as ‘black boxes’, which, according to this researcher’s understanding, are structured, closed, predictable and programmed as opposed to being transformative, designing and redesigning creative classrooms.

These ‘multi-semiotic environments’, according to Prisloo and Stein (2004), are in sharp contrast with the ‘reading readiness’ position. They argue that the differences result from how the teachers in each site create their activities around literacy differently, despite following the same broad curriculum. In other words, what is being produced by learners and what is being modelled for the learners by their teachers will influence their literacy development as competent and independent readers and writers.

The teachers’ use of imagination, their creativity and their links with the social cultural context of their learners all contribute to influencing the literacy development of their learners in a very positive way. Prinsloo and Stein (2004) argue that the way in which different teachers engage with literacy pedagogy has essential consequences for the kinds of readers and writers that these children will become, both within school environments and as independent readers outside school. This section has dwelt on the dynamic, creative role of the teacher in providing authentic literacy practices that contribute to the development of the literacy identified and social practices of the learners. The present researcher is of the view that the importance of the role played by teachers in teaching literacy in Foundation Phase cannot be over emphasised. She also supports Prinsloo and Stein (2004) that the way in which different teachers engage with literacy pedagogy has essential consequences for the kinds of readers and writers that these children will become, both within school environments and as independent readers outside school. The researcher also believes that these teachers can either make it or break it. It is in this phase where solid basic foundation is laid, which determines the performance of learners in higher grades, Grade 12 and beyond. She also aligns herself with Jansen (2008) that the problem lies not in matric but in Foundation Phase. Hence improving monitoring and evaluation of challenges for foundation phase literacy intervention programmes. This study investigated challenges of learning and
teaching, including the quality of teacher the creativity and innovativeness of the Literacy teacher is critical to learner performance.

2.31 The skilful integration of the curriculum, literacy and language

The skilful integration of the curriculum, literacy and language, demands cautious planning and preparation and insight in contrast to a de-contextualised approach, which ignores the cultural and social lives of the learners. Hasset (2008), in advocating her multi dynamic literacy theory, emphasises the role of the teacher in selecting the best materials and approaches to meet the learners’ literacy needs, as well as their socio-cultural contexts for learning. She places great emphasis on the use of language and literacy in early literacy instruction, rather than a de-contextualised skills approach, which she refers to as ‘scripted instruction’. Hasset (2008) supports a socio-cultural approach in the teaching of language and literacy where reading skills and methods do not stand on their own, but where they are ‘dynamically reinvented’ to fit specific socio-cultural contexts that demonstrate the Foundation Phase teachers’ skilful integration of the curriculum, literacy and language. A Thematic Approach is viewed by Joubert, Bester and Meyer (2008) as a way of integrating learning experiences or learning units such as literacy and language with a theme from the learner’s world to make it relevant to him or her, and thus easier to understand. The researcher shares the same sentiments with Hasset when emphasising the role of the teacher in selecting the best materials and approaches to meet the learners’ literacy needs, as well as their socio-cultural contexts for learning. The selection of best learning and teaching support material and relevant teaching approaches tailor made to address learners’ needs requires a dedicated and well capacitated teacher. Teacher development is very key at the level of Foundation Phase. This study investigated the strategies for improving monitoring and support and skilful integration of the curriculum, literacy and language was one such issue that the research focused on.

2.32 The supply of Foundation Phase teachers and their enrollment in universities

The supply of Foundation Phase teachers and their enrollment in universities need to be considered. Colleges of education which used to produce teachers trained in primary education are closed. Most Foundation Phase teacher left the system through retirement, and replacement is very difficult. Enrollment of Foundation Phase teachers in universities is not satisfactory. Most
teachers from universities are trained in secondary education. In the North West province, former colleges of education have been turned into Further Education and Training (FET) colleges.

This is a serious course for concern considering the indication made by Naledi Pandor (in DoE, 2008) that the Department was struggling to attract African Language students in Foundation Phase initial teacher education programmes, and attributed this to the low status associated with teaching in the Foundation Phase. She went on to mention that the Department was working towards increasing the supply of Foundation Phase teachers in South Africa by cheering high quality learners to choose Foundation Phase teaching as a career of choice through a “Teacher Recruitment Campaign” and providing bursaries through the “Funza Lushaka Bursary Scheme”.

- **Teacher shortages**

Most research studies indicate an impending shortage of teachers in the country, although its exact magnitude and timing is a matter of debate. There is clearly a lack of fit between overall demand and supply, and also between demand and supply for particular skills in particular schools. There is an oversupply in some subject areas, and an undersupply in others, and also imbalances in the deployment of teachers. Rural schools are particularly badly affected. Shortages are being experienced in scarce skills areas such as Mathematics, Science and Technology as well as Foundation phase.

- **Recruitment trends**

There has been a significant decline in the enrollment of student teachers over the past decade. The perceived causes of diminishing interest in the profession are the poor public image of the profession and its status, particularly among young people, uncertainty about where new teachers would be placed after qualification, a competitive employment market, challenging working conditions, and changes with respect to the award of service linked bursaries to student teachers. The result has been especially evident in the low enrollment of African student teachers. The situation is especially serious in the Foundation phase where learners require teachers with mother-tongue competence.
The conclusions to be drawn for policy and planning purposes are that:

• The number of new teachers being prepared in our universities is insufficient to meet the demand for new teachers over time;

• Decisive measures are required to increase the numbers of young people entering initial teacher education and making themselves available for employment as teachers after graduation. This study investigated challenges of learning and teaching, including the quality of teachers. The supply of Foundation Phase teachers and their enrollment in universities was one such factor that the research focused on.

2.33 Barriers to learning

According to Landsberg, Kruger and Nel (2005), barriers to learning refer to those factors which lead to the inability of the system to accommodate diversity, resulting in learning breakdown that prevents learners from accessing the educational provision. From a systemic perspective, management and other factors that can create barriers may be located within the learner, within the school, within the education system and within the broader social, economic and political context. Difficulties may be within the education system as a whole, the learning site and / or within the learner, which prevent access to learning and some development for some learners. Systemic barriers include overcrowded classrooms, multi-grade teaching, inaccessible school buildings for the disabled, lack of basic and appropriate learning materials and exclusion policies and practices. Societal barriers include poverty, safety and security, children affected and infected by HIV/AIDS, child headed households and children living in the streets.

Pedagogical barriers include inappropriate teaching methods and learning and teaching support material, unqualified and under qualified teachers, inappropriate assessment procedures and lack of support of teachers. Intrinsic barriers refer to barriers experienced by learners with neurological, physical, sensory and cognitive disabilities or psychosocial and emotional difficulties (Landsberg et al., 2006).

The researcher is of the view that diversity should be observed in schools. Teachers should acknowledge and respect individuality. The public buildings such as schools should be accessible to the public. The education system should also make education accessible to all by
providing human and physical resources. Learners are individuals, and therefore they should be treated as such. If learners cannot learn the way we teach, then we should teach the way they learn. Barriers to learning were found appropriate to this study as they militate against improvement of learner performance, especially systemic and pedagogical barriers. The two barriers are directly linked to curriculum delivery and they contribute negatively to imparting knowledge. This study investigated challenges of learning and teaching and barriers to learning was one such factor that the research focused on.

2.34 Subject advisory support services in North West, Limpopo and Free State provinces

In previous literature reviews, there were no studies found conducted around the management of intervention programmes in Foundation Phase literacy. Foundation Phase in this study refers to the first three years of formal schooling. Literacy in this study refers to the language of learning and teaching (LoLT), which is home language in the Foundation Phase. This study focused on schools in rural areas in the North West, Free State and Limpopo provinces. These schools are not well resourced in both human and physical resources and are not properly supported by departmental officials.

The Department of Basic Education (DBE) is divided into two Bands, General Education and Training (GET) band, Grades R-9 and Further Education and Training (FET) band Grades 10-12. The GET band is further divided into three phases, which are Foundation Phase, which includes Grades R to 3, Intermediate Phase, which includes Grades 4-6, and Senior Phase, which includes Grades 7 to 9.

- Subject advisory support services in North West province

The North West Provincial Department of Education is divided into four (4) districts, Ngaka Modiri Molema, Dr Kenneth Kaunda, Dr Ruth S. Mompati and Bojanala. Districts are divided into 18 Area Offices, which are further divided into circuits. Subject advisors are placed at Area Offices. There are subject advisors for foundation phase, intermediate and senior phase (INTERSEN) and others for FET. Subject advisors are provided with resources such as laptops and subsidised cars for them to be able to support teachers in different schools. In 2013 data were collected in one Area Office from each district in improving Monitoring and Evaluation (M&E)
of Foundation Phase Literacy intervention programmes. The Area Offices were sampled because they were supplied with QIDS-UP resources to enhance teaching and learning, especially reading and writing in Foundation Phase. Teachers in these Area Offices understand the QIDS-UP project, hence they were sampled.

- **Subject advisory support services in Limpopo**

There are five (5) Districts of the Department of Education in the province of Limpopo. Greater Sekhukhuni district is more remote and rural than the other districts. The Quality Improvement Development and Support Upliftment Programme (QIDS-UP) resources were distributed in Greater Sekhukhuni district to assist learners in reading and writing in foundation phase. For the purposes of this study, data was collected in Greater Sekhukhuni district as the teachers understand the QIDS-UP project. Primary school teachers in this district were trained on how to use QIDS-UP resources.

- **Subject advisory support services in the Free State**

The Free State Provincial Department of Education is divided into five districts, which are Motheo, Xhariep, Lejweleputswa, Fezile Dabi and Thabo Mofutsanyana. Subject advisors are stationed at each district level. For the purposes of this study, data were collected in Fezile Dabi and Motheo districts as the teachers in these districts understand the QIDS-UP project. Primary schools in these districts were supplied with resources and teachers were trained on how to use QIDS-UP resources.

**2.35 Summary of the Chapter**

In summary, the theoretical framework and literature review based on the issues related to improving monitoring and evaluation of Foundation Phase literacy intervention programmes were presented. Gaps that were responsible for the apparent low learner performance in literacy were identified. In this chapter the researcher reviewed literature and discussed related concepts, theories, Tables and Figures in relation to this study. The gaps in the literature, gaps in the purpose of ANA and impasse on its implementation were identified.
Specific conclusions have been drawn in each major section covered within this chapter. The Education system is widely criticised for introducing literacy in a language not familiar to Foundation Phase learners. The learning and teaching support materials used are written in English and Afrikaans and teacher development have been found to constitute a course for concern as these factors contribute to poor performance in Foundation Phase literacy.

In this chapter language issues in the South African context highlighted the challenges of teaching and learning in a different language. Schools as bureaucratic facades and the need for solid foundation which emphasised a need to share professional discourses among educators in the interests of enhancing early learning were discussed. Total Quality Management (TQM) as an approach to improving the competitiveness indicated effectiveness and flexibility of a whole organisation and Deming advocated certain key components that are critical for the journey towards continuous improvement were dealt with.

Progress on International Research Literacy Study (PIRLS) and others have all come out signifying that South African schools are not performing at the expected levels and have given pointers to where schools might be failing their children. Figure 2.3 showed learner’ performance in Setswana and the performance of Grade 3 learners in Setswana was 30% and 46% in 2011 and 2012 respectively, despite the number of intervention programmes introduced. This clearly shows that we are perhaps scratching where it does not itch.

Figure 2.6 depicted Provincial average percentage marks for Grade 3 language in 2012, 2013 and 2014 and the DBE 2014 targets were also presented. Table 2.1 Reactive and OD approaches indicated the difference between reactive and OD approaches. The researcher made inputs on Table 2.4 Suggested intervention form, to improve Table 2.3 by adding columns of Learning Outcome and Progress. Figure 2.4 Evaluation and control process outlined steps to be followed to improve learner performance. In Table 2.4 challenging learning outcomes and progress registered will be recorded, the template is recommended as intervention form for all subjects not only literacy.

The next chapter covers literature review on monitoring and evaluation M&E in terms of improving monitoring and evaluation of challenges for foundation phase literacy intervention
programmes. It also identifies M&E plans and strategies to be adapted to enhance learner improvement in Foundation Phase literacy.
CHAPTER 3

LITERATURURE REVIEW ON MONITORING AND EVALUATION

3.1 Introduction

In chapter 2, the historical background of Education systemic evaluation and interventions undertaken were presented. This chapter covers the contemporary literature available to enhance the development of a theoretical or normative framework for generalization and propositions regarding monitoring and evaluation. The appropriateness of the different forms of evaluation, namely, efficiency, effectiveness, relevance, impact and sustainability to this study has been discussed. This chapter also discusses the importance of M&E and key concepts, the M&E cycle in context of organisational planning, and key steps addressed within the planning process. The institutions and their roles and responsibilities are dealt with. The differences between monitoring, evaluation and audit are also outlined. The relevance of M&E processes to the research problem of this study is presented throughout the chapter.

Specifically, the main objective of the study was to establish the gaps in the existing literature surrounding the successful, sustained implementation of intervention programmes in Foundation Phase, to identify the major determinants, constructs, concepts, dimensions and measures required for an effective intervention process to succeed, and to adapt a model that would make the current failing intervention programmes work effectively to enhance improved learner performance within the Department of Education in South Africa.

Generally, the major challenge of government departments is effectiveness. M&E processes can help the public sector in evaluating its performance and identifying the factors which contribute to its service delivery outcomes. M&E is exclusively oriented towards providing its users with the ability to draw causal connections between the choice of policy priorities, the resourcing of those policy objectives, the programmes designed to implement them, the services actually delivered and their ultimate impact on communities. M&E helps to present an evidence base for public resource allocation decisions and helps identify how challenges should be addressed and successes replicated. Monitoring and evaluation is, however, extremely complex, multidisciplinary and skill intensive. The picture is complicated even further when the machinery of government is decentralised, with powers and functions being distributed across three spheres.
of government. It is precisely this complicated intergovernmental structure with diffused powers and functions which requires strong M&E systems to endorse coordination and prevent fragmentation (The Presidency, 2007). The researcher recommends the use of M&E in improving monitoring and evaluation of challenges for foundation phase literacy intervention programmes. M&E will help identify how challenges of intervention should be addressed and to replicate successes.

3.2 A Monitoring and Evaluation System

A monitoring and evaluation system is a set of organisational structures, management processes, standards, strategies, plans, indicators, information systems, reporting lines and accountability, which enable national and provincial departments, municipalities and other institutions to discharge their M&E functions effectively. These are the formal managerial elements. In addition, the organisational culture, capacity and other enabling conditions will determine whether the feedback from the M&E function influences the organisation’s decision-making, learning and service delivery (The Presidency, 2007).

‘Monitoring’ refers to an ongoing process, focused on the assessment of projects, programmes and those day-to-day activities and deliverables required for achievement. Performance is tracked through data collection and reviews. Monitoring allows for real-time analysis of delivery against plans, providing a “continuous flow of information”, and thereby enabling positive decision-making (IFAD, 1999:155). The type, format and frequency of data collection and analysis to be undertaken for the purposes of monitoring are defined during the planning phase. Analysis carried out as part of the monitoring process supports early identification of challenges and changed circumstances –as well as corrective decision-making in respect of resources, activities, timeframes and other related factors. In this study, monitoring is seen as relevant as managers will be provided with feedback on the progress of intervention programmes.

The NEPF defines evaluation as the systematic collection and objective analysis of evidence on public policies, programmes, projects, functions and organizations to assess issues such as relevance, performance (effectiveness and efficiency), value for money, impact and sustainability, and to recommend ways forward” (DPME, 2011, p.vii ).
Evaluation is a time-bound and periodic exercise that seeks to provide credible and useful information to answer specific questions, and to guide decision making by staff, managers and policymakers. Evaluations may assess relevance, efficiency, effectiveness, impact and sustainability. Impact evaluations examine whether underlying theories and assumptions were valid, what worked, what did not and why. Evaluation can also be used to extract cross cutting lessons from operating unit experiences and determining the need for modifications to strategic results frameworks (The Presidency, 2007). This study seeks to find out what worked, what did not and why? In terms of the introduction of intervention programmes in the Foundation Phase of the South African education system.

Where monitoring focuses on the ongoing tracking of projects, programmes, activities or deliverables, evaluation may focus on assessing different types of issues – e.g.: efficiency, effectiveness, relevance, impact or sustainability (The Presidency, 2007). These different forms of evaluation are discussed below:

“Efficiency tells you that the input into the work is appropriate in terms of the output. This could be input in terms of money, time, staff, equipment and so on. When you run a project and are concerned about its replicability or about going to scale …, then it is very important to get the efficiency element right” (Shapiro, 2002:3). This research study input was the introduction of intervention programmes and resources such as learning and teaching support materials and trained teachers. This study revealed that input is not appropriate in terms of output because learner performance in Foundation Phase literacy is still below the standard.

“Effectiveness is a measure of the extent to which a developmental programme or project achieves the specific objectives it set. If, for example, we set out to improve the performance of foundation phase learners, did we succeed?” (Shapiro, 2002:3). This study also indicated that the objective of the intervention programmes was to improve learner performance in Foundation Phase literacy, which is home language in this phase and this objective was not achieved.

Relevance provides an indication of the extent to which the objectives are relevant to the needs of recipients, policy specifications, and local, regional and national priorities (Ministry of
The objectives of DBE are to improve learner performance in literacy. This study found it relevant as reading and writing is important to every society and the performance of learners in literacy in Foundation Phase determines his/her performance in higher grades. Learners should learn to read in the Foundation Phase so that they can read to learn at a later stage.

**Impact** tells you whether or not what you did make a difference to the problem situation you were trying to address. In other words, was your strategy useful? Did ensuring that teachers were better qualified improve the pass rate in the final year of school? Before you decide to get bigger, or to replicate the project elsewhere, you need to be sure that what you are doing makes sense in terms of the impact you want to achieve (Shapiro, 2002:3). Impact in this study tells whether or not intervention programmes did make a difference in terms of learner performance they were trying to address. This study (Figure 2.3 and 2.6), showed that the introduction of intervention programmes did not yield the expected results as most provinces are still performing below the National average. The input into the work is not appropriate in terms of the output, the principle of value for money is not yet realised. There is a slight improvement in learner performance in Foundation Phase literacy, however, the present researcher believes that if the Department of Education can implement the recommendations of this study, more improvement will be realised. Before the DBE can decide to get bigger by introducing more intervention or to replicate the project elsewhere, it needs to be sure that the existing intervention programmes make sense in terms of the impact they are intended to achieve.

**Sustainability** serves as a measure of the extent to which the benefits arising from an intervention are “likely to continue after support has been completed. While the four preceding criteria concern specific interventions, the assessment of sustainability addresses the effects of the development process itself over the long term. For example, in a road construction project, sustainability can be measured in terms of whether the road is likely to be maintained, the extent to which it will be used and provide benefits in the future, etc. …Far too many development initiatives tend to fail once the implementation phase is over… Sustainability is … increasingly central … putting greater emphasis on long term perspectives and on lasting improvements” (Ministry of Foreign Affairs of Denmark, 2006:54-55). Sustainability serves as a measure of the extent to which the benefits arising from an intervention are likely to continue after support has been completed. The benefits of the three Foundation Phase intervention programmes can only
be improved and sustained when monitoring and evaluation processes are adapted as recommended by this study.

The researcher believes that improving monitoring and evaluation of Foundation Phase literacy intervention programmes can be enhanced through monitoring, as an ongoing process, focusing on the assessment of projects, programmes and those day-to-day activities and deliverables required for achievement. Performance is tracked through data collection and reviews. Monitoring allows for real-time analysis of delivery against plans, providing a “continuous flow of information”, and thereby enabling positive decision-making to inform the implementation of intervention programmes in the Foundation Phase. She also believes that evaluation as a time-bound and periodic exercise that seeks to provide credible and useful information to answer specific questions, to guide decision making by staff, managers and policymakers, is also key to this research problem. Evaluations may assess relevance, efficiency, effectiveness, impact and sustainability of intervention programmes in the Foundation Phase. For the purpose of this study impact evaluations examine whether the introduction and implementation of the three intervention programmes was valid, what worked, what did not and why.

The researcher believes that if M&E processes are followed in the improvement of Foundation Phase literacy intervention programmes, there will be efficiency, effectiveness, relevance, impact as well as sustainability in the intervention programmes. The ongoing tracking of intervention programmes should lead to the realisation of the main objective which is improved learner performance in Foundation Phase literacy. This study investigated the strategies for improving intervention programmes and Monitoring and Evaluation System was one such strategy that the research focused on.

3.3 Monitoring and Evaluation of key concepts

- **Inputs**: all the resources that contribute to the production of service delivery outputs. Inputs are “what we use to do the work”. They include finances, personnel, equipment and buildings

- **Activities**: the processes or actions that use a range of inputs to produce the desired outputs and ultimately outcomes. In essence, activities describe “what we do”
- **Outputs**: the final products, goods and services produced for delivery. Outputs may be defined as “what we produce or deliver”

- **Outcomes**: the medium-term results for specific beneficiaries which are the consequence of achieving specific outputs. Outcomes should relate clearly to an institution’s strategic goals and objectives set out in its plans. Outcomes are “what we wish to achieve”. Outcomes are often further categorised into immediate/direct outcomes and intermediate outcomes.

- **Impacts**: the results of achieving specific outcomes, such as reducing poverty and creating jobs. Impacts are “how we have actually influenced communities and target groups”(The Presidency, 2007).

The Input-Output (IPO) Model is a functional graph that identifies the inputs, outputs, and required processing tasks required to transform inputs into outputs. The inputs represent the flow of data and materials into the process from the outside. The processing step includes all tasks required to effect a transformation of the inputs. The outputs are the data and materials flowing out of the transformation process. The researcher found Table 3.1 the Input-Output (IPO) Model appropriate as it attempts to address the research problem. The intervention programmes channelled to schools to improve learner performance are not limited to those indicated as input in Table 3.1 below, only FFL, QIDS-UP and ANA were mentioned as inputs as they are relevant to this study.
Table 3.1 The Input-Output (IPO) Model

<table>
<thead>
<tr>
<th>INPUTS</th>
<th>PROCESSING</th>
<th>OUTPUT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resources used</td>
<td>Activities/ Actions</td>
<td>The final products</td>
</tr>
<tr>
<td>Introduction of intervention programmes:</td>
<td>• Distribution of learning and teaching support materials (LTSM) to primary schools in rural areas to improve reading and writing skills in Foundation Phase</td>
<td>• Slight improvement of learner performance in Foundation Phase literacy, however the 2014 target has not been reached</td>
</tr>
<tr>
<td>• Foundations for Learning (FFL)</td>
<td>• Training of subject advisors and teachers on how to use resources</td>
<td></td>
</tr>
<tr>
<td>• Quality Improvement Development and Support upliftment Programme (QIDS-UP)</td>
<td>• Allocation of mentors to support schools to ensure implementation of intervention programmes and other policies</td>
<td></td>
</tr>
<tr>
<td>• Annual National Assessment (ANA)</td>
<td>• Visits to schools to check ANA readiness</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Administering ANA in all provinces</td>
<td></td>
</tr>
</tbody>
</table>

The outcome of Table 3.1 was a slight improvement in ANA results, which is just a drop in the ocean compared to the input. The result of achieving specific outcome which is impact indicated that much still has to be done to improve learner performance in Foundation Phase literacy, hence the undertaking of this study.

Determining what issues will be evaluated in respect of a project, programme or activity will depend on the life cycle of the project or programme concerned, and the rationale for the evaluation. For the results of an evaluation exercise to be used optimally, it is critical to understand the purpose of the evaluation before embarking on the process. Reviewed together, evaluations conducted with due consideration of aspects such as those outlined above should
provide a clear view to the decision-maker of the appropriate route forward – with the necessary condition being that information is both useful and credible (The Presidency 2007). The researcher believes that key concepts of monitoring and evaluation are important in improving monitoring and evaluation of Foundation Phase literacy intervention programmes. The outcomes achieved will contribute towards improving the performance of learners in Foundation Phase literacy.

