HOW EDUCATORS IMPLEMENT CURRICULUM CHANGES

by

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DECLARATION

I, Moyahabo Rodgers Molapo (Student No. 27587739) hereby declare that this full dissertation for the degree Magister of Education at the University of Pretoria entitled: **How educators implement curriculum changes** is my own work in design and execution, that it has not been submitted by me for degree purposes to this or any other university and that all sources used or quoted have been indicated and acknowledged by means of references.

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DEDICATION

This work is dedicated to my late father, Eric, who was always proud of me. May his soul rest in peace.

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ACRONYMS

CASS   Continuous Assessment

CAPS   Curriculum and Assessment Policy Statement

C2005   Curriculum 2005

CDP   Continuing Professional Development

DBE   Department of Basic Education

DoE   Department of Education

ELRC   Education Labour Relations Council

ESIP   Education Strategic Investment Plan

FAL   First Additional Language

FET   Further Education and Training

HOD   Head of Department

ICT   Information and Communication Technology

INSET   in-service training

JCPE   Junior Cycle Physical Education

LSEN   Learners with Special Education Needs

LTSM   Learner Teacher Support Material

MoE   Minister of Education

NGOs   Non-Governmental Organizations

NQF   National Qualifications Framework

NCS   National Curriculum Statement

OBE   Outcomes-Based Education

OECD   Organization for Economic Cooperation and Development

RNCS   Revised National Curriculum Statement

SADTU   South African Democratic Teachers Union

SACMEQ   Southern and Eastern African Consortium for Monitoring Educational Quality

SMT   School Management Team

SSS   Senior Secondary Schools

WMCS   Wits Maths Connect Secondary

ABSTRACT

This qualitative, exploratory study aims to understand how grade three educators in Limpopo, South Africa, approach the curriculum implementation. The study recognizes the National Curriculum Statements (NCS) as the core curriculum guideline for basic education in South Africa and that the Curriculum and Assessment Policy (CAPS) offers practical implementation guidelines and directives to the NCS.

Triangulated data collection techniques, involving interviews, classroom observations and document analysis, were employed to gather information. In an effort to understand the daily realities educators experience in their implementation of curriculum changes, Rogan and Grayson's (2003) theory of curriculum implementation was applied to nine case studies. The Atlas.ti software package was used to analyse data.

The analysis of data revealed that inconsistencies existed between the 'optimistic' view of the Department of Education to improve curriculum implementation despite continuously changing the curriculum, and the 'pessimistic' scenario where educators consistently speak of obstacles to curriculum implementation. The main findings of the study show that CAPS implementation is hampered by inadequate training of teachers, poor understanding of curriculum reforms, poor involvement of educators in the curriculum development processes, poor resources and work overload. The study argues for the necessity to stabilize curriculum changes given the associated implementation challenges of policy overload within the South African education system. The study further shows that in the highly politicized education context of South Africa, curriculum implementation takes a back seat to institutional political machinations.

KEYWORDS: CAPS, Curriculum, Curriculum change, Curriculum implementation, Curriculum implementation theory, Implementation, Challenges.

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CHAPTER 1

Setting the curriculum scene

1.1 HISTORICAL OVERVIEW OF CURRICULUM CHANGE

Educational change has been a topical point of discussion for many years, not only in South Africa, but also worldwide (Yin, Lee & Wang, 2014; Hongbiao, 2013; Du Plessis, 2013; Flores, 2005; Rogan & Aldous, 2005). In his article, *Large-scale reform comes of age;* Fullan (2009) points to extensive education change that focused on curriculum reforms in Finland, Singapore, Alberta, Canada, Hong Kong and South Korea during the period 2003-2009. In South Africa, the period after 1994 was followed by a process of transformation in all sectors of society, and education was no exception. Several curriculum revisions were introduced as a shift away from the varied curricula that entrenched the values of apartheid towards a single curriculum that would resonate better with democracy.

Since the advent of democracy in 1994, the South African school curriculum has been characterized by radical changes. This has resulted in high levels of confusion among educators around what they are expected to teach (Department of Education (DoE), 2009). To be specific, nineteen years into our democracy, the Ministry of Education had introduced three national curriculum revisions intended for schools, namely Curriculum 2005 (C2005), the Revised National Curriculum Statement (RNCS) and the Curriculum and Assessment Policy Statements (CAPS) as part of the National Curriculum Statement (NCS).

C2005 was formally launched in 1997 with implementation starting from 1998. It embraced OBE as a model for the new system (Jansen & Taylor, 2003). The underlying objective of C2005 was to eliminate the different curricula used within the ethnically differentiated education departments during apartheid and to replace them with a single national curriculum that upholds

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democratic values (such as equality) for all South Africans as enshrined in the Constitution of the Republic of South Africa, Act 108 of 1996 (from here onwards "the Constitution").

