

**TEACHERS' PERSPECTIVES ON FACTORS WHICH  
FACILITATED AND HINDERED THE IMPLEMENTATION OF  
CURRICULUM 2005 (C2005) IN THE GENERAL EDUCATION  
AND TRAINING (GET) BAND IN ONE DISTRICT OF THE  
EASTERN CAPE PROVINCE IN SOUTH AFRICA.**

**BY**

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requirements for the degree of Education Doctorate in School  
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**Teacher's Perspectives on Factors which Facilitated and Hindered The Implementation of Curriculum 2005 (C2005) in the General Education and Training (GT) Band in One District of the Eastern Cape Province in South Africa**

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## DECLARATION

I, Elphinah Nomabandla Cishe hereby declare that the work submitted here is my own, except in cases where indicated. It has not been submitted here or in any other university for examinations. Any views expressed here are my own, as author, and should not be associated with my supervisor or the Nottingham University.

Signed:



EN Cishe

Signed:.....

Dr AJ Hobson (Supervisor)

Date: July 2011

Date: .....

## **DEDICATION**

This study is dedicated, firstly, to my late parents, Lennox and Euphemia Nyabali for the sacrifices they made and invested in my education, secondly, to my sisters and brothers for moral and financial support in difficult times, thirdly, to my children Pumeza, Andiswa, Azile, Lubabalo, Tabile and Ziyanda who afforded to miss me when I locked myself up for hours engaged in my study and visiting Nottingham, and finally, Nomfundo who mothered my children and kept my home safe and warm at all times.



## **ABSTRACT**

The study investigated teachers' perspectives on factors which facilitated and hindered the implementation of Curriculum 2005 in the General Education and Training (GET) Band in one district of the Eastern Cape Province in South Africa. Curriculum 2005 was the new curriculum underpinned by the outcomes-based education. It was introduced in South Africa as a way of moving away from the apartheid system of education, which was based on racial lines, and to offer a uniform system of education. The implementation of Curriculum 2005 was a process which had to follow a certain time-frame, starting from Grade 1 in 1998, with the intention that it would have been introduced in all grades by 2005. When in the year 2000 it became clear that the suggested time-frame could not be achieved, the then Minister of Education, Asmal, commissioned a review process which culminated in the Revised National Curriculum Statement (RNCS) introduced in 2004, and finally the National Curriculum Statement (NCS), which was introduced for the first time in 2006, in the Further Education and Training (FET) Band.

This study was carried out in the OR Tambo district municipality of the Eastern Cape Province in South Africa. The schools used were drawn from the rural, urban and former Model C. In selecting the sample, every sixth school was used. This gave a total of twenty schools. From each school, two teachers from the foundation and intermediate phases and one member of School Management Teams (SMT) were used as participants. In selecting the

participants, a combination of purposive, theoretical and systematic sampling was used.

In order to investigate factors which facilitated and hindered the implementation of Curriculum 2005, a qualitative research design was adopted. The study was informed by grounded theory. Interviews conducted in the participants' places of work were used to generate data. Once gathered the data were analyzed using coding and theoretical sampling procedures to examine commonalities and differences between different categories of participants, for example those from rural, urban and Model C schools.

The main findings of this study were as follows. Firstly most of the teachers charged with the implementation of Curriculum 2005 did not fully understand the outcomes-based methods of teaching and as a result, in many cases, continued to use traditional methods of teaching. Secondly, participants perceived that Curriculum 2005 was more appropriate for facilitating learning than the previous Apartheid curriculum and that the Revised National Curriculum Statement was an improvement of C2005 because it simplified the original version of C2005. Thirdly, the training provided for teachers was too brief and did not adequately prepare them for implementing Curriculum 2005. Fourthly, the implementation of Curriculum 2005 was detrimentally affected by a lack of support from the Department of Education and districts. Finally, curriculum implementation was compromised by the lack of basic teaching and learning resources in the majority of schools which participated in the study.

This study has contributed to the existing literature by confirming most of the key findings presented here. However, this study has added to the existing literature by the presentation of a comparison between the traditional curriculum, C2005 and the RNCS. According to the majority of the participants in this study, RNCS simplified C2005 while the latter was an improvement to the traditional curriculum.

The implications of the study for policy and practice with respect to the implementation of Curriculum 2005 are that: there should be effective and creative preservice education and training of teachers; the Department of Education should communicate information about the process of implementation before any policy initiatives are introduced; there should be continuous professional development activities for all those engaged in the process and in future training for implementation has to be provided before the implementation of any policy initiatives such as the one suggested in this thesis.

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## **ABBREVIATIONS AND ACRONYMS**

<b>ANC</b>	<b>African National Congress</b>
<b>BERA</b>	<b>British Educational Research Association</b>
<b>CAPS</b>	<b>Curriculum and Assessment Policy Statements</b>
<b>C2005</b>	<b>Curriculum 2005</b>
<b>CUMSA</b>	<b>Curriculum Model for Education in South Africa</b>
<b>DFID</b>	<b>Department for International Development</b>
<b>ERS</b>	<b>Educational Renewal Strategy</b>
<b>FET</b>	<b>Further Education and Training</b>
<b>GET</b>	<b>General Education and Training</b>
<b>GNU</b>	<b>Government of National Unity</b>
<b>HEDCOM</b>	<b>Heads of Education Departments Committee</b>
<b>IFP</b>	<b>Inkatha Freedom Party</b>
<b>KSD</b>	<b>King Sabata Dalindyebo</b>
<b>LSMs</b>	<b>Learning Support Materials</b>
<b>MEC</b>	<b>Member of the Executive Committee</b>
<b>MiET</b>	<b>Media in Education Trust</b>
<b>NCS</b>	<b>National Curriculum Statement</b>
<b>NGOs</b>	<b>Non Government Organisations</b>
<b>NPDE</b>	<b>National Professional Diploma in Education</b>
<b>NQF</b>	<b>National Qualifications Framework</b>
<b>OBE</b>	<b>Outcomes-Based Education</b>
<b>OR Tambo</b>	<b>Oliver Reginald Tambo</b>
<b>PDoE</b>	<b>Provincial Department of Education</b>

RDP	Restructuring and Development Programme
RNCS	Revised national Curriculum Statement
SA	South Africa
SMT	School Management Team



## **SECTION A**

### **CHAPTER 1**

#### **RATIONALE FOR THE STUDY**

##### **1.1 Introduction**

The release of Nelson Mandela<sup>1</sup> from prison in February 1990 proved to be the catalyst for policy changes in South Africa (SA), including those relating to education. It was in April 1994 when South Africa sealed the end of the Apartheid regime with the conduct of the country's first non-racial democratic elections. These elections resulted in the formation of the Government of National Unity (GNU) which was composed of the African National Congress (ANC), the New National Party (NNP) and the Inkatha Freedom Party (IFP), with the ANC (being) a majority party.

Before the new government came into power the system of education in South Africa was characterised by different curricula (formerly known as syllabi) based on ethnicity and racist taxonomy. It was the responsibility of the new government to commit itself to overcoming the devastation of apartheid and provide a uniform system of education that is founded on and builds democratic principles, human dignity, equality and social justice. In support of changing the erstwhile curricula, Nxesi (2000) argued that a priority for the

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<sup>1</sup> Nelson Mandela was the head of the African National Congress and became the first President of South Africa in 1994.

first democratic government was the need for curriculum reform. To Nxesi, South Africa needed curricula which would develop values to enhance democracy, human rights and non-racialism, marked with a move from highly authoritarian teaching methodologies towards more learner-centred methods. Nxesi (*ibid.*) argued that the aim was to develop the full potential of the learner and encourage a more critical and informed citizenry.

The first step taken by the Government of National Unity was to launch a comprehensive Restructuring and Development Programme (RDP) to transform the social legacy of apartheid (Jansen, 1997). Central to the process was the transformation of the apartheid school curriculum by making a dramatic break with the past. The transformation agenda gave birth to the introduction of Outcomes-Based Education (OBE), an approach to education which underpinned the new curriculum known as Curriculum 2005 (C2005).<sup>2</sup> Mason (1999) portrayed C2005 as a significant break from the miserable past of apartheid and as a response to what both defenders and critics of OBE agreed was a woeful state of affairs in education. C2005 was declared policy in 1997 and had to be implemented in schools for the first time in 1998.

In this chapter I introduce the study by outlining my research interest in Section 1.2, the purpose of and the rationale for conducting this study (Section 1.3), followed by the research questions (Section 1.4). In Section 1.5 I provide an account of myself in the research journey.

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<sup>2</sup> The term C2005 was used with the hope that the curriculum would have been implemented in all grades of the General Education and Training Band by the year 2005. When using C2005, reference is made to the broader initiative and its subsequent curriculum (the Revised National Curriculum Statement).

## 1.2 Statement of the research interest

The first Minister of Education after the 1994 elections, Dr Sibusiso Bengu, remarked that the introduction of C2005 had been the most remarkable reform ever introduced in South African education. When C2005 was introduced the Minister was excited that for the first time in the South African history, a government was given a mandate to plan the development of the education and training system for the benefit of the country as a whole (African National Congress, 1994a). According to the minister, the curriculum would be planned by parents, teachers, education authorities and learners, and would vary from place to place and respond to very specific community needs and wants (Bengu, 1997).

The Department of Education's plan of implementing C2005 in the General Education and Training (GET) Band<sup>3</sup> by the year 2005 involved implementing C2005 in two grades in each year, starting with Grades 1 and 7 in 1998. The implementation of C2005 plan in other Grades is explained in chapter 2. South Africa hoped that by the year 2005, it would have developed learners equipped with linguistic skills and the aesthetic and cultural awareness to function effectively and sensitively in a multi-lingual and multi-cultural society. It was also hoped that the curriculum would have developed learners who would be able to make informed decisions and accept accountability as responsible citizens in an increasingly complex and technological society (Department of Education, 1997).

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<sup>3</sup> GET Band comprised Grades 1 to 9 (ages 7 to 15).

Although there was a plan to implement C2005 in two grades in 2008, in the event, the curriculum was only introduced in Grade 1. The Wits Educational Policy Unit (1997) attributed this deviation to the fact that provinces lacked capacity to implement at a short notice and that teachers were not adequately prepared.

The introduction of C2005 in 1998 was met with a great deal of criticism. The major criticism was that C2005 was too ambitious and difficult to implement within the specified timeframes (Jansen 1998). Monyooe (1999), reflecting on the change of the implementation plan, argued that although the policies (including C2005) were well crafted on paper, there seemed to be problems around their implementation. Monyooe attributed this to a number of conditions; one of which was that the majority of teachers found it difficult to work under conditions that did not render them effective. The various conditions, to some extent, contributed to the problem surrounding the delayed implementation of C2005 which resulted to changing the initial plan of implementation.

Faced with the conditions mentioned above, the Department of Education constituted a review committee in May 2000 to investigate the implementation of C2005 (Department of Education (2000)). The Report of the Review Committee stated that the process of implementation encountered grave difficulties because both the formulators and implementers of C2005 had been unable to meet the requirements placed on them. These demands included the

preparation of teachers for the implementation. According to the Department of Education (*ibid.*) failure to meet the demands contributed to stress experienced by principals and teachers who had to implement the curriculum in schools. It is further argued in the report that while there was overwhelming support for the principles of outcomes-based education and Curriculum 2005, implementation had been confronted by:

- a skewed curriculum structure and design;
- lack of alignment between curriculum and assessment policy;
- inadequate orientation, training and development of teachers;
- policy overload and limited transfer of learning into classrooms; and
- shortage of personnel and resources to implement and support C2005.

A detailed review and discussion of the report of the Review Committee is dealt with in chapter 2.

While teachers were still grappling with the implementation of C2005, they faced some challenges associated with the conditions discussed in the previous paragraphs. They also had different perceptions of the curriculum and its implementation. In this study I sought to examine teachers' perspectives on factors which facilitated and/or hindered the implementation of Curriculum 2005 and its successor the Revised National Curriculum Statement (RNCS) in one District of the Eastern Cape Province of South Africa.

In section 1.3, I discuss why I saw it necessary to conduct this study.

### **1.3 The purpose of and rationale for the study**

Some studies on C2005 implementation have been carried out in other South African provinces like Gauteng, Western Cape and KwaZulu Natal. At the time when I began my study I was not aware of any studies carried out on the implementation of C2005 in the Eastern Cape and yet the Eastern Cape is one of the disadvantaged provinces of South Africa, where the majority of schools are still suffering from problems of acute resource shortage, overcrowded classrooms and demoralised teachers. According to the research undertaken by the University of Witwatersrand in South Africa, amongst its findings, Eastern Cape Province is widely understood to be one of the poorest provinces of SA. This research confirmed a common perception that the most disadvantaged provinces are the Eastern Cape Province, KwaZulu Natal and the Northern Province (Wits, EPU, 1997). They are also provinces with large rural population as compared to more industrialised provinces.

Jansen (1998) argued that OBE was likely to fail not because politicians and bureaucrats were misinformed about conditions of South African schooling but because policy was being driven by political imperatives which had little to do with the realities of school and classroom life. These realities included poor resources and under-qualified teachers. In addressing the problem of the under-qualified teachers, the Department of Education took an initiative to upgrade the qualifications of such teachers by offering the National Professional Diploma in Education (NPDE). The NPDE programme was introduced in 2001 with the aim to upgrade the qualifications of all teachers

who had a two year teacher training certificate. These were teachers with the Primary Teacher's Certificate and the Junior Secondary Teacher's Certificate. My perception as a teacher was that this initiative to upgrade the teacher qualifications did not seem to have helped much with the implementation of C2005 and that I had also observed that teachers seemed to be struggling with the implementation as there was not much being done to assist them. I believe this is due to the fact that policy makers and, perhaps, the previous researchers, had under-represented or even ignored the perspectives (regarding the implementation of C2005) of those who would be most affected by the new policy, the teachers themselves. As a result, I decided, through my study, to examine, seek to understand and present the teachers' voice on the implementation of C2005 in the Eastern Cape Province of South Africa.

It is hoped that this study would inform the Department of Education, and in particular, the Eastern Cape Department of Education about the teachers' perspectives on the implementation of the original C2005, its successor the RNCS and subsequent developments of policy initiatives. In particular, the study might assist the department in understanding teachers' perspectives on factors that are likely to facilitate and/or hinder the implementation of the National Curriculum Statement (NCS) and any future reforms and policies such as Curriculum 2005.

It is also envisaged that information gathered for this research might assist teachers in schools, subject advisers, education development officers, district managers, and the curriculum directors and personnel, in both the Eastern Cape

and the National Department of Education, to recognise factors on the ground that were likely to facilitate and/or hinder the implementation of curriculum policy and any other reforms of this kind. It was hoped that findings of the study might be helpful at a practical level for teachers as well as at policy level for policy makers.

In Section 1.4 I present the research questions.

#### **1.4 Research questions**

The research set out to investigate teachers' perspectives on factors which facilitated and/or hindered the implementation of Curriculum 2005 (C2005) in the General Education and Training Band in one District of the Eastern Cape Province in South Africa. I did so by attempting to answer the following research questions:

1. What are teachers' perceptions of C2005?
2. What are teachers' perceptions and experiences of their preparation for the implementation of C2005?
3. What are teachers' experiences of implementation of C2005?
4. What contextual factors facilitated and/or hindered the implementation of C2005?



In the next section I provide a brief account of my personal and professional interests in relation to the subject under investigation, and say something about my research journey.

### **1.5     Myself in the research journey**

I was born in the Eastern Cape Province of South Africa. I received my primary education from a rural school that was a walking distance from my home. Teaching was traditional and the focus was largely on rote learning. Our teachers were diligent and discipline was enforced with humanity. When I passed secondary education (standard 6 – currently known as Grade 8), I could not be admitted into high school as it was said I was too young to go into high school. I stayed home the whole year and returned to the same school to do standard 7 (currently known as Grade 9) in the following year.

When I passed my standard seven I went to a senior secondary school. Teaching was not substantively different from that I received in the Junior Secondary School. After completing high school I went to a teacher training college and having acquired the teacher's certificate I took up a teaching post. The way I taught was much the same as the way in which I was taught as this was the only system I was exposed to. I left the schooling system in 1988 to join the university as a lecturer in the Faculty of Education. I offered two core modules, Principles of Learning and Teaching as well as School Management to all students registered for teacher training programmes. I also taught Policy Governing Education in South Africa to teachers registered for Advanced

Certificate in Education. In my interaction with the in-service group of students I realised that they had problems in implementing C2005.

In addition to the teaching responsibilities in the university, I joined a team of university lecturers who visited the then colleges of education for moderation. As we embarked on moderating the training colleges we also assisted the department of education in conducting some training workshops and became part of the training facilitators. It was during these training sessions I realised that teachers found it difficult to implement the C2005. My involvement with teacher trainees as a lecturer and as a facilitator in the workshops gave me experience of the conditions and difficulties of implementing the curriculum policy. It was as a result of my interaction with students in class, participation in the training sessions along with my informal discussions with some teachers about C2005 and OBE that catalysed my interest in the curriculum implementation.

Participation in training sessions motivated me to read more on policy implementation. I realised that research conducted generally centred around the understanding of policy and as a result I decided to investigate the factors that facilitated and hindered the implementation of C2005 and focused on the voices of teachers who are hands on in the implementation. When I began my investigation, the then Minister of Education, Prof Kader Asmal had made a call for the review of C2005. This to me was an indication that there was something that did not go well with the implementation of the original C2005;

hence I decided to hear from the teachers themselves. I submitted the research proposal and it was accepted in 2002.

During that stage there was a problem with the relations in the partnership between the Nottingham University and the then University of Natal (currently known as the University of KwaZulu Natal). When the partnership between the two universities could not be sustained we were given two options which were either to register with the University of Natal or to continue with the Nottingham University. Because of these difficulties, and a further delay in (and discontinuity associated with) being allocated a new supervisor after my first supervisor left the University of Nottingham, progress during the first two years of the study was slow.

The study focused on the original C2005 and to some extents its subsequent development, the RNCS. I hope that the findings of this study will inform the department of education and all those involved with the implementation of curriculum policy about factors which facilitate and hinder the implementation of curriculum policy. The study is completed at a time when there are new changes in the National Curriculum Statement which is being replaced with the Curriculum Assessment Policy Statements (CAPS) which was gazetted on 3 September 2010.

## **1.6 Conclusion**

Chapter one has established a rationale for undertaking the study into teachers' perspectives on factors which facilitated and/or hindered the implementation of Curriculum 2005 (C2005) in the GET Band in one District of the Eastern Cape Province in SA. The delay in the implementation of C2005 and the call by the then Minister of Education, Kader Asmal to review C2005 motivated me to undertake this study. Some of the conditions experienced in the implementation of C2005 are examined.

Having outlined the rationale for the study and the main research questions, the following chapter places the study in its historical, political and regional context.

## **CHAPTER 2**

### **THE CONTEXT OF THE STUDY**

#### **2.1 Introduction**

The period from 1954 to 1994 in South Africa was the Apartheid era and the ideology and tenets of Apartheid permeated every sector of the society including education. This is the time when South Africa (SA) had nineteen different educational departments separated by race, geography and ideology. The curriculum offered at the time played a significant role in reinforcing inequality (Department of Education, 2001). South Africa's democratic government, which came into effect in 1994, inherited this divided and unequal system of education.

Since 1994, the South African education system had been engaged in the enormous challenge of transformation from a deeply unequal and racially segregated system of education which offered different curricula to an integrated system and a new vision for the development of all South African learners. The reform had been at every level of the system, including the structure and functioning of national and provincial departments, districts, schools, and classrooms, as well as the conception and implementation of new policies, amongst them the curriculum (Adler, 2002). Implementing these policies required teachers to play a key role.

This chapter explores the curriculum transformation in SA and places the current study into context. The most significant changes relating to the SA curriculum and its implementation, all of which are discussed in this chapter (Sections 2.2 – 2.4), are plotted in the figure below:

**Figure 1: Major changes in SA curriculum**

PERIOD	CHANGES
Pre-1994	Apartheid Curriculum
1994-1997	Period of transition
1998 - 2000	Curriculum 2005
2001	The Revised National Curriculum Statement

Finally, in Section 2.5, I discuss the geographical context of this study.

## **2.2 The historical development of education in SA**

In this section I provide the history of education in SA, starting from a brief history of education before 1994 and moving on to the transformation of education with its different stages.

### **2.2.1 An overview of South African Education before 1994**

The history of education in South Africa can be traced back from the period of Bantu education from 1948 - 1963. In 1949, according to Ngubentombi (1988), a commission on Native education chaired by Dr WWM Eiselen was set up to formulate principles and aims of education for Natives as an independent race. The report of the Eiselen Commission (as it was later

known) recommended the establishment of a separate education system for Blacks.<sup>4</sup> During that period, Blacks could not be exposed to the same education as the Whites. Education offered at the time was meant to promote separateness (Mokhaba, 2005: 25). It perpetuated race, class, gender and ethnic divisions. Jansen (2001) asserted that, despite challenges to and disruption of state schooling during the 1970s and 1980s, there was only one policy player within South African education and that was the apartheid state. According to Jansen (cited in Jansen and Christie, (1999: 4) the Apartheid state managed a centralized curriculum policy system which was described as racist, Euro-centred, sexist, authoritarian, prescriptive, unchanging, context blind and discriminatory. Education offered under this state was, therefore, unequal and fragmented and had failed to educate the majority of the country's people.

The education system described in the above paragraph was common to the whole of South Africa (Eastern Cape inclusive) before it attained its independence in 1994, the time which was preceded by a period of transition.

### **2.2.2 The period of transition**

On 11 February 1990, the former State President of South Africa, FW de Klerk announced the release of political prisoners and the move towards the first non-racial democratic elections of 1994. Jansen (cited in Jansen and Christie, 1999) argued that 1990 marked a critical turning point in the curriculum debates inside South Africa. Sedibe (1998) and Cross *et al.* (2002) argued that

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<sup>4</sup> Blacks in this section refer to all races in South Africa other than Whites.

the government published the Educational Renewal Strategy (ERS) as an attempt to move away from apartheid education, and restructure the South African education system in order to improve the existing deficiencies and make education more affordable to the growing population (Department of Education, 1992:5). This was followed by a Curriculum Model for Education in South Africa (CUMSA) which was issued by the Department of Education in 1992. Both the ERS and CUMSA paved way for the move away from the apartheid curriculum. The transformation of the school curriculum and the formation of democratic structures to develop the curriculum were tabled in the White Paper on Education and Training (Department of Education, 2000).

In April 1994, South Africa's first democratically-elected government<sup>5</sup> inherited all the problems bequeathed by the divisive, unequal and fragmented education system that according to the Department of Education had failed to educate the majority of the country's people (Department of Education, 1997). Ndou (2008) argued that there was and still a high dropout rate among black school children linked to widespread poverty and social alienation, coupled with a lack of provision for over one million children. According to Dean (1996), the education problems faced by the emerging nation included:

- inadequate teacher education system, particularly in black colleges of education;
- the structural legacy of Apartheid divisions with nineteen separate, racially-defined education departments;

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<sup>5</sup> This was referred to as the government of National Unity



- black children in classes often as large as 100;
- demoralised and under qualified black teachers; and
- no culture of problem-solving, free enquiry or active learning.

The problems above prompted the Department of Education at the time to embark on the transformation of education (Department of Education, 1997).

### **2.2.3 Educational transformation in South Africa**

When Howie (2001) set the context of education in South Africa, she made reference to the situation before 1994 where nineteen departments of education existed in South Africa. These departments offered different systems of education. All this changed during transformation. When the government of National Unity took over in 1994, a number of policies had to be introduced.

In education these policies had to be formally drawn up and that they would lead to the legal termination of apartheid system of education which promoted passive learning, rote learning, teacher-centred and rigid content-based syllabi and curricula (Department of Education, 1997). The aims of the democratic government's education initiatives (e.g. African National Congress 1994a, 1994b, 1995; Department of Education 1995, 1996, 1997; the Schools Act, 1996) had been to redress the educational wrongs of the Apartheid years within a democratic framework of justice, civic responsibility, and equality of opportunity, tolerance and stability. Curriculum change in post apartheid South Africa started immediately after the election in 1994 when the National

Education and Training Forum began a process of syllabus revision and subject rationalization. The purpose of this process was mainly to lay the foundations for a single national core syllabus. Committees were set up to unify the existing syllabi of the racially segregated education departments into a single one and to remove the aspects of apartheid.

According to the Department of Education (1995), the Minister of Education reiterated the central problem facing education and training in SA, namely that SA never had a truly national system of education and training. It is also clearly stated by the Department of Education (*ibid.*) that for the first time in SA's history, a government had been given the mandate to plan the development of the education and training system for the benefit of the country as a whole and its entire people. Therefore, the challenge faced by the Ministry of Education at the dawning of a democratic society was to create an education and training system that would ensure that the human resources and potential in society were developed to the full (Department of Education, 1997). It was, therefore, imperative that the curriculum be restructured to reflect the values and principles of the country's new democratic society.

In bringing about changes in the system of education the Department of Education had committed itself to a fully participatory process of curriculum development and training, in which the teaching profession, teacher educators, subject advisors and other learning practitioners played a leading role, along with academic subject specialists and researchers (Department of Education, 1997). It had further committed itself to an open and transparent process, with

proposals and critique being requested from any person, or bodies with interest in the learning process and learning outcomes. In the process there were agreed principles that should guide the curriculum design (Department of Education, 1997). Out of eight principles, only three are provided here because of their relevance to curriculum policies.

The first of these is **learner-centredness**. This means that curriculum development, especially the development of learning programmes and materials, should put learners first, recognising and building on their knowledge and values and life experience, as well as responding to their needs. Different learning styles and rates of learning need to be acknowledged and accommodated both in the learning situation and in the attainment of qualifications. The ways in which different cultural values and lifestyles affect the construction of knowledge should also be acknowledged and incorporated in the development and implementation of learning programmes (Department of Education, 1997).

The second principle is **relevance**. Learning programmes should be relevant and appropriate to current and anticipated future needs of the individual, society, commerce and industry. According to the Department of Education (1997) economic growth in a competitive international economic system depends fundamentally on a generally well-educated population equipped with the relevant competencies and skills required in the economy at any point in time but also with the capacity to continue learning and developing new skills, and acquiring new competencies (Department of Education, 1997).

The third principle, that of **nation-building and non-discrimination**, maintains that education and training should promote the development of a national identity and an awareness of South Africa's role and responsibility with regard to Africa and the rest of the world. The Department of Education (1997) believed that learning programmes should, therefore, encourage the development of:

- mutual respect for diverse religious and value systems, cultural and language traditions;
- multilingualism and informed choices regarding the language/s of learning;
- co-operation, civic responsibility and the ability to participate in all aspects of society; and
- an understanding of national, provincial, local and regional developmental needs.

According to the Learning Area Statement (Department of Education, 1997) the learning programmes should promote learners' ability to think logically and analytically as well as holistically and laterally. This includes an acknowledgement of the provisional, contested and changing nature of knowledge and of the need to balance independent, individualised thinking with social responsibility and the ability to function as part of a group, community or society.

The principles presented here were taken into consideration when the new curriculum (discussed in Section 2.3) was introduced.

### **2.3 Curriculum 2005 and its implementation**

In 1996 the South African government inaugurated a nationwide process to transform the country's curriculum, particularly its aims and methodology. On the 24 March 1997, the then Minister of Education, Professor Bengu, announced the Government's intention to adopt policy in the area of school curriculum which was based on the notion of outcomes-based education (OBE) and entitled 'Curriculum 2005' (C2005) (Jansen, 1999a: 60). It was believed that C2005 would change the nature of schooling from content-based to outcomes-based. This was in line with the government's initiative of transformation.

In this section I discuss the introduction of C2005, outcomes-based education and C2005 implementation process.

#### **2.3.1 The introduction of C2005**

Sieborger (1998) argued that the new government had to be seen to be delivering its promise and thus needed a new curriculum to be published and implemented before the 1999 elections. The structure and framework of the new curriculum were centrally pre-determined and non-negotiable; as the model was to be outcomes-based, the traditional subjects were abolished in

favour of learning areas. The introduction of C2005, the South African version of outcomes-based education (OBE) was formally announced by the then Minister of Education, Bantu Buthe in February 1997. In his message, Buthe noted that:

*Almost two years of careful planning and development have gone into the new curriculum, which was phased in General and Further Education and Training Bands from 1998. The Department of Education embarked on the curriculum review in August 1995 and key stakeholders had been party to the process. (Department of Education, 1997:1)*

C2005 was the first major curriculum statement of a democratic South Africa. The intention was to overturn the legacy of apartheid education and see South Africa entering the 21<sup>st</sup> century with one curriculum which would bridge and encompass all previous curricula. The new curriculum was designed to be based on the principles of co-operation, critical thinking and social responsibility, and aimed to empower individuals to participate in all aspects of society.

Nxesi (2000: 2) asserted that South Africa needed curricula which would address, amongst others, the need to develop values to enhance democracy, human rights and non-racialism, to meet the needs of a rapidly changing labour market in the era of globalization, with increased emphasis on imparting marketable skills, requiring a major shift towards the teaching of science and technology and to move away from highly authoritarian methodologies towards more learner-centred methods, with the aim of developing the full potential of the learner and encouraging a more critical and informed citizenry.

The primary task of educational policy makers was the establishment of a just and equitable education and training system which was relevant, of high quality and accessible to all learners, irrespective of race, colour, gender, age, religion, ability or language. A priority for both national and provincial education departments was, therefore, the creation of a transformative, democratic, open learning system, fostering in all its users, a strong commitment to lifelong learning and development. This would assist in implementation of the curriculum. The approach to be used had to be outcomes-based.

### **2.3.2 Outcomes-based education**

In this section, reference to outcomes-based education (OBE) is as understood in policy circles in the SA context. The term OBE was first introduced in the White Paper on Education and Training of March 1995. de Clercq (1997) portrayed OBE as a learning strategy that was characterized by its ability to facilitate equivalence and also for its flexibility. de Clercq (*ibid.*), Nekhwevha (1998), Baxen and Soudien (1999) argued that OBE would change the focus of schools from the content to the learner as it (OBE) was learner-centred, results oriented, democratic, promoted active participation, critical thinking, reasoning, reflection and action. It had the capacity to meet the needs of all children irrespective of race, ethnicity, gender and religious conviction.

According to Spady (1994), a major advocate of outcomes-based education reform, three goals were important in that approach. First, all students could

learn and succeed, but not on the same day or in the same way. Second, each success by a student breeds more success. Third, schools control the conditions of success. If the right environment was created any student could be prepared for any academic or vocational career. The key, in Spady's view was to custom fit the school to each learner's learning style and abilities. This implied that daily schedules had to change, teaching responsibilities and classroom activities also changed, the evaluation of learners' performance changed, and most importantly, the perception of what it meant to be an educated person should also change.

According to the Department of Education (1997) and the people that developed C2005, the most basic premise of OBE stated that all learners were capable of learning and could achieve high levels of competency when teachers delineated their expectations. It was argued that with that done, learners would feel they were participants in classroom decisions and would tend to be more supportive of all aspects of the class (Department of Education, 1997). Thus, one of the main objectives of OBE would be met as learners and teachers both took responsibility for successful learning outcomes. Group work was one of the strategies that could be used to achieve the learning outcomes.

Any teacher involved with OBE should evaluate the effectiveness of his/her classroom experience. The Department of Education provided the following list that delineated some of the tenets of OBE that could be utilized in the classroom:



- Both teachers and learners take responsibility for successful learning.
- Objectives are clearly defined.
- Learners have choices and options, thus they usually perform at higher levels of competency.
- Instructional levels are determined after complete assessment of student mastery.
- Learners are given the opportunity to gain from others and to build a hierarchy of learning skills.
- Evaluation by both peers and instructors is ongoing.
- Time is varied for learning according to the needs of each student and the complexity of the task.
- Learners are given the opportunity to work with core and alternative curriculum.
- All learners are assured the opportunity for personal success.

(Department of Education, 1997)

In the following section (2.3.3), I outline the implementation process of C2005.

### **2.3.3 The implementation process of Curriculum 2005**

In the late 1996, the Heads of Education Departments Committee (HEDCOM) approved a broad strategy to introduce teachers to the implementation of an outcomes-based education. This committee consisted of Director-General of the Department of Education, the deputy directors-general of the department and the heads of provincial departments of education. Its role was to facilitate the development of a national education system, shared information and views

on national education, and co-ordinated administrative action on matters of mutual interest. It was also tasked with advising the department on a range of specified matters related to the proper functioning of the national education system. An integral part of the implementation plan was to ensure strong consultation with all stakeholders, including teacher unions. Following consultation, documents were prepared to explain OBE to teachers (Jansen and Christie, 1999).

The process of training teachers for the implementation of C2005 began in 1997. The Media in Education Trust (MiET), a non-governmental organisation, was commissioned to provide a core of 20 officials from each province with a basic understanding of C2005. These officials, who were trained for few days, were expected to go back to provinces and train a core of teachers who would in turn train other teachers in their schools. This is the cascade model of training. Mtetwa (2003) argued that the paradigm shift required of C2005 could not be accomplished in a few days of training and that it could not be known whether what transpired from the training sessions filtered through to the schools and the teaching personnel. Hopkins, Ainscow and West (1994) also supported this view as they believed that the model of one workshop had failed in most parts of the world.

In addition to the workshops, the Department of Education had a plan to provide adequate learning support material for the successful implementation of the new curriculum. The learning support material needed for outcomes based education would differ from the requirements of a more content based

approach. The support material could include, *inter alia*, notes, documents, published textbooks, workbooks, supplementary readers and reference books. As a result, materials were developed, provided and distributed by the provincial departments and regional offices. These included support material for the teachers, as well as for the learners. Teachers were expected to draw from their own experiences to facilitate the development of learner support material to ensure that it was relevant and effective.