Table 3.2 depicts Key Features of Implementation Monitoring versus Results Monitoring. This Table is relevant to this study as elements of results monitoring may be adapted for a range of intervention and strategies to improve performance of learners in Foundation Phase literacy. This study investigated the strategies for improving intervention programmes and Monitoring and Evaluation key concepts was one such strategy that the research focused on.
### 3.4 Key features of implementation monitoring versus results monitoring

**Table 3.2 Key Features of Implementation Monitoring versus Results Monitoring**

<table>
<thead>
<tr>
<th>Elements of Implementation Monitoring</th>
<th>Elements of Results Monitoring</th>
</tr>
</thead>
<tbody>
<tr>
<td>(traditionally used for projects)</td>
<td>(used for a range of interventions and strategies)</td>
</tr>
<tr>
<td>• Description of the problem or situation before the intervention</td>
<td>• Baseline data to describe the problem or situation before the intervention</td>
</tr>
<tr>
<td>• Benchmarks for activities and immediate outputs</td>
<td>• Indicators for outcomes</td>
</tr>
<tr>
<td>• Data collection on inputs, activities, and immediate outputs</td>
<td>• Data collection on outputs and how and whether they contribute toward achievement of outcomes</td>
</tr>
<tr>
<td>• Systematic reporting on provision of inputs</td>
<td>• More focus on perceptions of change among stakeholders</td>
</tr>
<tr>
<td>• Systematic reporting on production of outputs</td>
<td>• Systemic reporting with more qualitative and quantitative information on the progress</td>
</tr>
<tr>
<td>• Directly linked to a discrete intervention (or series of interventions)</td>
<td>toward outcomes</td>
</tr>
<tr>
<td>• Designed to provide information on administrative, implementation, and management issues as opposed to broader development effectiveness issues.</td>
<td>• Done in conjunction with strategic partners</td>
</tr>
<tr>
<td></td>
<td>• Captures information on success or failure of partnership strategy in achieving desired outcomes.</td>
</tr>
</tbody>
</table>

Adapted from Fukuda-Parr, Lopes, and Malik, 2002, p. 11

Table 3.2 above shows key features of implementation monitoring versus results monitoring. These key features are relevant to improving monitoring and evaluation of Foundation Phase literacy intervention programmes. The systemic evaluation data can be used as baseline data to describe the problem or situation before the intervention, and ANA results may serve as indicators for outcomes. Data collection on outputs will indicate whether interventions contribute toward the achievement of outcomes. More focus is on perceptions of change among
stakeholders; there is a need to change the way of teaching and managing for intervention to yield results.

Key features of implementation monitoring emphasise description of the problem or situation before the intervention. The rationale of this study is to address the reading and writing challenges faced by Foundation Phase learners on literacy. These challenges can best be addressed through monitoring and evaluation. A diagnostic assessment will clearly identify a problem, thereafter intervention strategies are employed. No matter how good the intervention strategy may be, if it is not effectively implemented, monitored and evaluated, the output will not match the input. Table 3.1 attests to this statement as it indicates more activities and actions attempting in vain to translate inputs into output. This study investigated the strategies for improving intervention programmes and key features of implementation monitoring versus results monitoring was one such strategy that the research focused on.

3.5 Comparing ‘Monitoring’, ‘Evaluation’ and ‘Audit’

Activities relating to monitoring and evaluation are complementary in nature – together aiding in keeping plans on track, and allowing for the identification of risks or challenges, facilitation of improvements, and thereby, enabling ongoing active learning. When combined, M&E activities therefore help in clearing the path for effective delivery of results (Lahey, 2009).

When differentiating monitoring from evaluation, it is noted that “…monitoring asks whether the things planned are being completed right, while evaluation is asking, “are we doing the right things? Are we effective, efficient, and providing value for money, and how can we do it better?” (2011:3), Another function, closely related to monitoring and evaluation, is that of ‘auditing’.

The researcher found Table 3.3, differences between monitoring, evaluation and audit, relevant to this study. Through monitoring we are able to check whether planned intervention is being completed right, while through evaluation we are doing the right thing by introducing intervention, are we effective and providing value for money? The fact is intervention programmes for Foundation Phase are neither effective nor providing value for money because they do not yield expected results, hence this study. This study recommends monitoring,
evaluation and audit for improvement of current and future projects such as intervention programmes.

**Table 3.3: Differences between monitoring, evaluation and audit**

<table>
<thead>
<tr>
<th></th>
<th>Monitoring</th>
<th>Evaluation</th>
<th>Audit</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Objectives</strong></td>
<td>To establish baseline information.</td>
<td>To validate what results were achieved, and how and why they were or were not achieved.</td>
<td>To confirm that what is reported as ‘delivered’ has been delivered.</td>
</tr>
<tr>
<td></td>
<td>To track changes from baseline conditions to desired outcomes.</td>
<td>To refine the ‘theory of change’, revisit original assumptions and objectives – thereby improving learning and future approaches.</td>
<td>To provide assurance and demonstrate transparency and accountability to stakeholders.</td>
</tr>
<tr>
<td></td>
<td>To identify areas requiring corrective action.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Focus</strong></td>
<td>Focuses on the outputs of projects, programmes, partnerships and activities, and their contribution to outcomes.</td>
<td>Compares planned with intended outcome achievement.</td>
<td>Focuses on shortfalls in delivery and learning.</td>
</tr>
<tr>
<td></td>
<td>Checks progress against plans – and areas for action and improvement.</td>
<td>Focuses on how and why outputs and strategies contributed to achievement of outcomes and impacts.</td>
<td>Providing recommendations for improvement of current and future projects.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Addresses questions of relevance, effectiveness, sustainability and change.</td>
<td></td>
</tr>
<tr>
<td><strong>Responsibility</strong></td>
<td>Internal management and programme/project manager responsibility – at all levels. Performance Management, Monitoring, Evaluation and Reporting Unit</td>
<td>External evaluators and partners May also be conducted internally. Performance Management, Monitoring, Evaluation and Reporting unit</td>
<td>Independent auditors – with external inputs</td>
</tr>
</tbody>
</table>
### Table 3.3

<table>
<thead>
<tr>
<th>Monitoring</th>
<th>Evaluation</th>
<th>Audit</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Timing (When?)</strong></td>
<td>Continuous and systematic Time-bound, periodic, in-depth during (aiding improvements) or after a project or programme (summative)</td>
<td>Ex-ante (systems reviews), ongoing, and on completion (e.g. annual)</td>
</tr>
<tr>
<td><strong>Focus – in relation to the outcome approach hierarchy?</strong></td>
<td>Inputs, activities and outputs Impacts, outcomes, purpose, overall objectives Outputs vs. inputs (effectiveness and efficiency); impact; results vs. costs; relevance to priorities</td>
<td>Inputs, activities and outputs</td>
</tr>
<tr>
<td><strong>Data sources</strong></td>
<td>Progress reports; Management information systems; performance management data Evaluation reports; monitoring data; primary and secondary data sources – including case studies, surveys and statistical data</td>
<td>Progress reports, management information systems</td>
</tr>
</tbody>
</table>

(Adapted from UNDP, n.d.(a), p.12 and GPG, 2012, p.10)

Table 3.3 above provides a view of some of the key differences between these three complementary activities (monitoring, evaluation and auditing). The question to be asked in this study is whether the intervention programmes are right and is the intervention effective, efficient and does it provide value for money? If the intervention is effective and efficient, learner performance will improve. Audit is about inputs, activities and output. The researcher is of the view that there were inputs and activities on intervention programmes. The inputs included resourcing schools with literacy and numeracy materials. Activities were left unattended to as there was no effective monitoring and evaluation of intervention programmes as a result inputs were not translated to output. Audit was not done to establish the impact on learner performance. The expected output was improvement of learner performance in Foundation Phase, especially in
literacy. This study investigated the strategies for improving intervention programmes, comparing ‘Monitoring’, ‘Evaluation’ and ‘Audit’ and differences between monitoring, evaluation and audit were some of the strategies the research explored.

3.6 M&E in the context of Performance Management

The activities associated with M&E relate strongly to the domain of performance management – forming a key part of the cycle of reflection, and thereby enabling performance improvement. The DPME (2011:ii) notes that: “If an organization is to improve its performance it has to reflect on what it is doing, what it is achieving against what it sets out to achieve, and why unexpected results are occurring. It cannot advance without creating mistakes along the way, but it must evaluate and learn from its successes and mistakes.” Improvements in performance depend on the insight that comes from continuous reflection and regular assessments. This is the purpose of M&E activities (CoJ, 2009b).

“M&E activities form a critical part of the organisation’s performance management system. An effective performance management system allows an organisation to plan for performance management and monitor, review and improve the implementation of its management plan. The system should enable increased accountability and learning and improvement, while also serving as an early warning system, notifying leaders and managers of potential risks that may threaten attainment of the plan” (CoJ, 2009b:6).

Performance management itself is viewed as “a strategic management technique that links various organisational elements of performance to strategic outcomes and assists monitoring and evaluation of performance in relation to strategies and plans” (CoJ, 2009a:9). Activities associated with M&E are therefore essential for the effective management of organisational performance, and ultimately, the achievement of the short, medium and long-term goals.

Monitoring and Evaluation forms part of the Performance Management Framework, which encompasses setting performance indicators, measuring them over time, evaluating them periodically and finally, making course corrections needed as indicated in Figure 3.1 below.
This is integrated with the ‘results based’ or ‘theory of change’ model, as detailed further in the sections that follow. This approach allows us to ascertain the role of various inputs in delivering on outputs, outcomes and finally, impacts. The researcher agrees that the performance of learners should be managed, evaluated, measured and indicators will show whether corrective measures are necessary. Performance management goes hand in hand with development and intervention. Good performance should be acknowledged, rewarded and sustained. This will motivate teachers to work hard towards improvement of learner performance. This study investigated the strategies for improving intervention programmes and M&E in the context of Performance Management was one such strategy that the research focused on.

3.7 Placing M&E activities within a planning cycle

Figure 3.2 below depicts the relationship between M&E planning and the typical processes and steps undertaken in planning for and delivering on a departmental, organisational or project plan. The alignment between project/ departmental plan-specific activities and M&E is reflected in the context of four elements: planning, acting, monitoring and evaluation. While not reflected here, it should be noted that the steps of ‘reporting’ and ‘communicating’ M&E analysis are also crucial, if an organisation is trying to truly maximise the benefits that M&E processes and systems could bring. An organisation-wide M&E system will only succeed if the steps reflected on here are carried out at multiple levels across the organisation – i.e. at a cluster, departmental/
entity, and individual level. Planning must include consideration of M&E activities at all levels, for delivery in context of the whole (Wageningen UR, 2010).

Figure 3.2: The M&E cycle in the context of an organisational planning/ project cycle
(Adapted from Wageningen UR, 2010).

The process of planning for M&E forms the first step of the cycle, with the need for dual planning in respect of delivery (at various levels – e.g. organisational and cluster-related) and the associated M&E activities reflected above. Planning for M&E activities and deliverables should therefore occur at the same time that strategic planning or project planning activities are undertaken – i.e. at the very start of the performance cycle.

M&E activities cannot be considered independently of the overall strategy or project within which they occur. Through identifying the approach to be followed in relation to M&E, questions may be raised about the project or strategy itself. In this way, M&E supports further learning and the refinement of action plans. This is reflected in the above figure, in the context of
various ‘loops’ of learning that flow between the M&E system, and plans and processes for operational delivery (Wageningen, UR, 2010).

The researcher is of the view that Planning, Monitoring and Evaluation are management concepts and they complement each other. Planning is a process that should be approached in a systemic way, being conscious that making some decisions entails specific consequences. M&E activities within a cycle include among others planning, acting, monitoring and evaluating. These concepts are relevant to this study as interventions are planned for, implemented, monitored and evaluated. M&E project cycle should be adapted to be specifically relevant for Foundation Phase literacy education in South Africa. This study investigated the strategies for improving intervention programmes and placing M&E activities within a planning cycle was one such strategy that the research focused on.

3.8 Key steps addressed within the Planning Process

Figure 3.3, Key steps addressed within the planning process, was found appropriate as it attempt to address the research problem of this study. The figure showed how intervention programmes can be nurtured from operational planning to M&E planning for them to be effective and improve learner performance.
Figure 3.3 above provides an overview of the M&E planning elements addressed within the planning phase, in the context of broader organisational, cluster, departmental/ entity or individual planning process. While addressing each of these steps may appear arduous, this concern is balanced by the potential for improved delivery that may result from sound M&E planning, and the formalisation of this through an integrated plan (with the latter bringing together the results of both operational planning and that related to M&E (CoJ 2012).

The researcher believes that there is a need for the departmental official to adapt both the operational and M&E planning to ensure that departmental policies are implemented to the letter. This involves analysis of the problem at hand, and the establishment of a theory on how to create change or address the challenge. The implementation of intervention strategies and programmes should be supported by effective M&E for optimal delivery and continuous learning. It is important to ensure that the day-to-day planning which is operational is effectively done for the strategic goal to be achieved. This study investigated the strategies for improving intervention programmes and key steps addressed within the planning process was one such strategy that the research focused on.

3.9 Introducing the 10-step model for building a results-based M&E System

Although experts vary on the specific sequence of steps in building a results-based M&E system, all agree on the overall intent. For example, different experts propose four- or seven-step models. Regardless of the number of steps, essential actions involved in building an M&E system are to:

- Formulate outcomes and goals
- Select outcomes indicators to monitor
- Gather baseline information on the current conditions
- Set specific targets to reach and dates for reaching them
- Regularly collect data to assess whether the targets are being met
- Analyse and report the results (Kusek & Rist, 2004).

Given the agreement on what a good system should contain, why are these systems not part of the normal business practices of government agencies, stakeholders, lenders, and borrowers?
One evident reason is that those designing M&E systems often miss the complexities and subtleties of the country, government, or sector context. Moreover, the needs of end users are often only indistinctly understood by those ready to start the M&E building process. Too little emphasis is placed on organisational, political, and cultural factors. In this context, the 10-step model presented differs from others because it provides extensive details on how to build, maintain and perhaps most importantly, sustain a results based M&E system. It also differs from other approaches in that it contains a unique readiness assessment. Such an assessment must be conducted before the actual establishment of a system. The assessment of readiness to implement is, in essence, the foundation of the M&E system. Just as a building must start with a foundation, constructing an M&E system must begin with the foundation of a readiness assessment. Without an understanding of the foundation, moving forward may be burdened with difficulties and, ultimately, failure (Kusek, JZ & Rist, 2004).

The researcher found Figure 3.4, Ten steps to designing, building and sustaining results-based monitoring and evaluation systems, to be appropriate as it attempts to address the research problem of this study by providing steps to be followed to improve results.
Figure 3.4 Ten steps to designing, building and sustaining results-based monitoring and evaluation systems (Kusek & Rist, 2004).

**Step 1** Throughout, the model highlights the political, participatory, and partnership processes involved in building and sustaining M&E systems, that is, the need for key internal and external stakeholders to be consulted and engaged in setting outcomes, indicators, targets, and so forth.

**Step 2** of the model involves choosing outcomes to monitor and evaluate. Outcomes show the road ahead.

**Step 3** involves setting key performance indicators to monitor progress with respect to inputs, activities, outputs, outcomes, and impacts. Indicators can provide continuous feedback and a wealth of performance information. There are various guidelines for choosing indicators that can aid in the process. Ultimately, constructing good indicators will be an iterative process.
Step 4 of the model relates to establishing performance baselines—qualitative or quantitative—that can be used at the beginning of the monitoring period. The performance baselines establish a starting point from which to later monitor and evaluate results.

Step 5 builds on the previous steps and involves the selection of results targets, that is, interim steps on the way to a longer-term outcome. Targets can be selected by examining baseline indicator levels and desired levels of improvement. Monitor results.

Step 6 of the model includes both implementation and results monitoring. Monitoring for results entails collecting quality performance data, for which guidelines are given.

Step 7 deals with the uses, types, and timing of evaluation report findings.

Step 8 looks at ways of analysing and reporting data to help decision makers make the necessary improvements in projects, policies, and programmes.

Step 9 is important in using findings to generate and share knowledge and learning within governments and organisations.

Step 10 covers the challenges in sustaining results-based M&E systems, including trustworthy and credible information, accountability, capacity, and appropriate incentives.

The 10-step system can be used for projects, programmes, and policies. Although visually it appears as a linear process, in actuality it is not. One will inevitably move back and forth along the steps, or among several concurrently. The use of such results-based M&E systems can help bring about major cultural changes in the ways organisations and governments operate. When built and sustained properly, such systems can lead to greater accountability and transparency, improved performance, and generation of knowledge (Kusek & Rist, 2004).

The researcher is of the view that the ten steps to designing, building and sustaining a results-based monitoring and evaluation system as discussed above are also relevant in improving
monitoring and evaluation of Foundation Phase literacy intervention programmes. The ten steps will assist in ensuring that the intervention programmes are monitored and evaluated regularly, gaps will be identified and attended to on time. The employment of these ten steps is key to this study as it will enhance effective learning and teaching and ultimately improve learner performance. This study investigated the strategies for improving intervention programmes and introducing the 10-step model for building a results-based M&E System was one such strategy that the research explored.

3.10 Monitoring and Evaluation System

The evaluation of the monitoring systems is necessary, firstly because it helps in matching the attainment with predetermined objectives of the monitoring system in order to check its validity; and secondly, it assists in identifying the strengths and weaknesses of the monitoring system and gives suggestions for improvement.

3.10.1 Need for Monitoring Framework in Education System

The monitoring of education sector performance and programmes has developed in response to the need to give timely feedback to stakeholders on the efficacy of education programmes undertaken in order to attain their objectives, their cost effectiveness and sustainability. Monitoring should be developed with both formative and summative functions. It should be a routine activity, which is institutionalised and employed as a decision support tool to improve the management and delivery of education. It is therefore necessary to take a sector-wise approach to monitoring, rather than think of a set of disparate or unconnected activities. Consequently, all monitoring activities should be components of a sector-wise system (Mishra, 2005). Sound assessment of the education system is a key component in developing policies to optimise the development of human capital around the world (Greaney & Kellaghan, 2008).

Monitoring and evaluation is not an end in itself. It is a tool to be used to uphold good governance, modern management practices, and better accountability. When used properly, this system can generate information that is trustworthy, transparent and relevant. M&E systems can help policy makers to track and improve the outcomes and organisations, and make better-
informed decisions and policies by providing continuous feedback on results. In most developing countries, national monitoring and evaluation (M&E) suffers from inadequate financial and performance capacity. Amongst local authorities and at the school level, the need for evaluation may not even be fully accepted. Evaluation can be seen as a threat to, rather than a support to, local development. Quantitative data can be erratic, while qualitative data may be misinterpreted. Therefore, data often fails to be updated and/or fully reliable (Kusek, 2004). The researcher is of the view that monitoring and evaluation of educational policies will ensure correct implementation and realisation of objectives. She further believes that monitoring and evaluation of intervention programmes in Foundation Phase will ensure that the objective of improvement of learner performance is achieved. This study investigated the strategies for improving intervention programmes and Monitoring and Evaluation System was one such strategy that the research explored.

3.11 M&E Project cycle

The researcher found Figure 3.5 M&E and Project Cycle, appropriate for this study as it attempts to address the research problem and make monitoring and evaluation of intervention programmes in Foundation Phase effective.
The M&E system provides the information needed to assess and guide the project strategy, ensure effective operations, meet internal and external reporting requirements, and inform future programming. M&E should be a fundamental part of project design as well as project implementation and completion. Accordingly, this module will begin by describing the overall M&E system as it corresponds with these key stages in a project’s lifecycle (Chaplowe, 2008).

An M&E system is built on the key parameters of a project:

- The overall goal or desired change or effect
- The main beneficiaries or audience that the project seeks to benefit
- The hypotheses or assumptions that link the project objectives to specific interventions or activities
- The project scope and size

**Figure 3.5 M&E and Project Cycle** (Scott G. Chaplowe, 2008)
• The extent of participation in, and capacity for, M&E
• The project duration
• The overall project budget

Each project may have different M&E needs, depending on the operating context, implementing agency capacity, donor requirements, and other factors. In preparing an M&E plan, it is important to identify these needs and coordinate the methods, procedures, and tools used to meet them; this conserves resources and streamlines M&E planning.

There is not a single, recognised industry standard for assessing the quality of an M&E system. However, some key criteria are summarised below (IFAD, 2002:4-20):

• Utility: The proposed M&E system will serve the practical information needs of intended users.
• Feasibility: The methods, sequences, timing and processing procedures proposed are realistic, prudent and cost-effective.
• Propriety: The M&E activities will be conducted legally, ethically and with due regard for the welfare of those affected by its results.
• Accuracy: The M&E outputs will reveal and convey technically adequate information.

This study seeks to improve Monitoring and Evaluation of Foundation Phase Literacy intervention programmes. The assumptions of this study are linked to the project objectives regarding specific intervention on learner achievement on literacy.

The researcher is of the view that the M&E project cycle in Figure 3.5 above is relevant to improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes. The M&E project cycle entails project design, planning, implementation, middle, project end and project follow-up. The figure shows that the project design is informed by needs assessment. In this study needs assessment was used as systemic evaluation and identified gaps as, lack of fluency on reading and writing by Foundation Phase learners. The results informed the introduction of intervention programmes such as ANA, FFL and QIDS UP as project design. The project was planned, implemented, it came to the middle, the project ended. According to the
researcher, the project was not followed-up. There was no ongoing project monitoring and reflection, instead the department kept on introducing other interventions. The researcher is of the view that lack of project follow up and ongoing monitoring and reflection retard significant improvement on learner performance in literacy. The researcher therefore recommends adapting M&E project cycle to be specifically relevant for Foundation Phase literacy education in South Africa. This study investigated the strategies for improving intervention programmes and M&E project cycle was one such strategy that the research explored.

3.12 The importance of Monitoring and Evaluation

This section is the over-arching policy framework for monitoring and evaluation in the South African Government. It sketches the policy context for supporting frameworks, such as National Treasury’s Framework for Managing Programme Performance information and Statistics South Africa’s South African Statistics Quality Assurance Framework. It is further supplemented by an Outline of the legislative mandates of the various stakeholders charged with its implementation. It also provides a section on principles which will guide future implementation initiatives. This Policy Framework is applicable to all entities in the national, provincial and local spheres of government (The Presidency, 2007). The researcher believes that the use of monitoring and evaluation by Department of Education will guide future implementation initiatives in terms of intervention.