The implementation of C2005 was planned to be a process that had to follow a certain time frame and was phased in as follows:

**Figure 2: The implementation of C2005 time-frames**

<b>GRADES</b>	<b>YEAR OF IMPLEMENTATION</b>
1 and 7	1998
2 and 8	1999
3 and 9	2000
4 and 10	2001
5 and 11	2002
6 and 12	2003

The Department of Education hoped that by the year 2005, C2005 would have developed learners who were:

- equipped with the linguistic skills and the aesthetic and cultural awareness to function effectively and sensitively in a multi-lingual and multi-cultural society;
- able to display a developed spirit of curiosity to enable creative and scientific discovery and display an awareness of health promotion;

- able to adapt to an ever-changing environment, recognising that human understanding is constantly challenged and hence changes and grows;
- able to use a variety of effective problem-solving techniques that reflect different ways of thinking, while recognising that problem-solving contexts do not exist in isolation;
- able to use a variety of ways to effectively gather, analyse, organise and evaluate numerical and non numerical information, and then communicate it effectively to a variety of audiences;
- able to make informed decisions and accept accountability as responsible citizens in an increasingly complex and technological society;
- able to display the skills necessary to work effectively with others and organise and manage oneself, one's own activities and one's leisure time responsibly and effectively;
- able to understand and show respect for the basic principles of human rights, recognising the inter-dependence of members of society and the environment;
- equipped to deal with the spiritual, physical, emotional, material and intellectual demands of society;
- equipped to deal with and have an understanding of the social, political and economic demands made of a South African as a member of a democratic society, in the local and global context.

(Department of Education, 1997)

It was in 1998 when a National Pilot in selected schools, as well as a National In-service Education Programme for many Grade 1 Teachers was conducted in the period 1 July to 31 December 1997. These activities were happening simultaneously, the implementation piloted in one circuit per province while teachers were being trained for the implementation. The department provided a national mechanism for training Foundation Phase (Grades 1-3) and Intermediate Phase (Grades 7-9) teachers. As part of the training, appropriate learning programmes and materials would be distributed to teachers (Department of Education, 1997).

Finally, the implementation plan provided an evaluation and monitoring mechanism with the aim of ensuring that teacher development statistics were gathered and integrated into the provincial education management information systems. This process was necessary because the Pilot Project was an initiative of the Department of Education in cooperation with international and local donors who could finance the project. The entire project was managed by a committee comprising key staff of the Departments of Education who reported to HEDCOM. It was planned that the Pilot Project would be managed in such a way that all the types of schools were included in order to give a clear picture of how the implementation of the new curriculum would impact on schools across the board. In the various provinces Provincial Implementation teams were instituted. As the National Department of Education was preparing for the implementation of C2005 there were workshops that were run throughout the country in order to equip teachers for implementation.

Schools found it difficult to implement C2005 following the implementation plan presented earlier in this section. Sedibe (1998) argued that the implementation date caused anxiety because the National Qualifications Framework (NQF) was still under-developed and curriculum work initiated before 1994 had not been consolidated into a curriculum framework in line with the NQF and the White Paper on Education. As a result of protests from the provinces, the timetable of implementation was modified. Christie (1999) argued that the government had to pull back from its ambitious plans to launch the curriculum simultaneously in Grades 1, 4 and 7 in 1998 because of the lack of capacity in provinces and schools to implement C2005 in such short notice, it was agreed to implement it in only one grade (Grade 1). Even with Grade 1, the implementation was not smooth because there was a shortage of teaching material. As a result, in the *Business Times* (1996), it was stated that the Department of Education had embarked on another delay in the implementation of C2005 in that C2005 would be introduced in senior grades with effect from 2002 as opposed to the original target of 1998.

In addition, diversity concerning school context and teachers was largely ignored in the implementation process. De Waal (2004) claimed that despite the efforts by the Minister of Education to streamline the new curriculum to make it more accessible for teachers and learners in new SA, problems relating to the understanding and practice of C2005 still persisted within the diverse classrooms. There were tensions surrounding C2005, which included the conditions of implementation and actual practice in schools. These tensions were related to the capacity of teachers to translate the desired outcomes into

reality. This might be the result of teachers who operated in under-resourced environments, with large classes and learners who spoke home languages (Rogan, 1999).

In 2000 the then Minister of Education, Kader Asmal, appointed a committee to review C2005. The revision of C2005 is discussed in Section 2.4 which follows.

## **2.4 The revision of Curriculum 2005**

Two and a half years into implementation, the difficulties encountered produced a review of C2005, as Sieborger (1998) predicted even before implementation had begun. Sieborger (1998:1) argued that from the start participants were presented with deadlines which they knew were impossible to achieve and the process was always constrained by severe time pressures and overly optimistic planning. He added that the curriculum committees had no disciplinary context or content within which to develop the learning outcomes. There were neither programmes of study nor a model of progression in C2005; which, according to Sierborger indicated that there was virtually no content at all, whereas in the past the content was the curriculum.

Introduced into schools in 1998, C2005 was reviewed in 2000 by the Review Committee led by Professor Linda Chisholm, to assess its structure and design, teacher development processes, learning materials to support the curriculum, provincial support to teachers in schools and implementation timeframes.

Cross *et al.* (2002: 183) stated that from its brief, the Review Committee was not expected to do away with C2005 or to question its approach (OBE) and basic assumptions, though these were objects of contestation. Rather, the review was primarily concerned with addressing what was perceived by some to be an implementation crisis and proposing measures to deal with it.

Jansen (1998) claimed that C2005 policy was based on flawed assumptions about what happens inside the average South African classroom. It required the development of skills, theoretical understanding and capacity to transfer the policy across different contexts. Also, OBE, with its focus on instrumentalism, enabled policy makers to avoid dealing with a certain question in the South African transition, for example, what was education for? The learning outcomes barely alluded to values and principles which would make very little difference in a society emerging from apartheid and colonialism.

According to Jansen (*ibid.*) for OBE to succeed some interdependent educational innovations were needed. Jansen argued that the apartheid curriculum required radical reconstruction, but he warned that the scale of the problem defied simple solutions and recommended that curriculum innovations might take account of the resource status of schools and classrooms. It is not clear whether resource status alluded to by Jansen was considered in SA.

The Review Committee presented its report on 31<sup>st</sup> May 2000 (Department of Education, 2000). What came out clearly was that the understanding of what C2005 was varied within and between schools, as well as amongst and between



teachers, trainers and officials. The Review Committee (Department of Education, 2000) stated that some teachers and academics endorsed the underlying principles of learner participation, activity-based education, and emphasis on relevance, flexibility, anti-bias, inclusion, holistic development, critical thinking and integration. But equally, others were confused about the design and implementation of C2005. Many of the conceptual confusions, lack of clarity in policy documents and difficulties with implementation of C2005 stemmed from flaws in its basic structure and design.

The Review Committee identified three main areas (presented below) as requiring attention.

- The first was the *complex language and confusing terminology* used in C2005 documents. Three problems were identified in this regard. These were the use of meaningless jargon and vague and ambiguous language, the unnecessary use of unfamiliar terms to replace familiar ones and the lack of a common understanding and use of C2005 terminology. In support of this, Jansen (1998) predicted that OBE might fail because the language and concepts associated with the new curriculum (particularly with OBE) were complex, confusing and often contradictory. Jansen (1999) argued that the new, complex and voluminous terminology to describe OBE brought with it 100 new words which were a threat to the success of OBE as a curriculum innovation. Jansen (1998) also maintained that the maze of jargon and tortured definitions were simply inaccessible for most teachers who

could not give these policies meaning through their classroom practices. Teachers were faced with an intimidating new discourse even as they started to implement OBE within their classrooms (Jansen 1999: 9).

- The second was the '*overcrowding*' of the curriculum. The inclusion of eight learning areas in the GET band meant insufficient time for the development of effective reading skills, foundational mathematics and core concepts in the sciences.
- The third was the weakness of the specific design features promoting *sequence, pace and progression*. The C2005 design structure was strong on integration and weak on conceptual coherence. Integration was supported by five design features, critical and specific outcomes. In contrast, conceptual coherence was felt to have been relatively neglected. Range statements, performance indicators and expected levels of performance were intended to provide for progression but had failed to do so. This was largely because curriculum designers attempted to avoid prescribing content.

(Department of Education, 2000)

The report further suggested that there was lack of alignment between curriculum and assessment policy as well as lack of clarity regarding assessment policy and practice. On the one hand, it was contended that too much time was spent on managing and administering assessment, leaving minimal time for classroom work, while on the other hand, it was felt that there was insufficient attention paid to assessment in training and in curriculum planning and design.

It was reported by the Review Committee (Department of Education, 2000) that a number of problems and difficulties were experienced in the process of training teachers for the new curriculum. These related to models, duration and quality of training. The presentation of the Review Committee (Department of Education, 2000) revealed that the Cascade Model of training proved inadequate, and district trainers often did not understand C2005 and consequently did not use the principles of C2005 in their own methodology of training. Although there was evidence that training had improved with time and experience, the committee suggested that more attention should be paid to the quality and content of training and the follow-up support. Following this, the Review Committee recommended the improvement of teacher orientation and training, learning support materials and provincial support as well as the relaxation of timeframes for implementation.

It was also reported by the Review Committee (Department of Education, 2000) that the implementation seemed to have been rushed and inadequate. C2005 was implemented before it was ready for presentation and without the foundations for good, inspiring training, effective monitoring, and a meaningful ongoing support process being in place. Recommendations were accordingly made to address problems that had arisen in the implementation.

The Review Committee further suggested that there were three sets of implementation issues that required attention. These were:

- i. teacher orientation and training;

- ii. learning support materials, especially textbooks;
- iii. National, provincial and district-level support.

The recommendations relating to these three issues are briefly discussed here.

*i) Teacher Orientation, Training and Support*

The Review Report (Department of Education, 2000) recommended that a coordinated national strategy for the preparation of teachers was required. This strategy would link pre-service education and in-service training of teachers. It was, thus, the statutory responsibility of higher education institutions to train and develop teachers, emphasizing on the roles teachers are expected to play as laid down in the Norms and Standards for Educators (Department of Education, 1998a). In the short-term a special cadre of national, provincial and district trainers working collaboratively with NGOs and higher education was selected and trained.

*ii) Learning Support Materials (LSMs)*

One of the findings of the Review Committee (Department of Education, 2000) was that the learning support material failed to promote the achievement of the intended learning outcomes. As a result of this, it was recommended that the Revised National Curriculum Statement was to provide clear guidelines to publishers and government alike for the production of textbooks, and for the evaluation of their quality. The production of such support materials would

shift to dedicated units or institutes (Department of Education, 2000). Having done so, teachers were trained by the department and the developers of material in the use of textbooks and Learning Support Materials (LSMs). Finally, special funding for readers and reading schemes for all Foundation Phase classrooms would be sought and special project team to co-ordinate and manage LSMs would be created in each province.

*iii) National, provincial and district-level support*

One of the recommendations of the Review Report (Department of Education, 2000) was that schools needed full support of the Department of Education as curriculum planning, delivery and support was the core business of the department. This would be recognised by locating the unit responsible for the curriculum in the office of the Director General. In line with this, officials dealing with the curriculum at national and provincial levels were housed within a single directorate. With the establishment of this directorate, national, provincial and district structures for delivery were aligned (Department of Education, 2000).

It was stated in the Review Report (Department of Education, 2000) that curriculum implementation could not continue at the same pace as before. What needed to be done about Grades 4 and 8 was linked to the need for a revised, improved curriculum on the one hand, and the capacity in the system to continue with Curriculum 2005 in its current form on the other. It was, therefore, necessary to phase out implementation of Curriculum 2005 and

phase in implementation of the revised curriculum within manageable time-frames.

The Review Committee finally recommended that the reviewed C2005 which was to be known as the Revised National Curriculum Statement had to make explicit Learning Outcomes. The Committee thus recommended that the current C2005 trajectory should be continued in the short-term with transitional arrangements being made for phasing out implementation in further phases.

The phasing in of a revised curriculum had many implications and these had to be considered carefully. Time would have to be provided for resource mobilisation, development of trainers and learning support materials and the consolidation of national and provincial curriculum structures to drive its implementation. The publishers would require up to 3 years producing quality textbooks.

The then minister of education, Kader Asmal, laid the challenge through working together. Against this backdrop, Minister Asmal outlined his Call to Action in July 1999. This was operationalised in January 2000 in a plan known as *Tirisano*, a Sotho word meaning ‘working together’. The choice of this word reflected the contention that an education system of the 21st century could not be built by a small group of people, or even by the government. The entire process would require leadership, vision and a planning and management process aligned to *Tirisano*. It called for a massive social mobilisation of parents, learners, educators, community leaders, Non Government

Organisations (NGOs), the private sector and the international community, motivated by a shared vision (Department of Education, 2001).

## **2.5 The Geographical context of the study**

The Eastern Cape is the third largest and poorest province of the nine provinces of South Africa. It is faced by the educational challenges including low educational standard, lack of infrastructure to support teaching and learning, large numbers of learners, and teachers who do not have adequate subject knowledge. The following map shows the provinces of South Africa.

**Figure 3: The provinces of South Africa**

The Eastern Cape was formed in 1994 out of the independent homelands of Transkei and Ciskei, as well as the eastern portion of the Cape Province. It

was the landing place and home of the 1820 settlers. It is partly the traditional home of the Xhosa<sup>6</sup>, and the birthplace of many prominent South Africans, such as Nelson Mandela<sup>7</sup>, Thabo Mbeki<sup>8</sup>, Steve Biko<sup>9</sup> and Charles Coghlan.<sup>10</sup>

The division of South Africa into local municipalities in 2005 resulted to the Eastern Cape being divided into seven municipalities. These are Alfred Nzo, Amatole, Cacadu, Chris Hani, Nelson Mandela Metropole, Oliver Reginald Tambo (OR Tambo) and Ukhahlamba. The municipalities are divided into mega-districts, each consisting of more than one city, with schools scattered throughout the district. O R Tambo is the geographical location of the study. The vastness of the area of study, with a distance of between 45 and 135 kilometers between towns, led to limiting the scope of the research to a manageable size.

The OR Tambo district is located to the east of the Eastern Cape Province, on the Indian Ocean coastline. It shares a border with Alfred Nzo District to the North, the Ukhahlamba District to the Northwest, the Chris Hani district to the west and the Amatole District to the Southwest. It is further divided into seven Local Municipalities namely:

- King Sabata Dalindyebo,
- Nyandeni,

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<sup>6</sup> The Xhosa people are speakers of Bantu languages living in South East South Africa.

<sup>7</sup> Nelson Mandela became the first President of the republic of South Africa in 1994, the first to be elected in a fully representative democratic election.

<sup>8</sup> Thabo Mbeki is a South African politician born in the Eastern Cape, who served almost two terms as the second post-apartheid President of South Africa from 14 June 1999 to 24 September 2008

<sup>9</sup> Steve Biko was a noted anti-apartheid activist in South Africa in the 1960s and 1970s. A student leader, he later founded the Black Consciousness Movement

<sup>10</sup> Charles Coghlan was born in King Williamstown and became the first Premier of the republic of Southern Rhodesia



- Port St John's,
- Mhlontlo,
- Ntabankulu,
- Mbizana and
- Qaukeni.

The population of the local municipalities listed above is shown in Figure 4.

**Figure 4: O.R Tambo district municipalities’ population**

Local municipality	Population	%
King Sabata Dalindyebo	415 227	24.77%
Nyandeni	281 252	16.78%
Qaukeni	255 371	15.23%
Mbizana	245 420	14.64%
Mhlontlo	196 675	11.73%
Port St. Johns	146 134	8.72%
Ntabankulu	136 391	8.14%

[http://en.wikipedia.org/wiki/OR\\_Tambo\\_District\\_Municipality](http://en.wikipedia.org/wiki/OR_Tambo_District_Municipality)

The O.R Tambo district municipality is part of the former Republic of Transkei, which in 1994 was re-incorporated to South Africa. Before this incorporation into South Africa, the former Transkei was one of the under-developed independent Bantustan states that had to undergo serious transformation.

Generally, schools operated in and still operate in different contexts. The difference is evident, first in categories into which schools belong, and, secondly in the way in which they operate. As a result of this, the history of these schools is not the same. The noticeable difference in the history of the schools is that those schools which were former Model C schools had their origin from the former White government and were perceived to be better

resourced than either the governmental schools or those that formerly emerged in informal settlements. This had an impact on the learners and their learning. Learners in the former Model C schools came from families that could afford financially to provide their children with school needs and were very supportive whereas the majority of those from public schools found it difficult to cope because their families could not afford to provide them with all the school needs.

## **2.6 Conclusion**

In this chapter I have placed the study in its historical, political and regional context by tracing the historical development of education in SA. This development began with the transformation of the Apartheid system of education into C2005. C2005 was planned to be introduced in various stages with targeted dates. This plan could not be achieved in practice. When the plan could not work, C2005 was later revised into the RNCS. I have also provided the geographical context of the study.

In Chapter 3 which follows, I present a critical review of literature relevant to the study.

## **CHAPTER 3**

### **CURRICULUM POLICY AND ITS IMPLEMENTATION: A REVIEW OF LITERATURE**

#### **3.1 Introduction**

In chapter 2, I provided a historical, political and geographical context of C2005, its implementation and the outcomes-based education as it is understood in the South African context. I paid particular attention to policies relevant to curriculum transformation in South Africa, with specific reference to C2005. As part of this study, a literature review of curriculum policy, outcomes-based education and its implementation is presented in this chapter.

The chapter is divided into four sections. It begins (in Section 3.2) with the description of the importance of policy in relation to educational change, followed by an account of literature on contextual factors that influence the implementation of educational policy in Section 3.3. In Section 3.4, I discuss outcomes based education which is a key component of C2005 in SA. In the final Section (3.5) I outline the various strategies that literature suggests can be used to build institutional capacity in order to support policy implementation. In this chapter, I am discussing policies in general terms and that much of the literature referenced here will not have been written with SA in mind.

## **3.2 The importance of policy in relation to educational change**

The periods of the 1980s and the 1990s in some parts of Africa were marked by government initiatives to introduce policies to transform the then existing systems of education (Nekhwavha, 1999). An account of such policy initiatives is provided in section 3.2.1 along with reference to contexts in which these policies were introduced. This is followed in section 3.2.2 by discussion of literature relating to policy implementation and in the final part (section 3.2.3), I provide an account of problems that literature suggests are likely to be encountered in implementing policy.

### **3.2.1 The policy context**

In this section, I provide an account of policies in three African countries and discuss the contexts under which these policies were formulated. These countries are SA, Namibia and Zimbabwe. I have decided on these three countries within Africa in order to illustrate the evident similarities and differences in them. What happened in the African countries was not new and unique to Africa. It was an international trend to introduce educational reforms. Wedell (2009) argues that in many parts of the world, policy makers have the perception that education systems should prepare learners to fit into a world in which knowledge is continuously expanded, and as citizens to know how to update their knowledge and how to use that knowledge in different work environments. The purpose is to prepare learners for the changing national and international reality.

Closson (2002) argues that the decade of the 1980s brought numerous education reforms internationally. Outcome-based education (OBE) is one of those that was new, and was promoted as the panacea for America's educational woes. Closson also maintains that the reform had been driven by educators in response to demands for greater accountability by taxpayers and as a vehicle for breaking with traditional ideas about how children were taught. If implemented, the OBE approach to curriculum development could change the schools more than any other reform proposal in the last thirty years. Closson's argument that OBE brought a change to the educational problems in America applies to SA as well.

Namibia and SA, argues Nekhwevha (1999), and Zimbabwe, as discussed in a report by the Department for International Development (1998) had undergone a major process of transformation in their attempts to move away from the previous systems of education. According to Nekhwevha, (1999) Namibia and SA have been the victims of apartheid which focused on separate education systems. As discussed in Chapter 2, SA embarked on a process of introducing policies soon after the 1994 elections; so it was with Namibia after it won its independence in 1990. The new policies in these two states, argues Nekhwevha (*ibid.*), were aimed at the abolition of racial discrimination in education. Maravanyika (1990) argues that after it received its independence in 1980, Zimbabwe also attempted to change the inherited education policies which were considered to be inappropriate to the nation's socialist ideology.

Nekhwevha (1999) remarks that in 1990 when Namibia achieved its independence from SA it sought to replace the South African colonial schooling system which had been offered when it was part of South Africa. As a move away from the SA colonial system, Namibia adopted a document entitled “Towards Education for All” in 1993. The document was aimed at the abolition of racial discrimination in education. In its curriculum, Namibia adopted a slogan “Education for All”, and committed to the integration of the diverse heritages of all the Namibian citizens into the school curriculum. Education, according to Nekhwevha (*ibid.*) was expected to promote an analytic, imaginative, critical and innovative mind. The Member of the Executive Committee (MEC) in Namibia recommended that the cultural landscape of the learners had to be central to the curriculum with the learners fully responsible. Particular attention was paid to the learner-centred approach which was meant to promote equity and equality in the classroom as well as open-mindedness on the part of the learners (Nekhwevha, *ibid.*).

Maravanyika (1990) argues that educational policies in Zimbabwe after independence were influenced by its socialistic ideology which it had inherited from the colonial capitalist economic infrastructure. The Department for International Development (1998) observes that in Zimbabwe, after independence, policy statements emphasized the need for equity and development, and, in particular, the dismantling of the system of education which existed before independence. The curriculum was considered as a vehicle to establish the socialist society. Such a curriculum, observes Maravanyika (*ibid.*) would be achieved through the philosophy of education

with production which was a major philosophy of the late 20<sup>th</sup> century in Southern Africa. This is the philosophy that brought together theory and practice and sought to make school experiences meaningful and worthwhile. The problem in Zimbabwe was that teachers did not understand the philosophy underlying the curriculum. In this sense the problem experienced in Zimbabwe is similar to the one in SA because there the teachers do not fully understand the outcomes-based philosophy.

In South Africa the new education policies brought with them changing roles for the teachers. The policy document *Norms and Standards for Educators* (Department of Education, 2000) specifies roles and competences that are expected of teachers. In outcomes-based education (discussed later in this chapter), teachers are regarded as facilitators/mediators of learning rather than as transmitters of knowledge (Mason, 2000). Facilitation involves structuring an educational environment with which the learner can interact. As a mediator/facilitator, the teacher is always expected to be aware of the learner's level of understanding and development so that learning could be appropriately targeted. Closson (2002) sees this as a dramatic change in the role of the teacher who is expected not to focus on the content but on the achievement of outcomes as stated in the Norms and Standards for Educators. Mason (2000) expresses concern that teachers may not be mediating learning as expected because they may not be fully aware of how to mediate learning in the classroom. Although the view expressed by Mason (*ibid.*) may be correct in some situations, in SA the teacher's role appears to have been understood to be a facilitator of learning but what I cannot pronounce on is the extent to which

they mediate learning. The process of mediating learning involves the implementation of education policies.

In SA, Kgobe (1993:3) observes that the explicit aim of education policy in South Africa has been to rectify the past by means of equity and redress. In an attempt to realise the latter, after the 1994 elections, the Government in SA sought to allocate resources to one national and nine provincial departments of education as opposed to nineteen racially segregated departments.<sup>11</sup> According to Jansen (1995a), the common element of transformation in Namibia and SA is the school curriculum, the lens through which the politics of transition could be understood.

In SA, according to de Clercq (1997), the first wave of the post-apartheid education policy work was to develop an open, democratic and equitable policy framework to restructure the education system. Outcomes-based education (OBE) was seen as a move away from a racist, Apartheid rote-learning model of learning and teaching to a liberating, nation building and learner-centred outcomes-based one. The focus of the past curriculum had been on content and the knowledge to be acquired by each learner and its purpose was to produce academically competent learners. According to de Clercq (*ibid.*), this is what happened during the apartheid period.

Wedell (2009) claims that policy making in some contexts continues to be top-down with the use of the power-coercion approach where policy makers

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<sup>11</sup> In chapter 2, reference has been made to 19 racially segregated departments of education which existed during the apartheid era.



engage education experts who might not have had personal experience of the school system and are therefore detached from the realities of the classrooms. Wedell's view is supported in the South African context by de Clercq (1997) when she remarks that education is generally a complex field because it is underpinned by the notions of power and control in which stakeholders often jostles for power and control around the process of policy formulation and implementation. The power struggle argued here leads to serious contests that often undermine the bigger picture or rationale for effecting policy changes. In her evaluation of education in SA, de Clercq (1997: 136) argues that:

1. top-down initiatives often fail to get the support of the street-level bureaucrats and educators who are the key implementing agents;
2. these initiatives usually have little impact on the quality of education of the disadvantaged communities; and
3. local educators are usually given the flexibility to use their discretionary powers to alter and adapt policy changes to suit their own agendas and realities.

De Clercq (1997) argues that the national government introduced policy initiatives which were top-down; however, this argument might not always be applicable to all policies and in all contexts. Cross *et al.* (2002) writing on curriculum reform in SA remark that the top-down initiatives referred to by de Clercq (*ibid.*) were employed in SA because curriculum transformation initiatives were introduced by the national government. Cross *et al.* (2002) argue that using the top-down approach in SA may not offer stakeholders the

opportunity to participate fully in policy making. As a result, Wedell's (2009) argument that a combination of top-down and bottom-up strategies might be better has some relevance here. Thus said, it should be noted that in SA, in relation to implementation of C2005, there was consultation in which teachers were involved and participated through their teacher union representatives. The engagement of teacher unions, observes de Clercq (1997), could help policy makers understand the various contexts under which teachers operate.

In section 3.2.2 which follows I present literature on the implementation of policy.

### **3.2.2 Policy implementation**

In this section I discuss how different writers understand policy implementation. I begin the section by making a brief distinction between policy formulation and implementation and then discuss policy implementation in detail. In making a distinction between policy formulation and implementation, de Clercq (1997) claims that policy formulation is the responsibility of the politicians whereas policy implementation is the activity of a politically neutral bureaucracy directed at achieving policy objectives of the politicians. The argument by de Clercq may not always be the case because policies are not always formulated by politicians. Policies may be formulated by policy makers who have identified a need to change the *status quo* and not necessarily politicians but the government officials. Also, the view stated by de Clercq (*ibid.*) that policy implementation is the activity of a politically

neutral bureaucracy is disputed by McLaughlin (1987), who, when reflecting on lessons learnt from policy implementation, observes that implementation is a process of bargaining and negotiating between the various local and national actors. According to McLaughlin, the implementing bureaucrats are likely to put their own interpretations and meanings to the intended policies and, in the process use their power or discretion to subvert or transform the original goals of the policy makers. At times, there might be conflict between those entrusted with the task of implementing policies and bureaucrats charged with interpreting policies. The latter tends to deviate from what the authors of the policies have in mind. This view stated by Mc Laughlin (1987) might not always be applicable in all contexts. For instance, in literature relating to SA, there is no evidence of policy implementers putting their interpretations to policies.

de Clercq (1997) appears to assume that the translation of policy into action is unproblematic and a smooth process. de Clercq claims that any discrepancy between the intended and implemented policies could be attributed to the lack of institutional and resourcing capacities of the state bureaucrats or inadequate control systems. Van Niekerk *et al.* (2001) disputes this stating that this might not always be the case and that strategies to implement policy should be outlined and be assessed in terms of their benefits, cost implications and feasibility.

According to Mokhaba (2005) and Peters (1993) policy implementation is more demanding than policy formulation. It is a process which consists of

several stages which include compliance of the target groups, being both implementers and beneficiaries of the policy decisions. Mokhaba (2005), in his doctoral thesis on outcomes-based education in SA, argues that the effect of policy implementation should be viewed in relation to its impact on implementers as well as beneficiaries. Implementers should be provided with a guide to implementation and be supported in their efforts to implement policy. Doing this could motivate the implementers.

Barrett and Fudge (1981) define implementation as a process of interaction between the setting of goals and actions geared to achieve these goals. They also see it as a process of putting policy into effect but the process cannot start until policy has been made operational. The implication is that implementation does not automatically follow from policy decisions but needs to be treated as a positive, purposive process in itself which should be thought of and planned carefully. The implementation process should thus be seen as a sequence of events that involve translation of policy into tasks to be carried out. Barrett and Fudge (*ibid.*) believe that it is also worth examining the degree to which action related to policy, rather than assuming it to follow from policy. To Barrett and Fudge, policy implementation depends on knowing what is to be done, the availability of resources and the ability to control these resources and, of most importance, communicating all what has to be done and the measures of control. This is a way of making policy implementers buy into policy because if there is no 'buy-in' from the implementers, the implementation process may not go well.

Policy implementation as a process helps to sustain policy (Smith *et al.*, 1997). This could be done through a well defined system of action which involves making stakeholders affected by the policy aware of their responsibility in the implementation process. It also encompasses those actions directed at achieving the objectives set forth in prior policy decisions. Implementation is not only the responsibility of those tasked to carry it out, but according to Smith *et al (ibid.)*, these people should be supported and assisted by measures to raise their effectiveness when implementing policy. Smith *et al.* (1997) further observe that this is the kind of support that is not given to those schools in South Africa where most policies in education have to be implemented. In view of this, implementation should not be looked at only in terms of putting policy into effect, but also in terms of observing what actually happens and seeking to understand how and why.

Elmore (1980) discusses in detail the two approaches to policy formulation and implementation termed forward and backward mappings. Forward mapping is the strategy about how a policymaker might influence the implementation process. It begins at the top of the process, with a clear statement of the policymaker's intent, and proceeds through a sequence of increasingly more specific steps to define what is expected of implementers at each level. At the bottom of the process, there should be strategies on how a satisfactory outcome would be measured in terms of the original statement of intent. According to Elmore (*ibid.*) the backward mapping implies that there has to be a movement back and forth between policy formulation and implementation. It is based on the assumption that policy makers determine what happens in the

implementation process. It starts with the lowest level of the implementation process in order to generate a policy and establish a policy target at that level. Mangquku (1997) remarks that South Africa used backward mapping in developing the OBE curriculum because policy makers worked from the agreed desired outcomes within a particular context. The understanding is that those who formulate policy assume that everything could go smoothly and they do not usually anticipate that there could be problems of implementation.<sup>12</sup> de Clercq (1997) suggests that to avoid the problems of policy implementation policy makers should anticipate implementation problems and propose strategies that could be effective.

Barrett and Fudge (1981) comment that policy makers, both at the national and local levels tend to be far remote from the concrete situation and the dynamics on the ground, and as such, come up with policies whose implementation is vague, and ambiguous. This requires the implementers to concretise policies into action with little support. This seems to be common with school policies. Hargreaves and Hopkins (1994) argue that, generally, policy makers have little understanding of how schools work and have too little interest in finding out how they work. The arguments by both Barrett and Fudge (1981) and Hargreaves and Hopkins (1994) are too general because implementation is not vague with all policies. With some policies, strategies on how to implement policies are suggested. Also, policy makers cannot suggest policies to be implemented in schools if they do not know what is happening there. There is a need to establish whether there is any synergy between policy formulation

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<sup>12</sup> In the context chapter I discussed that there were implementation problems which led to the review of Curriculum 2005.

and implementation. Wedell (2009: 2) claims that it is common for national policy makers and planners in different parts of the world to ignore the human factors that influence change processes.

According to Barrett and Fudge (1981) it is very difficult at times to recognise a fit between policy and practice, as formulation is often seen as being separate from implementation. This is so because policy is made elsewhere and then handed over to the administrative system to implement it. It usually comes from the top and is translated into operation as it comes down the hierarchy. This is why it is likely to encounter problems on the way. In order to avoid these problems, some strategies could be employed to ensure policy implementation. Barrett and Fudge (1981: 18) provide a checklist of questions as a way to ensure whether implementation is taking place:

- a) How well is the policy articulated to the implementers?
- b) How capable are the policy makers of developing meaningful guidelines for and assistance to implementers?
- c) How capable are the implementers to develop and carry out new policy?

It might be argued that if these questions provided by Barrett and Fudge (*ibid.*) could be answered satisfactorily at the time of policy formulation and before implementation, there could be no problems experienced during implementation. It is important to note that a policy will never be implemented

in a vacuum. As a result, understanding the context<sup>13</sup> under which it will be implemented is very important since it is likely to have an impact on the implementation. The successful implementation depends on the context in which the policy is implemented. Secondly, implementers should be encouraged to be committed to implementation. Finally, for any implementation to be successful, capacity of those who are tasked with the role of policy implementation should be developed. People cannot be expected to successfully implement policies if they are not equipped with skills necessary for implementation.

Rogan and Grayson (2003) argue that whilst policy documents contain visionary and educationally sound ideas, implementing these often proves to be slower and more difficult than anticipated. It is important to understand that any formulated policy faces implementation challenges. In section 3.2.3 I discuss literature on problems of implementing policy.

### **3.2.3 Problems of implementing policy**

According to Harris *et al.* (1997) policy-makers always wish for the successful implementation of policies although Bennett *et al.* (1992) argues that policy does not often indicate how implementation should be addressed. This results in implementation being a big hurdle at the level of practice. Part of the problem is that even if policy-makers might be committed to implementation, they sometimes fail to monitor implementation.

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<sup>13</sup> The contextual factors that influence the implementation of education policy are discussed in section 3.3 of this chapter.



Pressman and Wildavsky (1973), cited in Barrett and Fudge; (1981) assert that policy often fails because policy makers generally underestimate the complexity and difficulty of co-ordinating the tasks involved in implementation and as a result, these are not communicated to the implementers. According to Barrett and Fudge (1981) inadequate communication may have the effect of masking policy ambiguity, conflict of values, ambiguity of roles and responsibilities. This implies that policy cannot be implemented where there is no effective communication.

Another reason that also contributes to the failure of implementation as suggested by Harris *et al.* (1997) is that policy-makers seem unaware of the situation faced by the implementers, which according to Fullan (1989), is a problem of how to implement the implementation plan. In order to avoid this, Fullan assumes that there should be a relationship between policy and practice with a view to change practice for better. Wedell (2009) argues that policy makers and educational leaders need to understand what changes to professional (and personal) behaviours will be needed among the different groups of people affected by the change, if it is to stand a chance of being implemented. Once they have a sense of this, they can begin to plan and sequence appropriate support.

Mc Laughlin (1990) claims that policy could not always change practice because it cannot mandate what matters and what ought to be done in practice. It should be remembered that Mc Laughlin (*ibid.*) wrote this before the

introduction of some policies including C2005 in SA and that his views may not apply to the SA situations. The view that policies cannot change practice may not be true for all situations because there are policies that have changed practice but these may not have changed practice to the expected outcome. For instance, in SA, the introduction of C2005 change the practice of teachers in that they facilitate learning in a learner-centred approach, as they are expected to, whereas before they used to dominate the teaching learning situation by teaching.