Table 3.3, Legal mandate underpinning Government-Wide M&E roles and responsibilities, is found relevant for this study as it emphasises effective implementation of policies, programmes as well as strategies through M&E for the desired objectives to be achieved.
### Table 3.3 Legal mandate underpinning Government-Wide M&E roles and responsibilities

<table>
<thead>
<tr>
<th>INSTITUTION</th>
<th>ROLES AND RESPONSIBILITIES</th>
</tr>
</thead>
<tbody>
<tr>
<td>PALAMA, previously known as the SOUTH AFRICAN MANAGEMENT DEVELOPMENT INSTITUTE (SAMDI)</td>
<td>This is the government training agency which may be expected to focus on the skilling of government employees on how to deal with the significant subject of monitoring and evaluating government policies and programmes. This means that part of the mandate of this training agency is to focus on formulating M&amp;E training curriculum.</td>
</tr>
<tr>
<td>The Presidency</td>
<td>Section 85 of the Constitution requires that the President, together with other cabinet members, should, inter alia, exercise executive authority through the development and implementation of national policy and the coordination of the functions of state departments and administrations. The Constitution requires that all three spheres of government work together and participate in development programmes to redress poverty, under-development, marginalisation of people and communities. The Presidency plays a crucial role in the coordination, monitoring, evaluation and communication of government policies and programmes, and accelerating integrated service delivery. The Presidency also aims to evaluate the implementation of government strategy, including its impact as measured against desired outcomes.</td>
</tr>
<tr>
<td>National Treasury</td>
<td>The National Treasury’s mandate is informed by sections 215 and 216 of the Constitution, and other legislation such as the Public Finance Management Act (PFMA) of 1999 and the Municipal Finance Management Act (MFMA) of 2003. The Treasury’s engagement with the GWM&amp;E Framework revolves around ensuring that information on inputs, activities, outputs and outcomes underpins planning and budgeting</td>
</tr>
<tr>
<td>INSTITUTION</td>
<td>ROLES AND RESPONSIBILITIES</td>
</tr>
<tr>
<td>-----------------------------------</td>
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</tr>
<tr>
<td>Statistics SA</td>
<td>The mandate of Statistics SA is informed, inter alia, by the Statistics Act (No. 6 of 1999), the 2002 January Cabinet Lekgotla and the State of the Nation Addresses 2004 and 2005. Section 14.6 (a),(b) and (c) of the Statistics Act makes provision for the Statistician-General to advise an organ of state on the application of quality criteria and standards. Section 14. 7 (a) and (b) confers upon the Statistician-General power to designate statistics produced by other organs of state as official statistics. Section 14.8 clauses) and (b) authorises the Statistician-General to comment on the quality of national statistics produced by another organ of state; and to publish such other department’s statistics.</td>
</tr>
<tr>
<td>Department of Public Service Administration (DPSA)</td>
<td>DPSA’s mandate is framed by the Public Service Act. This department is responsible for public service transformation to increase public service effectiveness and improve governance. It acts as the custodian of public management frameworks, performance and knowledge management and service delivery improvement. It co-chairs the Governance and Administration Cluster and the GWM&amp;E Working Group.</td>
</tr>
<tr>
<td>Department of Provincial and Local Government</td>
<td>DPLG derives its mandate from the Constitution, Chapters 3 and 7, as well as other legislation, such as the Municipal Structures Act of 1998 and the Municipal Systems Act of 2000. Its core function is to develop national policies and legislation with regard to provinces and local government, to monitor their implementation and to support them in fulfilling their constitutional and legal mandate.</td>
</tr>
<tr>
<td>South African Management Development Institute (SAMDI)</td>
<td>SAMDI’s mandate is informed by the Public Service Act, 1994, Chapter II Section 4 (2). The institute:(a) shall provide such training or cause such training to be provided or conduct such examinations or tests or cause such examinations or tests to be conducted as the Head: South African Management and Development Institute may with the approval of the Minister decide, or as may be prescribed as a qualification for the appointment, promotion or transfer of persons in or to the public service; (b) may issue diplomas or certificates or cause diplomas or certificates to be issued to persons who have passed such examinations. SAMDI will play an important capacity building role in rolling out the GWM&amp;E Policy Framework.</td>
</tr>
<tr>
<td>INSTITUTION</td>
<td>ROLES AND RESPONSIBILITIES</td>
</tr>
<tr>
<td>------------------------------------------------</td>
<td>--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Office of the Public Service Commission (OPSC)</td>
<td>The OPSC derives its mandate from sections 195 and 196 of the Constitution, 1996. It has been tasked with investigating, monitoring, and evaluating the organisation and administration of the public service. This mandate also entails the evaluation of achievements, or lack thereof, of Government programmes. The PSC also has an obligation to promote measures that would ensure effective and efficient performance within the Public Service and to promote values and principles of public administration as set out in the Constitution, throughout the Public Service. (e.g. professional ethics, efficient, economic and effective use of resources, impartial, fair and equitable service provision, transparency and accountability etc.).</td>
</tr>
<tr>
<td>Auditor–General</td>
<td>The annual reports of government departments need to include, inter alia, audited financial statements and statements of programme performance. Section 20(1)(c) of the Public Audit Act (25 of 2004) requires that the Auditor General express an opinion or conclusion on “reported information of the audit against pre-determined objectives”. Similar provisions exist in terms of the Municipal Systems Act of 2000 and the Municipal Finance Management Act of 2003 at local level.</td>
</tr>
<tr>
<td>Provincial Office of the Premier</td>
<td>Section 125 (1) vests the executive authority of a province in the Premier, who – together with the provincial executive council, exercises this authority through the development and implementation of provincial policy, the implementation of national policies in concurrent function areas, and the coordination of the functions of the provincial departments. The Premier as the political head of the Provincial Government is also responsible for the implementation of Chapter 3 of the Constitution on cooperative government. The Premier’s Offices play a critical leadership role in the development and implementation of Provincial Growth and Development Plans.</td>
</tr>
</tbody>
</table>
SAMDI currently known as PALAMA is the government training agency which may be expected to focus on the skilling of government employees on how to deal with the significant subject of monitoring and evaluating government policies and programmes. This means that part of the mandate of this training agency is to focus on formulating M&E training curriculum.

All Senior Management of the NW department of education were trained by PALAMA as an attempt to capacitate them on management issues. It is a fact, that it is not enough to have good policies without effective implementation as well as monitoring and evaluation of such policies. This study emphasises effective implementation of policies, programmes as well as strategies through M&E for the desired objectives to be achieved. Institutions should be held accountable of their roles and responsibilities to ensure service delivery and value for money. This study investigated the strategies for improving intervention programmes and the importance of Monitoring and Evaluation was one such strategy that the research explored.

3.13 Policies, Strategies, Programmes and Projects

It is said that the South African government went through a major review of policies, especially during 1995 to 1996. This is the so-called ‘White Paper Era’ which was followed by a phase of particular emphasis on service delivery (1997 to 2003) with a renewed focus on implementation by President Thabo Mbeki (Brynard, 2005:3).

Policies are statements of what government seeks to attain through its work and why. Strategies are sequentially structured descriptions of how these policies will be enacted. Programmes (outside of the budgeting context) are high-level, big-picture plans showing how strategies will be implemented. Projects are specific conceptually-linked sets of activities intended to reach particular results that will lead to the achievement of programme goals. A performance indicator is a pre-determined signal that an explicit point in a process has been reached or result achieved. The nature of the signal will depend on what is being tracked and needs to be very vigilantly chosen. In management terms, an indicator is a variable that is used to assess the achievement of results in relation to the stated goals/objectives (The Presidency, 2007).
Cloete (2009:295) is of the view that policy evaluation is “the systematic judgement or assessment of policy programmes. It can include a systematic assessment of resources, organisational processes to change such resources into policy outputs or products, and the extent to which these policy programmes have the intended outcome in the form of outputs, outcomes or impacts, measured against envisaged goals and objectives”. The researcher aligns herself with Cloete (2009) on systematic assessment of resources and believes that the use of M&E process will translate interventions and resources into policy outputs. The use of M&E will enhance improved accountability for results and ensure that programmes make a difference in the lives of ordinary South Africans.

In particular, this study intended to provide regular information to policy makers to enable them to arrive at conclusion about appropriate educational interventions. This study investigated the strategies for improving intervention programmes and policies, Strategies, Programmes and Projects were some of the strategies that the research explored.

3.14 Summary of the Chapter

This chapter presented literature review on monitoring and evaluation. This chapter also covered, among others, the importance of M&E and key concepts, the M&E cycle in context of organisational planning, and key steps addressed within the planning process. The institutions and their roles and responsibilities were dealt with. The differences between monitoring, evaluation and audit were also outlined. All these play an important role in improving monitoring and evaluation of Foundation Phase literacy intervention programmes. The researcher found M&E processes appropriate to this study. She is of the view that when M&E processes are used, learner performance will improve.

This chapter also covered evaluation as a time-bound and periodic exercise that sought to provide credible and useful information to answer specific questions, and to guide decision making by staff, managers and policymakers. Evaluation may assess relevance, efficiency, effectiveness, impact and sustainability. Impact evaluations examine whether underlying theories and assumptions were valid, what worked, what did not and why. Monitoring’ as an ongoing process, focused on the assessment of projects, programmes and those day-to-day activities and
deliverables required for achievement. Performance is tracked through data collection and reviews.

The chapter also covered performance management framework which is integrated with the ‘results based’ or ‘theory of change’ model, as detailed further in the sections that follow. This approach allows us to ascertain the role of various inputs in delivering on outputs, outcomes and finally, impacts. Performance of learners should be managed, evaluated, measured and indicators and will show whether corrective measures are necessary. Performance management goes hand in hand with development and intervention. Good performance should be acknowledged, rewarded and sustained.

This chapter further covered Planning, Monitoring and Evaluation as management concepts which complement each other. Planning is a process that should be approached in a systemic way, being conscious that making some decisions entails specific consequences. M&E activities within a cycle include among others planning, acting, monitoring and evaluating. These concepts are relevant to this study as interventions are planned for, implemented, monitored and evaluated. The researcher found the effective use of the M&E cycle appropriate to this study and to effectiveness of intervention programmes and eventually improved learner performance.

The chapter further covered Input-Output (IPO) Model which is, a functional graph that identifies the inputs, outputs, and required processing tasks required to transform inputs into outputs. The inputs represent the flow of data and materials into the process from the outside. The processing step includes all tasks required to effect a transformation of the inputs. The researcher found Table 3.1, the Input-Output (IPO) Model, appropriate as it attempts to address the research problem.

Specifically, the main objective of this study was to establish the gaps in the existing literature surrounding successful, sustained application of intervention programmes in the Foundation Phase to improve learner performance in literacy. This study investigated the strategies for improving intervention programmes in Foundation Phase literacy and all strategies discussed in this chapter, were found relevant and appropriate as they address the main objective of this study. Strategies discussed in this chapter were found appropriate to the successful, sustained
implementation of intervention programmes in Foundation Phase, to identify the major determinants, constructs, concepts, dimensions and measures required for an effective intervention process to succeed, and also suitable to make the current failing intervention programmes work effectively to enhance improved learner performance in Foundation Phase literacy within the Department of Education in South Africa.

Chapter 4 which is next covers the research design and methodology used in data collection and analysis for this research. Research methodology and its relevance to improving monitoring and evaluation of Foundation Phase literacy intervention programmes are also covered.
CHAPTER 4

RESEARCH DESIGN AND METHODOLOGY

4.1 Introduction

This chapter describes the research design and the methodological process of the study. The process is informed by consideration of the theoretical framework underpinning the research tradition within which this research is based. The procedures and instruments used for data collection, as well as the sample type and size, are discussed and justified. In addition, the assumptions made in selecting the particular research method, which determined the type of data to be collected, the data collection tools, are substantiated. The ethical considerations of the study are discussed, as are the methodological limitations of the study.

Specifically, the main objective of the study was to establish why intervention programmes in Foundation Phase have not achieved their intended objectives and to identify the major influencing factors. This study employed qualitative and quantitative research design, which was found appropriate because it agreed with the aim and objective of this study which focussed on improving monitoring and evaluation of Foundation Phase literacy intervention programmes.

4.2 Research Design

The main focus of the study is improving Monitoring and Evaluation (M&E) of Foundation Phase Literacy intervention programmes. Every empirical study requires a research design that is cautiously tailored to the exact needs of the problem. Bennett et al. (1987) define research design as the structural framework or blueprint of the study that guides the researcher in planning and implementation of the study, while optimal control is achieved over factors that could influence the study. Cooper and Schindler (2004) define research design as the “blueprint for fulfilling research objectives and answering questions”. A research design is a strategic framework for action that serves as a bridge between research questions and the execution or implementation of the research. Research designs are plans that guide “the arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to research purpose with economy in procedure”(Durrheim, 2002). A number of different methods can be used to collect data from the sample of respondents. Each method has advantages and
disadvantages, and some methods are better in some circumstances than others (Creswell et al., 2010). This study adopts the Research Approaches outlined in the next section below to harmonize each other.

In survey research, the researcher selects a sample of respondents from a population and administers a standardized questionnaire to them. The questionnaire, or survey, can be a written document that is completed by the person being surveyed, an online questionnaire, a face-to-face interview, or a telephone interview. The survey research design is a very valuable tool for assessing opinions and trends. Even on a small scale, such as local government or small businesses, judging opinion with carefully designed surveys can dramatically change strategies. The first is accuracy; you want to try and interview as broad a base of people as possible. Quantity is not always the answer; if you were researching a detergent, for example, you would want to target your questions at those who actually use such products, Martyn Shuttleworth (Jul 5, 2008).

The research design employed in this study was survey design because the study covered a large sample group. The researcher sampled 440 respondents from 316 schools in rural areas and administered a standardized questionnaire to them. Purposive sampling was employed in this study to sample teachers, principals, HODs and subject advisors in rural schools because of their knowledge of the intervention programmes. Schools in rural areas were provided with resources as intervention to improve learner performance in literacy. Teachers in rural schools were trained on the implementation of the intervention programmes and therefore they possess the information which is relevant to this study.

- **Documents Analysis:**

The study employed both quantitative and qualitative methods to complement each other. The researcher collected completed intervention forms from sampled schools during data collection. The intervention forms are filled by teachers indicating activities done to assist learners with challenges in a particular subject. Intervention forms are to be completed for each individual learner to address specific needs for individual learner. Records of progress made by an individual learner must be kept. In this study documents were analysed to close the gaps that may be created when collecting data quantitatively and to ensure triangulation. The researcher
used both qualitative and quantitative methods. The two methods were found relevant to this study as questionnaire is normally used for a large number of respondents and the qualitative approach is used on a small scale for collecting documents.

The results of the Annual National Assessment (Figure 2.3) administered to Foundation Phase learners indicated that learners performed below average in reading and writing. As a result, teachers were to emphasise learning outcomes called “language structure and use”. The researcher wanted to establish as to whether Foundation phase teachers identified learners who are not performing well in literacy and addressing their individual needs and recording progress on the intervention form. The intervention forms were analysed and the results form part of the research findings.

In this study, the researcher used methodological triangulation (more than one method to study the same phenomenon), to improve monitoring and evaluation of Foundation Phase literacy intervention programmes. The two methods used are quantitative (structured questionnaires) and analysis of documents (learners’ intervention records). Methodological triangulation was used in this study to strengthen the validity of results. During data collection, the researcher collected questionnaires and completed learners’ intervention forms from sampled primary schools in North West and Limpopo provinces for analysis. One of the limitations for this study is that the sampled primary schools in the Free State do not use intervention forms therefore they did not submit for analysis. This study identified the inconsistency across provinces with regard to policy implementation and this also serves as a contribution to the body of knowledge.

4.3 Research approach

Based on the paradigm and the design indicated above, this study adopted a quantitative approach for data collection (questionnaires), and qualitative for document analysis triangulation for data analysis.“Most authors agree that in real life, human sciences research uses both quantitative and qualitative methodology sometimes consciously, sometimes unconsciously” (Fouché & Delport, 2002).

When researchers combine qualitative and quantitative methods in order to observe something from several angles or to acquire multiple measures of the same phenomena by applying
different research measures, the process is referred to as triangulation (De Vos, 2002; Neuman, 2000).

The validity of results can be strengthened by using more than one method to study the same phenomenon. This approach, called triangulation, is most often mentioned as the main advantage of the mixed method approach. The type of triangulation used in this research is called methodological triangulation – which involves the use of multiple methods to study a single problem, e.g. questionnaire and document analysis (Robinson et al., 2006).

Qualitative and quantitative methodologies are two different approaches within social science research studies. According to Leedy and Ormrod (2005), the one approach is not better than the other; they represent different ways of conducting scientific research. Despite these differences, the two types can be considered as complementing each other and they may be combined in a single research project. Research methodology or method of collecting data, necessitates a reflection on the planning, structuring and execution of the research process in order to comply with the demands of truth, objectivity and validity (Brynard & Hanekom, 1997). For the purpose of this study, qualitative and quantitative methods were used to complement each other.

Grabin (2007) asserts that the choice of data collection methods depends on whether these methods provide adequate information and whether they are cost effective and feasible, taking into account the sensitivity of the situation and what resources are available for the study to be carried out productively. It should, furthermore, be linked to the conceptual framework, the research questions and the overall strategy of the study in a logical way. For the purpose of this study, data was collected based on questionnaires and analysis of documents. In this study completed learner intervention forms from North West and Limpopo provinces were collected and analysed. The fact that in Free State province intervention programmes are not completed to identify learners’ needs shows that departmental policies are not implemented consistently across the country.

Data collected through quantitative methods were often believed to yield more objective and accurate information because it is collected using standardised methods and can be replicated. Qualitative data can be analysed using complicated statistical techniques. In quantitative
research, the investigation can potentially result in accurate statements about the way the phenomenon really is.

The researcher can remove himself or herself from what is being researched. The purpose of quantitative research is to explain and be able to predict relationships of facts. The ultimate goal is to develop the law that makes prediction possible (Fraenkel & Wallen, 2008).

Appendix B (Section A and B) is designed for Foundation Phase teachers, HODs, principals and Foundation Phase specialists at the selected schools, with the intention to collect the quantitative data. In this study document analysis was done to bring triangulation into the picture. The researcher used the qualitative and quantitative approaches to complement each other.

In this study methodological triangulation was used to close the gap that existed in the analysis of quantitative data (questionnaires). The analysis of qualitative data (documents: intervention forms) revealed that intervention forms are not used in the Free State province which was not found in quantitative analysis. This proved that policies are not implemented consistently across provinces.

4.3.1 Quantitative and qualitative approach

The choice of approach is dependent on what the researcher aims to investigate. Punch (2005) defines qualitative research as empirical research where the data are not in the form of numbers, and quantitative research as empirical research where the data are in the form of numbers. Thus qualitative research describes information in words while quantitative research is conducted with numbers and data. As mentioned, this study used both qualitative and quantitative methods.

The distinguishing characteristics of the two approaches are summarised by Leedy and Ormrod (2005). From their summary it is evident that the main differentiating features between qualitative and quantitative research approaches relate to the differences in purpose, nature, data and data collection, data analysis and how results are communicated. According to Silverman (1993), qualitative research does not intend to generate “truths” for a larger population, but rather to understand the respondent’s motives and reasoning. The qualitative research process is holistic
and “emergent” with the specific focus, design, measurement instruments and interpretation developing, and possibly changing, during the research process (Leedy & Ormrod, 2005).

The use of quantitative data in social research has its attractions. For one thing, it carries with it an aura of scientific responsibility (Denscombe, 2003). Because it uses numbers and can present findings in the form of graphs and tables, it conveys a sense of solid objective research.

The following are five types of quantitative data as outlined by Denscombe (2003):

- Nominal data come from counting things and placing them into a category. They are the lowest level of quantitative data in the sense that they allow little by way of statistical manipulation compared with other types.
- Ordinal data, like nominal, are based on counts of things assigned to specific categories, but, in this case, the categories stand in some clear, ordered, ranked relationship. The most obvious example of ordinal data comes from the use of questionnaires in which respondents are asked to respond on a five point scale such as in Table 4.1 below.

<table>
<thead>
<tr>
<th>Strongly Agree</th>
<th>Agree</th>
<th>Uncertain</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
</tbody>
</table>

- Interval data are like ordinal data but the categories are ranked on a scale. This means that the distance between the categories is a known factor and can be pulled into the analysis.
- Ratio data are like interval data, except that the categories exist on a scale which has a ‘true zero’ or an absolute reference point.
- Continuous data are contrasted with certain kinds which, for practical purposes, are inevitably measured to the nearest unit simply because they do not come in neat, discrete chunks. Such things are measured to the nearest small unit (Denscombe, 2003).
Since the purpose of this study was to improve monitoring and evaluation of intervention programmes for Foundation Phase literacy, the researcher chose to conduct a quantitative study and analysis of documents. The intention was to gain a deeper understanding of talent management as a phenomenon and understand the respondents’ underlying motives and reasoning. Therefore, collection of data to enable the research questions to be answered involved the quantitative methodology. Quantitative data were obtained by administering a questionnaire. The research design was mostly quantitative and was chosen as there is limited knowledge about the topic.

4.4. Data collection procedure

4.4.1 Population

According to Singh (2007), the term population is explained differently by different scholars. Fraenkel and Wallen (2008) explains population as the group of interest to the researcher, the group to whom the researcher would like to generalise the results of the study.

The researcher drew the sample from 152 primary schools in the North West province. These primary schools were sampled for 2007 Grade 3 QIDS-UP baseline study. The sample includes the management team of the intervention programme, which also includes principals, Heads of Department, subject specialists and teachers of Foundation Phase. The same group was targeted in the Free State and Limpopo provinces.

The target population of this study (N = 440) comprised Foundation Phase teachers including Foundation Phase heads of department, principals and Foundation Phase, subject specialists from 152 QIDS-UP schools in the five Area Offices in the rural areas of the four Districts of the North West province, South Africa. The researcher brought triangulation into the picture by collecting twenty five intervention forms from the sampled schools. The intervention forms were analysed using a Desktop after data collection and the analyses thereof formed part of the quantitative and qualitative data collection.

Table 4.2 below shows the number and percentages of the sample in the three provinces.
Table 4.2 Sample of respondents in three provinces

<table>
<thead>
<tr>
<th>Provinces</th>
<th>Respondents</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>North West</td>
<td>277</td>
<td>62.9%</td>
</tr>
<tr>
<td>Limpopo</td>
<td>107</td>
<td>24.4%</td>
</tr>
<tr>
<td>Free State</td>
<td>56</td>
<td>12.7%</td>
</tr>
<tr>
<td>Total</td>
<td>440</td>
<td>100%</td>
</tr>
</tbody>
</table>

Table 4.2 above indicates the total number and percentage of respondents sampled per province for this study. This researcher found it appropriate to present the number of respondents who took part in the completion of the questionnaires for this study.

Sample is a fraction of the inhabitants or population at a certain area of research interest. It is, as a rule, chosen to represent the whole population if the population is too big to handle for a research. Those selected in the sample are chosen as a cross-section of the larger population group. If the sample is chosen carefully, it is possible to generalise from it, to make statements about the whole relevant population on the basis of the sample (Haralambos & Holborn, 2008).

Bertram (2004) indicates that sampling involves making decisions about which people, events or behaviours to observe. Neuman (2000) declares that the size of the sample depends on the kind of data analysis the researcher plans, how accurate the sample has to be for the researcher’s purposes, and on the population characteristics. The sample of this study (N = 440) comprises Foundation Phase teachers including Foundation Phase heads of department, principals and Foundation Phase subject specialists from 152 QIDS-UP schools in the five Area Project Offices in the rural areas of the four Districts in the North West province of South Africa. The study also sampled two districts in Free State and one in Limpopo provinces.

4.4.2 Sample and sampling techniques

The purposive sampling was employed in this study to sample teachers, principals, HODs and subject advisors in rural schools because of their knowledge of the intervention programmes. Schools in rural areas were provided with resources as intervention to improve learner
performance in literacy. According to Terre Blanche (2002), sampling involves decisions about which people, settings, events, behaviours and/or social processes to observe. The main concern in sampling is representativeness. The aim is to select a sample that will be representative of the population about which the researcher aims to draw conclusions.

Sampling is defined by Cooper and Schindler (2006) as the process of selecting some elements from a population to represent the population as a whole. The researcher used simple random selection and so each employee had an equal chance to be selected into the sample, making it more representative of the population.

4.4.2.1 Sampling of respondents

Ary, Jacobs and Razavieh (2002) claim that sampling is just as important in qualitative research as it is in quantitative research. Qualitative researchers cannot observe everything and all aspects of the phenomenon of interest, but they try to obtain a representative sample through purposive samples. Purposive samples are assumed to provide maximum insight and understanding of the phenomenon by giving the relevant information on the issue from as many perspectives as possible (Ary et al., 2002).

For this study, the researcher included all Foundation Phase literacy specialists in the five Area Offices because they support and monitor the schools in the implementation of the intervention programmes. Therefore, the researcher used disproportionate random sampling to select respondents. In this study, the population refers to Foundation Phase literacy subject specialists, Foundation Phase HODs and teachers and principals of sampled primary schools in four Districts of the North West province.