Statements presented above suggest that the implementation of policy is coupled with problems. In the words of Monyooe (1999:73) “the tendency to relegate teachers’ role in education to that of curriculum receiver and implementer is problematic. In a similar vein, Rogan (2000) argues that teachers should be empowered to become curriculum developers rather than deliverers of someone else’s curriculum. This could give them ownership of both the content of the curriculum and the process of implementation. According to Closson (1993), who writes about Florida, North Carolina, and Kansas, an important question to be answered by policy makers and the reformers is whether or not school bureaucracies could allow for dramatic changes that some policies suggest. If the school bureaucracies do not accommodate the dramatic changes that are suggested by some policies, implementation could be affected because those tasked with the responsibility to implement those changes could not get the necessary support and as such could not own the process. Monyooe (*ibid.*) argues that one of the ways to

overcome problems could be to expose the implementers to the formulation as well.

Chisholm and Leyendecker (2008) argue that the failure to implement education policies in the sub Saharan Africa can be seen from a learner-centred perspective. This implies that it is difficult to implement the learner-centred approach as opposed to the content-centred one. According to Mason (1999) learner centredness is a move away from traditional courses and teaching modes to flexible programmes that allow open access to learning and teaching. Learner centredness also implies that learners are able to exercise some measure of control on aspects of the education and training process. Fakier and Waghid (2004: 3) in their paper on outcomes-based education and creativity state that OBE in South Africa is considered to be a learner-centred and result-orientated education system which is based on the belief that individuals have the capacity to learn, as well as to demonstrate learning after having completed an educational activity. As a learner-centred approach OBE claims to encourage independence of mind. This means that learners should develop through a system of fixed outcomes. Although the learner-centred approach emphasise learner participation, the extent to which that approach can be used varies from country to country.

Chisholm and Leyendecker (2008) observe that there is overwhelming evidence that the idea of learner-centredness has not been implemented as expected in classrooms in sub-Saharan Africa. Although learner centredness is emphasised in policy, its implementation cannot be achieved in the South

African context (Chisholm and Leyendecker, 2008). One of the reasons cited by Chisholm and Leyendecker is that problems of implementation go beyond learner centredness, and that issues related to the context also influence the implementation of education policy. However, Chisholm and Leyendecker's observation that contextual issues in SA make a change to learner-centred education unachievable is open to challenge, since in SA it should be possible to adapt the policy to the contexts in which it has to be implemented.

In Section 3.3, I present literature on contextual factors that likely influence the implementation of education policy.

### **3.3 Contextual factors that influence the implementation of education policy**

In this section I discuss the views of different researchers on the factors that likely influence the implementation of education policy. These factors are the school climate/culture, training and support for implementation and the impact of local and external factors on implementation.

#### **3.3.1 School climate/culture**

There are a number of aspects of school climate that studies have found to influence policy implementation. According to Moos (1979: 81) school climate is the social atmosphere or a setting or learning environment in which students have different experiences, depending upon the protocols set up by the

teachers and administrators. Fraser (1998) argues that the climate is widely acknowledged as a vital aspect of the life of an organisation or school. It has a tendency to determine the operations within that organisation. Marshall (1991) refers to climate as composing of the characteristics of schools, such as the physical structure of a school building and the interactions between students and teachers. Moos (*ibid.*) further argues that although the specific types of educational environments depend in part on the types of people in them and on the outcomes desired, there is need to focus on relationship, personal growth, and system maintenance as these play an important role in the implementation of education policy. Schools with positive climates allow families to participate and develop good relationships with the school. Where there are good relationships the implementation of education policy might be effective whereas where relationships are not good the process might be influenced negatively. Although Moos (*ibid.*) is evaluating educational environments in San Francisco, his views are relevant to the SA context because the success of C2005 in SA depends on a positive climate in schools.

Chisholm and Leyendecker (2008:203) argue that curriculum changes could work better where curriculum developers acknowledge existing realities, classroom cultures and implementation requirements. Chisholm and Leyendecker (*ibid.*) further claim that problems of implementation are a general feature of curricular developments and are aggravated by value conflicts and issues related to culture and context. These require the adaptation of curriculum to cultural circumstances and local context. In order to achieve this, both teachers and learners have to be flexible and adapt to individual

contexts. One of the methods to make them adapt to these is to train and support teachers throughout the implementation. This point is supported by Sedibe (1998) who argues that the successful implementation of C2005 in SA depends on successful training and the availability of appropriate teaching and learning materials.

According to Smith *et al.* (1997) the school and its immediate organisational and social context give rise to a set of factors that influence the implementation of education policy. These factors include the school district, the community, the principal and teachers within the school. The factors referred to here are likely conditioned by the past history in that if previous experiences regarding implementation of other policies are negative, personnel are likely to resist. In the case of a school, the principal is the first critical “gate keeper” (Smith *et al.*, 1997: 155). He or she can block or facilitate change but at the same time he/she alone can do very little without the involvement of teachers. This calls for co-operation between the principal and the teachers because the desired learning outcomes are most likely to be achieved by involving everybody.

### **3.3.2 Training and support for implementation**

Fullan (1999) argues that the implementation of any policy might be hampered by indifference, negative climate, and/or neglect of the training and support for the implementation. According to Fullan a training model to support both professional development and strategy implementation of policy change is necessary. According to Smith *et al.* (1997), SA in order to implement its

curriculum policy effectively, needs a train-the trainer model as opposed to the cascade model which is used. The train-the trainer model is the type of training which involves training a number of selected groups of facilitators who, in turn could provide training to all others, whereas the cascade model involves training one or two teachers from a school who are then expected to train other teachers. The train-the-trainer model is related to capacity building and also increased access to training, coaching or learning opportunities. The train-the-trainer model is not used in SA. It is as a result of this that Omwu and Mogari (2004) claim that in South Africa most teachers in schools have not been adequately trained in the use of outcomes-based teaching approaches. According to Omwu and Mogari, what happens in an OBE classroom in SA is not different from what was happening before because lessons are still dominated by the teacher talk with minimum learner participation. Chisholm (Department of Education, 2000) also emphasises the importance of training when she argues that the implementation of an OBE in SA curriculum framework rests upon adequately prepared teachers who are motivated to teach. Teachers can only be motivated to do their work if they have been adequately trained and they know what is expected of them as they are the most important educational resource.

Although training is argued to be important, Conco (2005) observes that in one of the provinces of SA (KwaZulu Natal) teachers had difficulty in attending training sessions meant for the implementation of C2005 because they depended on private transport. Training sessions were held in places that were not close to their schools and as a result some of the teachers could not attend.

According to the Khulisa evaluation report of C2005 (1999) even those who attended training did not benefit much because they lacked confidence, knowledge and understanding of the training process, and district officials who conducted training were also criticized for not understanding the teaching methods to be used.

Onwu and Mogari (2004), reporting on the UNIVEMALASHI project which was a district-level systemic reform initiative for teacher development in SA, argue that the successful implementation of school reform could be enhanced by strong support structures at the provincial, district and school levels, with real support for classroom teachers and the engagement from the community. This view is supported by a statement made by Kgosana (2007) which suggests that the district officials should also attend training and have a clear understanding of the content of the skills programme in order to offer classroom based support. This could be a way of addressing some of the complexities involved with the implementation of C2005.

Potenza and Monyokolo (1999) argue that teacher training should be given priority because unless teachers are properly trained, supported and developed a sense of ownership of the process, the implementation could not be realised.

In SA, an outcomes-based approach was used to implement C2005. In section 3.4 which follows, I discuss outcomes-based education.



### **3.4 Outcomes-based education**

In chapter 2, I discussed the outcomes-based education (OBE) as it is understood in South Africa and its relevance in the context of the study, whereas in this section I discuss different research views about OBE, starting with its history and how it is generally understood. I also discuss the types of outcomes-based education and present literature critiquing OBE.

#### **3.4.1 Understanding OBE**

Rasool (1999: 177) postulates that OBE involves a process of interaction and simulation to enable learners to think critically and clarify values. In the process, the teacher becomes a facilitator of value development with his/her role being non-directive, supportive, non-judgemental and create a climate conducive to learning and change. The teacher is not expected to impose his/her views but to provide the opportunity for growth and development through interaction.

Needham (1995: 10) concisely describes OBE as “stating what one wants students to be able to do in measurable terms, and then designing a curriculum that let them learn how to do it”. King and Evans (1991) add that outcomes are the end products of the instructional process. This can be said to be what one wants students to achieve. According to Gerber (1996) OBE involves defining, organizing, focusing, and directing all aspects of an instructional system in

relation to things all learners need to demonstrate successfully when they exit the education system.

Manno (1994:4) states that William Spady is the father of transformational OBE. His writings have also been highly influential within education policy circles in South Africa. According to Spady (1994:1)

... outcomes-based education means clearly focusing and organising everything in an educational system around what is essential for all learners to be able to do successfully at the end of their learning experience. This means starting with a clear picture of what is important for students to be able to do, then organising curriculum, instruction and assessment to make sure this learning ultimately happens”.

For learning to take place, learners should acquire skills, attitudes or knowledge that they do not previously have. These end products of the learning process are called outcomes (Spady, *ibid.*). Outcomes refer to demonstrable ability of what has been learnt.

Spady (*ibid.*) argues that using outcomes assists one to measure what the students are capable of doing. In OBE students should have an understanding of the learning outcomes and assessment standards. OBE involves students in a complete course of learning. It also assists students to develop higher levels of thinking, notably creativity, ability to analyse and synthesise information, and ability to plan and organise tasks. Such skills, according to Spady (*ibid.*) are emphasised especially when students are assigned to organise and work as a collective, for example as entrepreneurial service teams to propose solutions to problems and market their solutions.

### 3.4.2 The history of OBE

According to Jansen (1998) OBE does not have any single historical origin. Some trace its roots to behavioural psychology associated with B.F. Skinner, others to mastery learning as espoused by Benjamin Bloom, some associate OBE with the curriculum objectives of Ralph Tyler, while others argue that OBE derive from the competency education models associated with vocational education in the United Kingdom (Mahomed, 1996). According to Cross *et al.* (2002: 176) OBE can be traced to debates in Australia, New Zealand, Scotland, Canada and the United States. In South Africa, the origins of OBE (debates which started immediately after 1994) follow competency debates in Australia and New Zealand (Christie, 1995). Malcolm (1999) states that the SA context differed somewhat from the Australian one in that it expects to remake power relationships rebuild structures and transform the values that underpin the society. According to the Department of Education (1996) Australia is one of the countries important in the development of OBE in SA. Young (2000) and Spady (1994) assert that in the countries mentioned here OBE has common or similar principles, which are clarity of focus (for teachers and students), expanded opportunity, high expectations and design down to achieve results. These imply working from outcomes to structures and teaching. Each of these is briefly discussed in the following paragraph.

According to the Department of Education (1997), clarity of focus refers to a clear picture of the learning process. This concerns the student's own successes. One way to attain this is through sharing with others. Design down

is the approach that can be used in building the curriculum. This starts with the abilities, skills, knowledge and attitudes that one wants students to demonstrate in order to ensure that assessment focuses on what the learner has achieved in relation to learning outcomes. High expectations entail that learners are able to achieve the outcomes. Expanded opportunity refers to rigid blocks created around education. These are blocks of time and the traditional organization of learning institutions. This principle advocates that there have to be a move to go beyond these blocks.

### **3.4.3 Types of outcomes-based education**

In this section I present the different types of outcomes associated with OBE. These are categorized as ‘traditional’, ‘transitional’, and ‘transformational’ outcomes (Spady, 1994).

#### ***Traditional***

Conco (2005) and Spady (1994) argue that traditional OBE refers to the content-based approach to education which focuses on outcomes that are based on the content syllabus and develop in subject matter content. Pretorius (1998) defines traditional OBE in terms of instructional objectives which are based on the existing curriculum whose content remains unchanged. These outcomes are usually limited to a particular discipline or knowledge domain. The aim of using the outcomes is that learners should master the content. In traditional outcomes-based education, the new methodology could be used to teach

traditional content areas like mathematics, history, and science. The emphasis, according to Spady (1994), is on the knowledge and skills of the traditional subjects. Pretorius (1998) emphasises the use of instructional objectives which are based on the existing curriculum whose content remains unchanged.

The traditional content-based approach discussed here was common in SA before the introduction of C2005. The content of the curriculum in traditional OBE was the same over time in all the schools in SA.

### ***Transitional***

According to Spady (1994) transitional outcomes-based education involves a departure from the traditional curriculum. Emphasis here is on broad competencies such as problem solving and the use of technology. It is a type in which there is a different conception of outcomes that reflect generic, higher order competencies of learners that cut across content and open doors to curriculum designs and teaching approaches. Du Plessis (2005) adds that transitional outcomes-based education focuses on the qualities learners would need to operate competently in a competitive society. Unlike in the traditional approach, the outcomes are higher-order cognitive abilities such as analyzing concepts and their relationships to other concepts. A number of strategies including problem solving can be used to understand content because it is also important for learners to know the content. This meant that learners are being developed for future roles. This type signifies what is currently happening in

the SA context during the implementation of C2005 which calls for the achievement of outcomes.

### ***Transformational***

Transformational OBE is the highest evolution of the OBE concept because it demands a radical change to existing structures and operations in schools with emphasis on role performances (Spady, 1994). Spady and Marshall (1991: 68) view transformational OBE as a collaborative, flexible, trans-disciplinary, outcomes-based, open-system, empowerment-orientated approach to schooling with the main aim being to equip all learners with the knowledge, competence and orientation needed for success after they leave school. According to Closson (1993) the focus is on attitudes and feelings, personal goals, initiative and vision, and little mention is made about specific things that students should know as a result of being in school. According to Zengele (2004) transformational OBE prepares learners for life and work in a rapidly changing society. This type focuses on critical outcomes while also emphasising the qualities that are needed by learners in order to operate competently in the community. It looks at the skills and attitudes that society has agreed on, for all citizens (Department of Education, 1997: 18). Unfortunately, communities in SA have not been involved in outlining the skills and attitudes required of learners.

Unlike the traditional approach, transformational OBE does not acknowledge subjects but focuses rather on role performances in order to meet the demands

of society. One way to meet these demands is through the notion of outcomes which are central to the idea of transformational reform. Spady (1994) further argues that transformational outcomes are future oriented, based on descriptions of future conditions that should serve as a starting point for OBE designs. Although transformational OBE seems to be widely accepted, Malcolm (1999) claims that transformational OBE might not be the route to the transformation that SA dreamt of.

#### **3.4.4 OBE teaching strategies**

According to Cockburn (1997) teaching is the process of facilitating learning. In order to construct meaningful learning experiences, it is the responsibility of teachers to make informed decisions about teaching strategies. Teaching strategies are the methods and approaches that teachers use in the classroom. According to Killen (1998) teaching strategies might be broadly categorised as teacher-centred and learner-centred.

Teacher-centred approaches include direct instruction, deductive teaching or expository teaching: in them the teacher plays a direct role and controls everything that takes place in the classroom. In the learner-centred approach, learners participate fully and take responsibility for their learning in the classroom. The learner-centred approach is the one that is emphasised in the SA context.

According to Killen (1998) it is important for the teacher to:

- a) focus on learning rather than teaching;
- b) understand that students cannot learn if they do not think;
- c) note that no subject exists in isolation and that there has to be a link with other subjects; and
- d) accept that a teacher has a responsibility to help students learn how to learn.

Killen (1998) further states that it cannot be assumed that all learners can learn equally from a strategy such as small-group discussion, or that they can learn the same things at the same time. In order to help learners achieve the stated outcomes the teacher should be flexible and accept that learners can be at different stages of learning. One way to be flexible is to create an organisational structure that could allow some whole-class instruction, some group instruction, and some individual instruction. In order to help each of the learners, the teachers should be innovative.

The introduction of OBE in the SA system of education is subject to critique from a number of quarters. The main criticisms are discussed in Section 3.4.5

### **3.4.5 Outcomes-based education: a critique**

The adoption of outcomes-based education from the Western countries, without checking whether it could be relevant or not to the SA context,



receives criticism from researchers like Jansen (2004). This is seen as an imposition of the Western practices on SA. Jansen (1997a and 1998b) argues that teachers and schools are in distress about how they are meant to implement the proposals, and that teachers are insecure about how they could be bringing the policy into practice in their classes. Jansen (1998:325) further criticizes OBE in SA on the basis that it has not worked in the United States of America, where it originated, so how could it be expected to work in SA? The same view is reiterated by Vakalisa (2000:1) who maintains that OBE is a controversial concept even in the country of its origin, the United States of America and further questions whether or not it could work in SA. Jansen (1999: 11) adds that Stephen Mulholland through an internet survey claims that OBE has not worked in any country and that it could lead to the 'dumping down' of South African school children. As a result, Jansen (1998) argues that curriculum reforms, in the form of outcomes-based education (OBE) could have a negative impact on SA and could eventually fail. Cross *et al.* (2002) adds that there is more focus on outcomes rather than on the content to be taught, and that, teachers are left on their own to develop the content. As a result, the majority of teachers find it difficult to know what to teach and end up teaching different content.

Although Young (2000) argue that borrowing policies from other parts of the world into the South African context is justified, de Clercq (1997) remarks that the only problem that becomes evident is that there has been uncertainty whether outcomes-based approach could work in education because the approach is originally used in the industry, where outcomes have to be

achieved immediately. Young (2000) points out that the outcomes-based approach does not necessarily lay the basis for a high quality, high skilled education system because it can take different forms depending on its context and the way it organises educational knowledge.

Fakier and Waghid (2004) argue that OBE has not given learners and educators the opportunity to learn through discovery and be creative because it has a fixed set of outcomes that are predetermined. As a result, this has a negative impact on the freedom of both the learners and educators to demonstrate similar outcomes and behaviours at the end of the program. What contributes to the negative impact is the OBE complex language which Jansen (1999) refers to as voluminous terminology. Rasool (1999) provides a critical response to Jansen's assertion as he (Rasool) argues that the language ought to be watered down because teachers already possess a repertoire which consists of hundreds of learning concepts at their disposal. Serious consideration of the criticisms leveled against OBE requires that institutions should be assisted in order to build capacity to handle the curriculum. I will now discuss the strategies to support policy implementation.

### **3.5 Capacity building strategies to support policy implementation**

In this section I outline some strategies that literature suggests can be used to assist and build schools so that they can develop capacity to implement education policies. Fullan (1989) suggests a number of strategies that could be employed in building the capacity of schools to cope adequately with the

implementation of educational policies such as change in the curriculum. Fullan (*ibid.*) states that knowing what is to be changed is not enough; more important is to strategise. For Reynolds *et al.* (1996) what is necessary is an implementation strategy.

Rogan and Grayson (1999) elaborate on four groups into which capacity to support the institution fall. These are physical resources, teacher factors, learner factors and the school ecology and management. Poor resources and conditions can limit the performance of the best teacher and undermine the learners' efforts to focus on learning (Mtetwa, 2003:42). Teacher factors include their background training and the extent to which training has enabled them to be confident and committed to teaching. With regard to learner focus, Rogan and Grayson (1999) argue that learners come from different backgrounds and environments and should not be regarded to be the same. It should be understood that even the support they get from their family members is not the same. This is as a result of different backgrounds which also affect their learning. Mtetwa (2003) argues that a school where there is no order is not likely to succeed while where there is order there could always be success in all the attempts that the school make to implement any innovation.

Fullan (1993) argues that the best practices of implementing education policies in many countries have failed because of the lack of coherence and connectedness to the broader goals of teacher development. This can be done, argues Hopkins and Levin (2000), when there is a relationship between an

external change and the school's internal condition, and their combined impact on the school's capacity for improvement.

Literature suggests that educational policy cannot be implemented effectively in schools if the school management team (principals and Heads of Departments) is not fully involved. It is as a result of this that Cohn and Rossmiller (1987); (cited in DFID, 1993) postulate that national policies concerning education should have appropriate parameters for school and classroom decisions but also that they should provide sufficient leeway for those decisions that could best be made at the school and classroom level. Therefore, management should build the organizational capacity to implement policy and achieve high levels of performance. Smith *et al.* (1997) claim that this is grounded in the belief that policies, structures and resources of schools ought to be organized in ways which are consistent with the primary purpose of teaching and learning.

Dunham (1995) argues that if management is weak, there is likely to be failure of implementation. It is the responsibility of the school management team to see to it that policies are being implemented. These demands might not be met if managers lack experience in facilitating the implementation of policies. As a way to deal with these problems, Hargreaves and Hopkins (1994) encourage policy makers to provide more and better organised professional development for school leaders and teachers.

### **3.6 An overview of the main issues discussed in Chapters 2 and 3**

As explained in the beginning of this chapter, the focus of Chapters 2 and 3 is not the same: Chapter 2 focused on literature pertinent to SA and OBE as understood in the SA context, while Chapter 3 draws from national and international literature on OBE, curriculum policy and its implementation. In this section I summarise three main issues of particular relevance to the present study that have been discussed in Chapters 2 and 3. These issues are learner centredness, outcomes-based education and training and support. The relevance of these issues is that the successful implementation of the curriculum depends on learner centred approach which calls for the attainment of outcomes. In order for teachers to implement the learner centred approach, training and support should be provided.

The principle of learner centredness stands out to be one of the key main issues in these chapters. When C2005 was adopted as policy in SA, its emphasis was on putting learners first in the development of learning programmes and materials as well as promoting learners' ability to think logically and analytically. Fakier and Waghid (2004) describe learner centredness as based on beliefs that individuals have capacity to learn and demonstrate learning. The learner centred approach was also used in Namibia as a way to promote equity and equality in the classroom. Developments in SA and Namibia were similar because Namibia inherited a system of education from SA while it was still colonised by SA.

Implementing a learner centred approach seemed problematic. According to Chisholm and Leyendecker (2008), the problem of implementation in sub-Saharan Africa could be explained by consideration of a learner centred approach. The implementation of a learner centred approach could not be achieved in SA because problems of implementation went beyond learner centredness and included issues of context which also affected implementation.

Nxesi (2002:2) asserted that SA's new curriculum would be a move away from highly authoritarian methodologies towards more learner centred methods. The aim was to develop the full potential of the learner. A priority for the department of education was to create a transformative, democratic and open learning system that would foster a strong commitment to life-long learning and development. The approach to be used had to be outcomes-based. OBE is thus the second key issue discussed in the two chapters.

Outcomes-based education in SA was first introduced in the White Paper on Education and Training of March 1995. de Clercq (1997), Nekhwevha (1998), Baxen and Soudien (1999) argued that OBE would change the focus of schools from the content to the learner (content-based to outcomes-based). OBE was seen by Rasool (1997) as a process of interaction and stimulation to enable learners think critically. Spady (1994), a major advocate of OBE argued that three goals were important in OBE. These were that, firstly, all students could learn and succeed, secondly each success by a student breeds more success and thirdly schools control the conditions for success.

The introduction of OBE was a way to transform the then existing systems of education both in SA and internationally. In America, Closson (2002) depicts OBE as a panacea for educational woes and a vehicle for breaking with ideas about how children learn. The views stated here depict the importance of transformational OBE which aims at equipping all learners with knowledge, competence and orientation needed for success after school. This means that OBE prepares learners for life. In order for OBE to achieve what it is intended for, teachers should be trained. In the following paragraph I present training as the third issue in the two chapters.

According to Fullan (1999), the implementation of any policy might be hampered by neglect of training and support. The issue of training is also reported in the Univemalashi project. In the report, it is stated that successful implementation would be enhanced by strong support structures. Chisholm (Department of Education, 2000) argued that the implementation of OBE depended on adequately prepared teachers who were motivated to teach. This emphasis on training was also stated by Potenza and Monyokolo (1999) who stated that teacher training should be given priority. The report of the Review Committee stated that problems and difficulties experienced in the process of training related to models, duration and quality of training.

### **3.7 Conclusion**

In this chapter, I presented views of different authors on the curriculum policy and its implementation. The chapter begins with a comparison of policy

initiatives in Namibia, SA and Zimbabwe which all introduced new policies after gaining their independence. The implementation of new policies encounters implementation problems. These problems include the school culture, availability of resources, insufficient training of teachers and building school capacity.

In some parts of the world, including SA, OBE had been widely accepted as an approach to implement curriculum policies. The OBE strategies which were prescribed to be used in the implementation of C2005 in SA were met with criticism. Although OBE was widely criticised, it is clear from literature that there should be capacity building strategies in order to equip those who are expected to implement education policy with necessary skills.

In section B of this thesis, I locate my empirical research on the teachers' perspectives on the factors which facilitated and hindered the implementation of C2005 within the framework of qualitative research and explore the grounded theory approach as used in the study.



## **SECTION B**

### **CHAPTER 4**

#### **THE RESEARCH DESIGN AND METHODS OF DATA ANALYSIS**

##### **4.1 Introduction**

This chapter starts with an overview of the research aims, after which I outline the research design of the study. I elaborate on the rationale for using grounded theory and provide a justification for the main method of data-generation and administration thereof. The chapter further describes the research population, the sampling procedures, data analysis, makes reference to how the ethical issues were dealt with and I conclude this chapter by acknowledging a number of limitations of the study.

##### **4.2 The research aims**

In chapter 1 the purpose of the study is presented as the investigation of teachers' perspectives on factors which facilitated and/or hindered the implementation of Curriculum 2005 (C2005) in the General Education and Training (GET) Band in one District of the Eastern Cape Province in South Africa.

The study set out to answer the following research questions:

1. What are teachers' perceptions of C2005?
2. What are teacher's perceptions and experiences of their preparation for the implementation of C2005?
3. What are teacher's experiences of implementation of C2005?
4. What contextual factors facilitated and hindered the implementation of C2005?

In the following section I present the research design which I employed in trying to answer the research questions.

#### **4.3 Overview of the research design**

This study is informed by the qualitative approach to research. Denzin and Lincoln (1998) traced the history of qualitative research as far back as the 19<sup>th</sup> century from disciplines including sociology and anthropology. Flick *et al.* (2004) explained qualitative research as describing life worlds from the point of view of the people who participate in the study. Qualitative research is an inquiry process based on building a holistic, complex understanding of a social problem. In this way, the meaning and understanding gained through words are important.

Bogdan and Biklen (1982), Lincoln and Guba (1985), Paton (1990), and Eisner (1991) all argued that qualitative research uses the natural setting as the source

of data generation whereby the researcher attempts to observe, describe and interpret settings as they are. The researcher acts as the human instrument of data generation. According to Carspecken (1996) qualitative study may be intensive given the complexity of group interactions. It takes place on site, in the group's natural environment, and attempts to be non-manipulative of the group. Carspecken (*ibid.*) further argued that in qualitative research the researcher becomes subjective by getting close to the research participants and taking into account their views.

I chose a qualitative approach as it enabled me to approach the subject, probe the setting, and described perceived realities in a more natural way, than what it would have been possible when using a quantitative approach, and in great depth (Lancy, 1993). This is as a result of my desire to study the subjective world of the individuals engaged with the task of implementing C2005. In addition, undertaking qualitative research had been an attempt to avoid science's mechanistic view of nature which might risk reducing life to conceivable measurements devoid of contextual meaning (Lancy, *ibid.*).

This study is informed by a particular approach to undertaking a qualitative approach, namely grounded theory, on which I elaborate in section 4.4.

#### **4.4 Rationale for using grounded theory**

Grounded theory is a qualitative research approach that was originally developed by Glaser and Strauss in the 1960s. Cresswell (1998) and Strauss & Corbin (1990) argued that grounded theory does not start with a theory or

preconceived idea to be tested, but that a theory must emerge from the data, or in other words, a theory must be grounded in the data. The data shapes the processes and products of the research, rather than preconceived logically deduced theoretical frameworks (Glaser & Strauss, 1967, Glaser, 1978). It is through data generation and analysis that a theory is developed and compared with existing theories (Cresswell, 1998).

In grounded theory there are no prior theoretical considerations. Glaser (1978), Glaser and Strauss (1967) Strauss (1987) Strauss and Corbin (1990) all stated that theories should be related to the phenomenon under study. This is elaborated by Lincoln and Guba (1985:205), who argued that grounded theory should fit the situation that is being researched. The researcher should generate alternative theories for the phenomena under investigation.

I chose grounded theory because it calls for creativity in that one should distance oneself from existing theories (Flick, et al, 2004; Glaser & Strauss, 1967). My study began with an area of interest, the teachers' perspectives on factors that facilitated and hindered the implementation of C2005. With this area of study in mind, and in order to attempt to do justice to teachers' perspectives, I did not want to be influenced by existing theory but to conduct my analyses in a more inductive manner in the first instance. At a later stage I planned to compare my emergent findings with those of other studies with a view to potentially confirming or refuting existing theories or explanations of the phenomena under investigation.

In the following section, I discuss the method I used for data generation.

#### **4.5 The method of data generation, rationale for its use and administration**

Interviews were used for generating data because they were more appropriate for my study than a method which could be seen as more naturalistic like observations. Lofland and Lofland (1995) assert that an interview is a directed conversation. Ary *et al.* (1985) argues that one of the most important aspects of the interview is its flexibility and Silverman (1993:92) adds that interviews in qualitative research are useful for gathering facts, accessing beliefs about facts, identifying feelings and motives and eliciting reasons and explanations.

Hobson (1998) argued that research interviews range from highly structured to the unstructured/informal conversations. He explained highly structured interviews as composed of procedures set out in which the closed questions are asked to all participants. The approach for interviewing adopted in the study was semi-structured.

May (1991) defined semi-structured interviews as those organised around areas of particular interest, while still allowing for flexibility in scope and depth and De Vos *et al.* (2005) argued that interviews give the researcher and the participants flexibility, and that participants are able to express themselves at length and pursue matters that might not have been included in the schedule. The purpose of the interview schedule is to guide the process of interviewing,

and not to dictate what has to be done. According to Vos *et al.* (2005) the schedule provides a set of predetermined questions that might be used.

In the interviews employed in the present study there was some degree of structure in that the interview schedule was prepared in advance and questions set out in the most logical order but in practice the order of questions was altered in line with the way in which the interview developed. The interview schedules employed can be found in Appendices 5 and 6.

Interview sessions were organized in a way that would make participants relax, starting with less demanding and most straight forward questions, with the more substantial ones placed at the centre of the interview, and the closing ones were meant to cool down the whole situation. Most of the questions asked were open-ended with an aim of inviting detailed discussion of the topics.

With the permission of all the participants interviewed (see section 4.9 on ethical considerations), the interviews were recorded and later transcribed. In recording the interviews, I made sure that the recorder was placed in a position where it would record clearly while enabling me to maintain eye contact with the participant. This was a way to fully concentrate on the conversation and in a way to assure the participants that they should relax. The length of the time taken to conduct an interview varied from 30 minutes to an hour and more, depending on what each participant shared.

During the interview, participants could talk about any of the issues they wanted to and were not constrained by questions. This provided me with greater scope for discussion and learning about the opinions and views of the interviewees. This flexibility afforded me scope to probe for more details and information. It was a better way of catching the point of view of the participants. The interviewee was free to respond from his or her frame of reference.

The first people to be interviewed were post level 1 teachers. These are teachers who are not occupying any management positions in the school. I considered them to be the key players in the implementation of C2005. Questions asked to them sought their understanding of C2005, the difference between C2005 and the curriculum that was offered before the inception of C2005, their exposure to training, the role they play in the implementation of C2005, the resources they use to facilitate their practice and possible factors that likely hinder the implementation.

Curriculum implementation is a process of change that in itself needs to be managed. As a result of this, members of the School Management Team (SMT) could not be left out. Interviewing at least one member from each school visited was a way to probe into some issues that might have been left out by post level 1 teachers. Questions asked to this group of participants were meant to get their perspectives on factors that hindered the implementation of C2005. Questions included their understanding of their role in the implementation of C2005 and the methods of teaching used in their schools.

Interviews have both advantages and disadvantages, and I provide these in the section that follows.

### ***Advantages and disadvantages of the interviews***

De Vos *et al.* (2005) argued that interviews are advantageous as a useful way of getting large amounts of data quickly and that questions can be repeated and their meanings, where not clear, explained until they are understood by the interviewees, and also that an interviewer can press for additional information when a response seems incomplete. They are also an effective way of obtaining depth in data. Another advantage is recording the interviews verbatim. This helped and freed me from taking notes and encouraged me to participate in the dialogue.

Conducting interviews was very expensive in that I had to drive to the schools. Driving to schools was time consuming because the participants were located in different geographical areas and distances were not the same. The nearest school from my place of employment was 7 kilometres away and the furthest was 85 kilometres away. In dealing with the distance limitation, where possible, I combined some participants from the adjacent schools and visited them in one school. Although I called the participants into one school I never interviewed them as a group.



Although recording the interviews is presented above as advantageous, it is also a potential disadvantage in that recording the interview may affect what is being said, because participants may not be entirely comfortable and relaxed in the presence of tape recorder. At times, I sensed that the participants were uneasy that the interviews were recorded but did not explicitly state that.

I administered the interviews to a group of participants which I selected from a larger population as discussed in the following section.

#### **4.6 Research population and the sampling procedures**

##### **4.6.1 Research population**

The target population consisted of educators from the King Sabata Dalindyebo which is part of the OR Tambo District Municipality. These were educators whose role was to implement C2005. This section particularly makes reference to educators as they are described in the *Norms and Standards for Educators* (2000), a policy document that stipulated roles and responsibilities of educators. Educators were described as all the people entrusted with the task of educating. In all, the educators also included the members of school management and the office-based personnel. However, in this study the term educators is used interchangeably with teachers because in the Revised National Curriculum Statement there had been a change of nomenclature that includes reverting to the earlier term of teachers as was used before the introduction of C2005.

From the five districts of O.R Tambo District Municipality as presented in Chapter 2, King Sabata Dalindyebo, which is part of O.R Tambo was used for the study. This district was decided on because of its uniqueness and with an understanding that evidence collected might also be in some ways representative of the Eastern Cape schools. It was a unique district in that it had schools from different sectors of the community which were urban, semi-urban, rural and informal settlement, whereas, some districts have the majority of their schools only from one sector. It was the only district of OR Tambo that had ex-Model C schools. These were the schools that formerly admitted learners from white communities only and were controlled by the white government at a time when South Africa was still divided along racial lines and segregation. Evidence generated from the O.R Tambo district would be to some extent representative of the Eastern Cape schools, the majority of which had all the sectors of community mentioned in this paragraph. This implied that findings could be potentially relevant to the majority of schools in the Eastern Cape.

King Sabata Dalindyebo district had three hundred and thirty three schools. This showed how big the districts were in terms of the population. As a result of this vastness the districts were further divided, according to proximity, into Circuits. The allocation of the schools into various circuits had been influenced by that of the local municipalities whereby each municipality was divided into wards. Within circuits schools were scattered through these various wards.