4.4.2.2 Pilot Study

A pilot study, according to De Vos et al. (2002) is one way in which the prospective researcher can orientate oneself on the project he or she has in mind. The pilot study forms a fundamental part of the research process. The function of the pilot study is the exact formulation of the research problem, and a tentative planning of the modus operandi and range of investigation.
The following actions were taken to establish the construct validity of the questionnaires for the purpose of this study:

The questionnaire was pre-tested by administering it to sixteen respondents from four different primary schools in one Area Office. The pre-testing included respondents from each of the following levels: Foundation Phase heads of department, Foundation Phase teachers, principals and Foundation Phase subject specialists from one of five Area Offices. The schools and Area Offices from which the pre-testing was done formed part of the investigation. A pilot was done to overcome the challenges or disadvantages of the questionnaire. A covering letter (Addendum A) also forms part of the questionnaire, urging respondents to complete it and assuring confidentiality and anonymity.

The intention of a pilot study is to check the appropriateness of the questionnaire and to review it if necessary. It also makes it possible for the researcher to construct the use of correct language in the questionnaire. It makes sure that questions are unambiguous, straightforward and appropriate to respondents. A pilot study permits inputs for proposals anywhere applicable and it resolves the flaws and unpredicted areas of challenge. After the researcher had made the necessary corrections, the instrument was finalised and administered to respondents in the three sampled provinces.

4.5 Measuring Instrument

Data collection is the gathering of data that may range from a simple observation at one location to a grandiose survey of multinational corporations in different parts of the world (Cooper & Schindler, 2004). For purposes of this study, a questionnaire was used to collect data from officials of sampled primary schools in the North West province. The questionnaire was compiled after the identification of most of the variables to be included in the study. The questionnaire comprised closed ended questions.

The questionnaire addressed the objectives of the study and was categorised into improving Monitoring and Evaluation (M&E) of Foundation Phase Literacy intervention programmes. The study also checked the nature and scope of intervention, training, attitude of implementers,
challenges of managing the implementation programmes and effective strategies for monitoring and support. The responses to the questionnaire addressed the research questions.

For purposes of this study, a questionnaire was used to collect data from officials of the sampled primary schools in the North West, Limpopo and Free State provinces. As alluded to under sample and sampling technique above, the questionnaire in this study serves (Weiss, 1988) as a means used to measure or study a person, event, or other object of interest. That is, the questionnaire in this study was used to measure factors that affect the effective management of learner achievement in Foundation Phase literacy, to identify challenges of managing the implementation of intervention programmes and to determine the effective strategies for monitoring and support.

4.5.1 A questionnaire as a research tool

A questionnaire is a well-known and reliable tool used to gather data. In a questionnaire, the respondents write their answers in black and white in response to questions asked by the researcher. A well-designed questionnaire should be easy for the respondent to fill in and it should be easy for the researcher to administer and to examine the data obtained from the survey (Brink, 1999). A literature study based questionnaire was developed. The rationale for this questionnaire is to bring together data in order to address the questions of the study.

Section A of the questionnaire probes the background and work related information from the respondents. (Addendum A, Section A, Questions 1-7);

Section B: The focus is on five categories with different themes:
Category 1 establishes the nature and scope of managing intervention programmes within the Foundation Phase.
Category 2 establishes the nature and scope of training received by the implementation teams.
Category 3 establishes teachers’ attitudes towards intervention programmes within the Foundation Phase.
Category 4 identifies the effectiveness of strategies for managing, monitoring and supporting intervention programmes within the Foundation Phase.
Category 5 identifies the challenges that militate against the management of intervention programmes in the Foundation Phase.

A Likert scale and A Likert-type scale were used respectively in Sections A and B, Category 1, 2, 3, 4 and 5. The scale provides:
1 = Strongly Agree, 2 = Agree, 3 = Uncertain, 4 = Disagree 5 = Strongly Disagree.

4.5.1.1 Some advantages of questionnaires

i. The responses to a questionnaire are gathered in a standardised way, so questionnaires are more objective, certainly more so than interviews.

ii. Generally, it is relatively quick to collect information using a questionnaire. However, in some situations they can take a long time not only to design but also to apply and analyse.

iii. Potentially, information can be collected from a large portion of a group. This potential is not often realised, as returns from questionnaires are usually low. However, return rates can be dramatically improved if the questionnaire is delivered and responded to in class time (Denscombe, 2003). In this study the questionnaires took a longer period to be completed and returned due to the long procedures followed in other provinces for one to get permission to collect data. The response rates in Limpopo and Free State provinces were low compared to the North West.

4.5.1.2 Some disadvantages of questionnaires

- Questionnaires, like many evaluation methods, are completed after the event, so participants may forget important issues.
- Questionnaires are standardised so it is not possible to explain any points in the questions that participants might misinterpret. This could be partially solved by piloting the questions on a small group of students or at least friends and colleagues.
- Open-ended questions can generate large amounts of data that can take a long time to process and analyse. One way of limiting this would be to limit the space available to
students so their responses are concise, or to sample the students and survey only a portion of them.

- Respondents may answer superficially, especially if the questionnaire takes a long time to complete. The common mistake of asking too many questions should be avoided.
- Respondents may not be willing to answer the questions. They might not wish to reveal the information or they might think that they will not benefit from responding, perhaps even be penalised by giving their real opinion. Students should be told why the information is being collected and how the results will be beneficial. They should be asked to reply honestly and told that if their response is negative, this is just as useful as a more positive opinion. If possible, the questionnaire should be anonymous (Denscombe, 2003).

In this study, the questionnaire was piloted to avoid misinterpretation of the questions. The respondents had enough time to think and reflect on their responses. A questionnaire was used because most respondents are familiar with it. The coordinators explained the purpose of collecting data to respondents and how the results of the study would benefit the schools and the province in terms of the management of intervention programmes in Foundation Phase.

4.6 Data Analysis

Before the analysis of the relationships among variables, the variables to be used have to be chosen so as to meet the objectives of the study. Data analysis was categorised into the management of intervention programmes in Foundation Phase literacy, the management, training, implementation, challenges, monitoring and support. Data analysis was done in consultation with a statistician. The researcher, in consultation with the statistician, analysed and interpreted the data collected by the research survey and documents analysis from all respondents in the three sampled provinces.

For the purpose of this study, the researcher identified coordinators in each of the three provinces (North West, Free State and Limpopo), and personally delivered questionnaires to the coordinators. The coordinators further distributed the questionnaires to participants at the different schools. The researcher did not administer the questionnaire herself to avoid personal
bias. A questionnaire is designed considering its validity, reliability and practicality. Cooper and Schindler (2006) define these major criteria as follows:

Validity refers to the extent to which a test measures what we actually wish to measure. Reliability has to do with the accuracy and precision of a measurement procedure and practicality is concerned with a wide range of factors of economy, convenience and interpretability.

In this study the validity of results was strengthened by using more than one method to study the same phenomenon. The researcher used methodological triangulation on improving monitoring and evaluation of Foundation Phase literacy intervention programmes. The two methods used were quantitative (structured questionnaires) and analysis of documents (learners’ intervention records). Methodological triangulation was used in this study to strengthen the validity of the results. A questionnaire was used to get the opinions of members of staff who were serving the department at different levels. The questionnaires were delivered by identified coordinators to the sampled respondents.

The study was undertaken where the researcher could get suitable information concerning improving monitoring and evaluation of Foundation Phase literacy intervention programmes. The measuring instrument was convenient for the respondents. The respondents could understand and respond to each question without ambiguity. The results obtained from the instrument were easy to understand and interpret.

4.6.1 Reliability

The data collected were statistically analysed using the Statistical Package for the Social Science (SPSS) programme (SPSS Inc vs.17 2009). Cronbach’s alpha is a test for a model or a survey’s internal consistency, called a scale reliability, sometimes referred to as coefficient. Cronbach’s alpha assesses the rating summarising a group of test or survey, some underlying factors such as some attributes of the test-taker. A score is computed from each test item and the overall rating, called a scale, is defined by the sum of these scores over all the test items. The cut-off point is 0.7, meaning that an alpha value less than 0.7 is not acceptable. When using Likert-type scales it
is imperative to calculate and report Cronbach’s alpha coefficient for internal consistency reliability for any scale or subscale one may be using (Cronbach, 1998).

According to Prince and Mueller (1986) and Cronbach (1984), Cronbach’s Alpha coefficient is the most common way of calculating internal scale reliability. Alpha coefficients are calculated for each scale of the questionnaire to decide which terms to delete or modify and check for congruence with the underlying dimensions of determinants. An internal reliability of > .70 will be acceptable, which is suitable for most psychological scales, according to Hair et al. (1998) and may be reduced to .60 in factor analysis, although Cronbach (1998) insists that a value of < .50 may usually be considered unacceptable.

<table>
<thead>
<tr>
<th>Table 4.3 Reliability Statistics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cronbach's Alpha</td>
</tr>
<tr>
<td>--------------------</td>
</tr>
<tr>
<td>.918</td>
</tr>
</tbody>
</table>

The above table indicates the reliability test of this study with an Alpha value of .918, which is considered good.

In this study, a questionnaire as the instrument used to collect data was tested for validity and reliability using Cronbach’s Alpha. The results were 0.918 which show accuracy and precision of the instrument and therefore one can conclude that a questionnaire possesses reliability and validity. The instrument measured what the study actually wished to measure. The respondents in the three sampled provinces were able to interpret the questionnaire the same way as expected and the procedure of data collection on improving Monitoring, and Evaluation of Foundation Phase Literacy intervention programmes, was practical.
4.6.2 Validity

Some researchers argue that validity is not applicable to qualitative research, yet, there is a need for some qualifying measure. Some researchers have used their own terms, such as quality or trustworthiness (Davies and Dodd, 2002). Lincoln and Guba consider this trustworthiness to “establish confidence in the findings” (Golafshani, 2003). De Vos and colleagues (2009) describe the credibility of a qualitative report as the equivalent to internal validity in quantitative reports.

Baxter and Jack (2008) argue: “This convergence adds strength to the findings as the various strands of data are braided together to promote a greater understanding of the case” (Baxter & Jack, 2008). Denzin (1978) calls this data triangulation involving persons. Triangulating the data from multiple perspectives makes it more valid than data derived from interviews with any single respondent. This research used methodological triangulation to complement other methods.

For the purpose of this study, a pilot was conducted to overcome the challenges or disadvantages of the questionnaire and to ensure appropriateness and ensure that questions asked are unambiguous, straightforward and appropriate. The researcher allowed for inputs and proposals to resolve the flaws and unpredicted areas of challenge. This study possessed both reliability and validity as the questionnaire measured what the researcher actually wished to measure and measuring procedures were accurate, practical and followed to the letter.

4.7 Ethical Considerations

Ethics are concerned with the rules and principles that would complement the aims and desires of all people. Since human beings are the subjects of the study in the social sciences, this brings its own exclusive ethical problems to the fore that would never be relevant in the pure, clinical laboratory settings of the natural sciences (De Vos, 1988).

Ethical standards were adhered to in this study through the following strategies:

- Justice – All the respondents were treated with respect and fairness.
- Beneficence – No respondent was exploited in any way, nor harmed nor even exposed to any discomfort physically, emotionally or psychologically.
- Confidentiality- No information provided by the researcher was available to any other person in the Department of Education.
- Privacy- The researcher took the necessary precautions to ensure that the self-respect and dignity of the respondents were maintained by collecting the questionnaires privately.
- Informed consent- Full disclosure was given to the respondents on the purpose and objectives of the study and how the study would be conducted.
- Trust: Trust between the researcher and respondents was vital throughout the whole study. Every attempt was made to gain the trust of the respondents during the course of the survey (De Vos, 1988).

4.7.1 Ethical approval

For research conducted at an institution, such as schools or universities, permission and approval for conducting the research should be obtained before any data are collected (McMillan & Shumacher, 1997). In this study, data was collected from teachers as employees of the Department of Basic Education in the North West, Limpopo and Free State provinces in South Africa. Prior approval was obtained from Heads of Department (HODs) of Education Department of the three provinces, in accordance with the University of the North West Ethics Committee guidelines. The respondents also completed consent form to show their willingness to participate in the study by completing questionnaires.

In this study, data were collected from individual human beings, employees of the Department of Education in the North West province in South Africa. Prior approval was obtained from relevant officials in accordance with the University of the North West Ethic Committee Guidelines. This was critical in determining compliance with academic and ethical considerations in terms of validity and reliability. Participants were informed about their rights to withdraw their participation at any time without advancing reasons and that such decision would be honoured.

Research ethics refer to a set of principles to guide and assist researchers in deciding which goals are most important and in reconciling conflicting values. Ethics deal with the conduct of research with humans, who have the potential to create a great deal of physical and psychological harm.
According to Johnson and Christensen (2000), researchers need to be sensitive to ethical principles because of their research topic and face to face interactive data collection.

4.8 Summary of the Chapter

This chapter dealt with the research design and methodology of this study, quantitative and qualitative. Data were collected using questionnaires and documents analysis. It also covered measuring instruments, questionnaire, its advantages and disadvantages, ethical considerations, selection of the participants, sample size and the role of research. The permission to conduct a research in rural schools in the North West, Free State and Limpopo provinces was sought and obtained from relevant officials. In the next chapter, administered questionnaires are presented.

Purposive sampling was employed to sample respondents in North West, Limpopo and Free State provinces. This method is relevant to the current study because the sampled respondents possessed the information relevant to the research questions. In conclusion, questionnaires were used as a major instrument to collect data from various districts in the three provinces. To supplement the questionnaires, intervention forms were also collected for document analysis. In configuring these instruments, a statistician was consulted to assist for purposes of easy capturing and analysis of data. In addition, different experts and experienced individuals including supervisors were consulted to ensure that the layout of the questionnaire and the content of the questions were well structured.

The questionnaires were distributed with a covering letter introducing the researcher and detailing all the relevant information. Permission was obtained from Heads of Department of the three sampled provinces. Follow ups were made after the distribution of the questionnaires to ensure maximum return. This study employed both quantitative and qualitative approaches and records of interventions were analysed to close the gaps that might exist in the quantitative approach.

The next chapter presents the findings from the data collected through questionnaires and analysis of documents in the districts of North West, Limpopo and Free State provinces.
CHAPTER 5

PRESENTATION, ANALYSIS AND DISCUSSION OF THE FINDINGS

5.1 Introduction

This chapter presents the findings for both the quantitative and qualitative analysis. The chapter presents the data analysis and interpretation of key constructs and determinants established, discussed and aligned, as well as the interpretation of results, with descriptive statistics for the sample. The importance of these factors in improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes is discussed, focusing on the North West, Limpopo and Free State Provinicial Departments of Education.

Specifically, the main objective of the study was to establish why intervention programmes in Foundation Phase have not achieved their intended objectives and to identify major influencing factors. This study employed qualitative and quantitative research designs which were found appropriate because they address the research problem of this study which is, to improve monitoring and evaluation of foundation phase literacy intervention programmes.

This chapter dealt with the presentation of the findings from data collected quantitatively through questionnaire and qualitatively through document analysis. The findings of the quantitative data presented were for districts in North West, Limpopo and Free State province. The findings of the qualitative data presented were for districts in North West and Limpopo provinces only.

This chapter reports on the questionnaire and documents analysed as data and interpretation of the study carried out in improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes. The findings were based on the data collected and analysed from 277 respondents from North West, and 107 and 56 respondents from Limpopo and Free State provinces respectively. The questionnaire was administered to all 440 respondents in the three provinces, namely North West, Limpopo and Free State in South Africa. The 440 respondents were teachers, HODs, principals and subject specialists. The data collection method included a structured questionnaire and analyses of documents. Documents analysed were only from North West and Limpopo provinces as Free State did not avail learner intervention forms for analysis. Both qualitative and quantitative data were analysed in this chapter.
Figure 5.1 depicts the percentages of respondents in North West, Free State and Limpopo provinces.

![Chart showing the percentages of respondents in North West, Free State, and Limpopo provinces](image)

**Figure 5.1 Respondents per province**

Figure 5.1 above shows the sample of the respondents per province. The study was conducted to a larger extent in the North West province and a comparison was done with Free State and Limpopo provinces. About 62.8% of the respondents are from the North West, 24.5% of respondents from Limpopo and almost half of that from Free State. Most schools sampled in the Free State were farm schools with low learner enrollment and low number of teachers, hence low percentage of respondents.

### 5.2 Personal details of the Respondents

Figures 5.2 to 5.9 below present the biography of the respondents which is very important in research as it makes both the researcher and the reader aware of the background of the people they interact with and how they influence the research. In this study the following personal details were required from the respondents: designation, main teaching subjects/responsibilities, age, teaching experience in years, the number of years in current position, gender, teacher training and formal qualification. The researcher found the Figures 5.2 to 5.9 appropriate as they are vital in addressing the research problem.
5.2.1 Designation of the respondents

![Graph showing designation of respondents]

Figure 5.2 Designation of the respondents

Figure 5.2 above shows the designation of the respondents and indicates that the relevant people completed the questionnaire. Designation indicates the position held by each respondent at the workplace. In the Free State, the number of principals is more than those in North West and in Limpopo because most of the sampled schools are small farm schools. Most of the farm schools are one teacher schools, the teacher being the principal. This therefore, further implies that both spread and representativeness of the sample can be generalised to the population within a reasonable margin of error.

The research is about improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes. The research targeted Foundation Phase subject specialists, Foundation Phase HODs, Foundation Phase teachers and primary school principals in the North West, Limpopo and Free State provinces.

To this end, the designation of the respondents, as one of the factors that constitute teacher quality, has impact on the nature and scope of factors that affect the effective management of learner achievement in literacy level. The same is applicable in terms of its impact on challenges of managing the implementation of intervention programmes and how effective the strategies for monitoring and support are.
As alluded to above, the central role that a teacher occupies is best described by Sharrat (2007) as a teacher-leadership, i.e. that scarce quality, which involves a willingness and ability to share content knowledge and instructional expertise. In brief, it is also beautifully captured in the following: (Singh and Sarkar, 2012) “a teacher-leader who was approachable, non-judgmental, and a focused advocate for student achievement”.

5.2.2 Main teaching subject area/responsibility

Figure 5.3 Main teaching subject area/responsibility

Figure 5.3 above shows the responsibility of the respondents. ‘Only management’ in this context refers to a respondent who is responsible for managing only, not teaching. ‘Foundation Phase’ refers to the first three years of schooling, which includes Grades 1, 2, and 3. ‘Foundation Phase subjects’ refers to Literacy, Numeracy, Life skills and First additional Language (FAL). ‘Literacy’ in this Foundation Phase refers to the Language of Learning and Teaching (LOLT) as a subject. LOLT in the first three years of schooling should be Home Language (HL). ‘Languages’ in this study refers to any language taught at school, such as Home Language, FAL. ‘Other’ refers to any other responsibility not mentioned and respondents were to indicate such.

The figure shows that in the Free State and Limpopo no teachers are teaching literacy only. In these provinces, Foundation Phase teachers are teaching all the four subjects, which is class
teaching. In the North West most schools practise subject teaching, while only a few practise class teaching.

Stated differently, the status of Foundation Phase literacy teaching is most probably one of the factors that not only affect the effective management of learner achievement in literacy level, but also one of the factors that must merit attention from all stake-holders, such as SMT, subject specialists, principals, HODs, Foundation Phase teachers, etc. The same is applicable in terms of both the challenges of managing the implementation of intervention programmes and effective strategies for monitoring and support.

The effects of teachers’ mastery of their teaching subjects are best captured by Sharrat and Sharrat (2007) as follows: “Teacher-leaders modelled intentional, persistent teaching that encouraged individuals and small groups of students to increase their achievement in literacy.” Van Staden and Bosker (2012) found that the common themes in schools that influenced student achievement positively included, among others, effective instructional leadership and practices, high expectations for students to accomplish and perform at their best, ongoing curriculum improvement, maximum use of available instructional time and frequent monitoring of student progress.

Figure 5.3 above indicates that Free State and Limpopo provinces practise class teaching in Foundation Phase. It means that one teacher teaches all four subjects in one class. In some schools the same teacher teaches same class from Grade 1 and progresses with learners until Grade 3. Both strategies have merits and demerits depending on the commitment of the teacher. Some schools in the North West practise subject teaching in the Foundation Phase.

For the Foundation Phase alone, there is the need for an annual replacement of 4 268 African mother-tongue teachers, 755 Afrikaans mother-tongue teachers and 453 English mother-tongue teachers. While all subjects and learning areas in all phases of the schooling system need more and better teachers, available research indicates that the subjects and phases for which the need is greatest include Foundation Phase (FP), especially in an African language. The researcher is of the view that more focus is needed in foundation phase regarding recruitment of teachers and allocation of Funza Lushaka bursary.
5.2.3 Age of respondents

Figure 5.4 Age of respondents

Figure 5.4 above shows age of the respondents. This view has far-reaching implications for the management and implementation of intervention programmes in the sense that the highest percentage of Foundation Phase teachers are well above the retirement mid-point. Stated differently, respondents within the age category of 30-34 seem to either opt for career options other than teaching, or are unemployed.

Age also played a vital role in this study as it indicated the number of years left for Foundation Phase teachers to exit the system. This will assist decision makers to start making preparation for training teachers for the Foundation Phase.

Wium and Louw (2012) are of the view that attempts to facilitate literacy and numeracy learning within South African schools, particularly in the early grades, need to be improved, particularly because it was not until 2011 that formal qualifications for teachers of grade R learners became a requirement.
5.2.4 Teaching experience in years

![Figure 5.5 Teaching experience in years](image_url)

**Figure 5.5 Teaching experience in years**

Teaching experience in years refers to the number of years spent in the teaching profession. In North West, Free State and Limpopo, respondents have more than 20 years’ teaching experience, with Free State being the highest with 73.2%. Those between 16 and 20 years of experience comprise 28.4%. This, therefore, implies amongst other things, that the majority of experienced Foundation Phase teachers are more likely to exit the system than the less experienced ones. This is also likely to impact negatively on the management and implementation of intervention programmes as already stated above.

The respondents indicated that teaching experience has the potential to positively shape the nature and scope of factors that affect the effective management of learner achievement in the Foundation Phase. The same is applicable in terms of both challenges of managing the implementation of intervention programmes and effective strategies for monitoring the implementation. In instances, where, for example, principals and teachers plan, prepare and execute their responsibilities daily and weekly alongside their learners, chances of learner literacy achievement become increased (Van Staden & Bosker, 2012; Sharrat & Sharrat, 2007; Singh & Sarkar, 2012).
From Figure 5.5 above, it can be observed that a total of 32% of the respondents in the three provinces have a minimum of five years’ (Foundation Phase) teaching as against majority of respondents with twenty or more years’ teaching experience. Had Foundation Phase literacy teaching received its fundamental footing since 1994, its potential to elevate learner literacy achievement level to generally acceptable standards would have been achieved and South Africa would be among those of the best performing countries in the world.

5.2.5. Number of years in current position

![Bar chart showing the number of years in current position by province](image)

**Figure 5.6 Number of years in current position**

Figure 5.6 above shows the number of years that respondents spent in the position they held at the time of data collection. The figure indicates that most respondents in the three provinces have more than 20 years in the current position. This is in line with figure 5.4 on age of respondents in showing that the highest percentage of Foundation Phase teachers is well above the retirement mid-point. This is also a call for the recruitment of Foundation Phase teachers.
5.2.6 Gender

Figure 5.7 Gender of respondents

Table 5.7 above clearly shows that the majority of Foundation Phase teachers are females as viewed against the minority of the male respondents. The undeniable imbalance is not only disconcerting, viewed from the feminist movement protagonists’ perspective, in terms of its potential negative impact on the management and implementation of intervention, but also when viewed from the patriarchal society’s reluctance to empower women for top management positions within their chosen career options.

Fewer black Africans are enrolling for teacher education, in part due to its perceived low status but also due to improved career opportunities elsewhere; and in a female-dominated profession, male termination rates are higher than their proportion in the overall teacher population. Table 5.7 shows that teaching is still regarded as a female dominated profession especially in primary schools.
Table 5.8 above shows, inter alia, that the majority of respondents in all the three provinces have undergone relevant teacher training, namely primary school teacher training. The minority of respondents in the three provinces were trained on secondary school teacher training. This seems to augur well for effective management and implementation of intervention programmes despite dissatisfaction about the literacy and numeracy levels of learner performance in this phase.