King Sabata Dalindyebo district had twelve Circuits, each under the control of a Circuit Manager. In each Circuit there were not less than twenty five but not more than thirty five schools. Within circuits, schools were further divided into clusters with an aim to encourage co-operation amongst schools within the same vicinity. In the following section, I present the sampling procedures I employed.

#### **4.6.2 Sampling procedures**

Ploeg (1999) refers to sampling as the process used to select a portion of the population for study. Qualitative research is generally based on non-probability and purposive sampling rather than probability or random approaches. Non-probability sampling does not involve random sampling and cannot depend upon the rationale of probability theory (Trochim, 2006).

In this study I used a combination of purposive, theoretical and systematic sampling. Kerlinger (1986) explained purposive sampling as another type of non-probability sampling, which is characterized by the use of judgement by including typical areas or groups in the sample. It is a means to curtail time and resources involved in carrying out an investigation. This sampling procedure is used by qualitative researchers as it restricts the sample population to a very specific one. Purposive sampling can be very useful for situations where one needs to reach a targeted sample quickly and where sampling for

proportionality is not the primary concern. The purposeful selection of participants represents a key decision point in qualitative study.

I used purposive sampling as a means to restrict the sphere of research to manageable proportions because of the different and diverse population of my study. I used this sampling procedure because there were predefined groups that I was seeking to investigate. These were participants who had particular features or characteristics which I believed would enable a detailed exploration of the research objectives. Teachers of the Foundation and Intermediate phases in the General Education and Training (GET) Band as implementers of the C2005 formed that specific sample. The focus was to use at least teachers selected from the relevant phases where C2005 was being implemented. I decided on the participants because I felt they were the population suitable for my study.

Purposive sampling was followed with theoretical sampling. This sampling approach was used as a strategy to narrow the focus on emerging categories and as a technique to develop and refine them (Glaser and Strauss, 1967:67). Charmaz (2006: 96) explained theoretical sampling as involving and collecting pertinent data to elaborate and refine categories. I started the initial sampling by interviewing a few participants and then transcribed the interviews. Based on what the interviewees said, it was easy to approach the most appropriate people needed through theoretical sampling. The use of theoretical sampling enabled me to explicate categories and themes. This was done until there were no new properties identified.

As explained in the preceding paragraphs systematic sampling was also used. Systematic sampling involves selecting participants from a population list in a systematic fashion. This approach was used with an aim of using the participants I believed to be appropriate for my study.

Out of twelve circuits, schools were selected from only four circuits as listed below, with schools scattered in the wards as indicated in brackets:

- Circuit 1 (Wards 24, 25, 26, 27 and 28);
- Circuit 3 (Wards 5 and 8);
- Circuit 8 (Wards 17 and 22);
- Circuit 12 (Wards 14, 15, 29 and 30).

The above circuits were decided on as a way to have almost all different categories of schools (ex-Model C, special, public and informal settlement schools within various communities (rural, urban and a combination of both). This does not indicate that in other circuits the above categories were not available, but that the circuits I selected appeared to be more representative of everyone involved with curriculum implementation. Although other circuits had the targeted types of categories the distribution was not like in the case of the selected circuits.

The four circuits mentioned above had 118 schools. Every sixth school in a circuit was selected for the study. This gave a total of 20 schools. In each

school visited, a total of three educators, (Foundation, Intermediate and School Management Team) were used as research participants. These participants were chosen as they were the people who had a role of implementing the curriculum. This is what I referred to earlier as systematic sampling.

In selecting teachers as participants I targeted both those who started teaching before 1994 as I perceived them to know the curriculum that was offered in the former South Africa before it got its independence, and had also experienced working under various Departments of Education, and also those who started teaching after 1994 so as to understand how the two categories differed in their perspectives of the curriculum implementation. I believed that the participants selected had experience within the social process being studied and that they could reflect on and talk about their experiences. In the case of the SMT participants, in each school I used one member. This was not a problem in rural schools as the majority of them only had a principal and a deputy principal as members of the SMT. In urban schools, the SMT comprised of the principal, the deputy principal and the heads of departments. In such cases, the principals asked for volunteers and that worked well.

Having decided on the participants for my study, I planned to implement my methodology on a small scale by piloting the study.

#### **4.7 The pilot study**

At the initial stage of data generation I conducted a pilot study. I interviewed one teacher per circuit. The purpose was to check whether the questions were

comprehensive, and also if my style of questioning was suitable. Also, I was interested in how the participants answered the questions and whether I obtained the kind of data which, once analysed, would enable me to answer the research questions of the study. Permission was sought to record the conversation so that I could pay full attention and not be distracted by taking notes.

Interviews during this stage were conducted in two languages, English and the first language of the participants which was IsiXhosa. In some cases, questions were asked in English but responses were in IsiXhosa. This was due to the fact that some participants could not fully understand the questions and requested that they be asked in their first language. As a result of this the responses were also in the same language. This kind of code-switching was not a problem to me because I understood both languages. Through this process, some questions had to be rephrased and reworded for the main interview.

The following is an example:

*Do you enjoy teaching the new curriculum?*

The above question was rephrased into:

*Tell me what do you enjoy or not enjoy in teaching the new curriculum?*

In the example given above, questions like the first one which required yes or no were rephrased to read as the second one.

The pilot study continued beyond the initial generation of data with transcription of the interviews with an aim to ascertain whether the data generated were appropriate for addressing my research questions. Transcription began with translation into English. The analysis process used at this stage was similar to the one discussed in section 4.8. Data generated by the pilot study were regarded as being appropriate and helped me understand teachers' perspectives on the factors which facilitated or hindered the implementation of C2005, and this confirmed that my chosen methodology would help me to address my research questions. As early as the pilot stage, I decided on the analysis process which determined the findings of my study. I present the techniques of data analysis process in section 4.8.

#### **4.8 Techniques of Data Analysis and Presentation**

My first step was to transcribe all the interviews verbatim. Since some questions were asked in IsiXhosa I was translating into English as I transcribed. I listened to the tape recorder several times as an attempt to understand all what the participants said. This helped me in transcribing the recordings.

Once all the interviews had been transcribed and translated in some cases, the analysis of all the data began. I read and re-read the transcripts. This was a labour intensive process but very helpful in identifying the key issues which were developed into subsequent codes for my thematic analysis. The process began with studying my data word for word and line-by-line open coding to



identify substantive codes emergent within the data. The line by line coding forced me to verify and saturate categories which minimised the possibility of missing any important category and ensured the grounding of categories of the data beyond impressionism (Glasser & Strauss, 1967, Strauss & Corbin, 1998). I wrote all the initial codes on the margin of the transcripts. Having done this, I used the computer qualitative data analysis programme called Max.QDA2 which helped me understand the number of participants per statement.

The nature of coding in grounded theory requires going back to the data for diverse pieces of information at different times (Brown, Stevenson, Troiano & Schneider, 2002). Coding was defined as the analytic process through which "data are fractured, conceptualised, and integrated to form theory" (Strauss & Corbin, 1998: 3). Its aim is to recognise, develop and relate the concepts that are the building blocks of theory. As I was writing the codes, some thoughts kept coming to my mind. These involved looking at the category that each incident addressed and also the main concern being faced by the participants.

In coding data I was guided by the following questions suggested by Berkowitz (1997). Further illustration on the examples which resulted from the following questions is presented in the following chapter.

- What common themes emerge in responses about specific topics? How do these patterns (or lack thereof) help to illuminate the broader study question(s)?

- Are there deviations from these patterns? If so, are there any factors that might explain these deviations?
- How are participants' environments or past experiences related to their behaviour and attitudes?
- What interesting stories emerge from the responses? How do they help illuminate the central study question(s)?
- Do any of these patterns suggest that additional data may be needed? Do any of the central study questions need to be revised?
- Are the patterns that emerge similar?

The above questions assisted me to remain theoretically sensitive at all times. Strauss (1987) referred to theoretical sensitivity as involving thinking about the data in terms of theory and applying theoretical insight into the work. Strauss and Corbin (1990) argued that open coding allows the analyst the full range of theoretical sensitivity as it allowed him/her to take chances on trying to generate codes that may fit and work.

The initial open coding stage discussed above was followed by axial coding in which data were put together in new ways, by making connections between categories (Strauss and Corbin, 1990: 96). These connections led to the identification of core categories. This was also referred to as the second stage of classifying and assigning meaning to pieces of information for data analysis. In this stage I eliminated and combined some of the categories. In this kind of focused coding I aimed at reviewing codes and eliminating less useful ones, combined smaller categories into larger ones and subdivided the ones which

assigned the same code. All the data relevant to each category were identified and examined using a process called constant comparison, in which each item was checked or compared with the rest of the data to establish analytical categories.

My final stage in coding was the one identified by Strauss & Corbin (1998), of selective coding, in which I selected one main category and related the other categories to it. In doing so I was establishing a relationship between the categories. In this process core categories were selected from the already identified categories. The results of the analysis process are presented in Section C.

In employing the processes discussed in this section, I was mindful of the research ethics. In section 4.9 I present the ethical considerations.

## **4.9 Ethical considerations**

Undertaking research with human beings is a potentially sensitive activity. As a result of this I considered and adopted some particular research guidelines and ethics. Throughout my research I paid particular attention to the following ethical issues:

### **4.9.1 Informed consent**

### **4.9.2 Privacy, confidentiality, and anonymity**

### **4.9.3 Honesty and trust**

#### 4.9.4 Harm and risk

These ethical issues are presented in the sections that follow.

##### 4.9.1 Informed consent

De Vos *et al.* (2005) argued that the principle of consent arose from the participants' right to freedom and self-determination. In the British Educational Research Association's (BERA) Revised Ethical Guidelines (2004) informed consent was a condition in which participants understood and agreed to their participation without any duress, prior to the beginning of the research. Hakim (2000:143) stated that informed consent was a necessary condition with emphasis put on accurate and complete information so that participants would fully comprehend the investigation and consequently made a voluntary, thoroughly reasoned decision about their possible participation.

Diener and Crandall (1978) explained informed consent as the procedures in which individuals chose whether to participate in an investigation after being informed of facts that would be likely to influence their decisions. This definition involved four elements of competence, voluntarism, full information and comprehension. Competence implied that responsible, mature individuals would make correct decisions if they were given the correct information. In applying the principle of consent, all participants were informed that the potential participation was voluntary and were also informed that they had to choose whether to participate or not. In the process I tried to help participants

understand the nature of my study. Means of doing this were giving them information which helped through the discussion with them.

From the beginning of my study I had to seek permission from the Provincial Department of Education (Appendix 1) to use schools in the King Sabata Dalindyebo district for my research. It was after permission was granted by the Provincial Department of Education (Appendix 2) that I wrote letters to the school principals (Appendix 3) of schools visited. When permission was granted I then approached the individual teachers for their consent. I also informed participants of their right to withdraw at any stage of the research should they get dissatisfied. Once permission had been granted, I made arrangements to visit schools on dates agreed upon with the principals of schools.

When schools were visited, permission was sought from the participants to record the conversation. I explained why the recording was made and how it was going to be used. All participants verbally consented to the recordings. The limitation of verbal consent is that if the participants can at any stage decide to withdraw from research there would be a problem. Fortunately I did not experience any problem of participants wishing to withdraw from the study.

#### **4.9.2 Privacy, confidentiality, and anonymity**

Siebert (1982:145) defined privacy as “that not intended for others to observe or analyse”. Singleton *et al.* (1988:454) further argued that “the right to privacy is the individual’s right to decide when, where, to whom, and to what extent his or her attitudes, beliefs, and behaviour will be revealed”. Diener and Crandall (1978) argued that privacy had to be considered from three different perspectives. These were the sensitivity of the information being given, the setting being observed, and the dissemination of information. Sensitivity of information referred to how personal or potentially threatening the information being collected (De Vos *et al.*, 2005:61). The setting being observed may vary from private to completely public and the setting for my study was purely public.

From the earlier stages of my study, I was committed to respecting the individual’s privacy.

The essence of anonymity was that information provided by participants should in no way reveal their identity (Cohen, Manion and Morrison, 2000). In this study, the identity of the participants remain anonymous, even the schools visited are not mentioned anywhere in this study. Information given anonymously helps to protect the privacy of the participants from a number of people but not necessarily from the researcher. As a way to observe the above perspectives, I assured all participants that information received from them

would be treated with confidentiality and not disclosed under any circumstances.

Before interviews started all participants from each school visited were briefed about the purpose of the study. This was done in a short meeting with all of them in one school before interviewing them as individuals.

#### **4.9.3 Honesty and trust**

It is in the spirit of openness that trust is built between the researcher, the participants and the reader on the one hand. In establishing trustworthiness of my study I established quality relationship with both the participants and the community of readers. In keeping up with the principle of openness I involved other people in the study. These were both the participants who remained anonymous due to ethical obligations, and the colleague who commented on and read my work, notably a colleague in the Faculty of Education.

#### **4.9.4 Harm and risk**

De Vos *et al.* (2005) argued that harm to participants might be of an emotional nature. This was more difficult to predict and determine. I made all possible attempts not to hurt participants in the process of data generation. In order to minimize bias I familiarized myself with the participants' cultural environment as a way to tailor the interview to fit the situation. Throughout the process of data generation, I tried to remain as neutral and objective as possible during the

interview. During the interviews, I tried to avoid any information that would make reference to personal life because that has the potential to harm the participants especially if one would recall bad past experiences.

#### **4.10 The limitations of the study**

Before presenting the findings of the research I conclude this chapter by acknowledging a number of limitations of the study. These are considered here by reference to the concept of trustworthiness, which involves a set of criteria advocated by some writers for assessing the quality of qualitative research (Bryman, 2004).

#### **Trustworthiness**

The aim of trustworthiness in a qualitative inquiry is to support the argument that the inquiry's findings are "worth paying attention to" (Lincoln & Guba, 1985: 290). In showing how my study may be restricted by challenges of trustworthiness, I discuss three issues that pertain to trustworthiness, and these are: credibility, transferability and confirmability. These are discussed in turn below.

#### ***Credibility***

Credibility in qualitative research involves replication. If I or any other researcher wanted to perform the same exact study with the same participants



the results are unlikely to be the same because of the subjective nature of the findings.

According to Bryman (2004: 275), the credibility of findings entails ensuring that research is carried out according to the canons of good practice. This study was indeed carried according to the canons of good practice in that research ethical issues, for example, were given high priority. Bryman (2004) further argues that the credibility criterion involves submitting research findings to the members of the social world who were studied for confirmation that the investigator correctly understood that social world. This is what Lincoln and Guba (1985) refer to as the use of 'member checks' in which participants are given their interview transcripts and the research reports so that they can agree/disagree with the researcher's findings. Another strategy to enhance the credibility of findings is to provide other people who may have interest in the research with the research findings, so that they can comment on the findings (Maree, 2007: 114). These people could be other researchers. Unfortunately neither of these strategies was employed in this study.

According to Bryman and Bell (2007) credibility involves a process in which a researcher provides an account of his/her findings to the participants. The aim of doing this is to determine whether there is correspondence between the findings and the perspectives of the research participants. If I were to carry out another qualitative study, one other way of improving the credibility of the findings would be member checks. However, this may not yield the expected results because member checks may be as fraught as findings themselves and

there is no guarantee that participants may be honest in confirming the findings.

### ***Transferability***

Bryman and Bell (2007: 413) argued that qualitative research entails the study of a small group sharing certain characteristics and qualitative findings tend to be oriented to the contextual significance of the world being studied. According to Bryman (2004), the transferability criterion refers to the orientation of the results to the contextual uniqueness and significance of the aspect of the social world being studied. Also, the use of the systematic sampling I employed in which everybody does not have an equal chance to be chosen, is unlikely to have yielded a sample which fairly represented the whole school population.

### ***Confirmability***

Confirmability refers to the degree to which the results could be confirmed by others. Confirmability is a measure of how well the inquiry's findings are supported by the data collected (Lincoln & Guba, 1985). One way to check for this could have been to give data (interview transcripts) to another researcher who would serve as a peer reviewer to confirm whether they also considered that the findings were supported by the data. This could not happen and is another potential limitation of this study. As discussed in chapter 2 that

a study of this nature was not carried out in the Eastern Cape, I could not get any competent peer reviewer.

#### **4.11 Conclusion**

In this chapter I have located the study within the qualitative framework, presented the rationale for using grounded theory, outlined the methods of data generation and analysis employed and discussed ethical issues relating to the research. Finally, I acknowledge some of the limitations of the study. Despite these limitations, I believe that the research and the findings presented in the following chapters present important findings relating to the perspectives of educators in factors which facilitated and hindered the implementation of C2005 which had not previously been researched.

## **SECTION C**

### **THE RESEARCH FINDINGS**

#### **INTRODUCING THE RESEARCH FINDINGS**

In the previous chapter, the methodology of the study was discussed. In the next three chapters (Chapters 5 – 7), I present the findings obtained from the analysis of data generated from the research participants. These were teachers from the Foundation and the Intermediate phases, as well as the members of the School Management Teams (SMTs) in the GET Band. In presenting the findings I compare the responses and present similarities and differences drawn between both teachers and SMT participants, and rural and urban participants.

Due to the richness of data generated, I do not present findings as they relate directly to the specific questions asked during the interviews. I realized during the analysis of the data that participants did not always restrict themselves to answering the questions asked. In their answering questions, participants' responses were sometimes relevant to other questions too, and sometimes not necessarily relating to any of the specific questions but nonetheless of interest. In addition, given a desire to do justice to the research participants' perspectives, I preferred that the presentation of my findings would be shaped by the emerged themes arising from a grounded analysis of the data rather than by prior categorizations relating to the questions asked during interviews.

In presenting the findings, I refer to the three categories of schools that I used. These were urban, rural and former model C. Where reference is made to a direct quotation, participants' status in relation to these categories is indicated below each quotation as illustrated below:

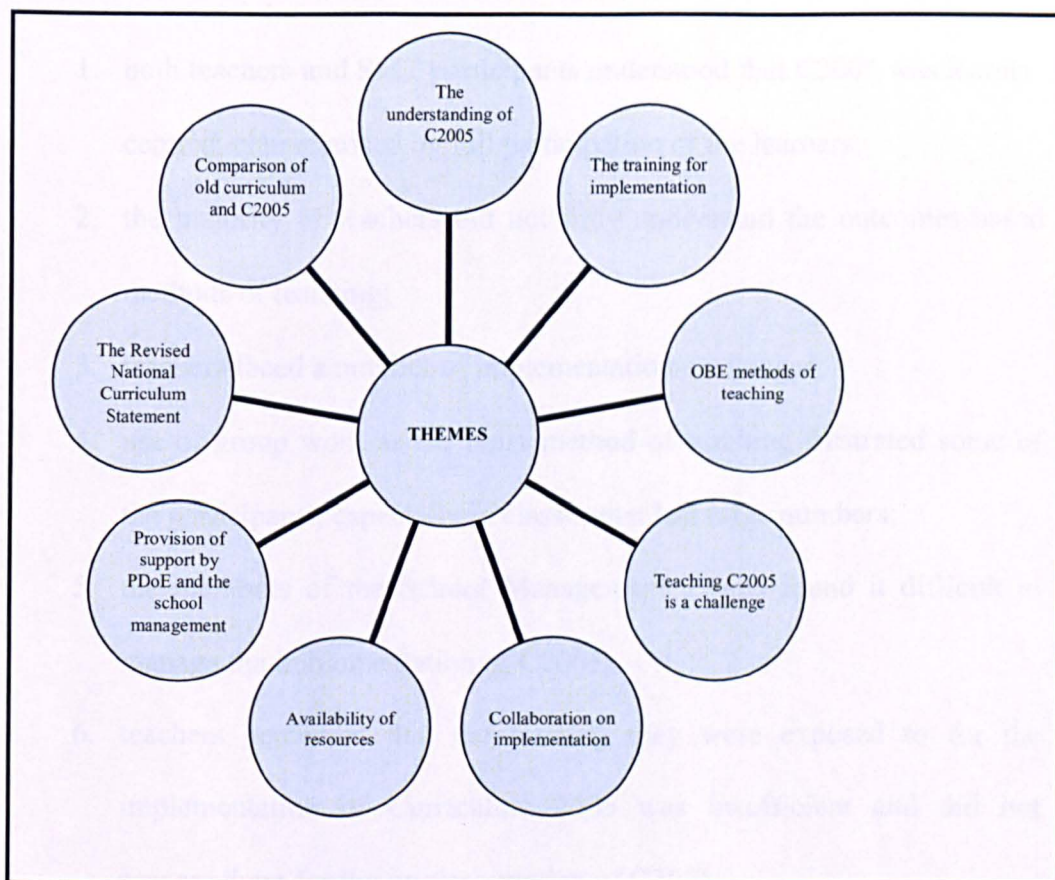
- Urban                      U1 – T6 (Urban school 1 and teacher 6)
- Model C                    M4 – T12 (Model C school 4 and teacher 12)
- Rural                        R10 – T20 (Rural school 10 and teacher 20)

In the case of the SMT participants, I follow the same order and replace T with S. Since there was one SMT participant per school, this gave a total of twenty SMT participants.

In addition to the above, it became clear during the process of analysis that participants' responses (or ability to respond) were sometimes related to their experience of and familiarity with different time periods associated with the process of educational transformation. Out of the total of forty teacher participants, twenty five started teaching during the apartheid era and could compare the current curriculum with the apartheid one, while fifteen were only exposed to the current curriculum and had no experience of (and consequently little to say about) the apartheid curriculum. As a result, some presentation of findings only draw upon the responses of the former group of (25) participants, while other findings compare the perspectives of the two groups. Further explanation is provided in footnote 14 in chapter 5.

The structure of the following three chapters is designed according to the key themes that emerged from the data analysis. The figure below presents core themes that I developed through establishing relationships between codes.

**Figure 5: Themes emerging from data analysis**



I combined the nine themes presented in the Figure 5 into more general and related ones and came up with three broad areas in which I present the findings:

1. Teachers' understanding of Curriculum 2005
2. Teachers' implementation of Curriculum 2005 in the classroom
3. The training and support for the implementation of Curriculum 2005

The three broad areas are presented in Chapters (5 – 7) that follow.

The main findings which emerged from data analysis, and which are presented in the following chapters are:

1. both teachers and SMT participants understood that C2005 was learner-centred, characterised by full participation of the learners;
2. the majority of teachers did not fully understand the outcomes-based methods of teaching;
3. teachers faced a number of implementation challenges;
4. use of group work as the main method of teaching frustrated some of the participants, especially in classes that had large numbers;
5. the members of the School Management Teams found it difficult to manage the implementation of C2005;
6. teachers perceived that the training they were exposed to for the implementation of Curriculum 2005 was insufficient and did not prepare them for the implementation of C2005;
7. a shortage of resources hindered the implementation of C2005;
8. a lack of support from the Provincial Department of Education, the districts and the school management also detrimentally affected the implementation of C2005.

In presenting the findings, I also show the extent to which there were similarities and differences between the perceptions held by different categories of participants regarding C2005 and its implementation. These

categories included, amongst others, teachers and school management teams. In Chapter 5 which follows, I present findings on the teachers' understanding of C2005.



## **CHAPTER 5**

### **TEACHERS' UNDERSTANDING OF CURRICULUM 2005 (C2005)**

#### **5.1 Introduction**

The major area under which I present findings in this chapter relates to how the participants perceived C2005. I have organised the findings under three subheadings which are:

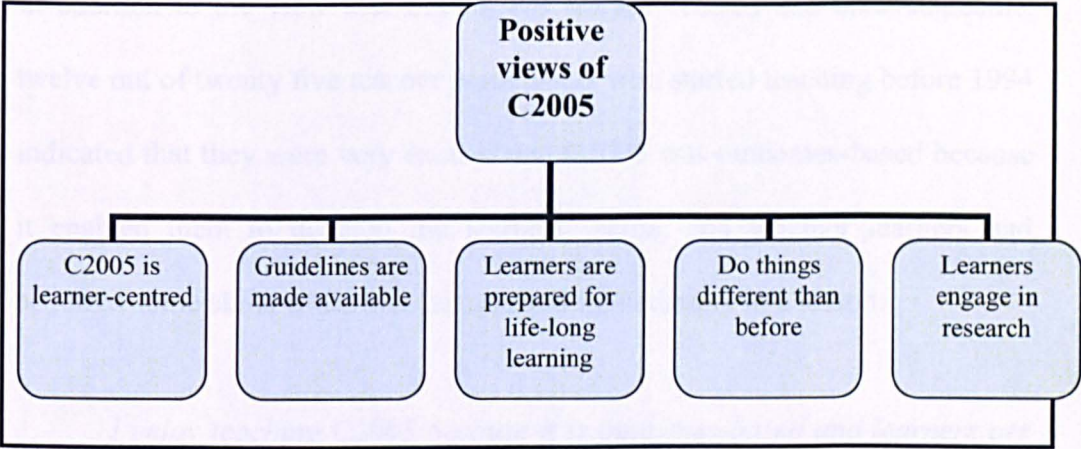
- participants' perspectives of C2005 (Section 5.2);
- participants' accounts of the differences between the traditional curriculum and C2005 (Section 5.3); and
- participants' perspectives of the Revised National Curriculum Statement (Section 5.4).

The main finding in this chapter is that participants regarded C2005 as an improvement to the traditional Apartheid curriculum and considered RNCS to be better than C2005. In 5.2 below I present participants' perspectives of C2005.

5.2 Participants’ perspectives of C2005

In the figure which follows, I present the main positive views as expressed by the participants. Below the figure, I discuss the main issues relating to each of the ideas.

Figure 6: Participants’ positive views of C2005



All forty teacher participants from the foundation and intermediate phases as well as twenty members of the School Management Teams (SMT) understood C2005 to be learner-centred. Following are the views stated by some of the teacher participants who started teaching pre-1994:

*Curriculum 2005 is learner-centred and as teachers we must always make sure that learners achieve the outcomes that we have stated in our lesson plans. (R16 – T31)*

*Learners are fully involved as they work in groups. (R19 – S2)*

*In my school, we focus on achieving the outcomes and that the learners should be engaged in all the activities of the curriculum..... (R20 – S1)*

*Learners are made to participate in all class activities. They discuss and solve problems. (R3 – S18)*

Twenty out of twenty five<sup>14</sup> teacher participants who started teaching before 1994 stated that C2005 was understandable with teachers expected to promote learner involvement. The same perspective is exemplified in the following quotation:

*Curriculum 2005 is at least understandable and learners participate fully in class. (R30 – S15)*

In addition to the view that C2005 was learner centred and understandable, twelve out of twenty five teacher participants who started teaching before 1994 indicated that they were very excited that C2005 was outcomes-based because it enabled them to develop the learners' skills, and whether learners had acquired some skills could also be assessed immediately in a lesson.

*I enjoy teaching C2005 because it is outcomes-based and learners are involved a lot. Even their skills can be assessed. As a teacher I am able to see if the child is good in one skill and not in the other. (M2 – 3T)*

Six of the fifteen<sup>15</sup> teacher participants (from both foundation and intermediate phases) who were not exposed to the apartheid system of education acknowledged that in C2005 learners played an active role in the classroom.

*Learners must work and do more work on their own. The teacher can only help when necessary. (U11 – T21)*

*The learners are actively involved in the teaching and learning situation; they gather information on their own and play a leading role. (M2 – T4)*

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<sup>14</sup> In Chapter 4, I explained that I only make reference to the number of participants who explicitly addressed the stated view. As explained in the introduction to the findings chapters above 24 participants from the total of twenty five participants that were exposed to the apartheid system of education had a particular view.

<sup>15</sup> Whenever there is reference to a total of fifteen, these are participants who had no experience of the apartheid system of education.

Although the majority of participants stated that learner participation was dominant, there was a contrary view from one SMT participant who strongly argued that involving learners in the classroom had its limitations in that if the teacher did not understand the curriculum and what was expected of him/her, it would be worse for learners.

*The curriculum is very difficult and if as teachers we do not understand what is required of us, how do we hope that learners will know what to do? (M2 –S19)*

Fifteen<sup>16</sup> teacher participants (pre and post apartheid) from both groups (foundation and intermediate phases) expressed feelings of excitement in that there were guidelines relating to planning lessons to be taught, and that these were made available by the Department of Education. These guidelines provided topics to be covered.

*What is good is that the Department of Education has provided guidelines in the form of a subject framework, work schedule and the format of a lesson plan. The content is also provided in the work schedule and this is very enjoyable. (U11 – T21)*

In addition, thirteen out of forty teacher participants stated that C2005 prepared learners for life-long learning. The following statement by one teacher participant covers the majority view on life-long learning.

*Learners are getting skills to do their work even if they have left the classroom, that is, it prepares them for life-long learning. (R19 – T37)*

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<sup>16</sup> In cases where a claim cannot be attributed to a specific category, reference is made to a total number of participants. In some cases a total of forty will be mentioned. In these instances, participants made statements that did not associate them with either a pre or post-apartheid period.

The majority of teacher participants made reference to the classroom arrangement which was different from that of the past. Seventeen teacher participants welcomed the use of group work, which they explained to be one of the key elements in the classroom situation.

*The arrangement of the classroom is different from what we used to have before. Group work is the key element to any classroom arrangement. If learners do not sit in groups I think they cannot work effectively.*  
(R18 – T36)

*Teachers divide learners in groups and even the seating arrangement in all the classes is in groups. This is one way of making learners to participate fully.* (R13 – S8)

Eighteen of the forty teacher participants stated that they were happy that they had to be creative in their implementation of C2005. This encouraged them to provide some resources to use in class. As a result of this, some participants argued that they provided newspaper articles for learners to use in class and had to share these with their colleagues in the school.

*As teachers we have to be creative and provide learners with some resources. In my school we manage to get some newspapers and learners cut some articles to use in class from the newspapers. Some of us who cannot get the newspapers share with others.* (U14 - T28)

Twenty out of the twenty five teacher participants who started teaching before 1994, as well as twelve of the twenty SMT participants felt pleased that in C2005 learners had to be engaged in research, which they claimed was not the case in the past. To some of the teacher participants mentioned here (fifteen), engaging learners in research helped them to be fully involved in the teaching

and learning process as they would be provided with tasks to undertake independently.

*Before, as teachers, we did everything but now learners are fully involved. The learners are given topics to research on and teachers add to the information that they bring into the classroom. (R9 – T17)*

*Learners carry out research given to them by teachers, and, are more part of the discussion. (U1 – T2)*

Having presented the participants' perspectives of C2005, in the following section (5.3), I present findings on how participants' perceptions of C2005 compared with those of traditional curriculum (pre-1994).

### **5.3 Participants' accounts of the differences between the traditional curriculum and C2005**

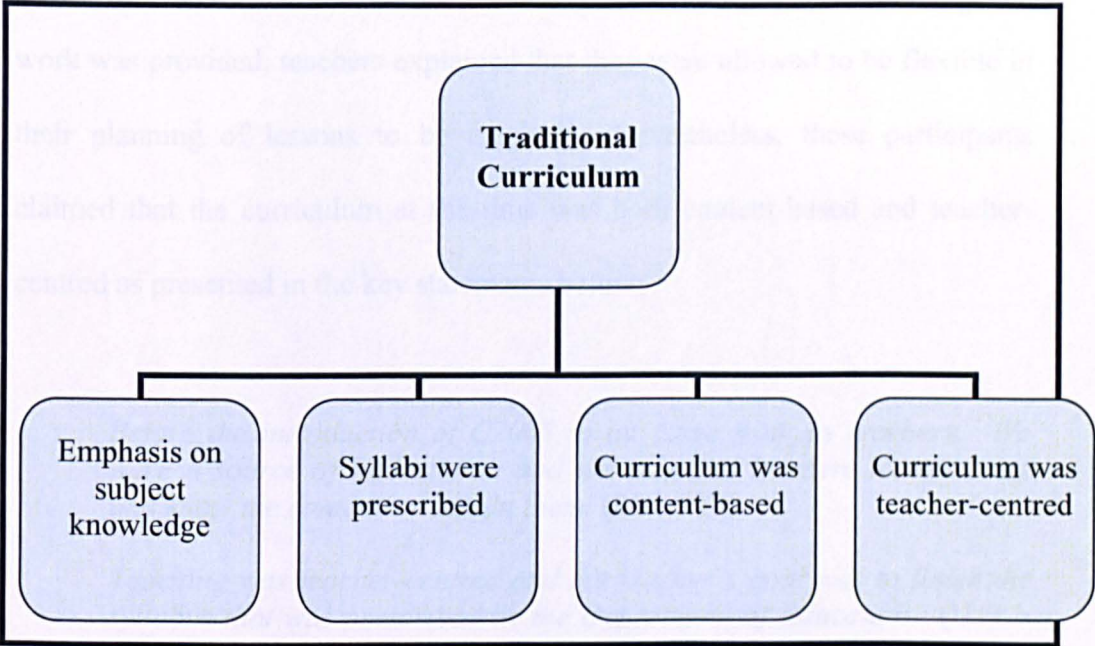
Although comparison by definition includes both similarities and differences, it is unfortunate that participants only referred to the differences between the apartheid curriculum and C2005.

Fifteen out of forty teacher participants who were teaching in the foundation and intermediate phases could not comment on the traditional curriculum as they only started teaching in 1997, the period in which teachers were prepared for the implementation of C2005, and as such had been exposed only to C2005 as teachers.



Participants had negative comments on the traditional curriculum as summarized in figure 7. The figure is immediately followed by the presentation of each view from the participants' perspectives.

**Figure 7: Participants' negative views about the traditional curriculum**



In their responses, teacher participants who started teaching before 1994 (apartheid period) had a tendency of comparing C2005 with the curriculum that was offered before, especially what they did as teachers in class.

All the twenty five teacher participants who started teaching before 1994 stated that the emphasis in the traditional curriculum was on subject knowledge and it did not emphasize learner-centred strategies of teaching.

*Traditional curriculum was content based and learners were not participating in the lesson except listening to the teacher who transmitted the knowledge to the learners. (R7 – T14)*

Both teacher (thirteen) and SMT (nine) participants stated that there was very little guidance in relation to implementing the old curriculum because the syllabi to be taught were prescribed by the Department of Education. According to teacher participants in my study, teachers were given the scheme of work from which to make their daily preparation. Although the scheme of work was provided, teachers explained that they were allowed to be flexible in their planning of lessons to be taught.<sup>17</sup> Nevertheless, these participants claimed that the curriculum at the time was both content-based and teacher-centred as presented in the key statements below:

*Before the introduction of C2005, a lot came from us teachers. We were a source of information and we expected learners to memorise and know the content we taught them. (R7 - T13)*

*Teaching was teacher-centred and the teacher's goal was to finish the syllabus that was prescribed by the Department of Education. (U11 – S10)*

Teacher participants felt that there was more emphasis on teaching than on the learners assuming the responsibility of learning. Twenty teacher participants acknowledged that they gave the learners notes and encouraged them to memorise these notes. This approach was meant to develop their understanding of the subject being taught.