Siraj-Blatchford, Sylva, Muttock, Gilden & Bell, (2002:14) state that, “Whatever the level of training received, the childminders in this study felt confident that play (however they defined it) was central to learning for children in the Foundation Stage and this featured as a constant in their daily and weekly routines”, due to the central role of the teacher in making tactical, strategic, contextual decisions (Eskey & Grabe, 1989:228—222).
5.2.8 Formal qualifications

The results in Table 5.9 above show that 33.9%, 35.7% and 62.1% of the respondents in North West, Free State and Limpopo, respectively have 3 year diplomas. An interesting observation here is that most of the respondents are more likely to exit the system earlier than their counterparts, which would then impact negatively on the management and implementation of intervention programmes. Teachers’ experience in years played an important part in this study.

The researcher is of the view that teachers in general, and those in Foundation Phase, in particular, have the responsibility to ensure that learners access education and realise their potential as unique individuals, to be enabled to develop as social beings through living and co-operating with others and to contribute to the good of society, and to be prepared for further education and lifelong learning. These lofty expectations cannot occur outside of the context of educational qualifications of teachers in general, and those in the Foundation Phase in particular.

Table 5.9 above shows Foundation Phase teachers’ who completed their formal qualifications. These minimum qualifications do have close relationships with expected learner literacy achievement initiatives. This is confirmed by Wium and Louw (2012), who maintain that
research by Girolametto, Weitzman, Lefebvre and Greenberg indicates that many teachers in care centres in the USA lack the knowledge to facilitate emergent literacy skills. Such findings may also apply to the South African context, because formal qualifications for teachers of grade R learners were not a requirement until 2011 (Wium and Louw, 2012). The importance of teachers’ who completed formal qualifications in Foundation Phase literacy is crucial to educational success (Pascoe, 2012).

Finally in this study, the close relationship between the teachers’ who completed formal qualifications and learner literacy achievement levels cannot be doubted. The quality of teacher qualifications and the central role of the teacher in making tactical, strategic, contextual decisions aimed at uplifting learner literacy levels (Pascoe, 2012).

Part B of the questionnaire is made up of items that centre on the following variables: the nature and scope of managing intervention programmes, the nature and scope of training received by the implementation team, teachers’ attitude towards intervention programmes, the effectiveness of the strategies for monitoring and support, and challenges of managing implementation of intervention programmes. Each of these variables is analysed quantitatively and interpreted as indicated in the following tables and figures.

5.3 Findings

The rows of Tables presented in this chapter should add up to 100%, however, rows which add to above 100% result from the rounding off of fractions. In instances where the total is well below 100%, the respondents did not answer the particular question.

Tables (5.1 to 5.8) and Figures (5.10 to 5.18) show the responses to the questionnaires based on the objectives of this study.

Table 5.1 below shows responses of the respondents on the nature and scope of managing intervention programmes.
### 5.3.1 The nature and scope of managing intervention programmes

#### Table 5.1 The nature and scope of managing intervention programmes

<table>
<thead>
<tr>
<th></th>
<th>Strongly Agree %</th>
<th>Agree%</th>
<th>Uncertain %</th>
<th>Disagree %</th>
<th>Strongly Disagree %</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 The school has established its FFL campaign's forum.</td>
<td>40</td>
<td>37.5</td>
<td>9.6</td>
<td>9.1</td>
<td>3.8</td>
</tr>
<tr>
<td>1.2 The SMT is well informed on the FFL campaign's objectives.</td>
<td>42.1</td>
<td>39.9</td>
<td>12</td>
<td>3.9</td>
<td>2.2</td>
</tr>
<tr>
<td>1.3 Minutes of meetings held at school on the campaign are available.</td>
<td>37.3</td>
<td>31.4</td>
<td>18.8</td>
<td>9.9</td>
<td>2.7</td>
</tr>
<tr>
<td>1.4 The time-table with time allocations for reading is available.</td>
<td>45.1</td>
<td>48.1</td>
<td>3.5</td>
<td>1.9</td>
<td>1.4</td>
</tr>
<tr>
<td>1.5 Every teacher spends at least 30 minutes with learners daily on reading for enjoyment.</td>
<td>42.3</td>
<td>41.1</td>
<td>8.2</td>
<td>7</td>
<td>1.4</td>
</tr>
<tr>
<td>1.6 Every teacher spends at least 1 hour on extended writing every week.</td>
<td>39.8</td>
<td>38.2</td>
<td>13.5</td>
<td>7.1</td>
<td>1.4</td>
</tr>
<tr>
<td>1.7 Work schedules indicate &quot;milestones&quot; and the campaign's activities.</td>
<td>42.8</td>
<td>42.6</td>
<td>9.3</td>
<td>2.6</td>
<td>2.6</td>
</tr>
<tr>
<td>1.8 School Based Assessment (SBA) includes tasks based on the campaign.</td>
<td>46.6</td>
<td>42.3</td>
<td>7.8</td>
<td>1.7</td>
<td>1.7</td>
</tr>
<tr>
<td>1.9 Quarterly Assessment Activities and Assessment tasks are carried out as documented</td>
<td>44.3</td>
<td>51.3</td>
<td>1.4</td>
<td>1.9</td>
<td>1.2</td>
</tr>
<tr>
<td>1.10 Records of Annual Assessment Summary of Performance (schedules) are kept.</td>
<td>47.2</td>
<td>50</td>
<td>0.7</td>
<td>0.9</td>
<td>1.4</td>
</tr>
<tr>
<td>1.11 Annual National Assessment (ANA) results are analysed.</td>
<td>45.9</td>
<td>50.1</td>
<td>2.6</td>
<td>0</td>
<td>1.4</td>
</tr>
<tr>
<td>1.12 The QIDS-UP resources are well managed.</td>
<td>40.8</td>
<td>35.3</td>
<td>16.5</td>
<td>6.5</td>
<td>1</td>
</tr>
<tr>
<td>1.13 Intervention programmes are managed according to the Departmental guidelines.</td>
<td>43.4</td>
<td>36.4</td>
<td>11.7</td>
<td>6.3</td>
<td>2.1</td>
</tr>
<tr>
<td>1.14 Intervention committee is established at school</td>
<td>34.9</td>
<td>44</td>
<td>9.5</td>
<td>10.9</td>
<td>0.7</td>
</tr>
<tr>
<td>1.15 The intervention committee is functional</td>
<td>36.1</td>
<td>31.6</td>
<td>13.2</td>
<td>16.7</td>
<td>2.4</td>
</tr>
<tr>
<td>1.16 There is a remedial teacher in our school</td>
<td>16.2</td>
<td>19.1</td>
<td>8.8</td>
<td>35</td>
<td>20.8</td>
</tr>
<tr>
<td>1.17 Learners with learning difficulties are identified in the first quarter of the year.</td>
<td>44</td>
<td>33.6</td>
<td>8.3</td>
<td>12.1</td>
<td>2.1</td>
</tr>
<tr>
<td>1.18 Remedial work is given to learners with learning difficulties.</td>
<td>38.9</td>
<td>34.2</td>
<td>11.1</td>
<td>12.3</td>
<td>3.5</td>
</tr>
<tr>
<td>1.19 Remedial lessons offered are specific to learners individual needs</td>
<td>34.1</td>
<td>25.3</td>
<td>19.6</td>
<td>16</td>
<td>5</td>
</tr>
<tr>
<td>1.20 Enrichment work is given to learners who are doing well.</td>
<td>40</td>
<td>35.1</td>
<td>13.7</td>
<td>9.7</td>
<td>1.4</td>
</tr>
</tbody>
</table>
Table 5.1 above shows that 42.3% of the respondents strongly agree and 41.1% agree with the statement; every teacher spends at least 30 minutes daily on reading for enjoyment. About 39.8% of the respondents strongly agree and 38.2% agree that at least 1 hour is spent on extended writing every week. Reading daily will sharpen the learners’ reading skills. The above table shows that most of the respondents agree that most plans are in place to manage intervention programmes, time tables for reading are in place, remedial and enrichment work are given to learners and committees are in place.

The above Table also shows that 45.9% of the respondents strongly agree and 50.1% agree that ANA results are analysed, however a number of authors point to the fact that not all schools have the capacity to translate the data of external assessments into practices that may enhance learner performance (Elmore, 1996). If so, it becomes imperative to support and monitor practices of districts linked to school management, with the aim of helping teachers. It is worth determining the way school management develops teachers in using external assessment results to sculpture teaching practices in addressing diversity in the classroom. Important to this study is the analysis of ANA results and the unfolding of processes by the district and participating schools to improve learner performance.

The Department of Education (2008a; 2008b) indicates that lack of teacher competency and lack of exposure to reading materials are some of the problems in South Africa in the teaching of literacy. Many teachers in South Africa have an under-developed understanding of teaching literacy, reading and writing. Too often, teachers know only one method of teaching reading, which may not suit the learning style of all learners. As a result, some teachers do not know how to stimulate reading inside and outside the classroom. The researcher thinks that the use of variety of teaching methods will enhance reading and writing skills of learners in Foundation Phase. During this stage learners should learn to read so that at a later stage they are able to read to learn.

Most schools have inadequate language policies to address the learning needs of the learners. They do not ensure the right of learners, especially Foundation Phase learners, to learn in their mother tongue. This is a serious challenge. The DBE further observes that Foundation Phase
teachers are generally not taught to teach reading in the home language of African learners and the focus on literacy is shifted to English. Reasons for this anomaly are comprehensively investigated by de Klerk (2002).

The above discussions indicate that there is a gap in the implementation of intervention programmes which militate against improvement of learner performance in Foundation Phase literacy. The fact that respondents indicate that all plans are in place to manage intervention programmes is contrary to learner performance suggests that monitoring and evaluation processes should be used to improve monitoring and evaluation of Foundation Phase literacy intervention programmes. Monitoring and evaluation processes will ensure that what is documented is implemented accordingly.

5.3.2 The nature and scope of training received by the implementation team

Table 5.2 below shows the responses of respondents on the nature and scope of training received by the implementation team.
### Table 5.2 The nature and scope of training received by the implementation team

<table>
<thead>
<tr>
<th></th>
<th>Strongly Agree %</th>
<th>Agree %</th>
<th>Uncertain %</th>
<th>Disagree %</th>
<th>Strongly Disagree %</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.1 Teachers were trained on the implementation of FFL.</td>
<td>44.7</td>
<td>33.1</td>
<td>11.1</td>
<td>8</td>
<td>3.1</td>
</tr>
<tr>
<td>2.2 Teachers were trained on Break Through to Literacy (BTL).</td>
<td>36.4</td>
<td>29.7</td>
<td>17.7</td>
<td>12.2</td>
<td>4.1</td>
</tr>
<tr>
<td>2.3 Foundation phase teachers received training on (CAPS).</td>
<td>44</td>
<td>50.9</td>
<td>1.4</td>
<td>3</td>
<td>0.7</td>
</tr>
<tr>
<td>2.4 Teachers were trained on how to use QIDS-UP resources.</td>
<td>35.9</td>
<td>21.5</td>
<td>21.3</td>
<td>15.1</td>
<td>6.2</td>
</tr>
<tr>
<td>2.5 Teachers were trained on the implementation of ANA.</td>
<td>43.1</td>
<td>33.7</td>
<td>9.6</td>
<td>11.9</td>
<td>1.6</td>
</tr>
<tr>
<td>2.6 Training on intervention programmes was effective /useful.</td>
<td>35</td>
<td>27.6</td>
<td>18.9</td>
<td>17.5</td>
<td>0.9</td>
</tr>
<tr>
<td>2.7 The training was relevant to my work.</td>
<td>39.4</td>
<td>30.8</td>
<td>16.2</td>
<td>12</td>
<td>1.6</td>
</tr>
<tr>
<td>2.8 The duration of the training was enough.</td>
<td>15.8</td>
<td>17.7</td>
<td>24.3</td>
<td>36.9</td>
<td>5.3</td>
</tr>
<tr>
<td>2.9 Training took place at the right time (correct timing).</td>
<td>23.2</td>
<td>21</td>
<td>21.5</td>
<td>29.8</td>
<td>4.5</td>
</tr>
<tr>
<td>2.10 More training on these programmes is needed.</td>
<td>36.8</td>
<td>51.8</td>
<td>5.2</td>
<td>4.4</td>
<td>1.9</td>
</tr>
<tr>
<td>2.11 Relevant stakeholders were trained on these programmes</td>
<td>24.6</td>
<td>22.5</td>
<td>25.3</td>
<td>22.9</td>
<td>4.7</td>
</tr>
<tr>
<td>2.12 Training on the programmes improved teaching and learning.</td>
<td>39.1</td>
<td>32.1</td>
<td>14.3</td>
<td>12.6</td>
<td>1.9</td>
</tr>
<tr>
<td>2.13 Teachers are able to implement the knowledge and skills acquired from the training.</td>
<td>39.7</td>
<td>30</td>
<td>16</td>
<td>12</td>
<td>2.3</td>
</tr>
<tr>
<td>2.14 The training interrupts normal school activities.</td>
<td>23.2</td>
<td>23.2</td>
<td>15.2</td>
<td>33</td>
<td>5.4</td>
</tr>
<tr>
<td>2.15 Foundation phase teachers are trained on remedial education</td>
<td>16.9</td>
<td>13.2</td>
<td>13.9</td>
<td>36.4</td>
<td>19.5</td>
</tr>
</tbody>
</table>

Table 5.2 above indicates that 44.7% of respondents strongly and 33.1% agree that: teachers were trained on the implementation of FFL. About 44% of the respondents strongly agree while 50.9% agree that Foundation Phase teachers received training on Curriculum Assessment and Policy Statement (CAPS); 39.4% and 30.8% strongly agree and agree respectively that training was relevant to their work.
5.3.2.1 More training on these programmes is needed.

Figure 5.10 More training on these programmes is needed

Figure 5.10 above shows that 36.8% of the respondents strongly agree and 51.8% agree that more training on intervention programmes is needed. This implies that there are gaps in the implementation of ANA, FFL and QIDS-UP which is a concern as this will impact negatively on improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes.

5.3.2.2 The duration of the training was enough.

Figure 5.11 The duration of the training was enough.
Figure 5.11 above indicates that 36.9% of the respondents disagree, 5.3% strongly disagree and 24.3% were uncertain that the duration of the training was enough. Respondents in both Figure 5.10 and 5.11 indicate that more training of intervention programmes was still needed. More training to reinforce curriculum delivery and learner performance might improve in Foundation Phase.

5.3.2.3 Foundation phase teachers are trained on remedial education

The above figure shows that 36.4% of the respondents disagree while 19.5% strongly disagree that Foundation Phase teachers are trained on remedial education. This is a course for concern because at this level solid foundation has to be laid and learners of different abilities should be catered for in terms of curriculum delivery. When teachers are not trained no remedial work will be done and learners who are lagging behind are not assisted and, as a result, no intervention is done and this impacts negatively on learner performance. Literature review indicated that when learners’ needs are not catered for they drop out of school. This may increase the number of learners who could not be accounted for when the age cohort reaches Grade 12 as indicated by MDG, 2012.
5.3.2.4 Foundation phase teachers are trained on remedial education.

![Training on the programmes improved teaching and learning.](image)

**Figure 5.13 Training on the programmes improved teaching and learning.**

In Figure 5.13, 39.1% of the respondents strongly agree and 32.1% agree that training in the programmes improved teaching and learning. This might be the reason for a slight improvement on ANA results in the Foundation Phase in 2012-2014 in the three sampled provinces except Limpopo where Grade three results dropped from 2012 -2014 at 47.9%, 46.9% and 41.9% respectively. Block et al. (2002) emphasise that teaching abilities could have a larger impact on learner achievement in literacy, such as, for example, a teacher’s awareness of the learners’ needs and particular areas of learning that need improvement. The explicit teaching of skills provides a strong foundation for constructivist activities, such as literacy skills, problem-solving and collaborative skills, among others. The researcher believes that when teachers are aware of the learners’ needs and particular areas of learning that need improvement, they will be able to employ relevant intervention specific to individual learners’ needs. Teachers should be trained in how to identify learners’ needs.

Teacher development is important especially in the Foundation Phase where a solid foundation in reading and writing is laid. This phase requires knowledgeable, dedicated and committed teachers for learner performance to be improved.
Table 5.3 below shows responses of respondents on teachers’ attitude towards intervention programmes.

### 5.3.3 Teachers’ attitudes towards intervention programmes

#### Table 5.3 Teachers’ attitudes towards intervention programmes

<table>
<thead>
<tr>
<th></th>
<th>Strongly Agree</th>
<th>Agree</th>
<th>Uncertain</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1 Teachers have a positive attitude towards the implementation of FFL.</td>
<td>41.6</td>
<td>40</td>
<td>9.9</td>
<td>7.1</td>
<td>1.4</td>
</tr>
<tr>
<td>3.2 The SMT has a positive attitude towards the implementation of FFL.</td>
<td>43.2</td>
<td>42.5</td>
<td>9.1</td>
<td>4.7</td>
<td>0.5</td>
</tr>
<tr>
<td>3.3 Subject advisors have a positive attitude towards the implementation of FFL.</td>
<td>37.2</td>
<td>42.4</td>
<td>12</td>
<td>6.4</td>
<td>2.1</td>
</tr>
<tr>
<td>3.4 Teachers have a positive attitude towards the implementation of ANA.</td>
<td>43.2</td>
<td>36.4</td>
<td>7.3</td>
<td>10.8</td>
<td>2.3</td>
</tr>
<tr>
<td>3.5 The SMT has a positive attitude towards the implementation of ANA.</td>
<td>42.5</td>
<td>38.4</td>
<td>8.3</td>
<td>8.5</td>
<td>2.4</td>
</tr>
<tr>
<td>3.6 Subject advisors have a positive attitude towards the implementation of ANA.</td>
<td>36.9</td>
<td>41.1</td>
<td>13.4</td>
<td>6.8</td>
<td>1.9</td>
</tr>
<tr>
<td>3.7 Teachers have a positive attitude towards the implementation of QIDS-UP.</td>
<td>41.4</td>
<td>27.5</td>
<td>19.9</td>
<td>10.5</td>
<td>0.7</td>
</tr>
<tr>
<td>3.8 The SMT have a positive attitude towards the implementation of QIDS-UP.</td>
<td>40.8</td>
<td>28.4</td>
<td>22.8</td>
<td>7.5</td>
<td>0.5</td>
</tr>
<tr>
<td>3.9 Subject advisors have a positive attitude towards the implementation of QIDS-UP.</td>
<td>37.4</td>
<td>29.1</td>
<td>24.7</td>
<td>7.8</td>
<td>1</td>
</tr>
<tr>
<td>3.10 Subject specialists have a positive attitude towards the implementation of intervention programmes.</td>
<td>36.3</td>
<td>38</td>
<td>18.2</td>
<td>6.1</td>
<td>1.4</td>
</tr>
<tr>
<td>3.11 The SMT has a positive attitude towards the implementation of intervention programmes.</td>
<td>36.8</td>
<td>42.8</td>
<td>12</td>
<td>6.9</td>
<td>1.4</td>
</tr>
<tr>
<td>3.12 Subject specialists have a positive attitude towards the implementation of intervention programmes.</td>
<td>36.3</td>
<td>38.2</td>
<td>17.1</td>
<td>7.6</td>
<td>0.7</td>
</tr>
<tr>
<td>3.13 Parents have a positive attitude towards intervention of their children</td>
<td>26.7</td>
<td>26.2</td>
<td>17.8</td>
<td>23.7</td>
<td>5.6</td>
</tr>
<tr>
<td>3.14 Teachers have a positive attitude towards remedial activities.</td>
<td>40.9</td>
<td>35.5</td>
<td>11.1</td>
<td>10.6</td>
<td>1.9</td>
</tr>
<tr>
<td>3.15 The SMT have a positive attitude towards remedial education</td>
<td>39.2</td>
<td>39.2</td>
<td>10.8</td>
<td>9.9</td>
<td>0.9</td>
</tr>
</tbody>
</table>

Table 5.3 above indicates that 81.6% of the respondents agree that teachers have a positive attitude towards the implementation of FFL. 52.9% of respondents agree that parents have a positive attitude towards intervention of their children. 76.4% of the respondents agree that teachers have a positive attitude towards remedial activities while 78.4% agree that the SMT
have a positive attitude towards remedial education. If all stakeholders have a positive attitude towards the implementation of intervention programmes, why are learners not performing well in Foundation Phase literacy? The analysis of qualitative data (documents: intervention forms) revealed that intervention forms are not used to identify and address learners’ needs in the Free State province which was not found in quantitative analysis. This gap proved that Education policies are not implemented consistently across provinces in South Africa. This gap indicated that there might be other inconsistencies in terms of the implementation of intervention programmes hence low level of achievement in literacy. The inconsistency might occur in the use of home language as the language of learning and teaching in Foundation Phase resulting in poor performance. The gap also may be caused by lack of proper monitoring and support of schools in the rural areas with regards to implementation of departmental policies.

The South African Education system is widely criticised for introducing literacy in a language not familiar to Foundation Phase learners. The learning and teaching support materials used are written in English and Afrikaans and teacher development have been found to constitute a course for concern as these factors contribute to poor performance in Foundation Phase literacy.

There are three aspects to be considered for learner performance to be improved, the quality of teachers in Foundation Phase, the relevance of resources used to teach and most importantly, the language of learning and teaching used to impart knowledge:

- **The quality of teachers:**

Naledi Pandor (in DoE, 2008), emphasised that good education depends on the availability of good teachers who are well versed in the knowledge areas that learners must be taught, and who also have thorough knowledge of the various ways in which knowledge can be learned. However, she indicated that the Department was struggling to attract African Language students to teach in Foundation Phase and attributed this to the low status associated with teaching in the Foundation Phase. Many teachers in South Africa have an under-developed understanding of teaching literacy, reading and writing. Too often, teachers know only one method of teaching reading, which may not suit the learning style of all learners. As a result, some teachers do not know how to stimulate reading inside and outside the classroom.
• **Relevant resources**

Banda et al. (2000) indicated that most of the materials are written in English and Afrikaans and the LoLT in Foundation Phase is Home language. Annual Teaching Plans (ATPs) for home language are written in English. Learners are assessed in the language of learning and teaching so it will be difficult for them to perform as expected if they are taught in a different language. These are not the primary languages of the majority of learners in rural areas as indicated by Setati et al. (2002). Teachers end up using materials written in these languages as resources to teach indigenous languages. Learners become confused when they are assessed externally and this leads to poor performance, especially in Home language.

• **Language of Learning and Teaching (LoLT)**

Research indicates that the best form of teaching literacy is by teaching mother tongue literacy as the basis (Baker, 2001). The ability of many learners to read fluently and write clearly is ascribed to the choice of the right language policy. When literacy is introduced through a language that is foreign to most of the learners, learning becomes meaningless and improvement of learner performance becomes difficult if not impossible. One of the findings of this study is that policies are not implemented consistently; the reason for poor performance in literacy could be that home language is not used as the language of learning and teaching in Foundation Phase.

Table 5.4 below indicates the responses of respondents on the effectiveness of the strategies for monitoring and support.
5.3.4 Effectiveness of the strategies for monitoring and support

**Table 5.4 Effectiveness of the strategies for monitoring and support**

<table>
<thead>
<tr>
<th></th>
<th>Strongly Agree %</th>
<th>Agree %</th>
<th>Uncertain %</th>
<th>Disagree %</th>
<th>Strongly Disagree %</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1 Subject specialists monitor the implementation of FFL.</td>
<td>39.5</td>
<td>33.5</td>
<td>13.9</td>
<td>11.2</td>
<td>1.9</td>
</tr>
<tr>
<td>4.2 Subject specialists support the school on FFL.</td>
<td>36.4</td>
<td>35.7</td>
<td>13.5</td>
<td>12.3</td>
<td>2.2</td>
</tr>
<tr>
<td>4.3 Subject specialists monitor the implementation of ANA.</td>
<td>39.4</td>
<td>43.9</td>
<td>6.8</td>
<td>8.7</td>
<td>1.2</td>
</tr>
<tr>
<td>4.4 Subject specialists support the school on ANA.</td>
<td>38.2</td>
<td>41.5</td>
<td>6.8</td>
<td>12.4</td>
<td>1.2</td>
</tr>
<tr>
<td>4.5 Area Office officials monitor the school's readiness before writing ANA.</td>
<td>33</td>
<td>37.5</td>
<td>11.4</td>
<td>15.7</td>
<td>2.4</td>
</tr>
<tr>
<td>4.6 Subject specialists monitor the use of QIDS-UP resources.</td>
<td>30.1</td>
<td>17.2</td>
<td>22.8</td>
<td>26.5</td>
<td>3.4</td>
</tr>
<tr>
<td>4.7 The use of QIDS-UP resources is well monitored.</td>
<td>35.1</td>
<td>17.8</td>
<td>22</td>
<td>22.5</td>
<td>2.7</td>
</tr>
<tr>
<td>4.8 There is monitoring of the intervention programmes by the SMT.</td>
<td>43.7</td>
<td>35.4</td>
<td>8.6</td>
<td>11.2</td>
<td>1.2</td>
</tr>
<tr>
<td>4.9 Monitoring of intervention programmes is effective/useful.</td>
<td>38.3</td>
<td>35.2</td>
<td>13.9</td>
<td>11.8</td>
<td>0.7</td>
</tr>
<tr>
<td>4.10 Assessment tools are available in the teacher's file.</td>
<td>42.4</td>
<td>49.4</td>
<td>4.2</td>
<td>3.5</td>
<td>0.5</td>
</tr>
<tr>
<td>4.11 There is evidence of classroom support by the SMT.</td>
<td>44.4</td>
<td>41.6</td>
<td>6.9</td>
<td>5.7</td>
<td>1.4</td>
</tr>
<tr>
<td>4.12 There is evidence of classroom support by peers/colleagues.</td>
<td>42.9</td>
<td>39.3</td>
<td>9.5</td>
<td>7.8</td>
<td>0.5</td>
</tr>
<tr>
<td>4.13 There is evidence of samples of learners work controlled by the SMT.</td>
<td>45.6</td>
<td>47.5</td>
<td>3.1</td>
<td>3.1</td>
<td>0.7</td>
</tr>
<tr>
<td>4.14 There is evidence of moderation by the SMT.</td>
<td>49.3</td>
<td>46.2</td>
<td>2.8</td>
<td>1.6</td>
<td></td>
</tr>
<tr>
<td>4.15 The SMT gives teachers a constructive feedback on their performance.</td>
<td>45.7</td>
<td>43.6</td>
<td>5.6</td>
<td>4.4</td>
<td>0.7</td>
</tr>
<tr>
<td>4.16 Good performance on intervention programmes is rewarded.</td>
<td>28.6</td>
<td>26.7</td>
<td>18.4</td>
<td>20.8</td>
<td>5.5</td>
</tr>
<tr>
<td>4.17 Remedial committee monitors intervention regularly.</td>
<td>22.4</td>
<td>17.3</td>
<td>20.7</td>
<td>33.6</td>
<td>6.1</td>
</tr>
</tbody>
</table>

Table 5.4 above shows that officials and subject specialists do support intervention programmes. This implies that the monitoring and support is not effective because learners are still not doing well in Foundation Phase literacy, hence the recommendation of the use of M&E system by the present researcher.
Howard et al., 2005 advocated certain key components that are critical for the journey towards continuous improvement. Those key components encompass the basis for the System of Profound Knowledge. This System of Profound Knowledge is suitable for leadership in any organisational culture. However, applying this theory in a particular culture requires a focus on issues that are unique to the culture. Deming’s theory of management (Howard et al., 2005) promotes happiness in work for all the stakeholders within an organisation.

However, without management commitment, the adoption and implementation of a total quality system will not succeed. The managers are creators of work culture “ownership” and their investment in the improvement process. They are the creators of the corporate culture that makes the workers feel comfortable enough to recommend changes.

5.3.4.1 Monitoring of intervention programmes is effective /useful.

![Bar chart showing monitoring of intervention programmes effectiveness](image)

Figure 5.14 Monitoring of intervention programmes is effective /useful.

Figure 5.14 above indicates that 38.3% of respondents strongly agree and 35.2% agree that monitoring of intervention programmes is effective/ useful. Kellaghan, Greaney and Murray (2009), as well as Earl (2009), are convinced that seeing examples of effective activities and participating in professional discussions will help teachers to improve their professional performance following an external assessment. The researcher supports the views of the above
authors and believes that when properly considered, effectiveness of the strategies for monitoring and support will be realised.

Table 5.5 below shows the responses of respondents on challenges of managing the implementation of intervention programmes.

5.3.5 Challenges of managing the implementation of intervention programmes

Table 5.5 Challenges of managing the implementation of intervention programmes

<table>
<thead>
<tr>
<th></th>
<th>Strongly Agree %</th>
<th>Agree %</th>
<th>Uncertain %</th>
<th>Disagree %</th>
<th>Strongly Disagree %</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.1 FFL is implemented in foundation phase only.</td>
<td>22.4</td>
<td>18.9</td>
<td>12.6</td>
<td>35.3</td>
<td>10.7</td>
</tr>
<tr>
<td>5.2 The implementation of intervention programmes takes more time.</td>
<td>33.1</td>
<td>25.6</td>
<td>17.9</td>
<td>21.3</td>
<td>2.2</td>
</tr>
<tr>
<td>5.3 Teachers were not trained on how to use QIDS-UP resources.</td>
<td>21.8</td>
<td>18.9</td>
<td>16.7</td>
<td>36.6</td>
<td>6.1</td>
</tr>
<tr>
<td>5.4 Teaching time is wasted in preparation for ANA.</td>
<td>23.2</td>
<td>19.7</td>
<td>9.5</td>
<td>37.2</td>
<td>10.4</td>
</tr>
<tr>
<td>5.5 The duration of training on intervention programmes was not enough.</td>
<td>35.7</td>
<td>30</td>
<td>15</td>
<td>15</td>
<td>4.3</td>
</tr>
<tr>
<td>5.6 The support given by the SMT on the implementation of intervention programmes was not enough.</td>
<td>28.2</td>
<td>29.1</td>
<td>14</td>
<td>25.1</td>
<td>3.6</td>
</tr>
<tr>
<td>5.7 The intervention programmes (IP) were not monitored by subject specialists.</td>
<td>21.5</td>
<td>16.7</td>
<td>18.4</td>
<td>35.8</td>
<td>7.5</td>
</tr>
<tr>
<td>5.8 The SMT did not give teachers feedback on their performance on the implementation of IP.</td>
<td>16.2</td>
<td>11.9</td>
<td>16.2</td>
<td>46</td>
<td>9.8</td>
</tr>
<tr>
<td>5.9 There is no reward for good performance on intervention programmes.</td>
<td>29.8</td>
<td>20.1</td>
<td>13.9</td>
<td>28.1</td>
<td>8</td>
</tr>
<tr>
<td>5.10 The implementation of intervention programmes does not improve performance of learners.</td>
<td>12.2</td>
<td>6.6</td>
<td>14.5</td>
<td>55.5</td>
<td>11.2</td>
</tr>
<tr>
<td>5.11 Teachers have a negative attitude towards the implementation of intervention programmes.</td>
<td>9.6</td>
<td>10.3</td>
<td>14</td>
<td>53.6</td>
<td>12.6</td>
</tr>
<tr>
<td>5.12 The SMT has a negative attitude towards the implementation of intervention programmes</td>
<td>7</td>
<td>8</td>
<td>13.6</td>
<td>57.4</td>
<td>14.1</td>
</tr>
<tr>
<td>5.13 Subject advisors have a negative attitude towards the implementation of interprogrames.</td>
<td>4.9</td>
<td>4.9</td>
<td>19.2</td>
<td>54.4</td>
<td>16.6</td>
</tr>
<tr>
<td>5.14 Learners are retained only ones in foundation phase</td>
<td>38.4</td>
<td>27.1</td>
<td>6.4</td>
<td>20</td>
<td>8.2</td>
</tr>
<tr>
<td>5.15 The Area Office condones learners who are retained by the school.</td>
<td>34.2</td>
<td>25.8</td>
<td>10.1</td>
<td>20.6</td>
<td>9.4</td>
</tr>
<tr>
<td>5.16 Remedial lessons are conducted after school.</td>
<td>23.3</td>
<td>24.5</td>
<td>10.7</td>
<td>33.1</td>
<td>8.4</td>
</tr>
</tbody>
</table>
Table 5.5 above shows the Challenges of managing the implementation of intervention programmes. Targets for improving learning outcomes have been set in Action Plan to 2014 towards the Realization of Schooling 2025 (DoBE, 2011), but to meet these targets, the system needs a sensible assessment set in place, strategies to attain those targets. For many years, the South African schooling system has had only one credible and objective gauge of learner performance: the National Senior Certificate Examinations, Grade 12. For the rest, the system depended on assessments internally set and marked by the schools themselves to judge whether learning and teaching was of a sound standard, and aligned to the country’s curriculum expectations. Many schools year in and year out declare the majority of their learners fit to move on to the next grade and ultimately to Grade 12 and beyond. The Grade 12 results, on the other hand, tell a different story, of masses of children who fail to master the basics necessary for them to come out with a quality pass at the end of the 12 years of schooling (DoBE, 2011).

The researcher opposes the fact that the system depended on assessments internally set and marked by the schools themselves to judge whether learning and teaching was of a sound standard, and aligned to the country’s curriculum expectations. Schools cannot be a referee and a player at the same time. Schools may end up creating a comfort zone and not do their best to lay a solid foundation for learners. This clearly indicates that there is no proper monitoring and evaluation to ensure curriculum delivery in schools. This is a contributory factor to low learner performance throughout the system. Learners cannot perform better in higher grades if a solid foundation is not laid in the Foundation Phase. There is a need for improving monitoring and evaluation of challenges for foundation phase literacy intervention programmes.

The studies of Soudien (2007) and Christie (2008) have demonstrated low achievement levels in Language, Mathematics and Science on the average, and that learners leaving primary school in South Africa lag three grade levels behind their peers in other countries.

In addressing the problem of poor school achievement, most researchers (Hatton, 1996; Lee, Loeb & Loebeck, 1998; Roberts, Mazzucchelli, Taylor & Reid, 2003) agree that the intellectual deficiencies of disadvantaged learners must be separate before any measure of academic success is possible. Learners who are given learning tasks that are outside their skill level cannot focus on the tasks, and they finally develop compounding problems. When this struggle occurs frequently, they tend to worsen the learners situation for as long as the learners are at school. The
present researcher is of the view that the use of intervention records that are specific to the learner will assist teachers to identify and address learners’ needs to guard against compounding problems which may result in dropping out of school.

Intervention programmes in Foundation Phase are also developed on the basis that the environment plays a principal role in the child’s development (De Witt & Booysen, 1995; Morris, 2000; Pianta, 1996). The goal has been to make up for those environmental deficits in society and school that retard and limit educational progress. The researcher also believes that the environment and the language cannot be separated, so just like the environment, language familiar to learners is of great importance for Foundation Phase learners as this will improve their performance in literacy.

5.3.5.1 The support given by the SMT on the implementation of intervention programmes was not enough.

![Figure 5.15](image)

**Figure 5.15** The support given by the SMT on the implementation of intervention programmes was not enough.

Figure 5.15 indicates that 28.2% of the respondents strongly agree while 29.1% agree that the support given by the SMT on the implementation of intervention programmes was not enough.
Teacher development should be prioritised as a key area in improving teaching and learning in all provinces. Teachers have developmental needs that have to be attended to just like learners. Teachers should be given the necessary support they deserve to enable them to be effective and efficient in curriculum delivery.

5.3.5.2 The implementation of intervention programmes takes more time.

![Figure 5.16 The implementation of intervention programmes takes more time.](image)

Figure 5.18 above shows that 33.1% of the respondents strongly agree and 25.6% agree that the implementation of intervention programmes takes more teaching time. The implementation should be incorporated as part of teaching and not an isolated activity. The implementation of intervention programmes clearly needs M&E project cycle as it entails project design, planning, implementation, middle, project end and project follow-up.
5.3.5.3 Learners are retained only ones in foundation phase.

Figure 5.17 Learners are retained only ones in foundation phase

Figure 5.17 above shows that 38.4% of the respondents strongly agree and 27.1% agree that learners are retained only once in Foundation Phase. This means that learners are condoned to the next phase even if they are not competent. This disadvantages learners and they have the inability to sustain attention, particularly where they are faced with structured cognitive demands, and they also have a poor self-image that results in early withdrawal from school.

5.3.5.4 The Area Office condones learners who are retained by the school

Figure 5.18 The Area Office condones learners who are retained by the school.
Figure 5.19 above indicates that 34.2% of the respondents strongly agree and 25.8% agree that Area Office condones learners who are retained by the school. This implies that learners who are not competent are promoted to the next grade. This poses a challenge in managing the implementation of intervention programmes in Foundation Phase literacy.

Many schools year in and year out declare the majority of their learners fit to move on to the next grade and ultimately to Grade 12 and beyond. The Grade 12 results, on the other hand, tell a different story, of masses of children who fail to master the basics necessary for them to come out with a quality pass at the end of the 12 years of schooling (DoBE, 2011). There is a need to build a solid foundation in all subjects in Foundation Phase. Learners should not be promoted to the next grade until they are competent.

5.3.5.5 The Performance of learners in literacy

![Figure 5.19 ANA results in sampled provinces](image)

**Figure 5.19 ANA results in sampled provinces**

Figure 5.19 above shows the performance of learners in literacy in the three sampled provinces. It also indicates that learners’ performance decreases as they go into higher grades. As learners progress to the next grade, the more the performance drops; this is evident in all the three provinces.
Targets for improving learning outcomes have been set in Action Plan to 2014 towards the Realization of Schooling 2025. The DBE 2014 targets are that, the majority of learners, in all Grades from 1-9 should perform at 60% or above in both Literacy and Numeracy/Mathematics by 2014. From the three sampled provinces Free State performed at 65.4% in Grade 1, 63.7% in Grade 2, 56.8% in Grades 3, on average in 2014 literacy. Limpopo performed at 58.3% in Grade 1, 55.1% in Grade 2, 41.9% in Grade 3 on average in 2014 literacy. North West performed at 59.7% in Grade 1, 58.3% in Grade 2, 49.8% in Grade 3 on average in 2014 literacy. Achievement in 2014 may be compared to the targets set for Grades 3 and 6 in the Action Plan. This indicated that 2014 targets were not reached by all the three sampled provinces. Free State exceeded the targets in Grades 1 and 2 as Grade 3 is still lagging behind at 56.8%. The researcher is of the view that the implementation of the recommendation of this research will impact positively on improvement of learner performance and achievement of set targets.

5.4 Documents Analysis

The researcher collected intervention forms from the sampled schools in North West and Limpopo provinces during quantitative data collection. Free State province was sampled but the indication was that interventions are not done to address learners’ developmental needs. The province still forms part of the sample as this indicated the impact of intervention forms to learners’ performance in the three provinces.

The documents analysed were from North West and Limpopo provinces only. Sampled schools in Free State province did not have instruments to record intervention of learners’ which showed a gap and inconsistency in the implementation of policies across the country. The researcher collected the intervention forms from the sampled primary schools. It is the responsibility of class teachers to profile learners and to keep records of information safely. Assessment should be part of teaching. Teachers should assess learners to identify areas for development. Assessment results should inform teaching and intervention strategies. Learners are different and therefore they learn differently. Teachers should use variety of teaching method to accommodate learners of different abilities.
Children who experience difficulty in learning to read in the primary grades will continue to struggle (Juel, 1988; Vellutino & Scanlon, 2002) unless they are provided with effective early intervention measures. Intervention teachers must possess both the content knowledge and teaching skills to bring failing literacy learners to high academic achievement (Federal Register, 2006). Other studies pointed out that early intervention is very important especially in Foundation Phase where solid foundation must be laid. According to Landsberg, Kruger and Nel (2005), barriers to learning refer to those factors which lead to the inability of the system to accommodate diversity, which in turn lead to learning breakdown that prevents learners from accessing educational provision.

5.4.1 Learner intervention forms

Apart from quantitative data collection using a questionnaire, qualitative approach was also used by collecting and analysing documents such as learner intervention forms. Table 5.6 is an example of learner intervention forms from one of the schools in the Limpopo province. Table 5.7 is an example of learner intervention forms from one of the schools in the North West province and 5.8 is a “Suggested intervention form”.
Table 5.6 Learner intervention form from one of the schools in the Limpopo province.
Table 5.6 above indicates that Limpopo learner intervention form focused more on learners experiencing severe difficulties with regard to learning. The learner had to be evaluated for Special Education Needs and progress registered is reported. The name of the learner is not written for confidentiality reasons. The intervention record does not have provision for the learning outcomes to be addressed. Not all learners who are not doing well in literacy are identified according to their specific areas of need. Intervention activities are taken as a one size fits all. Intervention strategies adopted with regard to the learner is application for concession. The learner is also referred to the inclusive education specialist as the teachers in the school were not yet trained on Screening Identification Assessment and Support (SIAS).

The continual professional development of teachers is an assurance for long term stability and sustainability of the focus on early literacy programmes. Teachers are at the heart of any successful education reform process. When teachers were trained on SIAS they would be able to screen, identify, assess and support learners rather than referring to them. The intervention is no longer done at school but elevated to the next level.

The outcomes of the intervention strategies are that the senior education specialist (SES) will assess a learner and avail the report. Parents are required to take part in the education of their children and they need to avail themselves, and pledge their support. This study looks at learners’ needs through the involvement of other stakeholders in the teaching and learning of Foundation Phase learners. Improvement of learner performance should not be seen as a responsibility of teachers alone, but as a collective effort of all education stakeholders.
Table 5.7 Learner intervention form from one of the schools in the North West province.

<table>
<thead>
<tr>
<th>MONTH</th>
<th>SUBJECT</th>
<th>FINDINGS</th>
<th>INTERVENTION ACTIVITIES</th>
<th>RESULTS</th>
<th>HOD</th>
</tr>
</thead>
<tbody>
<tr>
<td>Feb</td>
<td>Literacy</td>
<td>The learner managed to write only four words of &quot;kg&quot; sound</td>
<td>Phonics! Build their words using &quot;kg&quot; and &quot;gl&quot; sounds.</td>
<td>The learner needs more activities on phonics</td>
<td>Kabip</td>
</tr>
<tr>
<td>March</td>
<td>Literacy</td>
<td>The learner is unable to read</td>
<td>Reading activity Reading a passage from a book</td>
<td>The learner needs more books to read</td>
<td>Kabip</td>
</tr>
</tbody>
</table>
Table 5.7 above shows the intervention form for literacy Grade 3. The teacher found that the learner managed to write only four words of “kg” sound. Learners write words using “kg” and “tl” sounds as the intervention activity on phonics. The results indicated that the learner needed more activities on phonics. The teacher also found out that the learner could not read, reading activity such as reading a passage from a book more reading books are required.

One reason why children fail to achieve proficient reading skills is because they do not receive suitable amounts of particular types of literacy instruction during the primary grades. Early literacy instruction that is balanced between phonics and more meaningful reading experiences has been shown to be more efficient than instruction that focuses on one to the exclusion of the other (Mathes, Denton, Fletcher, Anthony, Francis & Scharschneider, 2005; Xue & Meisels, 2004). Moreover, the impact of any particular instructional strategy may depend on language and literacy skills that children bring to the classroom.

In the sampled schools in the Free State province intervention forms are not used to address the identified needs of learners. An intervention form is a tool completed by a teacher after tracking learner performance and identifying learner’s barriers to learning in a particular learning outcome of a subject.
### LEARNER INTERVENTION FORM

<table>
<thead>
<tr>
<th>School</th>
<th>Nkutlweng Primary School</th>
</tr>
</thead>
<tbody>
<tr>
<td>Learner</td>
<td>Thato Morapedi</td>
</tr>
<tr>
<td>Birth date</td>
<td>22 May 2006</td>
</tr>
<tr>
<td>Grade</td>
<td>3</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Date</th>
<th>Intervener</th>
<th>Subject</th>
<th>Learning outcome</th>
<th>Intervention activities</th>
<th>Intervention results</th>
<th>Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>Feb. 2014</td>
<td>K.J Modiba</td>
<td>Literacy</td>
<td>Phonics</td>
<td>Could not recognise vowel digraphs taught in Grade 2 such as 'oo', 'ee', 'ea', 'ai', 'oa', 'ay'</td>
<td>Struggle to recognise vowel digraphs taught in Grade 2 such as 'oo', 'ee', 'ea', 'ai', 'oa', 'ay'</td>
<td>Able to recognise vowel digraphs taught in Grade 2 such as 'oo', 'ee', 'ea', 'ai', 'oa', 'ay'</td>
</tr>
<tr>
<td>March 2014</td>
<td>J.Z Modiba</td>
<td>Literacy</td>
<td>Phonics</td>
<td>Could not recognises consonant digraphs (sh-, -sh, ch-, -ch, at the beginning and end of words.)</td>
<td>Struggle to recognise consonant digraphs (sh-, -sh, ch-, -ch, at the beginning and end of words.)</td>
<td>Able to recognises consonant digraphs (sh-, -sh, ch-, -ch, at the beginning and end of words.)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Designation</th>
<th>Signature</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teacher</td>
<td>J.Z Modiba</td>
<td>05.03.2014</td>
</tr>
<tr>
<td>Head of Department</td>
<td>M.H Mafora</td>
<td>06.03.2014</td>
</tr>
<tr>
<td>Principal</td>
<td>C B Dikgole</td>
<td>07.03.2014</td>
</tr>
<tr>
<td>Parent/Guardian</td>
<td>M.M Lentswe</td>
<td>07.03.2014</td>
</tr>
</tbody>
</table>
Performance-based standards for reading professionals require teachers’ understanding of integrated roles of phonological awareness, word identification, fluency, vocabulary, and comprehension for fluent reading (International Reading Association, 2003).

The researcher made inputs in Table 5.8, “Suggested intervention form”, to improve Table 5.7 by adding columns of Learning Outcome and Progress. In Table 5.8 challenging learning outcomes and progress registered is recorded after intervention, the template is recommended as intervention form for all subjects not only literacy. Table 5.8 makes provision for a teacher to further identify learner’s barriers to learning in the Learning Outcomes of a particular subject. The effective use of this tool will make intervention unique to an individual learner and not a one size fits all. The researcher is of the view that effective use of Table 5.8 as a suggested will improve learner performance not only literacy but across all subjects in South African schools.

Figure 2.3 Performance in Setswana, indicates that the lowest performance in literacy was in tasks where learners had to read, formulate own text responses and write to demonstrate comprehension, and correct use of language and logical reasoning. Teachers should not only identify learners who have barriers in literacy, but also identify problematic learning outcomes, so that intervention activities should be tailor made to address specified outcomes. To address this gap, the researcher made inputs by adding a column of Learning Outcomes (LO) and progress in the existing intervention form in North West and Limpopo. There is a need for continuous and consistent intervention in Foundation Phase literacy across the nine provinces. Intervention should focus on the learning outcomes that contribute to low learner performance and should be specific to individual learners’ needs.

The researcher found Table 5.8 “suggested intervention form” more relevant and appropriate than Tables 5.6 and 5.7 learner intervention form because Table 5.8 catered for Learning Outcome to be addressed and the progress registered.