*Teachers used to stand in front of the classroom and did all the talking. There were no learning activities in which the learners were engaged, learners were simply taking notes when told to do so. When it was time for them to give feedback, we expected them to have memorised all what we told them. (R15 – S6)*

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<sup>17</sup> As pointed out in the Context chapter, whilst there was flexibility, some teachers seemed unaware that there were other approaches that they could use beside the telling method.



*We used to teach learners for long periods and gave them notes, thinking that this was helping them. It was only when we assessed them that we realised that what we did never helped the learners. (R20 – S10)*

The majority (nineteen) of twenty five teacher participants who started teaching before 1994 appreciated the introduction of C2005 and saw it as a way to offer the same curriculum in all schools as opposed to the different curricula<sup>18</sup> offered under the apartheid government.

*In the past, teachers were not teaching the same curriculum. C2005 was a way to introduce us to the same curriculum and now we do the same things. (R20 – S1)*

The views stated in this section indicate that participants generally saw the introduction of C2005 as a positive move. In section 5.4 which follows, I outline participants' perspectives on the Revised National Curriculum Statement (RNCS).

#### **5.4 Participants' perspectives on the Revised National Curriculum Statement**

In Chapter 2 I explained that C2005 was revised and (I) also presented the findings of the committee which revised C2005. The outcome of the revision was the Revised National Curriculum Statement (RNCS). Whilst teacher participants had more positive perceptions about the initial version of C2005 than the traditional curriculum, they, together with SMT participants, also

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<sup>18</sup> During the apartheid era, there were nineteen different Departments of Education offering different syllabi as explained in Chapter 2.

perceived that RNCS was an improvement on the initial C2005. In this section, I present findings on the participants' perspectives on the RNCS. I explore participants' negative perceptions of C2005, and, according to the participants, such perceptions became evident after the revision of C2005.

Thirty out of forty teacher participants from the foundation and intermediate phases expressed only positive comments about the revised curriculum. They alluded to the fact that the revision had streamlined and made the initial C2005 easier. The original version of C2005 had many design features, assessment criteria and range statements, phase and programme organizers. According to these thirty participants, all these were streamlined after the revision.

They further reported that as a result of the revision they could understand better some of the topics they thought were understandable with the initial C2005 but only realized after the revision that they were not as understandable as they presumed.

*The revised curriculum was streamlined and made easier for us. Also things that were tough in the past are now much better and we can now handle even those topics that we felt were easy, and only realizing now that they were difficult. (U14 – T27)*

As stated in Chapter 2 (Section 2.4), the learning outcomes emphasized after the revision were different from the initial ones. Ten teacher participants from the rural schools stated that although they were excited that C2005 was outcomes-based it was only after the revision that they realised that they could not implement the curriculum using the learning outcomes of the initial C2005. Also, the outcomes emphasised after the revision were different from the

outcomes that they were expected to implement in the initial C2005. In the initial C2005, there were both critical and specific outcomes while during the revision critical outcomes were retained and the specific ones were changed to developmental outcomes.

*The outcomes we had in the initial C2005 were difficult and almost impossible to do in practice. (R15 – T29)*

*In the Revised National Curriculum Statement all terms are simple to understand. (M1 – S20)*

Thirty teacher participants out of the total of forty were in favour of the Revised National Curriculum Statement and argued that the revision of C2005 was a way to correct what seemed to be problematic with C2005. One of the problems was that the learning outcomes were many. The participants claimed that as a result of the revision, the learning outcomes were reduced.

*With the initial C2005, there were thirty five outcomes. It was difficult to achieve these outcomes. Now these are reduced. There are only four for Life Orientation. (R17 – T34)*

Twenty five teacher and ten SMT participants argued that the content to be taught was stated in the assessment standards for each learning outcome.

*The learning outcomes and their assessment standards guide us on what we must do. As teachers we must teach, continuously consider and assess the outcomes that we want to achieve and whether learners are achieving them or not. All this is made possible by the assessment standards. (M8 – T16)*

In all, the majority of teacher participants were happy that C2005 was revised and they emphasized that learners' barriers to learning could be easily

identified. One of the learning barriers they alluded to involved the language of learning and teaching. As a way to overcome the language barrier, the Department of Education advocated that tuition could be offered in all eleven South African Languages. According to thirteen teacher participants, offering tuition in all the languages is not possible in the diverse situations.

*If in our schools we could use all these languages, work would be very difficult for us teachers. You can imagine teaching learners from homes where different languages are used. This means that in one classroom a teacher can use more than a minimum of four languages.*  
(M2 – T4)

The SMT participants had few comments about the initial C2005 because they felt that they were not as involved as teachers in the initial C2005. They saw themselves as more fully involved in the Revised National Curriculum Statement. Evidence from the interviews suggested that the SMT participants were not involved in training for the initial implementation of C2005, and as a result, they could not provide the assistance needed by teachers.

*For a long time, as members of the SMT we did not attend any training sessions. Only a few of us who also taught in the foundation phase attended some training. This was a problem because we could not be of assistance as expected by teachers.* (U1 - S20)

A summary of the research participants' accounts of the three curricular (Apartheid, C2005 and the RNCS) is presented in figure 8 below.

**Figure 8: Participants' perceptions of the differences between Apartheid curriculum, C2005 and the RNCS**

<b>Apartheid Curriculum</b>	<b>C2005</b>	<b>RNCS</b>
Emphasis was on subject knowledge which teachers had to impart to the learners.	There were too many learning outcomes and this made it impossible to implement C2005.	Learning outcomes were reduced and they provided guidance.
Assessment was merely aimed at reproducing facts. This led to memorisation.	There were no assessment guidelines.	Assessment standards provided guidelines of what should be done and the marking rubrics for assessment were provided in the textbook.
The syllabus was prescribed by the Department of Education.	It was very difficult to implement the curriculum in practice.	The curriculum was streamlined and made easy for teachers and learners to understand.
The curriculum was content-based with teachers dominating in the classroom.	There was no clear content and teachers found it difficult to know what to teach.	The content was evident in assessment standards. There was focus on what to teach as directed by the outcomes
The curriculum was teacher-centred.	Although the curriculum was learner-centred teachers were not clear about what learners should do.	The curriculum was learner-centred with teachers playing a facilitation role.
	Teachers found it very difficult to identify learning problems.	The barriers to learning were easily identified
	Terminology used was complicated for teachers.	Revision had simplified the terminology.

## 5.5 Conclusion

In this chapter I have presented findings on the teachers' understanding of Curriculum 2005. Participants in my study have both positive and negative perspectives of C2005, which was perceived as an improvement on the previous Apartheid curriculum. Participants also alluded to the improvements brought by the revision, especially with regard to the content and methodology.

In the next chapter I present findings that relate to teachers' implementation of C2005 in the classroom.

## **CHAPTER 6**

### **TEACHERS' IMPLEMENTATION OF CURRICULUM 2005 IN THE CLASSROOM**

#### **6.1 Introduction**

In this chapter I present findings on participants' experiences of the implementation of C2005. I have divided the chapter into four sections which are:

- the use of outcomes based methods of teaching in implementing C2005 (Section 6.2);
- the extent to which teachers collaborated in implementing C2005 (Section 6.3);
- challenges faced by teacher participants in the implementation of C2005 (Section 6.4); and
- challenges faced by SMT participants in managing the implementation of C2005 (Section 6.5).

The main findings in this chapter are that:

- 1) most of the teachers did not fully understand the outcomes-based methods of teaching;
- 2) teachers had challenges with the implementation of C2005

- 3) teachers faced a number of implementation challenges which rendered collaboration difficult;
- 4) SMT participants found it difficult to manage the curriculum implementation.

## **6.2 The use of outcomes-based methods of teaching in implementing C2005**

In this section, my focus is on how participants understood outcomes-based methods of teaching and how they used them in the classroom practice. A description of outcomes-based methods of teaching in general is presented in Chapter 3 (Section 3.4.1) in which I present how different researchers understood outcomes-based education.

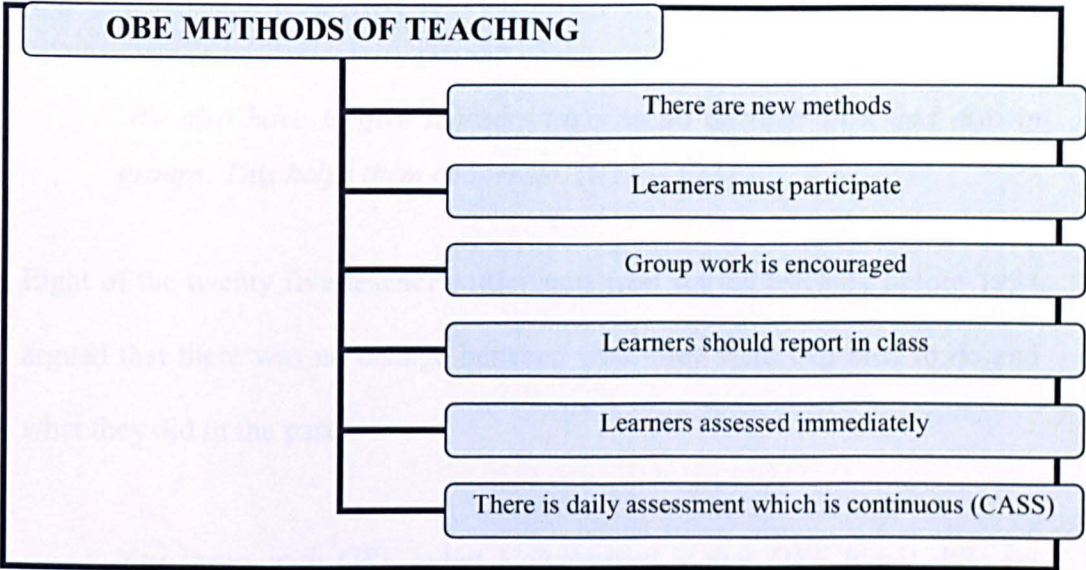
Participants in this study had positive and negative perceptions of the outcomes-based methods of teaching.

### **6.2.1 Positive perceptions of outcomes-based methods of teaching**

In the organizational chart (Figure 9), I provide a summary of the participants' positive perceptions of the outcomes-based methods of teaching. This chart is followed by the explanation of each of the perspectives.



**Figure 9: Participants’ perceptions of outcomes-based methods of teaching**



Sixteen out of twenty five foundation and intermediate phases’ teacher participants who started teaching before 1994 claimed that some of the methods that they were expected to use were new to them. These methods involved deciding on the outcomes that learners had to achieve and how to assist them achieve those outcomes.

*Deciding on the outcomes to be achieved at the initial stage of planning a lesson is new to us. Although it is new, deciding on the outcomes helps us to work with the learners in achieving these outcomes. (R9 - T17)*

Eleven out of the sixteen teacher participants mentioned above stated that the main method they were expected to use was the one in which learners should participate right through from the beginning up to the end of the lesson. All twenty SMT participants expressed the same sentiments when they explained that learners were expected to participate fully and be engaged in both independent study and group work. This would enable the learners to

understand that teachers wanted them to take part in all the activities undertaken in the classroom.

*We also have to give learners tasks to do on their own and also in groups. This helps them cooperate. (U11 – T22)*

Eight of the twenty five teacher participants who started teaching before 1994 argued that there was no change between what they were expected to do and what they did in the past.

*You know, with OBE, what I discovered is that OBE is not different from what we are already doing in our school, because OBE really concentrates on what the children know and can do in their real life situation. (R16 – T32)*

These teacher participants claimed that they involved, in a more participatory manner, learners in the past, especially in Mathematics, for example, learners would be asked to collect either sticks or stones and use them in class for counting. To these participants, the outcomes-based methods assisted them in strengthening their practice in class.

All the participants (forty teachers and twenty SMT participants) argued that they used group work as one of the methods to encourage the learners to participate. Fourteen teacher participants stated that they divided their learners into groups before they started with their lessons.

*Teaching arrangement in all the classes in my school is in groups. All teachers make their learners to sit in groups. (R3 – S18)*

Eight SMT participants claimed that there was more emphasis on group work than any other methods. They claimed that, as a result of this, some teachers did not seem to recognise any other methods as important as group work.

With regard to group work, ten teacher participants who started teaching after 1994 appreciated that group work had to be used with school-based learners in the new curriculum because it provided learners an opportunity to report the work done by a group in class.

*After introducing the lesson, I give the learners tasks to go and work on the topic that we discussed in the classroom. In the following day I expect them to report in class. (R9 – T18)*

As learners participate, fifteen teacher and six SMT participants stated that learners' understanding of the topics and the content could be immediately assessed. This promoted daily assessment which should be continuous in C2005.

*You can be able to see that the learners have understood what you have been teaching. (R4 – S17)*

Despite the positive views presented in this section, there were negative perceptions as well.

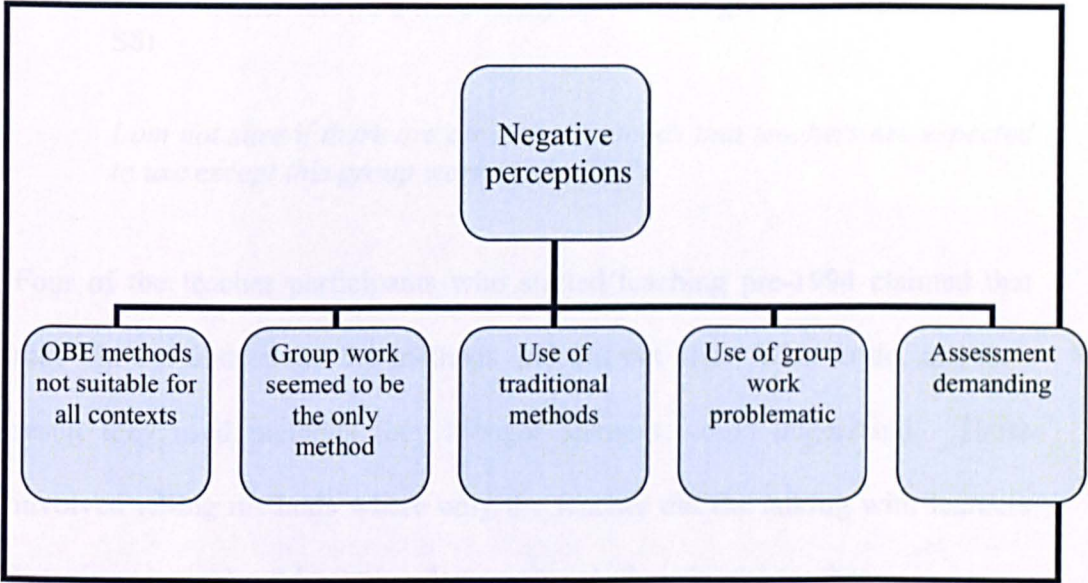
### **6.2.2 Negative perceptions of outcomes-based methods of teaching**

Despite positive views on outcomes-based methods of teaching expressed in section 6.2.1, there were some dissenting perspectives. These negative



perceptions are first presented in the form of a diagram which is immediately followed by the discussion of each view.

**Figure 10: Participants’ negative perceptions of outcomes-based methods of teaching**



Eight out of the twenty five teacher participants who started teaching pre-1994 found it difficult to use the prescribed methods of teaching, stating one of the reasons to be the overcrowded classrooms. This made it difficult to employ the OBE methods, especially group work and making learners participate. As a result, these participants stated that they found themselves having to carry on the way they used to, using the old methods<sup>19</sup> they employed with the old curriculum.

*In my school classes are full and this makes it difficult to fully engage the learners, especially in group work. (R9 – T18)*

<sup>19</sup> Old methods of teaching included telling.

Eight SMT participants stated that it appeared as if group work was the only method to be used in class. In some cases, they perceived that learners were simply divided into groups and not involved in any activities as groups.

*There was more emphasis on using the group method but it was not clear whether learners were really involved in group activities. (R13 – S8)*

*I am not sure if there are any other methods that teachers are expected to use except this group work. (R4 – S17)*

Four of the teacher participants who started teaching pre-1994 claimed that they did not understand the methods and did not know what to do, and as a result they used methods they thought learners would understand. These involved telling methods where only the teacher did the talking with learners listening passively and copying down notes as given by the teacher.

*There is a problem with the methods, it is not clear what we should do in class, and as a result some of us are using the old methods of teaching in the class room. (R12 – T23)*

Ten out of forty teacher participants stated that using group work was problematic in that it affected some of the learners, in the sense that the passive ones might not understand the work done in groups and all work would be done by those who are active.

*Some learners may not be active in class, and this may result to lack of understanding of the content and the aspects covered. (R15 – T29)*

*Teaching in group work is a problem; one would get more marks than what one was supposed to get because of the work done by other learners which is very unfair to those who really work hard. (R17 – T33)*

The above view was further expressed by the SMT participants. Fourteen of the twenty SMT participants believed that group work affected the learners in that one who understood better than others would do the work for them. This in a way was perceived to have negative impact because other learners would always look forward to the one who understood better to do the work while others made no attempts at all. These participants argued that what seems advantageous to the ones who do the work might have a negative impact and affect the active ones in the sense that they might not prepare well for assessment because they did the group work.

*There may be one learner doing all the work and if he/she is wrong, the whole group will be wrong. (U14 – S7)*

*A learner who may be seen as good in group work and always active may not perform well in the final assessment. This learner may not have worked beyond the group, and assumed that he/she knows everything.  
(R9 – S12)*

In addition to group work, participants spoke about assessment and some problems associated with it. Although all the participants acknowledged the importance of assessment, seventeen teacher participants felt that daily assessment, as a requirement in OBE, in the form of continuous assessment (CASS), put more pressure on teachers.

*OBE has come with more assessment; we have summative and formative assessment. All this requires us to do a lot at a given time.  
(R10 – T20)*

Assessment also involved too much work for the teachers because in their daily preparation they had to plan for assessment as well. Twenty eight teacher

participants claimed that assessment was difficult and demanding with a lot of requirements.

*We've always got assessment but not as difficult as it is now. There is a learner profile, the portfolio, the CASS and things and the portfolio boxes. Too much work for the teacher at the end of the day. (U14 – T27)*

In their planning, teachers were expected to outline the outcomes that ought to be achieved at the end of any lesson and indicated the assessment activities to be undertaken.

*There is a lot we must do as teachers. We must write the Learning outcomes (LOs), assessment standards and the activities to engage learners in. It is so much work. (R12 – T24)*

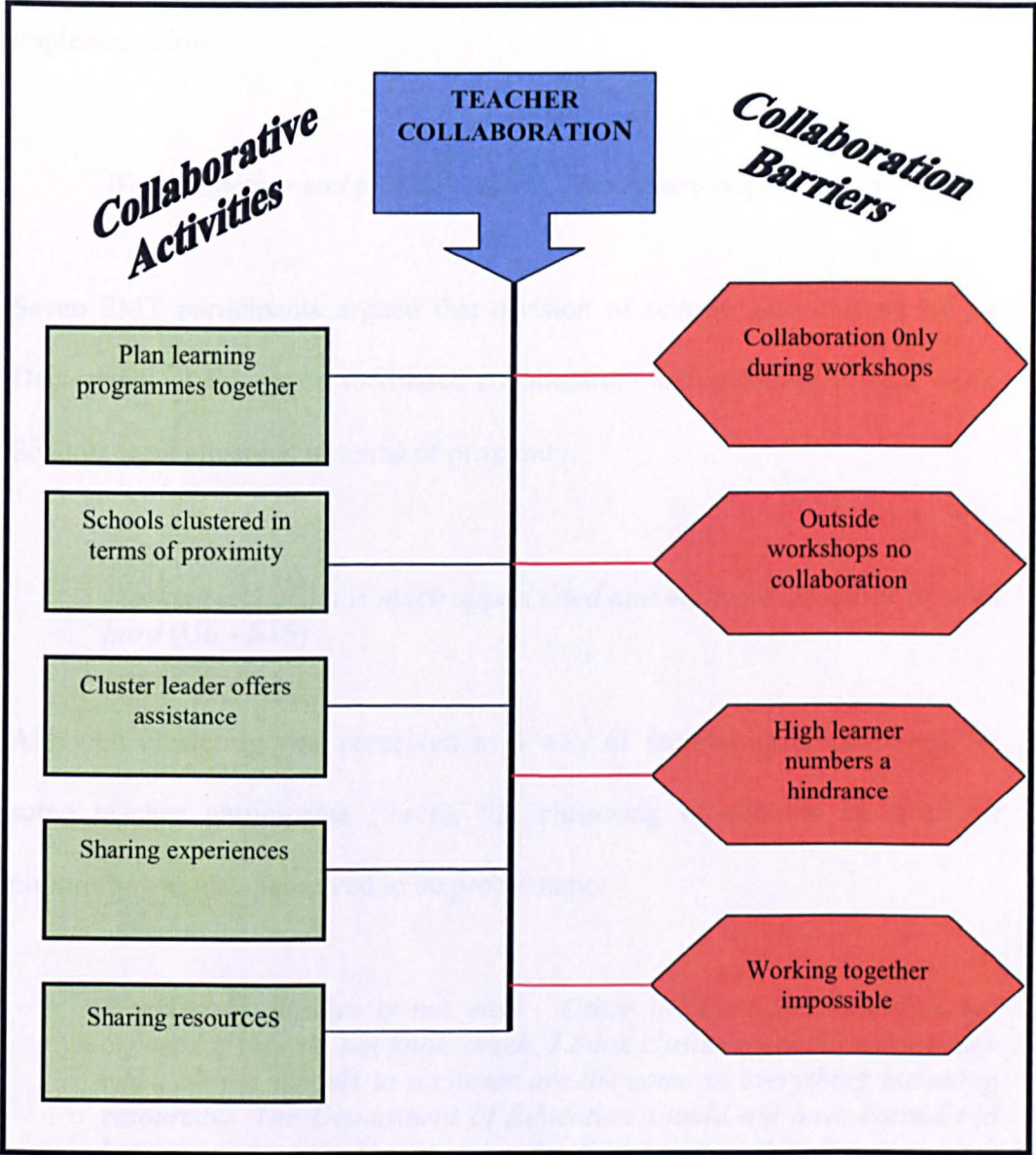
In order to use the outcomes-based methods of teaching, there was a need for teachers to collaborate so as to assist each other. In section 6.3 I present the extent to which teachers collaborated in implementing C2005.

### **6.3 The extent to which teachers collaborated in implementing C2005**

I begin this section by presenting the participants' feelings about collaboration, followed by the negative accounts on the lack of collaboration. The accounts as summarized in Figure 11 suggest that some participants attested to the collaborative activities while some elaborated on barriers to teacher collaboration.



Figure 11: Teacher collaboration for the implementation of C2005



6.3.1 Participants’ accounts of collaborative activities for the implementation of C2005

Twenty eight of the forty foundation and intermediate phases’ teachers and eleven SMT participants indicated that they agreed to work together in planning the learning programmes, the work schedules, the daily preparation and teaching. The various textbooks provided formats of these planning stages. These participants believed that collaboration was a way to assist them



understand the curriculum better and that it also assisted with the implementation.

*We sit together and plan as a team. This is very helpful. (M8 – T15)*

Seven SMT participants argued that division of schools into clusters by the Department of Education facilitated collaboration and encouraged team work. Schools were clustered in terms of proximity.

*Working as a team is much appreciated and motivates teachers to work hard (U6 – S15)*

Although clustering was perceived as a way of facilitating collaboration by some teacher participants (three), the clustering of schools in terms of proximity was also perceived to be problematic:

*Working in clusters is not easy. Other teachers feel that they get exposed if they do not know much. I think clustering could work better when all the schools in a cluster are the same in everything including resources. The Department of Education should not have considered how close the schools are to each other because this does not work well. (M8 – T15)*

*Although we are divided into clusters there is not much collaboration. We are expected to meet as clusters but the problem is that schools had been clustered to those closest, and this led to similar schools being clustered together. (R5 – T10)*

According to twenty two teacher and thirteen SMT participants, the similarities that they referred to meant that if schools in the same vicinity were overcrowded or lacked resources, such schools would be clustered together.

That form of clustering could not help to achieve the intended aim of collaboration and teamwork.

*Clustering did not help in collaboration. How can schools that are all poorly resourced work together? (R7 – S14)*

Eight SMT participants explained that in dividing the schools into clusters, the Department of Education decided that each cluster should have a leader who was expected to give guidance within the cluster. Seventeen teacher participants stated that clustering provided some leadership and that the leadership role provided by the cluster leaders was most welcome.

*When you have a problem you approach a cluster leader and all the members of the cluster come together to assist where there is a problem and share experiences. (R3 – T6)*

The cluster leaders were very positive about the role they were expected to play. One teacher participant who was a cluster leader commented as follows:

*My role as the cluster leader is that I have to see to it that teachers are not left behind, especially those who do not really know exactly what is it that is being done. So what I do, I invite all those teachers that are in my team. We sit together and plan as a team. I am not actually helping them but we share experiences and also our views, and if ever some people need to improve on what they are lacking we help each other. (M2 – T4)*

The view stated above about what happened in clusters only happened in few clusters that were not characterized by overcrowding.

The majority of participants (twenty seven teacher and twelve SMT participants) also stated that within clusters they also shared resources. In

sharing resources, ten teacher participants claimed that only those resources used by the teachers could be shared and not those used by learners. Learners could not use resources from other schools.

*We share only resources to be used by the facilitator but when it comes to a learner using resources as an individual or as a group it is not easy for them to get resources from other schools. (R16 – T31)*

Collaboration was faced with some perceived barriers as discussed in Section 6.3.2.

### **6.3.2 Barriers to teacher collaboration**

Some participants (nine teachers and five SMT) argued that they found working together very difficult as they were coming from different contexts and that experiences of teachers from such contexts were not the same.

*There is no way that schools can operate under similar conditions because they differ in many respects, for instance, my school is not the same with the neighbouring schools. In my school, there are few teachers and as a result we are overloaded and do not have any free time to share ideas with our colleagues from the neighbouring schools. (R20 – S1)*

Twenty teacher and twelve SMT participants stated that collaboration was only possible when they were in the workshops as this was the only time when they could work together.

Ten teacher participants from rural schools and three from urban schools argued that the number of learners in their classes was also a hindrance to

collaboration. They argued that there were numbers as high as 160 in one classroom and as a result of that schools with fewer numbers could not collaborate with such schools.

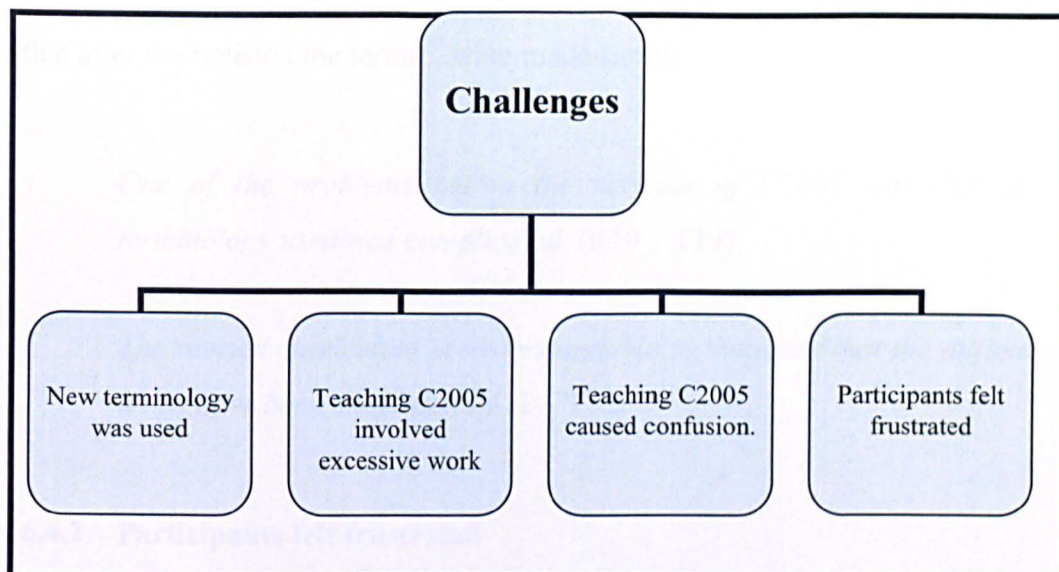
*Our experiences differed and were mostly affected by the number of learners we had in our classrooms. Teachers with fewer numbers thought that we were wasting their time. (R15 – S5)*

It is clear from the preceding two sections (6.2 and 6.3) that implementation of C2005 was a challenge. In section 6.4 I present challenges faced by teacher participants in the implementation of C2005.

#### **6.4 Challenges faced by teacher participants in the implementation of C2005**

The teacher participants viewed teaching C2005 as a challenge. In Figure 12, I provide a summary of the account of implementation challenges faced by the participants. This figure is immediately followed by an explanation of each challenge.

**Figure 12: The implementation challenges**



#### **6.4.1 New terminology was used**

All twenty five teacher participants who started teaching pre-1994 reported that one of the challenges they faced was that there was new terminology. They stated that the terms used in C2005 were very difficult and that they did not understand them.

*Everywhere you go there is a new term, and so much to do. These terms are difficult. (R3 – T5)*

*Terminology has changed. We are now called educators and that still confuses some of us. (R15 – T34)*

A number of teacher participants (nineteen out of forty) from both the foundation and intermediate phases stated that initial C2005 terms (teacher

referred to as a facilitator) were confusing and could not be understood, and that after the revision the terms<sup>20</sup> were made simple.

*One of the problems before the revision of C2005 was that the terminology used was complicated. (R10 – T19)*

*The revised curriculum is understandable in the sense that the difficult terms have been simplified (U11 – T22)*

#### **6.4.2 Participants felt frustrated**

Twenty six out of forty teacher participants reported that teaching C2005 was very frustrating because they did not know what to do as teachers in class. Twenty of these participants also expressed a view that they did not know what was expected of them, and also that learners did not understand what they were doing in class and as a result they were frustrated.

*As a teacher, when you come to class you really do not know what you are expected to do. (R13 – T26)*

Six teacher participants out of twenty five who started teaching before 1994 stated that teaching was no longer as interesting as it used to be due to the feelings of frustration.

*To be honest it is a frustration. Sometimes you are forced to prepare things the certain way, your record book, your profile, and tomorrow it is a different thing, so it is a bit frustrating, very frustrating. (U1 – T2)*

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<sup>20</sup> Some of the terms that were complicated and simplified after the revision are mentioned in Chapter 2.

### 6.4.3 Teaching C2005 was confusing to teachers

Another challenge expressed by the participants concerned confusion in the process of implementation. That confusion, according to nine teacher participants was as a result of contradictory information offered in the training workshops. Some trainers emphasised the use of group work as if it was the only method to be used while others stated that teachers should use other methods of teaching like discovery. As expressed by these participants, not only teachers were confused but also the learners as well. Learners were confused because they could not get necessary support from teachers.

*We do not really know what to do as teachers. As a teacher, when you come to class you really do not know what you are expected to do. All this is confusing. Also the learners are confused. (R9 – T18)*

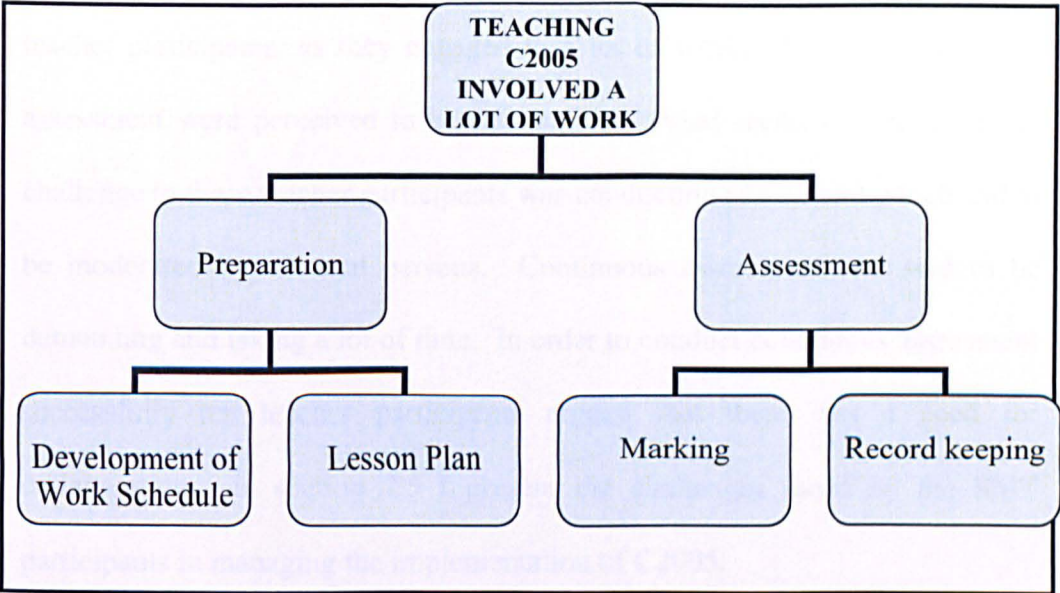
*Teaching C2005 is interesting because you can see that learners are moving with you but the only problem is that they are confused, learners are still confused, although we are encouraging them to work as groups. We are showing them how to work, we are trying but we can see that they are still confused. (U6 – T12)*

### 6.4.4 Teaching C2005 involved excessive work

The majority of teacher participants (thirty out of forty) stated that teaching C2005 involved a lot of work. Figure 13 indicates the two main areas that teacher participants mentioned to be taking a lot of their time. These are preparation and assessment. Each of these areas is discussed below the figure.



**Figure 13: Teaching C2005 was time consuming**



Thirty teacher participants mentioned that there was a lot of preparation. They claimed that they had to prepare their lesson plans as well as the activities to be given to learners according to the work schedule that was provided in the textbooks they used.

*A sample of the work schedule is included in the textbooks we purchase from different publishers. This is very helpful. (R15 – T30)*

Ten of the twenty five teacher participants who started teaching before 1994 expressed the view that the work schedule was not substantially different from the scheme of work used in the past, except that with C2005 there was more paper work than before. They had to prepare thoroughly before going to class. Participants felt that they were not provided with necessary guidance.