In Table 2.2 the performance of the three sampled provinces in ANA Foundation Phase language (literacy) in 2012-2014 was analysed. The results showed Free State province performed consistently above the National average in Foundation Phase (Grades 1-3) over three years (2012-2014), while North West and Limpopo provinces performed consistently below the National average. In the Free State province, intervention forms are not used to address the
identified needs of learners but the province performed above average. On the contrary, North
West and Limpopo provinces performed consistently below the National average but used the
intervention forms.

The implication is that Limpopo province spent more time scratching where it does not itch as
the intervention form used was for special education needs. In the North West province
intervention was done in literacy and not in problematic learning outcomes in literacy as
indicated in Table 5.8 by the “suggested intervention form”. This showed that with intervention
it is either you do it right or you do not to do it at all. If the Free State managed to perform
consistently above the National average in Foundation Phase language, it means when the
appropriate intervention tool was used more improvement could have been registered. This study
found adapting Table 5.8, “suggested intervention form”, to be specifically relevant for the
improvement of learner performance in Foundation Phase literacy education in South Africa.

The researcher recommended Table 5.8, “Suggested intervention form” to be used in order to
identify individual learner’s needs. The template makes provision for the learning outcome
specific to each individual learner’s needs. The progress made is in terms of addressing the needs
of an individual learner. This template enables teachers to indentify learner’s specific needs in
terms of learning outcome and therefore intervention will also be specific to an individual
learner.

In a world of ever-progressing information and technology, literacy plays a vital role in the
process of learning how to learn (Bockhorst & Britz, 2004: Hornsby, 2000). The ability to read,
therefore, is each individual’s key to independent learning and to unlocking the world of
knowledge, whether this means a label or reading a book on electronics (Hornsby, 2000). The
sooner children learn to read, the sooner they can access knowledge and increase their learning.
However, if learners do not learn to read by the end of the Foundation Phase, their chances of
attaining an advanced level of learning are severely jeopardised. Improving Monitoring and
Evaluation of Foundation Phase Literacy intervention programmes is of the utmost importance.
The study also investigated other strategies for effective monitoring and evaluation and
intervention records was one such strategy that the research explored.
5.5 Conclusion

The findings of this study focused on improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes. This chapter dealt with research results, findings and interpretation.

Chapter 5 dealt with presentation of findings A: data relating to respondents and B: the nature and extent of intervention programmes, training received, teachers’ attitude towards intervention programmes, effective strategies for implementation, and whether the challenges of managing implementation are effective. In addition, it dealt with how these factors have been statistically described to validate their significance. In summary, this chapter presented the research findings from the quantitative and qualitative analysis of the data and the literature reviewed. In addition, the researcher developed a template as a contribution to the existing intervention forms in North West and Limpopo provinces.

This chapter presented the biography of the respondents which is very important in research as it makes both the researcher and the reader aware of the background of the people they interact with and how they influence the research. In this study the following personal details were required from the respondents: designation, main teaching subjects/responsibilities, age, teaching experience in years, number of years in current position, gender, teacher training and formal qualification.

The chapter presented the data analysis and interpretation of key constructs and determinants established, discussed and aligned, as well as the interpretation of results, with descriptive statistics for the sample. The importance of these factors in improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes was discussed, focusing on the North West, Limpopo and Free State Provincial Departments of Education.

The next chapter presents an analysis of the findings of both the questionnaire and the documents analysed in terms of improving the monitoring and evaluation of challenges for foundation phase literacy intervention programmes.
CHAPTER 6
SUMMARY OF THE FINDINGS

6.1 Introduction

The analysis and interpretation of quantitative and qualitative results are presented in this chapter. The chapter contains the analysis and summary of the main findings from the questionnaires administered to a sample of Foundation Phase teachers, Heads of Department, principals and subject advisors in the rural districts of North West, Free State and Limpopo provinces, on improving monitoring and evaluation of Foundation Phase literacy intervention programmes. It also presents the findings of the reviewed literature and document analysis i.e. intervention forms analysed in the North West and Limpopo. The suggested intervention form is also discussed.

6.2 Summary of Findings

6.2.1 Documents analysis

The findings of the document analysis related to the intervention forms collected from North West and Limpopo provinces only. One of the limitations of this study is that the sampled schools in the Free State do not use intervention forms to identify and address learners’ needs. This indicates a gap in the implementation of policies across provinces as there is no consistency. The finding from the document analyses as confirmed by Table 2.2 indicated that the Free State province is performing better than North West and Limpopo in Foundation Phase literacy even though they do not have intervention forms to address learners’ needs. The reason for this could be that intervention activities were given during school hours and so the use of intervention form was not effective, hence the recommendation of the use of Table 5.8, “suggested intervention form”.

The researcher made inputs in Table 5.8, “Suggested intervention form”, to improve Table 5.8 by adding columns of Learning Outcome and Progress. In Table 5.8, a provision is made for recording challenging learning outcomes and progress registered. The template is recommended as intervention form for all subjects not only literacy. Table 5.8 makes provision for a teacher to
further identify learner’s barriers to learning in the Learning Outcome of a particular subject. The use of this tool will make intervention unique to an individual learner and not a one size fits all. The present researcher is of the view that adapting Table 5.8 as an intervention form to identify and address learners’ needs will improve learner performance not only in literacy but across all subjects in South African schools.

6.2.2 Questionnaire Analysis

The analysis of the questionnaire showed that School Based Assessment (SBA) such as tasks based on the campaign, and quarterly assessment activities are carried out. Assessment tasks are carried out as documented in the intervention programmes such as CAPS and FFL. The Area Office condones learners who are retained by the school. This implies that learners who are not competent are promoted to the next grade, affecting the management of intervention programmes negatively. Remedial lessons are conducted after school resulting in teaching time not being tampered with.

This study focused on rural areas usually characterised by overcrowded classes which require more time for marking if more tasks are given. The writing of quarterly assessment activities and tasks may also not be carried out as documented due to large classes resulting in low learner performance.

Learners who are condoned and progressed to the next phase without basic foundation of skills and knowledge required in higher grades end up dropping out. Centre (1998) and Pianta (1996) devote much of their efforts to help learners who do not achieve, who drop out, or whose problems face up to the school system and ultimately the community. Sometimes learners drop out because their needs are not catered for.

- **Management of intervention programmes**

Table 5.1 shows the nature and scope of the management of intervention programmes. This research found that teachers with more experience are able to manage challenges of intervention in Foundation Phase literacy better than those with less teaching experience.
The other finding of this study is that more than 50% of the Foundation Phase teachers are well above the retirement mid-point. This implies that the majority of experienced Foundation Phase teachers are more likely to exit the system than the less experienced ones. This will impact negatively on the management of intervention programmes going forward.

The closure of Colleges of Education impacted negatively on the supply and demand of qualified teachers. This caused a shortage of qualified teachers, resulting in the employment of unqualified teachers. The former Minister of Education, Naledi Pandor (in DoE, 2008), also emphasised that good education relies on the availability of good teachers who are well versed in the knowledge areas that learners must be taught, and who also have thorough knowledge of the various ways in which knowledge can be learned. However, Pandor (in DoE, 2008) indicated that the Department was struggling to attract African Language students in Foundation Phase initial teacher education programmes, and attributed this to the low status associated with teaching in the Foundation Phase. The researcher shares the same sentiments with the former minister that, it is important to lay a solid foundation as the performance of learners in literacy in Grade 3 determines their performance in higher grades. In this phase, home language is used as the language of learning and teaching in all subjects. This requires a teacher who is knowledgeable about the language. The researcher also agrees that it is difficult to recruit foundation phase teachers, especially in rural schools.

Finally in this study, the close relationship between the teachers’ who completed formal qualifications and learner literacy achievement levels cannot be doubted. The quality of teacher qualifications and the central role of the teacher in making tactical, strategic, contextual decisions aimed at uplifting learner literacy levels (Pascoe, 2012).

Table 3.2, the key features of implementation monitoring versus results monitoring is relevant to improving monitoring and evaluation of Foundation Phase literacy intervention programmes. Elements of results monitoring may be used for a range of intervention strategies to improve performance of Foundation Phase learners’ literacy. The systemic evaluation data can be used as baseline data to describe the problem or situation before the intervention and ANA results may serve as indicators for outcomes. Data collection on outputs will indicate whether intervention
contributes toward achievement of outcomes. More focus is on perceptions of change among stakeholders and there is a need to change the way of teaching and managing for intervention to yield results.

Foundation Phase teachers are not promoted to HOD positions; instead, teachers from senior phase are appointed in such positions. This fact impacts negatively on the teaching and learning of literacy in Foundation Phase and eventually on the management of intervention programmes. Teaching in Foundation Phase requires thorough training, dedication and commitment as the performance of learners in this phase determines their performance in higher grades.

- **Training received by implementation team**

Table 5.2 presented the second objective of the study which was to establish the form and structure of the training received by the implementation team. This study found that more than 50% of the respondents strongly agree that more training on the intervention programmes is needed. The fact that the respondents need more training shows that there is a gap in terms of curriculum delivery. This will impact negatively on the improvement of learner performance.

The study also found that the respondents who received secondary teacher training tend to be more uncertain regarding challenges of intervention programmes than those who received primary teacher training. In this research the majority, more than three quarters of the respondents, had undergone relevant teacher training, primary training, and only a handful were trained as secondary school teachers. This seems to augur well for effective management and implementation of intervention programmes, despite dissatisfaction about the performance of learners in literacy in this phase.

Literacy achievement depends crucially on the nature and quality of instruction that learners receive in the classroom, states Condy (2008). She questions why some teachers are able to achieve high literacy rates with their learners, while others, working in the same school and the same environment, are not. Pressley et al. (1996) argue that effective primary reading teachers have a privileged understanding of literacy instruction because they are aware of the elements of their teaching. In part, this is because their teaching is the result of many decisions about what works in their classrooms and what does not. The teachers, in general, are chosen on the basis of
their perceived effectiveness. The researcher is of the view that lack of project follow up and ongoing monitoring and reflection retard significant improvement in learner performance in literacy.

The researcher shares the same sentiments with Jansen (2008) that there is a need to examine and reflect on the government initiatives and their focus on literacy in the primary school, particularly the Foundation Phase, where the emphasis is now on assessment and national standardisation of literacy. Jansen (2008) argues that, “The roots of our educational crisis lie not in ‘Matric’ but in the foundation years where we fail to provide children with the basic scientific literacy and numeracy on which they can build in later years”. The lack of progress in turning schools around, he asserts, lies with the inability of government to systematically improve teachers’ knowledge of subject matter. He predicts that our schools are in a severe crisis and that this will have multi-generational consequences for our society. The researcher is of the view that adapting M&E strategies could turn the schools around for the better and performance of learners would improve.

- Teachers’ attitudes towards intervention programmes

Table 5.3 indicated that more than 50% of respondents showed that all is well in terms of intervention programmes which were contrary to Figures 2.3 and 2.6, learner performance in literacy. Table 3.1, the input-output model, also indicated that the inputs are not translated into output. It was also evident throughout the study that the 2014 target on learner performance was not realised. The literature reviewed indicated researchers’ concerns about the recruitment of teachers in Foundation Phase, resources in rural areas and the importance of the language of learning and teaching in Foundation Phase.

Naledi Pandor (in DoE, 2008) emphasised that good education depends on the availability of good teachers who are well versed in the knowledge areas that learners must be taught, and who also have thorough knowledge of the various ways in which knowledge can be learned. However, she indicated that the Department was struggling to attract African Language students into Foundation Phase initial teacher education programmes, and attributed this to the low status associated with teaching in the Foundation Phase (DoE, 2008).
Banda et al. (2000) indicate that most of the materials are written in English and Afrikaans and the LoLT in Foundation Phase is Home language. Annual Teaching Plans (ATPs) for home language are written in English. Learners are assessed in the language of learning and teaching so it will be difficult for them to perform as expected if they are taught in a different language. These are not the primary languages of the majority of learners in rural areas as indicated by Setati et al. (2002). Teachers end up using materials written in these languages as resources to teach indigenous languages. Learners become confused when they are assessed externally and this leads to poor performance especially in Home language.

When literacy is introduced in a language that is foreign to most of the learners, learning becomes meaningless and improvement of learner performance becomes difficult if not impossible. One of the findings of this study is that policies are not implemented consistently; the reason for poor performance in literacy could be that home language is not used as LoLT in Foundation Phase. The researcher agrees that unemployment is rife in rural areas and among child headed families. This creates a dilemma for schools. Parents leave their homes in rural areas to seek jobs in towns and this leads to lack of parental involvement in school activities hence poor performance. Moreover, the impact of any particular instructional strategy may depend on language and literacy skills that children bring to the classroom.

- **Effectiveness of the strategies for monitoring and support**

Table 5.4 indicated that the majority of respondents agree that officials and subject specialists do support intervention programmes. This implies that the monitoring and support was not effective because learners are still not doing well in Foundation Phase literacy. The researcher reviewed literature on Monitoring and Evaluation and identified strategies to be adapted to enhance the effectiveness of intervention programmes and improved learner performance in South Africa.

Figure 2.4, Evaluation and control process (Hunger, 2006), indicates that strategy evaluation is vital to an organisation’s well-being; timely evaluations can alert management to problems or potential problems before a situation becomes critical. Through evaluation and control process, corporate activities and performance results are monitored so that actual performance can be compared with desired performance. The researcher believes that there should be periodic evaluation and regular control of the existing intervention programmes in Foundation Phase for
DBE to realise the desired performance, which is improved learner performance, in literacy. The researcher is of the view that Figure 2.4, Evaluation and control process (Hunger, 2006), should be adapted to ensure the effectiveness of intervention programmes and improved learner performance.

However, without management commitment, the adoption and implementation of a total quality system will not succeed. The managers are creators of work culture “ownership” and their investment in the improvement process. They are the creators of the corporate culture that makes the workers feel comfortable enough to recommend changes.

- **Challenges of managing the implementation of intervention programmes**

Table 5.5 showed that more than 50% of the respondents indicated that the implementation of intervention programmes takes more teaching time. They also indicated that the duration of training and intervention programmes was not enough and that support given by the SMT to the implementation of intervention programmes was not enough.

The implementation of intervention programmes clearly needs M&E project cycle (Figure 3.5), as it entails project design, planning, implementation, middle, project end and project follow-up. The majority of respondents also indicated that learners are retained only once in Foundation Phase and the Area Office condones learners who are retained by the school. This implies that learners who are not competent are promoted to the next grade. This poses a challenge in managing the implementation of intervention programmes in Foundation Phase literacy.

This clearly indicates that there is no proper monitoring and evaluation to ensure curriculum delivery in schools. This is a contributory factor to low learner performance throughout the system. Learners cannot perform better in higher grades if a solid foundation is not laid in Foundation Phase. There is the need to improve monitoring and evaluation of foundation phase literacy intervention programmes.

The studies of Soudien (2007) and Christie (2008) have demonstrated low achievement levels in Language, Mathematics and Science on average, and that learners leaving primary schools in South Africa lag three grade levels behind their peers in other countries.
In addressing the problem of poor school achievement, most researchers (Hatton, 1996; Lee, Loeb & Loeb, 1998; Roberts, Mazzucchelli, Taylor & Reid, 2003) agree that the intellectual deficiencies of disadvantaged learners must be separate before any measure of academic success is possible. Learners who are given learning tasks that are outside their skill level cannot focus on the tasks, and they finally develop compounding problems. When this struggle occurs frequently, they tend to worsen the learner’s situation for as long as the learners are at school. The researcher is of the view that the use of intervention records that are specific to the learner will assist teachers to identify and address learners’ needs to guard against compounding problems which may result in dropping out of school.

Intervention programmes in Foundation Phase are also developed on the basis that the environment plays a principal role in the child’s development (De Witt & Booysen, 1995; Morris, 2000; Pianta, 1996). The goal has been to make up for those environmental deficits in society and schools that retard and limit educational progress. The researcher, in addition, believes that the environment and the language cannot be separated, so just like the environment a language which is familiar to learners is of great importance for Foundation Phase learners as this will improve their performance in literacy.

The following are challenges which characterised the management of these intervention programmes according to the research findings:

- **Area office condone learners**

This study found that Area Office officials condone learners who are not competent to proceed to the next grade in Foundation Phase. Condoning learners according to their age cohort makes them lag behind in terms of knowledge, attitude and skills acquired. In recent years, several international assessments and the Department of Education’s Systemic Evaluation (SE) have confirmed that the majority of learners in South Africa’s public primary schools fail to attain basic literacy and numeracy competencies, especially in rural and disadvantaged areas. These studies demonstrate low achievement levels in, *inter alia*, Language, Mathematics and Science (Soudien 2007; Christie 2008). They indicate that, on average, learners leaving primary school
lag three grade levels behind their peers in other countries. This fact impacts negatively in improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes.

Only about a third of learners can read independently in the language of learning and teaching (LOLT). Several African countries perform better than South Africa in Language and Mathematics, despite spending less on their education systems (Van der Berg, 2005). These studies have also confirmed that learners in urban schools, particularly those serving middle and upper class communities, perform better than those in schools that serve poor and/or rural communities (Department of Education, 2008). The findings therefore highlight the importance of implementation of M&E to improve Monitoring and Evaluation of Foundation Phase Literacy intervention programmes.

Key features of implementation monitoring emphasise description of the problem or situation before the intervention. The rationale of this study is to address the reading and writing challenges faced by Foundation Phase learners on literacy. These challenges can best be addressed through effective monitoring and evaluation. A diagnostic assessment will clearly identify a problem, thereafter intervention strategies are employed. No matter how good the intervention strategy may be, if it is not effectively implemented, monitored and evaluated, the output will not match the input. Adapting M&E processes will enhance the effectiveness of intervention programmes.

> **Intervention activities are not tailor made to address individual learner’s needs**

This study found that intervention activities are not tailor made to address individual learner’s needs. Document analysis: The scrutiny of intervention forms indicated that intervention in Foundation Phase is regarded as a one size fits all. Intervention is not categorised into specific challenging learning outcomes. The intervention forms analysed for North West and Limpopo provinces did not indicate learning outcomes of a subject that needs development. Learning outcomes that are challenging to the learners, such as language structure and use and phonics were not identified and attended to. Hence the study established a major flaw in the management of the assessment system.
According to Elmore (2008), Kellaghan, Greaney and Murray (2009), learners will not improve unless teachers manage the assessments process effectively. In other words, teachers should use assessment to develop strategies to change teaching practices in the classroom. Teachers need to learn how to identify whether they focus too much on a specific area and too little on others (Kellaghan, Greaney and Murray, 2009). The findings of the Annual National Assessment revealed that learners are not doing well in the learning outcome: language structure and use, which addresses reading and writing skills. The Department keeps on assessing learners rather than focusing on the identified challenge. The researcher is of the view that lack of project follow up and ongoing monitoring and reflection retard significant improvement on learner performance in literacy.

The researcher therefore aligns herself with the opinion of Crouch (2008) that you cannot fatten cattle by weighing them more often; the message from this analogy is that teachers should not spend too much time measuring and reporting but use the assessment data effectively for intervention. Assessment results should be managed in such a manner that they inform teaching strategies and intervention activities. Assessing learners without addressing areas of need through intervention and adapting relevant teaching methods will not improve the performance of learners in literacy. This study suggests that M&E project cycle be adapted to ensure effective planning, implementation and project follow-up. She also suggests that assessment needs should inform project design.

Teachers’ expertise is of primary importance: early literacy intervention must be effective enough to close the achievement gap for struggling readers to average or better achievement levels (Rodgers, Gomez-Bellenge, Wang & Schulz, 2005).

Intervention teachers must possess both the content knowledge and teaching skills to bring failing literacy learners to high academic achievement (Federal Register 2006). Intervention should address the individual learner’s needs.
• **The effectiveness of strategies for managing and supporting intervention programmes**

The final objective of the study was to investigate the effectiveness of strategies for managing and supporting intervention programmes. One of the findings of this study is that the management of monitoring and support of the intervention programmes is not effective enough. Constructive feedback should be given to the schools regarding the implementation of the findings. Schools should be monitored and supported to ensure that recommendations of intervention programmes are actualised.

Black (1998) is concerned that teachers are not monitored and supported enough to identify the challenges of learners and to address them. The implementation team, which includes SMT, school managers and teachers, should be familiar with cognitive processes in the learning process and in the teaching methodology needed to address the identified challenges. The team should also be familiar with different methods of assessment, such as teacher assessment, peer assessment or self-assessment and the appropriate forms of assessment, such as observation, practical or written assessments, to gain the information needed to identify the challenges.

Matjila and Pretorious (2004), argue that learners should be given the opportunity to develop academic language proficiency in their home languages in order to provide a sound conceptual and linguistic basis for future learning across all content subjects. The researcher agrees with the authors that Foundation Phase learners should be taught in home language so that learners do not struggle with both content and language.

**6.2.3 Summary of Chapters**

This chapter presented the analysis of the findings from the questionnaire administered to a sample of Foundation Phase teachers, Heads of Department, principals and subject advisors in the rural districts of North West, Free State and Limpopo provinces, on improving monitoring and evaluation of challenges for Foundation Phase literacy intervention programmes. It also presented the findings of the questionnaire, reviewed literature and document analysis.

Chapter 1 provided the background to the study and outlined the problem that has been investigated. It further explained the methodology applied to achieve the aims of the study and to
respond to the research questions. In addition the limitations and delimitations of the study were presented. The objectives, significance, the scope of the study as well as the structure of the chapters of this study were presented. It further explained the methodology applied to achieve the aim of the study and to respond to the research questions.

Chapter 2 covered the theoretical foundation as well as the historical background of the theory underpinning the Education Systemic Evaluation, the introduction of intervention programmes and their effectiveness with particular reference to Foundation Phase literacy, in order to indentify gaps in the existing body of knowledge, and to establish existing areas which had been insufficiently researched.

Chapter 3 covered literature review on monitoring and evaluation as well as the importance of M&E and key concepts, the M&E cycle in context of organisational planning, and key steps addressed within the planning process. The institutions and their roles and responsibilities were dealt with. The differences between monitoring, evaluation and audit were also outlined. All these play an important role in improving monitoring and evaluation of Foundation Phase literacy intervention programmes.

Chapter 4 outlined the research methodology applied in conducting the study. Research tools employed in the study were also presented including data analysis. Two approaches, namely quantitative and qualitative, selected for collecting data regarding improving monitoring and evaluation of Foundation Phase literacy intervention programmes were also discussed as well as the research design.

Chapter 5 covered the presentation of the quantitative and qualitative findings. The chapter presented the data analysis and interpretation of key constructs and determinants established, discussed and aligned, as well as the interpretation of results, with descriptive statistics for the sample. The importance of these factors in improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes was discussed, focusing on the North West, Limpopo and Free State Provincial Departments of Education.

The next chapter presents recommendations, contributions, suggestions for further study and conclusion.
CHAPTER 7

RECOMMENDATIONS, CONTRIBUTIONS, SUGGESTIONS FOR FURTHER STUDY AND CONCLUSION

7.1 Introduction

Chapter seven covers an integrated summary of the research conclusions, the research contribution towards theory, methodology, and practice. Limitations of the research and direction for future research endeavours are presented, as well as recommendations made regarding improving monitoring and evaluation of Foundation Phase literacy intervention programmes.

7.2 Contribution made by present research

In the literature review, gaps and mismatch were identified and established, in an attempt to seek solutions to the challenges and, ultimately, to make recommendations to enhance organizational effectiveness and improved learner performance in Foundation Phase literacy.

In this study, methodological triangulation was used to close the gap that existed in the analysis of quantitative data (questionnaires). The analysis of qualitative data (documents: intervention forms) revealed that intervention forms are not used to identify and address learners’ needs in the Free State province which was not found in quantitative analysis. This proved that policies are not implemented consistently across provinces. The researcher used the two approaches to complement each other.

Another contribution to research methodology was in the population of the study. This study made an exceptional mark by cutting across various rural Area Offices of all four Districts of Education in the North West Province, one district (Sekhukhune) in Limpopo Province and two districts (Motheo and Fezile Dabi) in the Free State provinces of South Africa. This made the findings of this study the most inclusive and generalisable across rural schools in the three provinces.