*There is a lot of paper work that teachers are expected to be doing today with little guidance. (U18 – T36)*



There seemed to be a serious challenge with teachers, as stated by thirteen teacher participants, as they engaged in a lot of work. The requirements of assessment were perceived to be demanding. What seemed to be a serious challenge to these teacher participants was conducting assessment which had to be moderated by external persons. Continuous assessment was said to be demanding and taking a lot of time. In order to conduct continuous assessment successfully ten teacher participants argued that there was a need for collaboration. In section 7.5 I present the challenges faced by the SMT participants in managing the implementation of C2005.

#### **6.5 Challenges faced by SMT participants in managing the implementation of C2005.**

All participants (both teachers and SMT) alluded to the fact that the whole process of curriculum implementation had to be managed, and that, it was the responsibility of the SMTs to manage the implementation of C2005. All twenty SMT participants argued that they were not given support to manage the implementation of C2005. Twelve of the twenty SMT participants stated that the most critical challenge they faced was their feeling of inability to assist teachers effectively. They stated that one of the contributing factors was that many teachers understood C2005 better than they did because teachers were exposed to more training sessions than the SMT, and that teachers were involved with implementation on a daily basis.

*I am not happy that I cannot help teachers when they need my assistance. In most cases, teachers in my school required my assistance in what I am also not clear. (M2 – S19)*

*Teachers in my school attended more training than I did. They are also engaged in active teaching and therefore know C2005 better. (U11 – S10)*

Another challenge which was highlighted by teachers was the lack of infrastructure in the majority of schools. This was also expressed by the SMT participants who argued that in their schools three grades were combined in one classroom because of the shortage of classrooms. This was perceived to be a problem for teachers who had to teach in a multi-grade classroom. This situation made it very difficult to manage the curriculum implementation.

*If the whole foundation phase (Grades R – 2) is in one class, how do you know if what is done caters for all of them. The likelihood is that one or more grades may suffer. (R16 – S5)*

It is evident from data that SMT participants found it difficult to manage the implementation of C2005.

## **6.6 Conclusion**

In this chapter I have discussed findings that relate to the implementation of C2005 in the classroom. The findings in this chapter attest to challenges experienced by teachers in the implementation of C2005 as well as those faced by SMT in managing the curriculum implementation. The challenges reported in this chapter rendered the implementation of C2005 very difficult for both teachers and SMT participants.

In the following chapter, I present findings on the training and support that teachers received for the implementation of C2005, findings which may help to explain some of the difficulties of implementation reported in this chapter.

## **CHAPTER 7**

### **THE TRAINING AND SUPPORT FOR THE IMPLEMENTATION OF CURRICULUM 2005**

#### **7.1 Introduction**

This chapter is divided into three sections which are:

- 7.2 The training received for the implementation of C2005;
- 7.3 Support received by teachers from the Provincial Department of Education, the District and the School Management Teams in relation to the implementation of C2005; and
- 7.4 The availability of resources to support the implementation of C2005.

The main findings as presented in this chapter are:

- participants perceived training that was offered for the implementation of C2005 to be insufficient and that they (teachers and SMT) were not fully prepared for the implementation of C2005; and
- the participants (both teachers and members of the SMT) found it difficult to implement C2005 because of the shortage of resources and lack of support from the Department of Education.

## **7.2 The training received for the implementation of C2005**

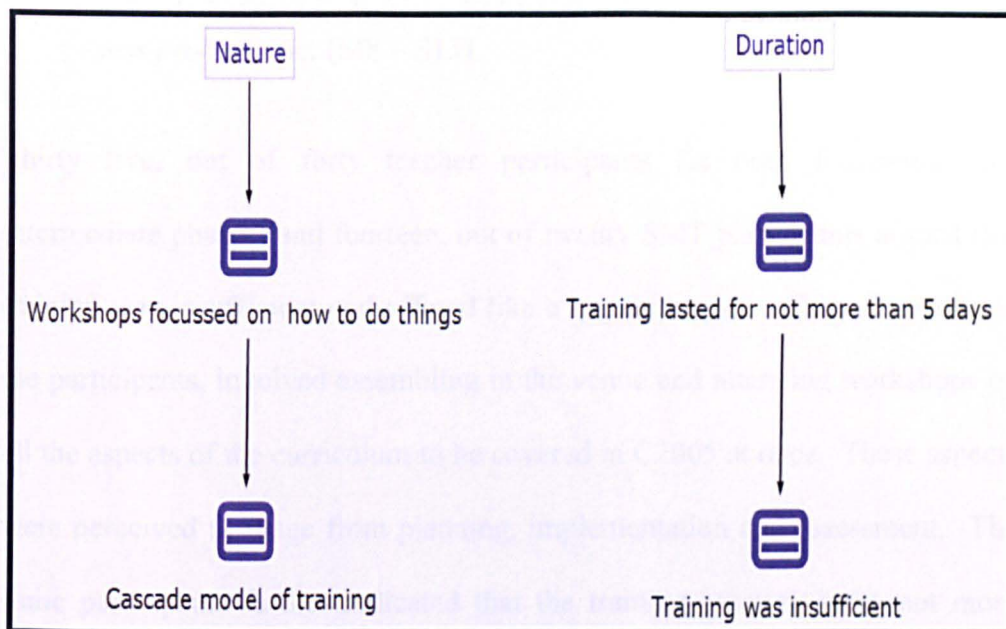
This section seeks to explore the teacher's perceptions and experiences of their preparation for the implementation of C2005. I present my findings in three main sub-sections which relate to:

- the nature and the duration of training (Section 7.2.1);
- the extent to which the participants perceived they were equipped for the implementation of C2005 (Section 7.2.2); and
- participants' perceptions of the capabilities of the training facilitators (Section 7.2.3).

### **7.2.1 The nature and the duration of training**

Before the implementation of C2005, the Department of Education (DoE) organised and offered training sessions. Training was offered as a way to equip teachers with methods of teaching relevant for the implementation of C2005. In this section I present participants' views on the nature and the duration of the training sessions that teachers were exposed to. In Figure 14, I present the main views of participants related to training. Immediately below the figure I discuss each of the views.

**Figure 14: The nature and duration of training**



Both groups of participants (all teachers and members of the SMT) alluded to the fact that training offered was in the form of workshops that were organized by either the Provincial Department of Education (PDoE) or district officials. These participants claimed that during the earlier stages of the implementation, training was provided by the consultants who were organized by the PDoE. According to the participants, this was the period when the subject advisors, one of whose responsibilities was to offer training to teachers in the implementation of C2005, were also exposed to the training for the first time.

The majority of teachers (thirty) and SMT (thirteen) participants believed that the period in which training was offered seemed not to be well-thought through because they were not trained prior to the implementation of C2005. Training was offered at the same time with the implementation.

*As teachers we thought training was offered too late. I thought the courses should have started earlier. I mean before the actual implementation. (U6-T11)*

*C2005 was new to all the teachers. Despite this, it was implemented in schools before teachers could be trained on how to implement it. This was problematic. (M8 – S13)*

Thirty five, out of forty teacher participants (in both foundation and intermediate phases) and fourteen, out of twenty SMT participants argued that training was insufficient and offered like a ‘crash course’. This, according to the participants, involved assembling in the venue and attending workshops on all the aspects of the curriculum to be covered in C2005 at once. These aspects were perceived to range from planning, implementation and assessment. The same participants further indicated that the training sessions were not more than a week in duration and those who were trained were expected to go back and train others using a cascade model. They stated that two teachers (one from the foundation phase and the other from the intermediate phase) were trained from each school. It was not clear from the data on how these two teachers were selected. The two teachers from each school were expected to go back to their schools and train other teachers. Some illustrative quotations in support of the above claims are provided below:

*We actually went for training on a Monday and came back to school on the following Monday. During this period we were told what to do and how to do that. Training was rather short and only lasted for five days. The whole thing was totally insufficient. (M8 – T15)*

*You cannot expect a person to know something for 3 days whereas our initial training to be teachers took 3 - 4 years, and yet now we are expected to know everything about C2005 in 3 days. That is very unrealistic. (R4 – T7)*

*Yes [I] attended training but the period of training was not enough. It was not enough in the sense that we had been trained for three years for the traditional curriculum that we used before, but with this one we*

*usually took days or a week and we were expected to implement it. (U18 – T35)*

*When we were invited to attend training it was only for five days and I felt that it was not enough. (R12 – S9)*

Some of the teachers (fourteen of the forty teacher participants and six of twenty SMT participants) that were trained by other teachers when they came back from training felt that they were deprived of being trained by the facilitators and argued that the training they received was unlikely to have been of the same quality. Despite this view, these participants were positive about the duration of training offered in their schools. Sixteen participants argued that training conducted in their schools was ongoing because they could refer to the teachers who trained them whenever they needed assistance.

*I still believe that if we were all trained at the same place by the same people we could have understood C2005 better. I was never satisfied that some of us were trained by other teachers at school. The only thing better was that we could consult them whenever we had problems. Training offered at school occurred all the time. (R20 – T40)*

*How I wish we were all trained at the same time by the same people. I am not happy that others were trained for three days while others for a week, and some trained in their schools. (R3 – S6)*

It became clear from the evidence collected that teachers were not satisfied with the nature of training offered, and that, in their own view, the duration of the initial training was insufficient.

Having presented findings on the nature and the duration of the training offered, in section 7.2.2, I present the participants' perspectives on the extent to



which participants felt equipped for the implementation of C2005 in the training sessions.

### **7.2.2 The extent to which the teachers perceived they were equipped for the implementation of C2005 in the training sessions**

Training was offered as a way to assist teachers understand the implementation issues.<sup>21</sup> Twenty eight out of forty foundation and intermediate phases' teacher participants claimed that in the workshops emphasis was on how to facilitate the process of learning in their classrooms. The way that was done led to some feelings of dissatisfaction among teachers.

*They only guided us on what to do in the classroom. All this was based on theory. When we asked them as to why they could not come to our schools to show us how to facilitate in a real classroom situation they could not respond. I felt that if we were trained in the schools where there were learners, training could be relevant. (R13 – T25)*

The above view was supported by the twelve SMT participants who argued that training was more 'theoretical' than 'practical' and that in the workshops they were only told what to do in class.

*It was difficult to implement the curriculum because we did not get much from the training sessions because focus was on theory which we found difficult to implement in practice. (R10 – S11)*

Eight out of twenty SMT participants did not have much to say about training. They stated that they were not always invited into the workshops, especially at

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<sup>21</sup> Implementation issues as discussed in Chapter 2 included the learning outcomes, assessment standards associated with C2005 and the teaching methodology.

initial stages of the curriculum implementation. Even in the few training sessions they attended they stated that they did not benefit much because training focused more on the actual implementation of C2005 and less on management of the implementation process.

*As members of the SMT, we did not attend all the workshops, only those of us who happened to teach the phase that was being trained at the time attended. The workshop was not beneficial at all. (U6 – S15)*

It was further argued by ten teacher participants that the documents and the information they were given to read and work on during the workshops ought to have been given in advance, that is, before they attended the workshop, so that they could prepare for the workshop and make constructive contribution.

*In the workshops we were given documents to read and use there. I had a feeling that we were supposed to be given these in advance. Also, the information that the facilitators shared with us did not benefit us because everything was just new to us. We did not contribute as we could have done if we knew beforehand what was to be done in the workshops. (U18 – T36)*

In all, the participants felt that they were not fully prepared for the workshops and as such training sessions were not helpful. They were not; participants felt, fully equipped for the implementation of C2005.

In section 7.2.3 I present findings related to the participants' perceptions of the facilitators of training.

### 7.2.3 Participant's perceptions of the capabilities of the training facilitators

Commenting on the training given by facilitators and how training was offered, thirty four out of forty foundation and intermediate phase teachers and six, out of twenty SMT participants indicated that the training facilitators did not seem to possess enough subject knowledge to offer during the training sessions. This situation was perceived to be worse when training was offered by the consultants<sup>22</sup> because they did not know what was happening in the school system.

*The facilitators did not know what they were talking about. (U14 – T28)*

*We went to a workshop and found that even the one who was facilitating training did not know much about C2005. (U1 – T2)*

*Training was not effective. To me the trainers were incompetent. (M8 – S13)*

*The facilitators told us what to do but I found that they were themselves not clear about C2005. They could speak about it but when we asked them how we could do it practically in different situations they were not clear. (R12 – T23)*

Seven out of twenty SMT participants speculated in the light of the apparent weaknesses in their own training, that the facilitators might have been exposed to training sessions that did not benefit them (facilitators) much because they could not help teachers.

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<sup>22</sup> Consultants were personnel from the non-governmental organizations that offered some training to other sectors other than education.

*Facilitators didn't understand what they wanted to tell us about. It is likely that they might have been exposed to a crash course. Definitely, it means giving me a crash course to help other people who do not know any better. (M2 – T4)*

With regard to how preparation for the implementation of C2005 was done, fifteen teacher participants stated that there was a serious problem because the facilitators of training did not give them necessary guidance regarding the steps to be followed in preparing what to teach in class, and as a result, when they went back to their schools, they found it difficult to implement the curriculum.

*These facilitators did not assist us well. They only gave us a format on what to do in class. This did not help us when we went back to our schools because we found it difficult to prepare lessons to present in class. (M8 – T16)*

Thirteen SMT participants expressed disappointment that training could not be offered in schools. They felt that if training was offered in schools where there were learners it could not have been school-focused which seemed more problematic, rather than being school-based.

*It was difficult to come from the workshops and straight to the classrooms and implement the curriculum. Everything we did in the workshops was abstract and we could not put it in practice. (U18 – S3)*

The participants' account of the capacity of training facilitators indicated that the facilitators had difficulty in conducting training on C2005. In Section 7.3, I present findings relating to the support received for the implementation of C2005.

### **7.3 Support received by teachers from the Provincial Department of Education, the District and the School Management Teams in relation to the implementation of C2005.**

There appeared to be different views relating to the support for the implementation of C2005. The majority of participants (thirty five teachers and thirteen SMT) reported that the training workshops (discussed in Section 7.2.2) organised by the Provincial Department of Education indicated that support was provided indirectly. Some officials from the department attended the workshops. Twenty out of the thirty five participants appreciated that the provincial officials attended the workshops but also expressed concern that they did not visit schools to check if what was done in the workshops was implemented in schools and to provide support.

*Officials from the province attend our workshops but what concerns me is that they do not visit our schools. (R4 – S7)*

*Not even one person comes to the school to check if the methods we use are acceptable. (R7 – T13)*

*There are no meetings with us in our schools to find out about the shortcomings of implementation, especially with regard to problems encountered. (U11 – T21)*

*Even when officials from the Department of Education are supposed to come to check if we are still doing the right thing, they do not really come. I think at one time they came to my school. We did not even have anything to do with them. They went to the principal's office, looked at our files and books and we did not come into contact with them. We don't even know what they were looking for. (U14 – T27)*

The participants' perspectives presented above imply that, in at least some cases, there was no follow up on what was done in the training workshops.

Six teacher participants stated that the visit to schools by publishers to market their books is another form of support from the Provincial Department of Education. After the schools have made their selection of books, the departments communicates with the publishers and provides them with orders to deliver books to schools.

*The province by the mere fact that it allowed publishers to visit our schools with their material so that we can choose the best materials is a form of support we are given by the Provincial Department of Education.*  
(U11 – S10)

*The Department of Education provides support in the form of teacher support material and some pamphlets that were used during the training workshops.* (R5 – S16)

Ten of the teacher participants stated that there was little support that the Department of Education provided. Some files and books were delivered to schools from the districts but those were not enough for all the Learning Areas. It surfaced that a learner could get only two (maximum) files and these could not be used for all the Learning Areas in the Intermediate phase. The Foundation phase learners might cope with two files because they only do three Learning Areas.

*The Department supplies files but these are not enough because they are not given according to the number of Learning Areas that the learners are doing in a phase.* (R6 – S16)

Seventeen teacher participants from the Foundation and Intermediate phases as well as seven members of the SMT argued that schools provided better support

than either the province or the district. Schools with financial means bought what teachers could use in class, for instance, eleven teacher participants reported that their schools bought facilitator's guides, charts, files and portfolio boxes.

*Our school supports us because they are able to; they have the finances to do so. They buy the portfolio boxes and we are given files. What about the schools without support because they do not have financial means to support teachers for the implementation of C2005.*  
(U18 – T36)

*We are trying to support teachers as much as we can. I help teachers when they need my assistance in solving problems.* (R9 – S12)

*My school provides teachers with some resources like photocopying facilities and worksheets.* (R7 – S14)

Also, five teacher participants from urban schools stated that School Management Teams (SMTs) in their schools simplified the curriculum and material for teachers.

*In our school, what the School Management Team (SMT) has done is to simplify whatever papers that comes from the department. They make everything simpler for us to follow.* (M8 – T16)

Some teacher participants (eight) reported that school management did not involve themselves in the curriculum and as a result they stated that they were struggling with implementation.

*We could not get any support from the school management because they did not know anything about the curriculum and worse still was that they did not even attend all the training sessions we attended.*  
(U2 – T1)

Because school management was perceived as not having sufficient knowledge of the curriculum, twelve teacher participants felt that it was better to approach other teachers teaching the same Learning Area than talking to management. The same view was expressed by two members of the SMT who reported that they were helpless because teachers knew better than they did.

*Some of us as SMT found it difficult to give teachers support for implementation because we were no better off than them. (R19 – S2)*

*School Management Team members were not always involved in the training sessions except those who were teaching the same Learning Areas. (R9 – S12)*

In the following section (7.4), I outline findings on the availability of resources for the implementation of C2005.

#### **7.4 The availability of resources to support the implementation of C2005**

The majority of teacher participants (thirty out of forty) argued that the textbooks that they used to teach were generally the only resources that the majority of schools could use for the implementation of C2005. The forty teacher participants drawn from both the foundation and the intermediate phases stated that textbooks that were delivered to their schools by the Department of Education were not relevant for all the contexts.

*If you just look at the textbooks that we've got, there are so many people doing different things under the same heading and this does not fit in all the schools. This makes teaching difficult and I think that is a problem for the learners as well. (U1 – T1)*



*The textbooks that we use have been written by people who had only urban schools in mind. Authors never had rural schools in mind. Even the examples they made are meant for learners from urban schools.* (R20 – T39)

Fifteen of the twenty five teacher participants who started teaching before 1994 claimed that even the textbooks provided were not the same for all schools in that each publisher presented a topic differently from others. Publishers were allowed to visit schools and market their books, and teachers' choice of books, for a variety of reasons differed from school to school. Ten SMT participants and fifteen teacher participants suggested that for them the choice of books was almost problematic in that different publishers presented topics in different ways.

*Some publishers present the content according to learning outcomes while others simply present topics and as teachers we must link that with relevant outcomes.* (R16 – T32)

Thirty one teacher participants stated that they did not have sufficient facilities and resources to use in class for the implementation of C2005. The majority (twenty six) of these participants came from the rural schools. They stated that in the rural schools there was a shortage of classrooms and furniture, and as a result, in such schools learners sat on the floor with books at each other's back. Even where there were a few classrooms, these were not maintained.

*Our classes are overcrowded with numbers. Can you imagine seeing learners sitting on the floor and writing on each others back? This is very serious.* (R20 – T39)

Thirty two teacher and fourteen SMT participants alluded to the lack of financial resources which made it difficult to provide what learners needed.

*My school does not have financial means to purchase basic resources like chart papers on which to make some teaching aids. (R5 – S16)*

*We do not have enough resources. My school does not even have access to the newspapers from which learners can cut relevant articles. (R10 – S11)*

*Teachers do not have facilities, no electricity, let alone paper to make photocopies. (R9 – T17)*

Six teachers and six SMT participants argued that, as a result of the scarcity of resources, had to be creative, for example by bringing magazine cuttings to their classes. According to these participants, those who managed to bring magazines and some material such as charts to their classes used their money to buy these.

The situation presented above was perceived to be worse in rural schools. Eight out of forty teacher participants expressed feelings of frustration that learners could not be fully involved in the lessons because they did not have resources to use in class with the learners.

*But the serious problem is that there is lack of resources. Learners are expected to have glue and scissors but, our areas are previously disadvantaged and parents live on the government grant fund. These parents cannot afford to buy the things we require at school. Also in our school we do not have enough funds to buy the resources that are needed. (R12 – T24)*

As a result of the shortage of resources, the eight teacher participants referred to above claimed that they were struggling with implementation because they were working in environments where the parents were poor and the majority of families found it difficult to pay the minimum tuition fees required because

they were not working and only depended on either old age or sick pension grants as is alluded to above.

Although the shortage of resources seemed worse in rural schools, some urban schools also suffered the acute shortage of resources as presented below:

*My school does not have resources as the neighbouring schools. We don't have even a photocopier and cannot make copies of the few pictures we manage to cut from newspapers and as a result have to use one picture in class. That takes a lot of time. (U11 – T22)*

Despite the lack of resources presented above, four participants from the former Model C schools reported that they had resources in their schools though the use of these depended on individual teachers. Those were the schools that were formerly advantaged because they received full support from the former Departments of Education. In those schools, participants argued that they were provided with portfolio boxes and facilitator's guides.

*I have used the pictures supplied by the school. As a result we are creative and provide our learners with resources and cut more pictures from the magazines that the school provides us. We do our best in trying to assist the learners. (M8 – T16)*

*Our school bought us more resources like the teachers' guide, portfolio boxes and files (M2 – T3).*

*In my school we have some of the resources like worksheets and portfolio boxes (M2 – S19)*

It is evident from the findings presented so far in this chapter that there was generally a shortage of resources for the implementation of C2005 especially in the rural schools.

## **7.5 Conclusion**

In this chapter, I have presented findings relating to training and support for the implementation of C2005. It is evident from the findings that there were problems with the training offered before the implementation of C2005 and that some participants would have liked training to be conducted in schools. Another relating finding was that the majority of schools suffered acute shortage of resources which were provided by neither the Department of Education nor the School Management Teams. Despite this shortage, some teachers were creative and provided what they could do to support the implementation. The analysis of data revealed that participants felt that there was little support provided for the implementation of C2005.

In Section D of this thesis I provide the summary of the findings with a view to compare findings from different categories. The summary is followed by the contribution of the study to the existing literature. Here I make reference to the extent to which my findings confirm or refute existing findings. I also make an attempt to discuss the significance of the dissenting voices and finally offer some implications of the study for policy and practice.

## **SECTION D**

### **CHAPTER 8**

#### **DISCUSSION**

##### **8.1 Introduction**

This study investigated teachers' perspectives on factors which facilitated and hindered the implementation of Curriculum 2005 (C2005) in one District of the Eastern Cape Province in South Africa. This chapter discusses the research findings presented in chapters 5, 6 and 7 in the light of the pertinent literature and attempts to draw any wider conclusions from those findings. It is divided into three main sections. I begin the chapter (in Section 8.2) by providing the summary of the findings, outlining differences between the perspectives of different categories of participant and discussing the potential significance of dissenting voices. This is followed by an account of the contribution of the study to the existing literature in Section 8.3. Finally, in Section 8.4 the chapter I offer a number of implications of the study for policy and practice.

##### **8.2 Summary of the main research findings**

In Chapters 5, 6 and 7 I presented the research findings obtained from the analysis of data. In this section, I provide a summary of what I consider the key findings and the main differences between the perspectives of different

categories of participants involved in the study. It should be noted that for organizational purposes the discussion does not necessarily follow the order of research findings as presented in the previous chapters.

### **8.2.1 Key findings**

The main research findings that emerged from the data analysis are that:

- Participants stated that most of the teachers did not fully understand the outcomes-based methods of teaching;
- Participants felt that C2005 was learner-centred characterised by full participation of the learners;
- C2005 was perceived by both teachers and SMT participants as an improvement to the traditional curriculum;
- The duration of training was perceived by the participants to be insufficient and that training did not adequately prepare teachers for the implementation of C2005;
- The effective implementation of C2005 was hampered by a lack of support from the Provincial Department of Education and the Districts;
- The majority of schools were perceived to suffer acute shortage of resources which also hindered the implementation of C2005.

### **8.2.2 Similarities and differences between the perspectives of different categories of participants**

In this section I discuss the extent to which there were similarities and differences in relation to the implementation of C2005 between the perceptions of teachers and SMT, views of participants from rural and urban schools and the perceptions of teachers who began their teaching careers in the pre or post-Apartheid eras.

#### ***Teachers and School Management Teams***

In general, there were no significant differences in how these two categories of participants understood C2005. They all felt that C2005 was learner-centred as opposed to the traditional curriculum which was teacher-centred.

Two differences were identified, however, in relation to the implementation of C2005 and the management of the implementation process. Firstly, the analysis of data reveals that teacher participants were exposed to the implementation of C2005 more than the SMT participants. Teacher participants were hands on implementers of C2005 while SMT participants' role was more on the management of the curriculum implementation than the actual teaching. Also, teacher participants attended more training sessions than the SMT participants. This was so because the training sessions focused on the implementation of C2005, and therefore, SMT participants who were not

actively involved in teaching only attended sessions aimed at the management of the implementation of C2005.

Secondly, it was evident from the data that SMT participants struggled with managing the implementation because the majority of them lacked confidence in doing that. Although the role of the SMT is more on managing the curriculum than teaching, it can be argued that teachers are also involved in management as they have to manage teaching and learning in the classroom. However, those SMT members who are also involved in teaching benefited more than those who do not teach because they also attended training sessions that were held to prepare teachers for the implementation of C2005 and this helped them understand what teachers were expected to do as they implemented the curriculum.

### ***Rural and urban participants***

Some differences were apparent between the perspectives of urban and rural participants. These related to training and the use of resources. Some participants from the urban schools felt that they had better opportunities to attend training than the participants from rural schools because the training sessions were held in venues that were in town which made it possible for them to attend without any expenses incurred by their schools. This was not the case with participants from the rural schools as they had to pay for transport in order to attend the training sessions. Due to financial constraints, some schools could not afford to transport teachers to attend the training workshops



whenever such sessions were held. As a result, teachers from the rural schools were less able to attend all the training sessions and might have missed important training sessions.

Although there were some participants from the urban schools who alluded to the shortage of resources like textbooks, this was not as evident as it was in rural schools, where the majority of participants stated that they did not have even the textbooks to use with their learners. Participants from the urban schools enjoyed relatively easier access to newspapers and magazines from which they cut articles and read stories (which the participants from the rural schools did not enjoy). This indicated that teachers from rural schools did not use resources as effectively as those from the urban schools in their implementation of the curriculum.

### ***Teachers who started working between pre and post-Apartheid eras***

The participants who started teaching after the introduction of C2005 did not comment on what happened before because they were only exposed to C2005 whereas those who started teaching before the introduction of C2005 could compare it to the Apartheid curriculum. In their comparison, C2005 improved the curricula that were offered during the Apartheid era. Using participants who were already teaching in the pre- and during Apartheid era could have provided data that distinguished the curricula offered in the two periods but most unfortunately this did not happen. This can be attributed to the fact that the experiences of these teachers largely fell in the period from the 1980s

through to 1994. The 1980s were a period of protest and turmoil in South Africa which led to the collapse of the culture of teaching and learning in schools. Such collapse led to irregular school attendance. However, to some of the participants who started teaching during the Apartheid period, especially the foundation phase teachers, there was no drastic change because the methods of teaching that were emphasised for use in the implementation of C2005 were not that different from the previous methods they used in the Apartheid era.

### **8.2.3 The significance of dissenting voices**

I wish to bring to the discussion some dissenting voices and their significance in this study. These statements attest to the fact that participants in the study perceived the implementation differently.

Although the general view of the participants is that they had difficulty in understanding C2005, it is important to acknowledge that some participants perceived that C2005 was understandable. This is important to note as it attests to the fact that not all teachers had difficulty in understanding C2005. One SMT participant's view of involving learners in the classroom has significance for this study. The implication of this is that if the teacher does not understand the curriculum and also what he/she is supposed to do in class, learners will also not understand. This is an indication that the implementation of the initial C2005 was problematic.

A majority of teacher participants who started teaching pre-1994 indicated that they could not use the OBE prescribed methods of teaching, with one of the reasons mentioned by these participants being the overcrowded nature of classrooms. Despite this, few participants did not have a problem with the outcomes-based methods of teaching as they claimed that the methods were not new to them since they used sticks and stones for counting even during the Apartheid period.

I now turn to a discussion of the contribution that this study made to the existing literature.

### **8.3 Contribution of the study to the existing literature**

In this section I outline how this study (through its findings) has contributed to the existing literature. In doing so, I pay particular attention to five main issues, namely:

- Curriculum politics and the importation of de-contextualised curricula
- The fitness of OBE for local ways of teaching
- Improvements brought about by the introduction of curriculum changes
- Training for the implementation of new education policies
- Support and resources for the implementation of school reform

### **8.3.1 Curriculum politics and the importation of de-contextualised curricula**

Introducing the new curriculum in SA and other parts of the world is a political game. The statement by de Clercq (1997) that policy formulation is the responsibility of the politicians is in support of this view. This political game is evident in Closson's (2002) view that OBE was driven by education in response to demands for greater accountability and as a vehicle for breaking with traditional ideas about how children learn. It is the political game discussed here that made SA import OBE from other countries without considering whether it would fit in the SA context.

Literature attests to the fact that in SA, Namibia and Zimbabwe curriculum changes were brought about as a way to move away from the apartheid domination. In SA and Namibia, particular attention was paid to the learner centred approach. Evidence in this study confirms that C2005 was learner-centred. This finding is consistent with previous research findings of the studies conducted by De Waal (2004) and Zwane (2004:74) in that the methods emphasised in C2005 were learner-centred, and teachers as facilitators are expected to have contextualised knowledge and be able to promote cooperative learning. De Waal (*ibid.*) identified a difference in the implementation of C2005 between former white schools and the historically disadvantaged schools. He argued that the environment made it much easier for C2005 implementation to be effective in former white schools than in historically disadvantaged schools due to their infrastructure, resources and strong financial

base. In this study, the distinction is evident between urban and rural schools since they operate in different environments.

Finally, the evaluation of C2005 conducted by Khulisa Management Services reported C2005, in terms of attempts to promote more active learning, as a revolutionary vision for education in South Africa. It is clear in this study that the implementation of the learner centred approach was problematic in SA and Namibia. I do not see learner centred approach being implemented effectively in SA because of the conditions in schools. Classrooms are over-crowded and as a result teachers cannot pay particular attention to individual learners.

The curriculum politics were also evident in the way in which the curriculum was initiated. Curriculum in SA was top-down. This is evident in the statements by some teachers and SMT members in this study who stated that they were provided with the scheme of work to assist them with planning. In the comparison of the participants' perceptions of the difference between apartheid curriculum, C2005 and the RNCS, participants alluded to the fact that all syllabi were prescribed by the Department of Education. It can be argued that a combination of top-down and bottom-up strategies as suggested by Wedell (2009) has reference to the SA context. In SA, the curriculum introduced was imported from other parts of the world. In Chapter 3 I showed that the origin of the outcomes-based education can be traced to Australia. The problem with OBE is that it was imported without sufficient consideration of its suitability or appropriateness for the SA context.

### **8.3.2 The fitness of OBE for local ways of teaching**

As explained in Section 8.3.1 above that OBE was imported from other parts of the world, in this section I consider its fitness for the local ways of teaching. It is evident in this study that teachers had difficulty in understanding outcomes-based methods of teaching. These findings may be explained in part by Jansen's (1998) argument that the first ten months of the implementation of C2005 in 1998 highlighted the ineffective strategies through which the provinces went about implementing C2005. Although Jansen's study was confined to KwaZulu Natal and Mpumalanga provinces, similarities were apparent with the Western Cape and the Eastern Cape, and are confirmed in this study.

The view that there was a problem with methods used for the implementation of the curriculum was also supported by the statement made by Kgosana (City Press, 26/5/2007) who reported that 75% of principals acknowledged that teachers in their schools did not understand the methods of teaching the new curriculum and were reverting to old methods of teaching. Raselabe (2006) argued that teachers were not involved in planning and development of C2005 and as a result they had no orientation to understand OBE strategies and methods, making them ill-equipped for the implementation of C2005. It is indeed difficult to accept that teachers were not involved in planning and development because their representatives from the teacher unions sat in all forums, where new developments were discussed, on behalf of the teachers.

Although the findings discussed above refer mainly to C2005, findings from Bantwini's (2010) study reveal that RNCS also required teachers to change their classroom practices to new approaches they were not familiar with. These methods called for teachers to encourage learners to be creative and have critical thinking and learning abilities. Teachers in the study stated that they were still using traditional teaching approaches that required learners to copy notes from the chalkboard and memorise them. It is likely that teachers find it difficult to cope with OBE methods in their overcrowded classrooms and their use of traditional methods may be helpful. This means that teachers were more comfortable with the old methods of teaching. This leads to the conclusion that OBE is not effectively applicable to the local ways of teaching.

Despite the generally positive perceptions of RNCS by the participants in this study, that conducted by Bantwini (2010) in the Eastern Cape showed that even as late as 2010, all teachers still had negative and unconstructive feelings about the RNCS. According to this writer, teachers commonly perceived that RNCS brought work overload for them and they viewed RNCS as a burden rather than a simplified and streamlined curriculum. Teachers felt that they were struggling to cope with the large numbers of learners in their classrooms. In addition, teachers in Bantwini's study argued that RNCS involved a lot more paperwork than C2005. The paperwork included the learning programme, which when simplified refers to the syllabus, followed by a work schedule, equated to the scheme of work, and a lesson plan. The findings in my study confirm Bantwini's findings about more paperwork and may be argued that OBE is unlikely to fit the local ways of teaching.

### **8.3.3 Improvement brought about by the introduction of curriculum changes**

Participants in this study stated that subject knowledge was the key element of the traditional curriculum with emphasis on teaching by the teachers rather than on learners assuming responsibility. This changed with the introduction of C2005 as evidenced in the SMT participants' responses who felt pleased that in C2005 learners had to be engaged in research, which they claimed was not the case in the traditional curriculum. Engaging learners in research helped them to be fully involved in the teaching and learning process since they had to work on given tasks independently.

In this study, the participants argued that the revision of C2005 was a way to correct what seemed to be problematic with C2005. According to the Khulisa Management Services, despite the overwhelmingly positive views of C2005 and its potential, most educators agreed that C2005 involved too much theory and not much on practical aspects, suggesting that the aspects of ensuring successful implementation had not been adequately addressed.

One of the problems was that C2005 had too many intended learning outcomes. The participants claimed that as a result of the revision, the learning outcomes were reduced. Seventy eight percent of the respondents in De Waal's (1994) study stated that they were comfortable with the revised curriculum because it was streamlined and more accessible in terms of interpretation and translation into practice. Although their understanding of



C2005 had improved, they were still struggling with translating theory into practice. They still believed that there was a big difference in what was said in the training workshops and what they practiced in the classrooms. It is my understanding that anyone not exposed to translating theory into practice through both training and experience is exposed to experience problems of implementation. This study has an added contribution to the existing body of knowledge by comparing traditional curriculum, C2005 and the RNCS.

#### **8.3.4 Training for the implementation of new education policies**

In this section I discuss the findings related to training and the cascade model used in the schools, and how the training promoted or limited the efficacy of the implementation of C2005.

The findings of this study reveal that training offered to teachers, including members of the SMT, did not effectively prepare them for the implementation of C2005. In terms of the preparation for implementing C2005 in 1998 and 1999, the Khulisa Management Project reported that there was consensus that training was not adequate to successfully initiate C2005 in the classroom. More than 50 percent of educators and principals used in the project stated that there was not enough training to begin implementation in 1998 and even in 1999.

The finding that training was insufficient concurs with Zwane's (2004) argument that the two day training was not sufficient. Teachers still needed to be acquainted with the new terms and vocabulary and that could not be

achieved in two days. In De Waal's (1994) study, ninety seven percent of the respondents were unanimous in that training which spanned a period of 5 days was inadequate. Some of the remarks made by respondents in this study were that the training sessions were often confusing and rushed and that the structure and methodologies of the new system were not clearly explained and discussed. The study conducted by Jansen in thirty two Grade 1 classrooms in the KwaZulu Natal and Mpumalanga provinces in 1998 also revealed that teachers felt that their preparation for OBE implementation was inadequate and incomplete (Jansen and Christie, 1999: 208). It was also reported in the City Press (26/5/2007) that eighty five percent of teachers in the foundation phase of schooling in South Africa were not trained well enough in the new curriculum and found it difficult to use its teaching methods in their classrooms. Jansen (1998) argued that in view of the time allocated for training, it became apparent that the time was insufficient to educate teachers on C2005. It is as a result of this view that Omwu and Mogari (2004) claimed that in South Africa, most teachers in schools had not been adequately trained in the use of outcomes-based teaching approaches. In short, my findings concur with and lend further support to those of other studies that teachers were therefore ill-trained and ill-prepared for implementing the curriculum.

More specifically, the Khulisa Management Services evaluation report (1999) revealed that the cascade model of training used in South Africa failed to prepare teachers for the complexities of C2005. The cascade model of training involved training few teachers who were expected to return to their schools and train other teachers (Wedell, 2009). There was evidence in this study that

cascading led to misinterpretation of crucial information and that trainers lacked confidence, knowledge and understanding to manage the training process. Training was also found to be too abstract. Eighty percent in the Khulisa Management Services Report stated that more training was needed. Moreover, between 25% and 66% of respondents in the same study found some aspect of the organisation of training (scheduling, location, duration, content, quality of trainers, etc.) to be unsatisfactory, suggesting that there were logistical barriers for many participants, and that the training did not succeed in meeting the needs of all the individuals involved in implementing C2005.

Reflecting on my own and others' findings in this area, it seems that a major challenge to the optimal implementation of the curriculum was the cascade model of training. In fact, the cascade approach does not have a good track record in South Africa. The reason why the model is still used is because, despite attempts by the Eastern Cape Department of Education, a more effective model has not been developed or identified. Teachers and SMT members in this study made it clear that the cascade model of training was not as effective as it would be if all teachers had attended the original training. The cascading training resulted in minimum benefit for those who had to be trained through it. It limits implementation success as it has a potential of distorting and reducing the amount of knowledge that filters to those who have to be trained through it. This seems to be a serious challenge in both this study and other studies.

### **8.3.5 Support and resources for the implementation of school reform**

The finding of this study that there was minimal or no support from the Provincial Department of Education and the districts concurs with Conco (2005) who argued that the lack of support to teachers made it difficult to implement outcomes-based education in South Africa. de Clercq (1997) argued that teachers with limited resources and difficult working conditions could not implement the curriculum using the outcomes-based methods.

De Waal (2004) added that lack of appropriate learning support materials further frustrated teachers as well as learners. This also hindered effective classroom practice insofar as it restricted self - learning abilities. Jansen (1998) argued that there was insufficient support that stemmed from the Department of Education, leaving teachers generally confused and struggling with the implementation of C2005.

Onwu and Mogari (2004), reporting on the UNIVEMALASHII project which was a district-level systemic reform initiative for teacher development in SA, argued that the successful implementation of school reform was enhanced by strong support structures at the provincial, district and school levels, with real support for classroom teachers and the engagement from the community. Kgosana (2007) in the City Press suggested that the district officials should also attend training in order to have a clear understanding of the content of the skills programme in order to offer classroom based support.

Findings from this study relating to the lack of classroom support which hindered the mastering of the RNCS by teachers is evident in the recent study by Bantwini (2010). Evidence from his (Bantwini's) study suggested that there was lack of school subject area committees that would ensure that teachers in the same school were collaborating and assisting each other in challenges encountered in their teaching areas (Bantwini, 2010: 88). Lack of professional development to ensure that teachers understood what was required of them was also evident, while it was reported that teachers were rarely able to meet their colleagues in the neighbouring schools to share experiences and discuss classroom issues due to the overload in teaching and other responsibilities assigned to them.

As evidenced in this and other studies that there was not enough support provided by the province is an indication that the province did not have capacity to support the implementation of the curriculum. In addition, lack of infrastructure in the majority of schools led to the combination of two to three grades in one classroom. This kind of a situation cannot lead to quality education and as such implementation of any policy initiative cannot be efficient where different grades are combined and taught in one classroom as this likely leads to difficulty in managing the curriculum.

Since C2005 demanded that learners should be at the centre of the teaching learning situation, there was need for self-instructional materials and equipment. According to some participants in this study, schools did not have even the most basic resources like permanent classrooms, let alone other

resources like tables/desks and chairs for the learners. This shortage of resources was reported as early as 1998 in the Sunday Times that there were problems with Grade 1 implementation, with reports suggesting patchy implementation and a widespread shortage of appropriate teaching material. Bantwini (2010) added that the situation in SA had been escalated by the shortage of classrooms which led to less favourable teacher: learner ratios.

Jansen (1999a) argued that the implementation favoured the well-resourced schools with well qualified teachers. As far as problems of implementation are concerned, Jansen suggested that the language and terminology of OBE were far too difficult for teachers in under-resourced schools. Some schools were over-crowded and teachers had to teach under adverse conditions. Jansen (*ibid.*) argued that starving black schools of resources was designed to produce failure in order to channel black pupils into menial employment, and it meant under-qualified teachers, very high learner-teacher ratios, a dearth of classrooms, textbook and stationery shortages. Faced with extraordinarily large classes of learners with almost no textbooks and desperately scarce stationery because of its expense to poor families, teachers had little option but to resort to rote learning styles of teaching. This study confirms that the implementation favoured the well-resourced schools and further illustrates that the situation was worse in rural schools that are characterised with overcrowding.

One of the OBE requirements is that learners should seek information on their own. This includes teaching and learning resources. According to Mokhaba

(2005) learners could not do this because of the lack of financial resources. It is confirmed in Chapter 7 of this study that there was a shortage of financial resources to support the implementation of C2005. According to Rogan (1999:37) C2005 was costly and time-consuming. It placed demands that the majority of schools could not afford as they were under-resourced, and the shifting of responsibilities that the School Governing Bodies should provide for what the government could not, was a serious problem. C2005 therefore placed high demand on the availability of resources of all types for its successful implementation.

Any new innovation requires that there should be support and sufficient resources to assist those tasked with the responsibility of putting it in practice. It is undisputable that no matter how good an innovation is, without support and provision of resources its implementation cannot be effective. One may conclude from the present and other studies that teachers faced with a serious challenge of resources will inevitably find it difficult to implement curriculum reform such as that investigated in this thesis.

In the following section I discuss the implications of the study for policy and practice.

#### **8.4 Implications of the study for policy and practice**

The aim of the study was to investigate teachers' perspectives on factors which facilitated and hindered the implementation of Curriculum 2005 (C2005) in the

General Education and Training (GET) Band in one District of the Eastern Cape Province in South Africa. This aim has been achieved and the factors which facilitated and hindered the implementation of C2005 have been presented in the findings section and discussed in this chapter. In what follows I discuss a number of implications of my study for policy and practice.

#### **8.4.1 Implications for policy**

It is hoped that the evidence provided from this study would have the potential to inform future policy in curriculum restructuring in SA. The failure of the Department of Education to communicate information about the process leading to the implementation of C2005 before the actual implementation posed some problems. According to Bantwini (2010), teachers should be involved in the conceptual and development stages of the reform as this will help them understand the fundamentals of the new curriculum. In the SA context teachers might appoint some others to liaise between themselves and the policy makers as this would keep them informed of the processes being followed and doing so would help them take ownership of the adopted curriculum. Teachers as implementers of curriculum policy should be motivated and this should be extended to the learners as well. In order to do this, regular opportunity for professional development should be offered, not only before the implementation, but also during and after the implementation. This was also suggested by Potenza and Monyokolo (1999) who argued that SA requires intensive teacher development as a priority in order to develop the



calibre of teachers required to implement C2005. There should be provision for this in the formulated policy.

As the Department of Education is currently engaged in preparation for the implementation of the new policy initiative which is the Curriculum and Assessment Policy Statements (CAPS<sup>23</sup>), I hope that evidence in this study will assist the department understand that all those likely to be affected by the policy should play an active role in its development. This has been done to some extent by inviting all stakeholders to forward comments on the new development<sup>24</sup>. However, there is a need to go beyond only calling for comments but also calling all to a workshop in which the policy is unpacked and open critical discussion encouraged relating to how it is likely to affect their practice. Doing this will assist both policy formulators and implementers plan beyond the formulation of policy and consider what should be involved in the actual implementation.

#### **8.4.2 Implications for practice**

As suggested earlier that the National Department of Education proposed and began to implement a 'cascade' model of teacher training for the implementation of C2005, this training had been superficial and ineffective. Potenza and Monyokolo (1999) contended that the cascade model has a place only if it is used in conjunction with other models. This requires a coherent

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<sup>23</sup> CAPS were single, comprehensive and concise policy documents that provide clear guidelines on what teachers ought to teach and assess. It was a review of the National Curriculum Statements.

<sup>24</sup> The newly developed draft National Curriculum and Assessment Policy Statements for all grades and subjects were made available for public comment until 18 October 2010.

and well-conceived teacher development strategy which includes a variety of models. There is a need for teachers to develop the confidence and skills to apply new methods in their classrooms as opposed to the one-off training sessions. According to Wedell (2009) a single training course away from the working context is insufficient and cannot assist towards the effective implementation of any change.

As research has shown that the cascade model of training does not work, more alternative ways may be explored. These might include school-based training and the re-opening of the teacher training colleges which offered pre-service education and training (PRESET) of teachers. Some colleges were closed down while others were incorporated into universities after the South African government took over in 1994. When this was done, the form of training immediately changed as the focus in the universities was on theory as opposed to practice which was the focus of the colleges.

Changing teachers' classroom habits and practices will not occur in one or two training sessions and much longer-term planning is required, including the proper re-orientation of PRESET courses. This is supported by Wedell (2009: 147) who argued that teachers need considerable training and support to become able to implement the curriculum for local circumstances. There is a proliferation of teacher training programmes at universities, colleges and NGOs, all of which are aimed at preparing teachers for the implementation of the new curriculum whose impact may not be felt, especially if it is not in line with C2005.

Although some teacher training colleges were closed and others reincorporated into the university, there is in fact some talk within the Department of Education about the re-opening of the colleges. This teacher college campaign, (stated MacGregor, 2008), began in 2008 and was driven by South African President-in-waiting Jacob Zuma (currently the SA President), backed by political parties and teacher unions. SADTU's made repeated calls for the re-opening of the colleges to assist towards the alleviation of teacher shortages. The ANC's National General Council also resolved to have these colleges reopened. According to Mkhwanazi (2008) the Department of Education confirmed that it was considering re-opening a number of teachers' training colleges. Re-opening colleges of education might change the current status of pre-service education and incorporate the elements of the curriculum policy into the training process. When colleges were still involved in teacher training, teacher trainees were allocated to schools to undertake teaching practice for a period longer than what is currently in existence in universities. Universities generally allocate teacher trainees to schools for a period of a maximum of 12 weeks for the whole duration of their teacher programme whereas in the colleges of education the period was up to a maximum of six months.

As it is evident in this study that the implementation of C2005 and the RNCS was compromised by the absence of critical resources for training and provision of learning materials, with some of the materials outdated, bulky and inaccessible, it is recommended that before the implementation of CAPS,

learning materials should be prepared in advance of and not subsequent to implementation.

Before the implementation of CAPS or other curriculum reform initiatives such as C2005, guidance is necessary in order to make the implementers aware of the policy and what is expected of them during the implementation of such policy, as a way to offer support. After implementation it should be important to effectively evaluate the extent to which implementation has succeeded or failed, and what might have led to the relative successes and failures, to inform potential improvements to this and future policy initiatives.

## **8.5 Conclusion**

In this chapter, I have highlighted that the findings of this study may be of interest and potentially beneficial to curriculum implementers and policy makers in the region and perhaps further afield. I have also outlined the key findings of the study and discussed these alongside other relevant research as a way of demonstrating the contribution that my study has made to the existing literature.

I have concluded this chapter by offering some implications of the study for policy and practice. In doing so, I have suggested, for example, that teachers and curriculum developers should work together to decide how the curriculum will be used in the classroom situation, that teachers should be given different kinds of support tailored to their changing needs, and that effective

professional development models should be developed to empower teachers for the implementation of any new policy initiatives.

In general, the findings of this study, which was informed by grounded theory, tend to confirm existing theory regarding the implementation of C2005 and other education policy initiatives, specifically how these can be hampered by a lack of support and acute shortage of resources. It is interesting to note that participants in this study were not happy with the cascading model of training and expressed that the model was not as effective as it would be if all teachers had attended the original training. The cascade model of training has, therefore, failed to prepare teachers for curriculum complexities. However, in this study, there are two distinctive findings from other studies. Firstly, the majority of participants in the study asserted that they did not fully understand the outcomes-based methods of teaching and resorted to teacher-centred methods. Secondly and finally, C2005 was perceived as an improvement to the traditional curriculum and RNCS simplified C2005.

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**APPENDIX 01: LETTER TO THE PERMANENT SECRETARY OF  
THE PROVINCIAL DEPARTMENT OF EDUCATION**

Faculty of Education  
University of Transkei  
Private Bag X1  
UNITRA  
5117  
15 February 2004

The Permanent Secretary  
Department of Education  
BISHO

Dear Sir

**APPLICATION TO VISIT SCHOOLS IN THE O.R TAMBO DISTRICT  
MUNICIPALITY OF THE EASTERN CAPE TO CONDUCT  
RESEARCH**

I hereby request permission to visit a selected number of schools in the O.R Tambo District Municipality of the Eastern Cape.

I am registered for a Doctor of Education and undertaking a research study on **Teachers' perspectives on factors which facilitated and/or hindered the implementation of Curriculum 2005 (C2005) in the General education and Training (GET) Band in one district of the Eastern Cape Province in South Africa.**

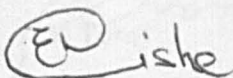
It is hoped that the study will make an important contribution to the ongoing debate on curriculum policy in South Africa.

I promise that when I have completed the study, I shall make a copy of my research available to the District Office.

I hope that my application will receive your favourable consideration.

Thank you

Yours faithfully



EN Cishe (Mrs)

### APPENDIX 03: LETTER TO THE SCHOOL PRINCIPAL

The Principal

.....  
.....

Dear Sir/Madam

#### **REQUEST FOR PERMISSION TO VISIT YOUR SCHOOL FOR RESEARCH PURPOSES**

I hereby wish to visit your school for research purposes on the dates and times to be agreed with you.

I am a Doctor of Education student with the University of Natal in partnership with the Nottingham University in the United Kingdom. I am conducting a research study on **Teachers' perspectives on factors which facilitated and/or hindered the implementation of Curriculum 2005 (C2005) in the General education and Training (GET) Band in one district of the Eastern Cape Province in South Africa.**

The visits to your school will concentrate on the following activities:

- Interview one manager who is either a principal, a deputy principal or a head of department (School Management Team).
- Interview one foundation and one intermediate educator.

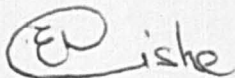
I hope that this proposed arrangement will not disrupt the programme of your school. I also wish to assure you that the data collected from your school will be treated confidential and used for research purposes only.

Attached here is the letter granting me permission from the Permanent secretary of the Department of Education.

I hope that my request will receive your favourable consideration.

Thank you.

Yours faithfully



E N CISHE

#### APPENDIX 04: LETTER TO THE RESEARCH TEACHERS

Dear Teacher

You have been selected as a respondent in this study which aims to investigate the impact of contextual factors in the implementation of curriculum policy in the Eastern Cape.

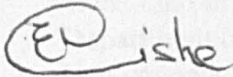
The purpose of the study is to investigate **Teachers' perspectives on factors which facilitated and/or hindered the implementation of Curriculum 2005 (C2005) in the General education and Training (GET) Band in one district of the Eastern Cape Province in South Africa.**

The information given will not be revealed to anybody except the researcher, and will be used only for research purposes. You are, therefore, requested to be honest in our interaction.

It is hoped that the study will make an important contribution to the ongoing debate on curriculum policy in South Africa.

May I take this opportunity to thank you in anticipation, for your co-operation.

Yours faithfully

A handwritten signature in dark ink, appearing to read 'E N Cishe'. The signature is stylized, with a large, looped 'E' and a cursive 'N'.

E N CISHE



## **APPENDIX 05: INTERVIEW QUESTIONS WITH TEACHERS**

1. What is the difference between C2005 and the curriculum that was offered before the inception of C2005?
2. What is your understanding of C2005?
3. What is different in what you are doing in class now and what you did in the past?
4. That C2005 has been revised, is there any improvement in both the curriculum and the methodology used? Elaborate.
5. Did you attend any training before the implementation of C2005?
6. If yes, for how long was/were the training session/s?
7. If not, why didn't you attend training?
8. How was training conducted?
9. What is your perception of the facilitators of training?
10. How has training contributed to your everyday practice?
11. Any training session has both strengths and weaknesses. Can we talk about these?
12. What is your feeling about the methods that are specified for use in class?
13. What methods of teaching do you use?
14. Does your school have enough resources for the implementing C2005?
15. What resources have you used in the implementation of C2005?
16. Is your school the same (in terms of resources and infrastructure) with the neighbouring school?
17. To what extent do you collaborate with teachers from the neighbouring schools/within the circuit?
18. What kind of support do you get from the management of school?
19. What kind of support do you get from the district and the Eastern Cape Department of Education (ECDoE)?
20. Can you talk about the challenges you face in the implementation of C2005.



## **APPENDIX 06: INTERVIEW QUESTIONS WITH PRINCIPALS/ SMT MEMBER**

1. How was teaching conducted in your school before the introduction of C2005?
2. What is the difference between C2005 and the curriculum that was offered before the inception of C2005?
3. How relevant to practice were the training sessions you attended before the implementation of C2005?
4. What can you say about the appropriateness of the methods that are used in class by teachers?
5. To what extent do teachers use the specified OBE methods of teaching?
6. Would you say teachers encounter any problems in their implementation of the C2005? Elaborate.
7. Are there enough resources for the implementation of C2005 in your school?  
(If yes, how do teachers use them, if not what plans do you have for changing the situation?)
8. Do schools in your circuit operate under similar conditions? Elaborate.
9. What support do you give to teachers as they implement C2005, and, in order to improve their practice?
10. What kind of support does your school get from the district and the Eastern Cape Department of Education (ECDoE)?
11. How do you manage curriculum implementation?
12. What challenges do you experience in the whole process of curriculum implementation?

# **APPENDIX 07: PARTICIPANTS INTERVIEWED AND SCHOOLS USED**

SCHOOL NO	CATEGORY OF SCHOOL	NO FOR TEACHER PARTICIPANT	NO FOR SMT PARTICIPANT
1.	URBAN	1	1
1.	URBAN	2	
2.	MODEL C	3	2
2.	MODEL C	4	
3.	RURAL	5	3
3.	RURAL	6	
4.	RURAL	7	4
4.	RURAL	8	
5.	RURAL	9	5
5.	RURAL	10	
6.	URBAN	11	6
6.	URBAN	12	
7.	RURAL	13	7
7.	RURAL	14	
8.	URBAN	15	8
8.	URBAN	16	
9.	RURAL	17	9
9.	RURAL	18	
10.	RURAL	19	10
10.	RURAL	20	
11.	URBAN	21	11
11.	URBAN	22	
12.	RURAL	23	12
12.	RURAL	24	
13.	RURAL	25	13
13.	RURAL	26	
14.	URBAN	27	
14.	URBAN	28	14
15.	RURAL	29	

15.	RURAL	30	15
16.	RURAL	31	
16.	RURAL	32	16
17.	RURAL	33	
17.	RURAL	34	17
18.	URBAN	35	
18.	URBAN	36	18
19.	RURAL	37	
19.	RURAL	38	19
20.	RURAL	39	
20.	RURAL	40	20

## APPENDIX 08: EXTRACTS FROM INTERVIEWS WITH TEACHERS

**I : INTERVIEWER**  
**R : RESPONDENT**

### *INTERVIEW A*

- I:** What is the difference between C2005 and the curriculum that was offered before the inception of C2005?
- R:** To me the difference is just that there is more paper work, to me my teaching methods haven't changed, it's just the terminology and how, it is the terminology and how we are supposed to prepare. At the end of the day we are still doing the same thing as we used to do in class. It has come with more assessment, we have summative and formative assessment, but at the end of the day it is actually what we were doing, to me just terminology has changed.
- I:** Do you feel comfortable with the methods that are specified for use in class? If yes why, if not which ones do you think are appropriate
- R:** OBE methodology cannot be used in all schools like I said. Most of the schools do not have the facilities to use. If you just look, you need to make your daily prep, your prep of two weeks, then you must do assessment in so many pages because in your assessment you must write your Learning outcomes (LOs), you must write your assessment standards, it is so much work, and some schools do not have facilities. Teachers do not have facilities, no electricity, let alone paper to make photocopies. The classes are huge, the biggest problem is how do you assess 102 children in a classroom?
- I:** Why was C2005 introduced in South Africa?
- R:** So that learners can be assessed on daily basis. I think that is the main reason why it was changed.
- I:** How do you feel about C2005?
- R:** To be honest it is a frustration, everywhere you go there is a new term, so much to do. I just feel sometimes you are forced to carry on with the way you used to because at the end of the day you are a teacher any way. Sometimes you are forced to prepare things the certain way, your record book, your profile, and tomorrow it's a different thing, so it is a bit frustrating, very frustrating. You've always got assessment and now there is learner profile, you've got the portfolio, the CASS and things and the portfolio boxes. Too much work for the teacher at the end of the day.
- I:** What kind of support do you get from the management of school?
- A:** Our school supports us because they are able to; they have the finances to support us. They buy the portfolio boxes and we are given files.

What about the school without support because they do not have financial means to cater for *all these changes*?

**I:** What kind of support do you get from the district and the Eastern Cape Department of Education (ECDoE)?

**R:** No support at all, and then we go to these workshops we get no support at all, and you are told how to do things, they tell you much to do this way. Even though 99% of the teachers say it is impossible, where do you get the time to do your planning? They only give us a format and we say to them why they cannot be sent to schools to show us. In the workshops we team up with teachers from rural areas, very remote places, who do not know even the outcomes. In one workshop there were members of the SGB and the workshop was conducted in Xhosa. The facilitator kept on saying in this White Paper and there was not one principal sitting there had ever seen the White Paper and yet it is supposed to be at school. The facilitator was supposed to talk about something else based on the White Paper but how do you do that if people have never seen the White Paper.

**I:** Are there enough resources for the implementation of C2005 in your school?

**R:** We do have resources. Our school keeps up to date. Using them depends on *individual teachers*. *I have used the pictures supplied by the school.*

**I:** Why was C2005 introduced in South Africa?

**R:** I think, initially, because there was such a gap between the traditional regime and the current one. People did not know the terminology used and the government wanted to simplify the terminology. Outcomes we had in the previous C2005 were almost impossible to do in practice. It sounds well in theory, well; in practice it was very difficult. It was then streamlined and made easier for the teacher.

**I:** What is the marginal difference between C2005/RNCS and what was implemented before 1994?

**R:** There was no initiative expected of the teacher. I think there is, now, there is a guideline.

**I:** Do you enjoy teaching the new curriculum?

**R:** It is a challenge. If you just look at the textbooks that we've got, there are so many people doing different things under that heading that make it difficult and I think there is a problem for the children. What I teach my children in Social Sciences in Grade 5, and go to another school, even here, or in another province, could be totally different and the children that move from one province to another one or one school to another one find it very tough. But here I enjoy up to a certain extent things that were tough in the past are now much better. I think assessment is a very difficult thing now than in the past. Children are under difficult situation. Teaching is very time-consuming and difficult for children as well. That I must say it is a challenge in itself. I enjoy it

because the pupils do more, take more initiative they are more part of the discussion, and in the olden days when I was there, the teachers taught and we were seating, answer questions and in that time I enjoyed more.

**I:** Do you collaborate with teachers in the neighbouring schools?

**R:** We do when we have workshops, which we had a lot. We had a lot of workshops. Unfortunately we cannot really work together. We do talk but other schools are different from ours. Unfortunately we found we can't really compare with them because the number of pupils they are having is very high. It is common to find them having 160 learners in a classroom where a teacher can't even come in the classroom, where they don't even have desks, pupils seat on the floor, with books at each other's back. Unfortunately we can't offer what we have in our school. The kind of work we do here is not easy, we work very hard, those teachers don't even mark books and we work and mark everyday. We do have workshops but unfortunately we can't really compare.

**I:** Why do you say they cannot even mark books? Can you prove this?

**R:** They have shared this information with us in the workshops.

**I:** So you think implementation of C2005/RNCS is being successful in this school?

**R:** Successful because we work very hard. Also we have more guidelines, more rubric and ways of assessment which other schools obviously don't have. If they don't have even a photocopier how can they really do all of that?

**I:** Before this curriculum was implemented did you attend any training sessions?

**R:** Before 1998, I don't remember any workshops. No, I didn't attend any. I only went last year, September, I'm not sure, and we thought it was much too late; we had to be out of school for a week. We actually went on a Monday and came back to school on the following Monday. Training was like a crash course for five days. The whole thing was totally insufficient, I thought the courses should have started in March, group people and tell them about it, and then you come back and talk to your colleague from other schools and see what's happening and then you have 2-3 days in two months after that. I was lucky because I attended a course in April about managing the RNCS and I had a lot of information but it was only for HODs of the school. When I went to this workshop I knew what was happening, I knew what it entails. People were sitting there and it was the first time that they heard about it. I listened to one presenter talking for an hour and half and she actually taught wrong things.

**I:** Do you mean that the facilitators did not understand the RNCS?

**R:** Yes, this one was a teacher from one of the neighbouring school, may be they also had a crash course, and may be they didn't understand what they wanted to tell us about.

- I:** Do you say even the very facilitators had some problems?
- R:** Definitely, it means giving me a crash course to help other people who do not know any better
- I:** What kind of support do you get from management of the school?
- R:** School bought us more information like the teachers' and facilitators' guide. We have a lot of support material that the school bought for us.
- I:** Is there any support that you get from the province?
- R:** Apart from having a workshop on a very short notice, there is actually nothing, not much at all. Not even one person comes and checks the methods we use and even if we are OK. No follow up from them.
- I:** That C2005 has been revised, is there any improvement in both the curriculum and the methodology used? Elaborate.
- R:** Not really sure but I think there is, especially that we have to do things different than before.

## ***INTERVIEW B***

- I:** What is the difference between C2005 and the curriculum that was offered before the inception of C2005?
- R:** I am not sure if there was any specific curriculum that was already in place then. We just went on with what we were taught in the colleges.
- I:** Do you feel comfortable with the methods that are specified for use in class?
- R:** Not really. You know with OBE, what I discovered is that OBE is not different from what we are already doing at our school, because OBE really concentrates on what the children know in their real life situation. There is not really any difference but the only thing I don't like about it is that there is a lot of paper work than actually teaching the child. There are disadvantages as far as learners are concerned. Teaching in group work is a problem; one would get more marks than was supposed to get because of the work done by other children which is very unfair for those who really work hard.
- I:** Why was C2005 introduced in South Africa?
- R:** I think it is due to the fact that we were not teaching the same thing, one would move from one school to another and find out that whatever she learnt from another school was not covered.
- I:** How do you feel about C2005?
- R:** To be honest it is a frustration, everywhere you go there is a new term, so much to do. I just feel sometimes you are forced to carry on with the way you used to because at the end of the day you are a teacher any way. Sometimes you are forced to prepare things the certain way, your record book, your profile, and tomorrow it's a different thing, so it is a bit frustrating, very frustrating. You've always got assessment and now there is learner profile, you've got the portfolio, the CASS and things



and the portfolio boxes. Too much work for the teacher at the end of the day.

**I:** Do you enjoy teaching the new curriculum?

**R:** I do not enjoy it at all. Teaching is no longer interesting as it used to. There is a lot of work that teachers are expected to be doing today, with little guidance.

**I:** Do you collaborate with teachers from the neighbouring schools/within the circuit? (If yes how, if not why not?)

**R:** Yes, we have been clustered in our region and I am one of the cluster leaders. My role as the cluster leader is that I have to see to it that teachers are not left behind, especially those who do not really know exactly what is it that is being done. So what I do, I invite all those teachers that are in this team that I am leading. We sit together and we plan our learning programmes. I am not actually helping them but we share experiences and also our views, and if ever some people need to improve on what they are lacking we help each other.

**I:** Do you think implementation of C2005 in your school has been successful?

**R:** Although RNCS is at its initial stages I have no doubt that is being successful

**I:** That C2005 has been revised, is there any improvement in both the curriculum and the methodology used? Elaborate.

**R:** C2005 more or less covers the same topics but we cannot teach in exactly the same thing. We more or less cover the topics in various schools, but then, of course, we cannot teach the same thing, and our kids are different. There are new methods. We do not really know what to do as teachers. As a teacher, when you come to class you really do not know what you are expected to do.

**I:** What is different in what you are doing now and what you did in the past?

**R:** In my school in the way we have been teaching there is no difference at all. It is only that there are new terms that are introduced.

**I:** Did you attend any training before the implementation of C2005?

**R:** Yes, we did. Our school organized people from the National Union of Educators (NUE) who supposedly knew how C2005 was all about. Training was for 3 days, but this is not sufficient. You cannot expect a person to know something for 3 days when we initially went for training for 3 – 4 years, and yet now we are expected to know everything about C2005 in 3 days. That is very unrealistic. The 3 day training was far better than the one we attended for a week. You know, the people who were conducting it were not very familiar with what they were talking about.



- I:** What is your perception of the facilitators of training? How was it conducted?
- R:** The people who were conducting it were not very familiar with what they were talking about.
- I:** Is your school the same with neighbouring school? (if not what is the difference?)
- R:** People from neighboring schools do not want to work with our school because they think it is better. Even the working in clusters I spoke about is not easy. Other teachers feel that they get exposed if they do not know much.
- I:** What kind of support do you get from the management of school?
- R:** School bought us more information like the teachers' and facilitators' guide. We have a lot of support material that the school bought for us. In our school, what the School Management Team (SMT) has done is to simplify whatever papers come from the department. They make everything simpler for us to follow.
- I:** What kind of support do you get from the district and the Eastern Cape Department of Education (ECDoE)?
- R:** Apart from having workshops on a very short notice, there is actually nothing, not much at all. Not even one person comes and check the methods we use, and even if we are OK. No follow up from them. Even when they were supposed to come to check if we are still doing the right thing, they do not really come. I think at one time they came a week later. We did not even have anything to do with them. They went to the principal's office, looked at our files and books and we did not come into contact with them. We expected more work to be done, like meetings with teachers and find out about the shortcomings of implementation, and things like that, especially what we are experiencing and nothing of the sort was asked, not even feedback.
- I:** Are there enough resources for the implementation of C2005 in your school?
- R:** My school buys material for us and we use that material.

### ***INTERVIEW C***

- I:** Do you enjoy teaching the new curriculum?
- R:** Yes I enjoy teaching it. It is very much interesting because you can see that learners are moving with you but the only problem is that they are confused, students are still confused, although we are encouraging them to work as groups. We are showing them how to work, we are trying but we can see that they are still confused. Even teachers are confused, as much as we are confused as teachers even the people who are work shopping us, or our facilitators at times they are also confused. You go to a workshop to attend it but you find that even the one who was facilitating the workshop was not clear about the whole thing. Really we are not very clear we are still in confusion.

- I:** Do you feel comfortable with the methods that are specified for use in class?
- R:** Yes I am satisfied with the methods. The main method is the one that students must participate right through from the beginning of the lesson up to the end of the lesson, not that the teacher is going to talk and talk and get out of the classroom. You can be able to see that the children have understood what you have been teaching.
- I:** Do you collaborate with teachers from the neighbouring schools/within the circuit? (If yes how, if not why not?)
- R:** Yes, because in the workshops that we attend it is encouraged that we must meet as clusters. We usually share resources but not all. We share only resources to be used by the facilitator but when it comes to a learner using resources as an individual or as a group it is not easy for them to get resources from other schools.
- I:** That C2005 has been revised, is there any improvement in both the curriculum and the methodology used? Elaborate.
- R:** I can say it is better because in this C2005 the child is not only assessed on what has been taught in the classroom. Even the skills can be assessed. As a teacher you can see that the child is good in one skill and not in the other. But the only problem that is there is lack of resources especially in the rural areas because they are expected to have glue, scissors and what, mostly our areas are previously disadvantages with some families living on the grant funds whereby they cannot buy things that are needed in C2005. Otherwise, the curriculum is very better than what we used before.
- I:** Did you attend any training before the implementation of C2005?
- R:** Yes we did but the period of training is not enough. It is not enough in the sense that we have been trained for three years for the curriculum that we had been using before but with this one we usually take a week or two or three weeks and you are expected to implement the whole syllabus for about a year.  
I recommend that teachers must be given enough time to be trained for C2005 and if the Department of Education wants to continue with this curriculum, schools must be opened specifically for the C2005 so that teachers can be trained thoroughly rather than this thing that we are taken for 2 weeks to be trained and we are expected to do and to produce wonders in our class
- I:** How has training contributed to your everyday practice?
- R:** Yes but time is very limited.
- I:** What kind of support do you get from the management of school?
- R:** The problem is generally the problem of the whole school. We do not have enough funds to buy those resources that are needed.