Disadvantaged learners have the inability to sustain attention, particularly where they are faced with structured cognitive demands, and they also have a poor self-image that results in early
withdrawal from school. They lack motivation towards learning and are characterised by underachievement and behaviour problems, especially truancy and delinquency (De Witt & Booysen, 1995; Pianta, 1996; Jackman, 2001). The contribution of this study was to alleviate withdrawal and poor self-image from disadvantaged learners in rural schools as beneficiaries of this study.

Researchers (Centre, 1998; Pianta, 1996) devote much of their efforts to help learners who do not achieve, who drop out, or whose problems face up to the school system and ultimately the community. Sometimes learners drop out because their needs are not catered for. The researcher found adapting Table 5.8, “suggested intervention form”, as an intervention tool to track, identify and address individual learner’s needs to improve performance to be appropriate for Foundation Phase literacy education in South Africa. This also contributes to the body of knowledge as it serves as a retention strategy.

Education has the potential to iron out income disparities. Conditions for a more educated society are more likely to bring about a reduction in poverty, unemployment and want, and increase the overall standard of living of the population. Furthermore, education provides a firm foundation for life-long learning and skills acquisition, which are increasingly necessary elements of a dynamic, fast-moving knowledge-based society. This study targeted learners in rural areas, when the learning needs of these learners are catered for, they will be educated and employed leading to poverty alleviation.

Reviewed literature indicated that the best form of teaching literacy is by teaching mother tongue literacy as a basis. Learning an additional language can be accelerated if learners are very proficient and literate in their mother tongue. Within the South African context, it has become clear that the lack of mother tongue literacy has compromised learners in ways that have resulted in low reading skills among learners in all levels of learning, including tertiary education. The lack of a solid foundation level in mother tongue literacy is unfavourable for learners’ future reading ability. The contribution to the body of knowledge might be to strengthen the use of mother tongue literacy in Foundation Phase to address reading skills among learners in all levels of learning including tertiary education.
If this study’s contributions are to benefit learners adequately, teacher development initiatives such as in-service training, need to be intensified and co-ordinated effectively. Again, the researcher contends that intervention programmes, intervention strategies and challenges emanating from such initiatives should be monitored and evaluated regularly according to the set standard until the desired standards are met. There should be periodical checks and control.

The researcher is of the view that the research will make a contribution to practitioners, policy makers and managers because it, amongst other things, highlights the current realities facing Foundation Phase learners’ literacy levels. The study is highly valuable and relevant to the South African National Department of Basic Education. The findings of this study can be used for planning and the allocation of resources in South African primary schools.

7.3 Recommendations

Recommendations for practice and for further research are presented below. The majority of experienced Foundation Phase teachers are more likely to exit the system than the less experienced ones. The study recommends that the management of recruitment, attraction and retention of qualified Foundation Phase teachers should be intensified by the Department of Basic Education. Teachers should be trained to teach in primary schools, especially in the Foundation Phase. There should be skills transfer from experienced teachers to newly appointed ones. The newly appointed teachers should undergo an intensive induction on teaching Foundation Phase literacy.

This study recommends that Funza Lushaka bursaries should cater for foundation phase teachers. There is a need for more and better teachers for rural and poorer schools. Rural allowance should be paid to teachers in rural schools as a strategy to recruit and retain them.

Foundation Phase teachers should be promoted to fill foundation phase HODs’ posts. Teachers from intermediate and senior phases should not be recommended to fill such posts as is the case currently. The appointment of teachers from higher phases to manage the Foundation Phase impacts negatively on the management of intervention programmes. This practice also demotivates and discourages teachers from choosing to teach in Foundation Phase as there are no chances of being promoted.
Regular and more training should be offered on the intervention programmes. There should be in-service training to keep teachers abreast of new developments in the teaching profession. This would impact positively on improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes.

Regular training is required on the intervention programmes to enable teachers who received secondary teacher training to manage challenges of intervention programmes. The training would also enable teachers to cope with the continuous developments of the curriculum. Regular training would also enable teachers with less experience to manage intervention programmes. The training should target all primary schools, including those not performing well in literacy.

The study found that intervention activities are not tailor made to address individual learners’ needs. Documents analysis: scrutiny of intervention forms indicated that intervention in the Foundation Phase is regarded as a one size fits all. Intervention is not categorised into specific challenging learning outcomes. Learning outcomes that are challenging to the learners, such as language structure and use were not identified and attended to; hence the study established a major flaw in the management of the assessment system.

The final objective of the study was to investigate the effectiveness of strategies for managing and supporting intervention programmes. One of the findings of this study is that the management of monitoring and support of the intervention programmes is not effective enough. Constructive feedback should be given to the schools regarding the implementation of findings.

The officials in Area Offices should not condone learners who are not competent enough to move to the next grade, because this tendency will finally compromise the said learners’ mastery of subsequent learning content. Schools should continue to conduct remedial lessons after school. This ensures that teaching time is protected.

Specifically, the main objective of this study was to establish the gaps in the existing literature surrounding successful, sustained application of intervention programmes in the Foundation Phase to improve learner performance in literacy. This study investigated the strategies for improving intervention programmes in Foundation Phase literacy and all strategies discussed in chapter 3 (literature review on Monitoring and Evaluation), were found appropriate as they address the main objective of this study. Strategies discussed in this chapter were found pertinent
to the successful, sustained implementation of intervention programmes in Foundation Phase, to identify the major determinants, constructs, concepts, dimensions and measures required for an effective intervention process to succeed, and also suitable to make the current failing intervention programmes work effectively to enhance improved learner performance in Foundation Phase literacy within the Department of Education in South Africa. The researcher found adapting M&E processes to be specifically relevant for Foundation Phase literacy education in South Africa.

This study found adapting the Monitoring and control model to be specifically relevant for enhancing the effectiveness of intervention programmes for education in South Africa.

This study recommends consistency in the implementation of departmental policies across South African schools. The language of learning and teaching in Foundation Phase should be mother tongue and the use of Table 5.8, “Suggested intervention form”, should be encouraged consistently to identify and address individual learner’s needs.

There is the need for the DBE to stop and reflect, review and strengthen the existing intervention programmes rather than to keep on introducing new ones.

This study recommends a change in the management of the assessment process, especially in the way that the assessment results should be managed to influence teaching strategies and intervention activities. Intervention activities should be tailor made to address individual learner’s needs. Intervention forms should indicate the subject and the learning outcome to be addressed, specific to individual learner’s needs. Learners should be assessed to identify gaps. The variety of teaching methods should be used to close the identified gaps. Where intervention activity is required, individual learners’ needs should be identified and addressed per subject and per learning outcome. Assessment should be part of teaching and learners should not be over assessed. This study found adapting Table 5.8, “Suggested intervention form”, to be specifically relevant for Foundation Phase literacy education in South Africa.

7.4 Suggestions for further research

Further studies could focus on improving monitoring and evaluation of challenges for other intervention programmes introduced in the Foundation Phase as this study only focused on three
of them: Annual National Assessment (ANA), Quality Improvement Development Support Up-
liftment Programme (QIDS-UP) and Foundation for Learning (FFL).

The targeted population in this study was the Foundation Phase subject specialists, principals, 
Foundation Phase Heads of Department and teachers. Other researchers could target learners and 
assess them to check their actual performance.

Finally, the researcher is of the view that the same topic of improving monitoring and evaluation 
of Foundation Phase literacy intervention programmes could be researched in other phases. The 
challenges in other subjects can be researched as this study was based on Foundation Phase 
literacy challenges only. Other researchers can also target other Districts and Provinces as this 
study was based on rural Area Offices in the North West and rural Districts in Limpopo and Free 
State Provinces.

Other research methodologies could be used to improving monitoring and evaluation of 
Foundation Phase literacy intervention programmes than the triangulation and comparative 
method used in this study.

7.5 Limitations of the Study

The findings presented in documents analysed were only for the learner intervention forms from 
North West and Limpopo provinces. The limitation for this study is that in the sampled schools 
in the Free State province intervention forms are not used to identify and address learners’ needs, 
therefore, no forms were submitted for analysis.

7.6 Conclusion

This chapter highlighted and presented an overview of all the preceding chapters and isolated the 
major findings of the study. It also provided the recommendations for each finding coupled with 
motivations.

The study was about improving Monitoring and Evaluation (M&E) of Foundation Phase Literacy 
intervention programmes. The questionnaire and analyses of documents addressed the objectives 
of the study. The study also checked the nature and scope of intervention, training, attitude of
implementers, challenges of managing the implementation programmes and effective strategies for monitoring and support.

The study focused on the three intervention programmes introduced by the National Department of Basic Education, which are Annual National Assessment (ANA), Foundations for Learning (FFL) and Quality Improvement Development and Support Upliftment Programme (QIDS-UP).

Although the respondents agreed with the management of intervention programmes in Foundation Phase literacy, what emerged is that there is a discrepancy in terms of the performance of learners in that phase.

Improvement of learner performance is a priority to Department of Education (DoE), and learner performance is a critical output indicator of the Education System. In an attempt to address the highlighted challenges, a plethora of plans, programmes and campaigns were introduced as an intervention. They include, among others, Foundations for Learning campaign (FFL), Quality Improvement Development and Support Upliftment Program (QIDS-UP) and Annual National Assessment (ANA).

The performance of Grade 3 learners in literacy continues to be below the national average despite the number of intervention programmes introduced. Hence the study on improving Monitoring and Evaluation (M&E) of Foundation Phase Literacy intervention programmes. The performance of Foundation Phase learners in literacy, although it has improved slightly on ANA, is still not satisfactory compared to the inputs channelled to the entire Phase.

The literature from journals, publications, and articles of decades of research reviewed, established gaps which compromise efforts in improving Monitoring and Evaluation of Foundation Phase Literacy intervention programmes. Literature was also reviewed in terms of Monitoring and Evaluation and it was found that there is a need for the departmental officials to adapt Monitoring and Evaluation Strategies to enhance teaching and learning and improve learner performance in Foundation Phase literacy.

No matter how good the intervention strategy may be, if it is not effectively implemented, monitored and evaluated, the output will not match the input. Table 3.1 attests to this statement as it indicates more activities and actions attempting in vain to translate inputs into output.
Therefore, adapting M&E processes in improving monitoring and evaluation of Foundation Phase literacy intervention programmes is found appropriate as there will be efficiency, effectiveness, relevance, impact as well as sustainability on the intervention programmes. Ongoing tracking of intervention programmes will lead to the realisation of objectives which is improved learner performance in Foundation Phase literacy.
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APPENDIX A: LETTER

RESEARCH – PhD

My name is Keikantsemang Jeniffer Mosepele studying at the North West University Mafikeng Campus. I am conducting research on Improving Monitoring and Evaluation of Foundation Phase literacy intervention programmes, for completion of my Doctoral degree, and I will appreciate your kindness in completing this questionnaire. It will not take more than ten minutes of your time.

With best regards,

Keikantsemang J. Mosepele
APPENDIX B: QUESTIONNAIRE

QUESTIONNAIRE

A QUESTIONNAIRE FOR FOUNDATION PHASE TEACHERS, HEAD OF DEPARTMENT (HOD), LITERACY SPECIALISTS AND PRINCIPALS.

PREFACE

The purpose of this questionnaire is to collect information on Improving Monitoring and Evaluation of Foundation Phase literacy intervention programmes. The intervention programmes includes: Foundations for Learning (FFL), Annual National Assessment (ANA) and Quality Improvement Development and Support Upliftment- Programme (QIDS-UP). The information you supply will be treated with absolute confidentiality and will only be used for academic research i.e PhD studies.

PART A: PERSONAL INFORMATION

PERSONAL INFORMATION

Please fill or cross (X) the appropriate option.

1. Designation of the teacher

<table>
<thead>
<tr>
<th>Teacher</th>
<th>Head of department</th>
<th>Principal</th>
<th>Subject specialist</th>
<th>Other (specify)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
</tbody>
</table>
2. Main teaching subject area/responsibility

<table>
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<th>Only management</th>
<th>Literacy only</th>
<th>Foundation phase subjects</th>
<th>Languages</th>
<th>Other (specify)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
</tbody>
</table>

3. Age

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<tr>
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<th>25-29</th>
<th>30-34</th>
<th>35-39</th>
<th>40-49</th>
<th>50-59</th>
<th>Above 60</th>
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</thead>
<tbody>
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<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>6</td>
<td>7</td>
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</table>

4. Teaching experience in years

<table>
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<th>6-10</th>
<th>11-15</th>
<th>16-20</th>
<th>More than 20</th>
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</table>

5. Number of years in current position

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<tr>
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<th>6-10</th>
<th>11-15</th>
<th>16-20</th>
<th>More than 20</th>
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6. Gender

<table>
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<th>Female</th>
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</table>

7. Teacher Training

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<th>Primary School Teacher Training</th>
<th>Secondary School Teacher Training</th>
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<tbody>
<tr>
<td>1</td>
<td>2</td>
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</table>
8. Formal qualifications (completed)

<table>
<thead>
<tr>
<th>2 years</th>
<th>3 years</th>
<th>Degree</th>
<th>Diploma &amp; Degree</th>
<th>Masters</th>
<th>Other (specify)</th>
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<td>Diploma</td>
<td>Diploma</td>
<td>Degree</td>
<td>Diploma &amp; Degree</td>
<td>Masters</td>
<td>Other (specify)</td>
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<td>6</td>
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</tbody>
</table>

PART B: INSTRUCTIONS

A. A 5 point scale has been used.

This is how the scale works:

i. Strongly Agree (S A)

ii. Agree (A)

iii. Uncertain (U)

iv. Disagree (D)

v. Strongly disagree (S D)

B. In each case, state whether you strongly agree, agree, uncertain, disagree, or strongly disagree by making X in an appropriate block. Please avoid using uncertain wherever possible.

C. Please answer all the questions and indicate by (X), only one answer per question.
1. The nature and scope of managing intervention programmes.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th>Strongly Agree</th>
<th>Agree</th>
<th>Uncertain</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 The school has established its FFL campaign’s forum.</td>
<td></td>
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<td>2</td>
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<td>5</td>
</tr>
<tr>
<td>1.2 The SMT is well informed on the FFL campaign’s objectives.</td>
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<tr>
<td>1.3 Minutes of meetings held at school on the campaign are available.</td>
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<td>1.4 The time-table with time allocations for reading is available.</td>
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<td>1.5 Every teacher spends at least 30 minutes daily on reading for enjoyment.</td>
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<tr>
<td>1.6 Every teacher spends at least 1 hour on extended writing every week.</td>
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<td>1.7 Work schedules indicate “milestones” and the campaign’s activities.</td>
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<tr>
<td>1.8 School Based Assessment (SBA) includes tasks based on the campaign.</td>
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<td>2</td>
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<td>1.9 Quarterly Assessment Activities and Assessment tasks are carried out as documented.</td>
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<tr>
<td>1.10 Records of Annual Assessment Summary of Performance (schedules) are kept.</td>
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<tr>
<td>1.11 Annual National Assessment (ANA) results are analysed.</td>
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<tr>
<td>1.12 The QIDS-UP resources are well managed.</td>
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<td>5</td>
</tr>
<tr>
<td>1.13 Intervention programmes are managed according to the Departmental guidelines.</td>
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<td>3</td>
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</tr>
<tr>
<td>1.14 Intervention committee is established at school</td>
<td></td>
<td>1</td>
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<td>5</td>
</tr>
<tr>
<td>1.15 The intervention committee is functional</td>
<td></td>
<td>1</td>
<td>2</td>
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</tr>
<tr>
<td>1.16 There is a remedial teacher in our school</td>
<td></td>
<td>1</td>
<td>2</td>
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</tr>
<tr>
<td>1.17 Learners with learning difficulties are identified in the first quarter of the year.</td>
<td></td>
<td>1</td>
<td>2</td>
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</tr>
<tr>
<td>1.18 Remedial work is given to learners with learning difficulties.</td>
<td></td>
<td>1</td>
<td>2</td>
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<tr>
<td>1.19 Remedial lessons offered are specific to learners individual needs</td>
<td></td>
<td>1</td>
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</tr>
<tr>
<td>1.20 Enrichment work is given to learners who are doing well.</td>
<td></td>
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## 2. The nature and scope of training received by the implementation team

<table>
<thead>
<tr>
<th></th>
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<th>Uncertain</th>
<th>Disagree</th>
<th>Strongly Disagree</th>
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<tbody>
<tr>
<td>2.1 Teachers were trained on the implementation of FFL.</td>
<td>1</td>
<td>2</td>
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</tr>
<tr>
<td>2.2 Teachers were trained on Break Through to Literacy (BTL).</td>
<td>1</td>
<td>2</td>
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<tr>
<td>2.3 Foundation phase teachers received training on Curriculum Assessment and Policy Statement (CAPS).</td>
<td>1</td>
<td>2</td>
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</tr>
<tr>
<td>2.4 Teachers were trained on how to use QIDS-UP resources.</td>
<td>1</td>
<td>2</td>
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</tr>
<tr>
<td>2.5 Teachers were trained on the implementation of ANA.</td>
<td>1</td>
<td>2</td>
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</tr>
<tr>
<td>2.6 Training on intervention programmes was effective/useful.</td>
<td>1</td>
<td>2</td>
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</tr>
<tr>
<td>2.7 The training was relevant to my work.</td>
<td>1</td>
<td>2</td>
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</tr>
<tr>
<td>2.8 The duration of the training was enough.</td>
<td>1</td>
<td>2</td>
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<tr>
<td>2.9 Training took place at the right time (correct timing).</td>
<td>1</td>
<td>2</td>
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<tr>
<td>2.10 More training on these programmes is needed.</td>
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<tr>
<td>2.11 Relevant stakeholders were trained on these programmes</td>
<td>1</td>
<td>2</td>
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<tr>
<td>2.12 Training on the programmes improved teaching and learning.</td>
<td>1</td>
<td>2</td>
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<tr>
<td>2.13 Teachers are able to implement the knowledge and skills acquired from the training.</td>
<td>1</td>
<td>2</td>
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<tr>
<td>2.14 The training interrupts normal school activities.</td>
<td>1</td>
<td>2</td>
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<tr>
<td>2.15 Foundation phase teachers are trained on remedial education</td>
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### 3. Teacher’s attitude towards intervention programmes

<table>
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<tr>
<th>Section</th>
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<tr>
<td>3.1</td>
<td>Teachers have a positive attitude towards the implementation of FFL.</td>
<td>1</td>
<td>2</td>
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<tr>
<td>3.2</td>
<td>The SMT has a positive attitude towards the implementation of FFL.</td>
<td>1</td>
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</tr>
<tr>
<td>3.3</td>
<td>Subject advisors have a positive attitude towards the implementation of FFL.</td>
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<td>3.5</td>
<td>The SMT has a positive attitude towards the implementation of ANA.</td>
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<tr>
<td>3.7</td>
<td>Teachers have a positive attitude towards the implementation of QIDS-UP.</td>
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<td>3.8</td>
<td>The SMT have a positive attitude towards the implementation of QIDS-UP.</td>
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<td>3.9</td>
<td>Subject advisors have a positive attitude towards the implementation of QIDS-UP.</td>
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<tr>
<td>3.10</td>
<td>Subject specialists have a positive attitude towards the implementation of intervention programmes.</td>
<td>1</td>
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</tr>
<tr>
<td>3.11</td>
<td>The SMT has a positive attitude towards the implementation of intervention programmes.</td>
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<td>Subject specialists have a positive attitude towards the implementation of intervention programmes.</td>
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<tr>
<td>3.13</td>
<td>Parents have a positive attitude towards intervention of their children</td>
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<td>3.14</td>
<td>Teachers have a positive attitude towards remedial activities.</td>
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<td>3.15</td>
<td>The SMT have a positive attitude towards remedial education</td>
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## 4. Effectiveness of the strategies for monitoring and support

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<tr>
<th></th>
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<tr>
<td>4.1</td>
<td>Subject specialists monitor the implementation of FFL.</td>
<td>1</td>
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<td>4.2</td>
<td>Subject specialists support the school on FFL.</td>
<td>1</td>
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<tr>
<td>4.3</td>
<td>Subject specialists monitor the implementation of ANA.</td>
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<td>4.4</td>
<td>Subject specialists support the school on ANA.</td>
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<td>4.5</td>
<td>Area Office officials monitor the school’s readiness before writing ANA.</td>
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<tr>
<td>4.6</td>
<td>Subject specialists monitor the use of QIDS-UP resources.</td>
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<tr>
<td>4.7</td>
<td>The use of QIDS-UP resources is well monitored.</td>
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<tr>
<td>4.8</td>
<td>There is monitoring of the intervention programmes by the SMT.</td>
<td>1</td>
<td>2</td>
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</tr>
<tr>
<td>4.9</td>
<td>Monitoring of intervention programmes is effective/useful.</td>
<td>1</td>
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<tr>
<td>4.10</td>
<td>Assessment tools are available in the teacher’s file.</td>
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<tr>
<td>4.11</td>
<td>There is evidence of classroom support by the SMT.</td>
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<tr>
<td>4.12</td>
<td>There is evidence of classroom support by peers/colleagues.</td>
<td>1</td>
<td>2</td>
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<tr>
<td>4.13</td>
<td>There is evidence of samples of learners work controlled by the SMT.</td>
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<tr>
<td>4.14</td>
<td>There is evidence of moderation by the SMT.</td>
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<tr>
<td>1.15</td>
<td>The SMT gives teachers a constructive feedback on their performance.</td>
<td>1</td>
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<td>4</td>
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<tr>
<td>1.16</td>
<td>Good performance on intervention programmes is rewarded.</td>
<td>1</td>
<td>2</td>
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<td>4</td>
</tr>
<tr>
<td>1.17</td>
<td>Remedial committee monitors intervention regularly.</td>
<td>1</td>
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</table>
## 5. Challenges of managing the implementation of intervention programmes

<p>| | | | | | |</p>
<table>
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<tbody>
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<td>5.1 FFL is implemented in foundation phase only.</td>
<td>1</td>
<td>2</td>
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<tr>
<td>5.2 The implementation of intervention programmes takes more time.</td>
<td>1</td>
<td>2</td>
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</tr>
<tr>
<td>5.3 Teachers were not trained on how to use QIDS-UP resources.</td>
<td>1</td>
<td>2</td>
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<td>4</td>
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</tr>
<tr>
<td>5.4 Teaching time is wasted in preparation for ANA.</td>
<td>1</td>
<td>2</td>
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</tr>
<tr>
<td>5.5 The duration of training on intervention programmes was not enough.</td>
<td>1</td>
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</tr>
<tr>
<td>5.6 The support given by the SMT on the implementation of intervention programmes was not enough.</td>
<td>1</td>
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</tr>
<tr>
<td>5.7 The intervention programmes were not monitored by subject specialists.</td>
<td>1</td>
<td>2</td>
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<tr>
<td>5.8 The SMT did not give teachers feedback on their performance on the implementation of intervention programmes.</td>
<td>1</td>
<td>2</td>
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</tr>
<tr>
<td>5.9 There is no reward for good performance on intervention programmes.</td>
<td>1</td>
<td>2</td>
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<tr>
<td>5.10 The implementation of intervention programmes does not improve performance of learners.</td>
<td>1</td>
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<tr>
<td>5.11 Teachers have a negative attitude towards the implementation of intervention programmes.</td>
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<tr>
<td>5.12 The SMT has a negative attitude towards the implementation of intervention programmes.</td>
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<tr>
<td>5.13 Subject advisors have a negative attitude towards the implementation of intervention programmes.</td>
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</tr>
<tr>
<td>5.14 Learners are retained only ones in foundation phase</td>
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<tr>
<td>5.15 The Area Office condones learners who are retained by the school.</td>
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<td>5.16 Remedial lessons are conducted after school.</td>
<td>1</td>
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</tbody>
</table>

THANK YOU