- I:** What kind of support do you get from the district and the Eastern Cape Department of Education (ECDoE)?
- R:** Trying to supply us with files. They do give us some files but they are not enough because they are not given according to the number of learning areas that the children are studying. Again those publishers that are supplying books to us, some of them are trying to give us more material that can assist us in our classrooms. The province by the mere fact that it allows those publishers to visit our schools with their material so that we can choose the best materials is a support form the Eastern Cape Province.
- I:** Are there enough resources for the implementation of C2005 in your school?
- R:** Creative by providing our children with resources, like the Daily Dispatch the cut out from the magazines we are trying to assist them.

## ***INTERVIEW D***

- I:** What is the difference between C2005 and the curriculum that was offered before the inception of C2005?
- R:** C2005 at least is understandable although there are changes in the sense that it has been revised and simplified than OBE. The difference is in planning. What was happening before is that planning was done by the Department of Education and yet today we do all the planning ourselves.
- I:** What is the difference between C2005 and the curriculum that was offered before the inception of C2005?
- R:** C2005 at least is understandable although there are changes in the sense that it has been revised and simplified than OBE. The difference is in planning. What was happening before is that planning was done by the Department of Education and yet today we do all the planning ourselves.
- I:** Do you feel comfortable with the methods that are specified for use in class?
- R:** We use some of the methods and some not because of the lack of resources. I divide the learners into groups, introduce the lesson and then give them a task to go and find out. They come back and report in class and we discuss what they have done as groups.
- I:** Why was C2005 introduced in South Africa?
- R:** For education to be better than before. Before a lot came from us teachers but today learners are involved, engaged in research to bring more information.
- I:** Do you collaborate with teachers from the neighbouring schools/within the circuit? (If yes how, if not why not?)
- R:** Yes we do. When you have a problem you approach a cluster leader and all the members of the cluster come together to share experiences.

- I:** What is different in what you are doing now and what you did in the past?
- R:** Let me start with planning, before the scheme of work, no it is a syllabus, it came prepared but now we do it ourselves as teachers.
- I:** Did you attend any training before the implementation of C2005?
- R:** Yes once. It was a workshop for three days.
- I:** What is your perception of the facilitators of training? How was it conducted?
- R:** The facilitators told us what to do but I found that they were themselves not clear about C2005. They can speak about it but when we ask them how we can do it practical in different situations they are not clear.
- I:** Is your school the same with neighbouring school? (if not what is the difference?)
- R:** Not really. My school does not have resources as the neighbouring schools.
- I:** What kind of support do you get from the management of school?
- R:** None
- I:** What kind of support do you get from the district and the Eastern Cape Department of Education (ECDoE)?
- R:** Not at all
- I:** Are there enough resources for the implementation of C2005 in your school?
- R:** We do not have resources at all. You try to get them as teachers. Even the books are scarce. In training they suggest that teachers must be creative and this leads to us not using our money to buy the resources. The teaching material is relevant to the curriculum but their examples do not fit in my school. The writers of the book are focusing on schools that have laboratories, libraries etc.

## ***INTERVIEW E***

- I:** What is the difference between C2005 and the curriculum that was offered before the inception of C2005?
- R:** Before it was apartheid period. There was little of the freedom of speech. We suffered a lot; even the policies were brought to us by apartheid. Though education before 1994 was Bantu education it was not changed immediately. OBE is part of the curriculum. Here in RNCS we focus on the content and the content is focused on the learning outcomes and its assessment standards where we get the skills, values and attitudes of the learner. The content here in RNCS is clear because we get the content in the assessment standards. And also it is said that C2005 has got only two features/outcomes, the critical and developmental outcomes and this RNCS has got three outcomes the

learning outcomes and assessment standards. The critical outcomes are the umbrella of the curriculum. With RNCS it is easy to identify the barriers in the process of learning something which was not easy before. We can also do remedial work.

**I:** Do you feel comfortable with the methods that are specified for use in class?

**R:** I do not have a problem with methodology. As a teacher you can see if your class does not understand and can change your methods.

**I:** Do you collaborate with teachers from the neighbouring schools/within the circuit?

**R:** Although we are divided into clusters there is no much collaboration. We are expected to meet as clusters but the problem is that we are clustered according to proximity in which case similar schools tend to be clustered together. If you all do not know the way how do you take the journey?

**I:** That C2005 has been revised, is there any improvement in both the curriculum and the methodology used? Elaborate.

**R:** In this RNCS we are focused on what to teach. These learning outcomes guard us on what we must do. Before there was no clear guidance. If you want to teach, you must continuously consider and assess the outcomes that you want to achieve and whether learners are achieving them. The OBE principle that all learners can learn and achieve is problematic. As teachers we concentrate on what they can achieve.

**I:** Did you attend any training before the implementation of C2005?

**R:** These people who train us to implement this curriculum only gave us one week of training and that is not enough. In this training they say we should deal with individual learners to see how they cope, and secondly in their training they expect us to do as expected according to the policy of the department of education, and then thirdly when they train us they expect us to do what is needed. Here in this RNCS we should start from the learning programme, work schedule and lesson plan. These three things I can tell you that, the learning programme and the work schedule are not supposed to be done by the teachers. The only thing that is supposed to be done by the teachers is only the lesson plan. These things the department must do for us because in the learning programme you copy what is in the learning programme to the work schedule and in the lesson plan you copy from the work schedule. All the time you copy and copy; all these increase the workload of educators. The RNCS is streamlined and made stronger than the initial OBE.

**I:** What is your perception of the facilitators of training? How was training conducted?

**R:** I do not know the problem with facilitators, may be it is because they are not directly involved on the ground because they get information

from us teachers. I quite enjoyed one workshop I attended where the facilitator was one teacher from a school. This teacher was clearer than the subject advisor. Well there is a lot of paper work to us as educators but well I won't complain much because this paper work makes me go to class much prepared, I've done this paper work and know what I want my learners to learn. Use of the work schedule for me is not necessary because I have the learning programme for the year and I have got my lesson plan, what is the work schedule for?

**I:** Is your school the same with neighbouring school?

**R:** There is an economic problem; even the infrastructure cannot be maintained.

**I:** What do you mean when you say the infrastructure cannot be maintained?

**R:** My school is very dirty and the environment is not acceptable at all.

**I:** What kind of support do you get from the management of school?

**R:** It is a problem when we talk about management involved in the curriculum because we clash somehow because of different ideologies. Really the management does not involve them in the curriculum; as a result we are struggling a lot. If you have got a problem it is better to approach another teacher who is teaching the same subject with you than talking to management. We do not know whether they are not helpful because of the highest positions they occupy, as a result we do not even sit down with them to tackle our problems.

**I:** What kind of support do you get from the district and the Eastern Cape Department of Education (ECDoE)?

**R:** Somebody who ever the person is organizes the workshops but can never see them at all. It is worse with the curriculum. There is redeployment which leaves schools with no teachers but the department will not come at all. Even their most important subjects Mathematics and Technology are left without teachers.

**I:** Are there enough resources for the implementation of C2005 in your school?

**R:** Not really. We are just trying the best we can in order to improvise. It is a problem with resources.

## ***INTERVIEW F***

**I:** What is the difference between C2005 and the curriculum that was offered before the inception of C2005?

**R:** C2005 is learner centred. Learners are the ones who come with the solution. Before it was the teacher who always comes with the solution. C2005 is outcomes-based. In the curriculum offered before 1994, there was teaching more than learning. We were having different departments of education. I don't think learners' needs were considered at the time, not considering the environment and the

community surrounding that particular area. Also language was not considered.

**I:** Do you feel comfortable with the methods that are specified for use in class?

**R:** Coming to the methods, there is a slight problem with the methods as a result some of the teachers are using the old methods in the class room. They are using the methods they think the learners understand although the RNCS does not like that. The RNCS needs that learners must be actively involved, they must also take part in all the activities in the class room. So now methodology in the RNCS is slightly problematic. When it comes to teaching in a rural area there is a difference in teaching. In a rural area you cannot use the methods as expected. There is a problem even with language.

**I:** Do you collaborate with teachers from the neighbouring schools/within the circuit?

**R:** Although we are divided into clusters there is no much collaboration. We are expected to meet as clusters but the problem is that we are clustered according to proximity in which case similar schools tend to be clustered together. We find it very difficult to work together.

**I:** That C2005 has been revised, is there any improvement in both the curriculum and the methodology used?

**R:** C2005 is revised and the revised one is aimed at dealing with mistakes that were identified during the previous one. One of the problems is that terminology was complicated, even educators were not given enough time for the workshops. We did not have resources to use for implementation. Yes there is improvement because workshops are regular; at least we have got a clear understanding of what is supposed to be done even if we are not fully involved. Clearly we are gradually getting there.

**I:** Did you attend any training before the implementation of C2005?

**R:** There is a problem in training. There is not enough time. Teachers are not given enough time. We still need initial training because we have the knowledge of how to teach so I cannot say there is no need for training. The problem is that in a training college training was for three years but here comes the new curriculum and now we are trained for only one week.

**I:** What is your perception of the facilitators of training? How was it conducted?

**R:** What I have observed in the workshop is that the department trains the subject advisors to facilitate the curriculum. They are the only people who get enough time because they are trained for three weeks and yet when it comes to the teachers they are only trained for only one week. What I have discovered with these facilitators is that they don't understand all this, they are unbelievers, and as a result they use us as teachers. Much of the work in the workshops is done by us teachers, not them, they use us.

- I:** Is your school the same with neighbouring school?
- R:** Learners from this school cannot even pay the minimum amount of school fees (R25). Secondly parents are not even involved in their children's education. You call a parents' meeting and parents do not even come and attend these meetings.
- I:** What kind of support do you get from the management of school?
- R:** Well as far as I am concerned our management does not know anything about the curriculum. They don't even know what is happening. Although they were taken for training it is likely that they ignored the training, may be because they are teaching in the senior phase where this revised curriculum is not implemented. With us in the foundation phase my HOD knows about it but she is not very clear as I am, may be I was helped by these workshops and one other thing I am furthering my studies.
- I:** What kind of support do you get from the district and the Eastern Cape Department of Education (ECDoE)?
- R:** Well, I cannot be able to tell you when the district comes to school to assist teachers with the curriculum but when there is a problem with the teacher, teacher not attending or management not managing they come to the school for that. Besides that you will never see the district visiting the schools. They do not know how the teachers work. It is worse with the rural schools. Even from the province there is no support at all.
- I:** Are there enough resources for the implementation of C2005 in your school?
- R:** The learner support materials have been provided so that things that were not clear from the workshops are now considered.

## ***INTERVIEW G***

- I:** What is the difference between C2005 and the curriculum that was offered before the inception of C2005?
- R:** To me the difference is just that there is more paper work, to me my teaching methods haven't changed, it's just the terminology and how, it is the terminology and how we are supposed to prepare. At the end of the day we are still doing the same thing as we used to do in class. It has come with more assessment, we have summative and normative assessment, but at the end of the day it is actually what we were doing, to me just terminology has changed.
- I:** Do you feel comfortable with the methods that are specified for use in class?
- R:** We use some of the methods and some not because of the lack of resources. I divide the learners into groups, introduce the lesson and then give them a task to go and find out. They come back and report in class and we discuss what they have done as groups.



- I:** Do you think implementation of C2005 in your school has been successful?
- R:** Successful because we work very hard. Also we have more guidelines, more rubric and ways of assessment which other schools obviously don't have. If they don't have even a photocopier how can they really do all of the work?
- I:** That C2005 has been revised, is there any improvement in both the curriculum and the methodology used? Elaborate.
- R:** Not really sure but I think there is, especially that we have to do things different than before.
- I:** Why was C2005 introduced in South Africa?
- R:** I think, initially, because there was such a gap between what we used in traditional regime and the current one. The curriculum was very strict, people did not know the terminology and the government wanted to simplify the terminology. Outcomes we had in the previous C2005 were almost impossible really to do in practice. It sounds well in theory; well in practice it was very difficult. It was then streamlined and made easier for the teacher.
- I:** What is different in what you are doing now and what you did in the past?
- R:** There is not much. It is only that there is a lot of preparation than before.
- I:** How do you feel about C2005?
- R:** To be honest it is a frustration, everywhere you go there is a new term, so much to do. I just feel sometimes you are forced to carry on with the way you used to because at the end of the day you are a teacher any way. Sometimes you are forced to prepare things the certain way, your record book, your profile, and tomorrow it's a different thing, so it is a bit frustrating, very frustrating. You've always got assessment and now there is learner profile, you've got the portfolio, the CASS and things and the portfolio boxes. Too much work for the teacher at the end of the day.
- I:** Did you attend any training before the implementation of C2005?
- R:** Before 1998, I don't remember any workshops. No, I didn't attend any. I only went last year, September 2004, I'm not sure, *and we thought it was much too late; we had to be out of school for a week. We actually went on a Monday and came back to school on the following Monday. Training was like a crash course for five days. The whole thing was totally insufficient, I thought the courses should have started in March, group people and tell them about it, and then you come back and talk to your colleague from other schools and see what's happening and then you have 2,3 days two months after that. I was lucky because I attended a course in April about managing the RNCS and I had a lot of information but it was only for HODs of the school. When I went to this workshop I knew what was happening, I knew what it entails.*

People were sitting there and it was the first time that they heard about it. I listened to one presenter talking for an hour and half and she actually taught wrong things.

**I:** What is your perception of the *facilitators of training*? How was it conducted?

**R:** The facilitator was a teacher from one of the neighboring school and did not understand anything, may be they also had a crash course, may be they didn't understand what they wanted to tell us about. Even the very facilitators had some problems? It means giving me a crash course to help other people who do not know any better

**I:** Is your school the same with neighbouring school?

**R:** My school differs from other schools around; it has resources and can be expected to work better.

**I:** Are there enough resources for the implementation of C2005 in your school?

**R:** We do have resources. Our school keeps up to date.

**I:** Do you collaborate with teachers from the neighbouring schools/within the circuit?

**R:** Yes we do. When you have a problem you approach a cluster leader and all the members of the cluster come together to share experiences.

**I:** What is your understanding of the term Curriculum?

**R:** It is everything that happens inside and outside the classroom at school.

**I:** What is the difference between C2005 and the curriculum that was offered before the inception of C2005?

**R:** C2005 at least is understandable although there are changes. Understandable in the sense that it has been revised, simplified than OBE. The difference is in planning. What was happening before is that planning was done by the Department of Education and yet today we do all the planning ourselves.

**I:** Why was C2005 introduced in South Africa?

**R:** For education to be better than before. Before a lot came from us teachers but today learners are involved, engaged in research to bring more information.

**I:** What is different in what you are doing now and what you did in the past?

**R:** Let me start with planning, before the scheme of work, no it is a syllabus, it came prepared but now we do it ourselves as teachers.

**I:** Did you attend any training before the implementation of C2005?

**R:** Yes once. It was a workshop for three days.

- I:** What is your perception of the facilitators of training? How was it conducted?
- R:** The facilitators told us what to do but I found that they were themselves not clear about C2005. They can speak about it but when we ask them how we can do it practical in different situations they are not clear.
- I:** What kind of support do you get from the management of school?
- R:** None
- I:** What kind of support do you get from the district and the Eastern Cape Department of Education (ECDoE)?
- R:** Not at all
- I:** Are there enough resources for the implementation of C2005 in your school?  
(If yes, have you used them and how? If not how do you hope to change the scenario)
- R:** We do not have resources at all. You try to get them as teachers. Even the books are scarce. In training they suggest that teachers must be creative and this leads to us to using our money to buy the resources. The teaching material is relevant to the curriculum but their examples do not fit in my school. The writers of the book are focusing on schools that have laboratories, libraries etc.
- I:** Do you feel comfortable with the strategies (methods) to be used?
- R:** I do not understand the question.
- I:** What do you understand about OBE methodology?
- R:** There is a problem with OBE methods as a result some of the teachers are not using them.
- I:** Explain.
- R:** Teachers use methods that they think learners can understand whereas the RNCS emphasizes group work.
- I:** Is group work the only method to be used?
- R:** Even this group work is a problem because it affects learners. Those who understand better may end up doing all the work for others. There is a problem with OBE methods as a result some of the teachers are not using them. Teachers use methods that they think learners can understand whereas the RNCS emphasizes group work. Even this group work is a problem because it affects learners – those who understand better may end up doing all the work for others. So that learners can be assessed on daily basis. I think that is the main reason why it was changed.
- I:** Some teachers perceive RNCS as replacements of C2005, what can you say about this?
- R:** This is not correct. RNCS is a way to attend to the errors and problems identified in C2005, not to replace it.

- I:** Can you mention some of the problems.  
**R:** The terminology was complicated and there was insufficient training

## ***INTERVIEW H***

- I:** How different is C2005 from the traditional curriculum?  
**R:** Curriculum is learner centred, before we used to spoon-feed the students now we are giving them the chance to come with their views, also the arrangement of the class is different than what we used to have before.
- I:** How did curriculum 2005 come about?  
**R:** We were introduced to Curriculum 2005 through the workshop and courses firstly they started the pilot to see to it if it is going to be a success and it is started from grade 7 it continued until grade 1
- I:** Was there any school in your circuit or in one of your clusters that was used as a pilot school?  
**R:** My school was used as a pilot
- I:** How did implementation go during that stage of piloting?  
**R:** The problem we had was the new areas that we never trained but it became successful as we continued we foresaw that it is better than spoon feeding the learners and we gained a lot at the stage of piloting
- I:** Now there is that one session which is revising the other one and one is offering the other one, what can you say about this type of implementation when you look at it.  
**R:** There are more problems in that we cannot even talk and share experiences because of this difference.

## ***INTERVIEW I***

- I:** What is the difference between Curriculum 2005 and the curriculum that was used before?  
**R:** It was teacher centred curriculum in most cases because we used to spoon feed the students and you expect to know how did they understood after they have written the test or class work. There was no opportunity that they can brainstorm immediately. We used to teach them for a long time (period) being unaware that they are left behind.
- I:** Do you think Curriculum 2005 is better than it was before?  
**R:** I can say it is better in this way when you are teaching you can see if the learners have another skill different from what you are teaching but the only problem is the lack of resources especially in rural areas where the parents are not working and they cannot afford to buy scissors and glues and other things for the learners and those resources are needed otherwise it is better.

- I:** Schools are not the same in a circuit do you share resources or do you work with other teachers in the neighbouring schools?
- R:** Yes the workshops that we attended encouraged us that we must meet with clusters. Clusters mean the neighbouring schools. We don't share all the resources, we share only resources that are going to be used by the facilitator but when they have to work as individuals or as learners its not easy to get resources from other schools
- I:** Generally what would you say about teaching this curriculum or the revised one?
- R:** Yes I do enjoy teaching it although the period is not enough, it is not enough in the sense that we have been trained for three years for the curriculum that we used before but we only have 2 weeks or 3 weeks for this one and we are expected to implement the whole syllabus. You can see that when you are teaching it the learners are moving with you but you can see that they are still confused, but we are trying to implement.
- I:** Are teachers also confused?
- R:** I think your question is correct, even teachers are confused although they have attended the workshop you will find out that even the facilitators were not clear about the whole curriculum Really we are still not clear, we are confused.
- I:** If you are given a chance to advise what would you say?
- R:** I can say that teachers must be given enough time to be trained for this curriculum 2005 and if the Department of Education is still willing to continue with this curriculum 2005 school must be opened specifically for this curriculum 2005 so that teachers can be trained thoroughly rather than getting a week's training and be expected to produce wonders in our classroom.
- I:** Would you say this kind of training has contributed a lot to your understanding of the curriculum?
- R:** Yes but the time is very limited, it contributed but the time is limited.
- I:** I understand the training or curriculum has certain methods to be used, not the one that was used previously, are you still comfortable with the specified methods in the Curriculum 2005?
- R:** Yes we are satisfied with the method.
- I:** How are the methods or what are the methods that you are using in your classroom?
- R:** The main method is that the learners must participate during the teaching. We are not expected to spoon-feed them but to let them participate so that they can understand what we are teaching.

- I:** You have mentioned that the problem is resources you don't have, do you get any support from the school, that is, the school management team?
- R:** I think the problem general is the problem of the whole school because we don't have finances to buy resources. The Department of Education is trying to supply us with files but it is not enough, we are not receiving according to the number of areas that we are teaching. Again the people who supply us with the books some of them are giving enough material that can assist us in order to improve the quality of education
- I:** You have mentioned that the Department of Education does give some kind of help what kind of support do you get from the province?
- R:** The support that we are getting from the province is that the publishers should visit our school and come with material that we want to use for our learners
- I:** You have said that you don't have enough resources how creative have you been in the class?
- R:** The creativity we are trying in our classroom is that we try to provide news papers and magazines to cut pictures from them.

## ***INTERVIEW J***

- I:** What is the difference between C2005 and the curriculum that was offered before the inception of C2005?
- R:** C2005 focuses on the learner, education is learner-centred. Learners are getting skills to do their work even if they have left the classroom, that is, it prepares them for life-long learning.
- I:** Why was C2005 introduced in South Africa?
- R:** Because of the apartheid government where the education was not good for the children of South Africa, especially the Black children, so, C2005 was introduced to upgrade the level of learning. With apartheid education, learners were taught to memorise, education was teacher-centred, not learner-centred, it was content-based, and so the children suffered a lot.
- I:** How do you feel about C2005?
- R:** C2005 involves a lot of work. If we had time I would say it is better because learners must work, and do more work on their own with the teacher helping them.

## APPENDIX 09: EXTRACTS FROM INTERVIEWS WITH SCHOOL MANAGEMENT TEAMS

### *INTERVIEW A*

- I:** How was teaching conducted in your school before the introduction of C2005?
- R:** Teachers used to prepare their lessons and teach all the material to the learners.
- I:** In your practice, what is different in what you are doing now & what you did in the past?
- R:** In C2005 there is learner involvement to a large extent where in the traditional curriculum learners were not actively involved.
- I:** What is the difference between C2005 and the curriculum that was offered before the inception of C2005?
- R:** Curriculum 2005 is learner-centred, in the past we used to spoon feed the learners and today there is a difference, even the sitting arrangement is not the same.
- I:** How relevant were the training sessions you attended before the implementation Of C2005?
- R:** There were workshops that were held at at teachers' training centre and conducted by the subject advisors. The facilitators understood the curriculum but it was difficult to come from the workshops and straight to the classrooms. When workshops were conducted for us as teachers we understood but when we went back it became problematic. On the whole I feel empowered after the workshops because now I am teaching Learning Areas that I never did before at a college but can now teach them.  
Weakness of the training is that most of the things we had to do them ourselves and yet we did not know anything.
- I:** What can you say about the appropriateness of the methods that are used in class?
- R:** Comfortable with the methods. Seating arrangement in groups is advantageous and affects the learners in that the one who understands better than others does the work for all and if he/she is wrong the whole group will be wrong. But we are implementing the curriculum and using the method because we have no other option.
- I:** To what extent do teachers use the specified OBE methods of teaching?
- R:** Here at school teachers are all using the same methods, dividing all their learners in groups and even the teaching arrangements in all the classes is in groups.

- I:** Would you say teachers encounter any problems in their implementation of the C2005? Elaborate.
- R:** Yes they do. The curriculum is very difficult and they do not understand what is required of them. We too as members of the SMT do not understand.
- I:** Are there enough resources for the implementation of C2005 in your school?  
(If yes, how do teachers use them, if not what plans do you have for changing the situation?)
- R:** We do not have resources but we try to improvise as teachers in our school. Some of the books are not relevant to the revised curriculum as a result we still use the books that we used before the revision, more information is from those books that were used before.
- I:** Do schools in your circuit operate under similar conditions? Elaborate.
- R:** Well in my school we do not have enough class rooms, have no electricity whereas others do and we cannot have some of the things such schools have.
- I:** What support do you give to teachers as they implement C2005 and in order to improve their practice?
- R:** In the district we are free to discuss whatever problems we have with the subject advisors who are district based. We are trying to support teachers with their problems.
- I:** What kind of support does your school get from the district and the Eastern Cape Department of Education (ECDoE)?
- R:** Learners Support Material such as books.
- I:** What challenges do you experience in the whole process of curriculum implementation?
- R:** The involvement of the SGB in curriculum implementation. This is a serious problem because SGB members of my school are illiterate.
- I:** Did you ever share your success with any other educator in another school?
- R:** During workshops we were given opportunities to share successes, failures and experiences. We also share ideas during preparation as teachers.

## ***INTERVIEW B***

- I:** How was teaching conducted in your school before the introduction of C2005?
- R:** Teachers used to prepare their lessons and teach all the material to the learners.



- I:** In your practice, what is different in what you are doing now & what you did in the past?
- R:** In C2005 there is learner involvement to a large extent where in the traditional curriculum *learners were not actively involved*.
- I:** What is the difference between C2005 and the curriculum that was offered before the inception of C2005?
- R:** Curriculum 2005 is learner-centred, in the past we used to spoon feed the learners and today there is a difference, even the sitting arrangement is not the same.
- I:** How relevant were the training sessions you attended before the implementation Of C2005?
- R:** There were workshops that were held at at teachers' training centre and conducted by the subject advisors. The facilitators understood the curriculum but it was difficult to come from the workshops and straight to the classrooms. When workshops were conducted for us as teachers we understood but when we went back it became problematic. On the whole I feel empowered after the workshops because now I am teaching Learning Areas that I never did before at a college but can now teach them.  
Weakness of the training is that most of the things we had to do them ourselves and yet we did not know anything.
- I:** What can you say about the appropriateness of the methods that are used in class?
- R:** Comfortable with the methods. Seating arrangement in groups is advantageous and affects the learners in that the one who understands better than others does the work for all and if he/she is wrong the whole group will be wrong. But we are implementing the curriculum and using the method because we have no other option.
- I:** To what extent do teachers use the specified OBE methods of teaching?
- R:** Here at school teachers are all using the same methods, dividing all their learners in groups and even the teaching arrangements in all the classes is in groups.
- I:** Would you say teachers encounter any problems in their implementation of the C2005? Elaborate.
- R:** Yes they do. The curriculum is very difficult and they do not understand what is required of them. We too as members of the SMT do not understand.
- I:** Are there enough resources for the implementation of C2005 in your school?  
(If yes, how do teachers use them, if not what plans do you have for changing the situation?)
- R:** We do not have resources but we try to improvise as teachers in our school. Some of the books are not relevant to the revised curriculum as

a result we still use the books that we used before the revision, more information is from those books that were used before.

**I:** Do schools in your circuit operate under similar conditions? Elaborate.

**R:** Well in my school we do not have enough class rooms, have no electricity whereas others do and we cannot have some of the things such schools have.

**I:** What support do you give to teachers as they implement C2005 and in order to improve their practice?

**R:** In the district we are free to discuss whatever problems we have with the subject advisors who are district based. We are trying to support teachers with their problems.

**I:** What kind of support does your school get from the district and the Eastern Cape Department of Education (ECDoE)?

**R:** Learners Support Material such as books.

**I:** What challenges do you experience in the whole process of curriculum implementation?

**R:** The involvement of the SGB in curriculum implementation. This is a serious problem because SGB members of my school are illiterate.

**I:** Did you ever share your success with any other educator in another school?

**R:** During workshops we were given opportunities to share successes, failures and experiences. We also share ideas during preparation as teachers.

### ***INTERVIEW C***

**I:** How was teaching conducted in your school before the introduction of C2005?

**R:** In my school, teaching was teacher-centred and learners had no say at all.

**I:** In your practice, what is different in what you are doing now& what you did in the past?

**R:** We used to spoon feed the learners and today they have to achieve the stated outcomes.

**I:** What is the difference between C2005 and the curriculum that was offered before the inception of C2005?

**R:** Curriculum 2005 is based on outcomes but in the olden days it was teacher centered. It uses assessment where as the traditional one was based on the end of term examination.

- I:** How relevant were the training sessions you attended before the implementation Of C2005?
- R:** The training was more theory than practical. As a result of this, it was difficult implement the curriculum because we did not get much from the training sessions.
- I:** What can you say about the appropriateness of the methods that are used in class by teachers?
- R:** The methods are good because learners are made to participate in all class activities and they work in groups.
- I:** To what extent do teachers use the specified OBE methods of teaching?
- R:** I believe all teachers in my school are using the group work.
- I:** Would you say teachers encounter any problems in their implementation of C2005? Elaborate.
- R:** Teachers find it difficult to implement C2005. They do not understand what is expected of them and also not assisted because we also have problems as members of the SMT.
- I:** Are there enough resources for the implementation of C2005 in your school?  
(If yes, how do teachers use them, if not what plans do you have for changing the situation?)
- R:** My school does not have resources at all. In the rural areas we do not even have access to the news papers and cannot work well.
- I:** Do schools in your circuit operate under similar conditions?
- R:** Although we are in the same circuit our schools are not the same. My school does not have classrooms and cannot be compared with some schools in this same circuit.
- I:** What support do you give to teachers as they implement C2005 and in order to improve their practice?
- R:** I try my best but this is difficult because I did not attend all the training sessions that teachers did.
- I:** What kind of support does your school get from the district and the Eastern Cape Department of Education (ECDoE)?
- R:** Resources.
- I:** What challenges do you experience in the whole process of curriculum? implementation?
- R:** Teachers complain of a lot of paper work. Secondly, as SMT members we are not always involved in training sessions. It is always assumed that we know everything and that is not the case.

- I:** Did you ever share your success with any other educator in another school?
- R:** We come together and share experiences and problems if there are any and further assist each other with such problems.

### ***INTERVIEW D***

- I:** How was teaching conducted in your school before the introduction of C2005?
- R:** Teachers used to work as individuals and working hard to finish the syllabus and now things are different as teachers can work as teams.
- I:** In your practice, what is different in what you are doing now& what you did in the past?
- R:** I am teaching OBE so that learners can achieve outcomes whereas in the past I taught for the tests and examinations. What I am doing now is learner centered with continuous assessment and the learners are active learners. What I did in the past was teacher centered, based on examinations and the learners were learners.
- I:** What is the difference between C2005 and the curriculum that was offered before the inception of C2005?
- R:** C2005 is child centered but the old was teacher centered. It is a South Africa model of OBE.
- I:** How relevant were the training sessions you attended before the implementation Of C2005?
- R:** I attended few training sessions. In most cases we as members of the SMT were not part of the workshops. The few I attended were not effective because the trainers were not clear.
- I:** What can you say about the appropriateness of the methods that are used in class by teachers?
- R:** I am not sure whether methods are appropriate. My observation is that there is more emphasis on using only the group method.
- I:** To what extent do teachers use the specified OBE methods of teaching?
- R:** I visit teachers in their classrooms and see that they use the group method effectively.
- I:** Are there enough resources for the implementation of C2005 in your school?  
(If yes, how do teachers use them, if not what plans do you have for changing the situation?)
- R:** My school provides teachers with some resources like photocopying facilities and worksheets.
- I:** Do schools in your circuit operate under similar conditions?
- R:** In my circuit we are fortunate because our schools have similar facilities.

- I:** What support do you give to teachers as they implement C2005 and in order to improve their practice?
- R:** It is very difficult to give teachers support for implementation because we are also not clear of what has to be done. We are all in the dark.
- I:** What kind of support does your school get from the district and the Eastern Cape Department of Education (ECDoE)?
- R:** Pamphlets policy document learning area support material
- I:** What challenges do you experience in the whole process of curriculum? implementation?
- R:** A lot of challenges. No resources. Books not relevant and are not meant for all the contexts.
- I:** Did you ever share your success with any other educator in another school?
- R:** Yes, sharing of ideas during preparation.

## ***INTERVIEW E***

- I:** How was teaching conducted in your school before the introduction of C2005?
- R:** It was teacher centred with no individual attention.
- I:** In your practice, what is different in what you are doing now& what you did in the past?
- R:** In OBE there is a new arrangement of classes eg. group work while in the old the teacher used to stand in front and did all the talking.
- I:** What is the difference between C2005 and the curriculum that was offered before the inception of C2005?
- R:** C2005 gives the learner opportunities to share ideas in the OBE approach. Before the teacher was presenting a lesson without considering learners activities.
- I:** How relevant were the training sessions you attended before the implementation Of C2005?
- R:** For a long time members of the SMT were not attending any workshops. I attended some because I was also teaching in the Foundation phase. What I noticed was that the trainers were incompetent and did not know what they were supposed to do in those sessions.
- I:** What can you say about the appropriateness of the methods that are used in class by teachers?
- R:** In so far as group work is concerned it is very appropriate but I am not sure if there are any other methods teachers are expected to use.

- I:** To what extent do teachers use the specified OBE methods of teaching?
- R:** All teachers use group work satisfactorily.
- I:** Would you say teachers encounter any problems in their implementation of the C2005? Elaborate.
- R:** Teachers complain that there is lot of work and that they are not fully supported by the Department of Education.
- I:** Are there enough resources for the implementation of C2005 in your school?  
(If yes, how do teachers use them, if not what plans do you have for changing the situation?)
- R:** My school does not have enough resources. Parents cannot afford to provide their children with what teachers need, eg, cannot afford to buy even the scissors and glue that are necessary for everyday use.
- I:** Do schools in your circuit operate under similar conditions?
- R:** There is no way that schools can operate under similar conditions because they differ in many respects. The number of classes and also the communities within which schools operate are not the same.
- I:** What support do you give to teachers as they implement C2005 and in order to improve their practice?
- R:** I listen to their problems and help them where I can but in many cases I am helpless because I am not better off than them. They attended more training sessions and are better equipped than me.
- I:** What kind of support does your school get from the district and the Eastern Cape Department of Education (ECDoE)?
- R:** To be equipped with resources
- I:** What challenges do you experience in the whole process of curriculum implementation?
- R:** Being unable to assist teachers when they need my help is the serious challenge. Also, that we do not have the necessary resources makes my life very difficult.
- I:** Did you ever share your success with any other educator in another school?
- R:** Yes, we have clusters and we share ideas in solving problems.