Two years later, in 2000, before the new curriculum had run its course (through 2005), a revised version of C2005 was announced (Jansen & Taylor, 2003). The C2005 Ministerial Review Committee proffered the following implementation challenges as reasons for the curriculum review: (1) a skewed curriculum and design; (2) complexity of language; (3) lack of alignment between curriculum and assessment policy; (4) inadequate orientation; training and development of teachers; (5) learning support materials with variable quality, often unavailable and not sufficiently used; (6) policy overload and limited transfer of learning to classrooms; (7) shortages of personnel and resources to implement and support C2005; and (8) inadequate recognition of curriculum as the core business of education departments (Chisholm, 2003:3; Chisholm, 2005a:87).

The C2005 Review Committee recommended that, first, a revised curriculum structure supported by changes in teacher orientation and training, learning support materials and the organization, resourcing and staffing of curriculum structures and functions in national and provincial departments be introduced, and second, that special attention should be paid to the implementation weaknesses related to adequate resourcing, manageable timeframes for implementation and regular monitoring and review in order to address the above challenges (Chisholm, 2005a).

In 2002, the RNCS was introduced as a 'streamlined' C2005 (Chisholm, 2005b:193), taking over from C2005. The purpose of the RNCS was to address the implementation challenges of C2005 (DoE, 2009). However, the RNCS had the same flaw as C2005 – implementation. According to the Department of Basic Education (2009), some of their personnel simply did not make the shift from C2005 to RNCS.

The continuous implementation challenges further resulted in a review of the RNCS in 2009, which produced the NCS. CAPS forms part of the NCS and is currently in its second year of across-the-board implementation following an implementation plan that started with Grades R-3 (the Foundation Phase) and Grade 10 (Further Education and Training - FET) in 2012, Grades 4-6 (the Intermediate Phase) and Grade 11 (FET) in 2013; and Grades 7, 8, 9 (for Senior Phase)

and grade 12 (DBE, 2011a) in 2014. The recent introduction of CAPS in South Africa is a government reaction to address the confusion caused by the implementation of previous curriculum documents (Nakedi, Taylor, Mundalamo, Rollnick & Mokeleche, 2012).

Given the frequent and often extensive curriculum changes over a short period of time (19 years), it is to be expected that educators would be frustrated with what may appear to be unstable curriculum implementation imperatives. This study focuses only on educator responses to the implementation of CAPS in selected Limpopo primary schools. It does not aim to evaluate or analyze CAPS.

1.2 HISTORICAL OVERVIEW OF THE SOUTH AFRICAN BASIC EDUCATION SYSTEM

During the period 1948-1994, the Republic of South Africa was governed by a regime that implemented the policy of apartheid. Apartheid refers to a policy of separate development for different racial or ethnic groups. Schooling in South Africa was segregated, with 19 separate departments of education for the different racial and ethnic groups. The education system advantaged the whites, who received higher quality education with better quality resources at the expense of blacks, who were subjected to a dehumanising, colonising and inferior education system (Moloi, 2013).

The 1994 democratic elections brought about the demise of apartheid and thus opened a new educational dispensation in South Africa. A complete change in education policies was needed to be consistent with the democratic values of the new Constitution (Rogan & Aldous, 2005). The main aim was to remove the racially offensive and outdated content of the old apartheid curricula and to lay the foundation for a single national core syllabus (Mnguni, 2013, Jansen, 1999). The table below offers a summary of the history of curriculum change implementation in South African classrooms before and after the April 1994 democratic elections.

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Table 1.1 Comparison of the core features of the Apartheid and post-Apartheid curriculums

Curriculum implementation before 1994 (Apartheid)	Curriculum implementation after 1994 (post – Apartheid)
Passive learners	Active learners
Exam driven curriculum	Ongoing assessment of learners
Rote learning	Critical thinking, reasoning, reflection and action
Syllabus is content-based and broken down into subjects	An integration of knowledge, learning is relevant and connected to real-life situations
Textbook bound, learning is educator-centred	Learner-centred, educator becomes the facilitator of learning
Syllabus is rigid and non-negotiable	Learning programmes are guidelines to allow educators to be innovative and creative in designing programmes
Emphasis is on what educator hopes to achieve	Emphasis is on outcomes (what learners become and understand)
Content placed into rigid time frames	Flexible time frames allow learners to work at their own pace
Curriculum development process is not open to public comment	Comments and input from the wider community are encouraged

Even though the curriculum after 1994 was well-designed and the aims were laudable, policy makers often neglected to consider how such curricula would be implemented in schools (Rogan & Aldous, 2005). Curriculum implementation in South Africa was therefore beset with problems that have negatively affected the realization of a new education system based on equality and democracy (Monyane & Selesho, 2012). The implementation problems led to even more drastic curriculum revisions. The following table tracks curriculum change in South Africa after 1994.

Table 1.2 The history of curriculum change in South Africa after 1994

Implementation year	Name of Curriculum	Year revised/reviewed	Reason(s) for curriculum change
1998	C2005 (OBE)	2000	Confusing curriculum implementation with poor structure and design, language complexity, poor curriculum alignment, inadequate teacher training and development, and insufficient Learner Teacher Support Material (LTSM) The curriculum had to be streamlined
2002	RNCS	2009	Continuous implementation challenges of the curriculum. The curriculum had to be aligned
2012	NCS	Ongoing	Still the country's national curriculum
2012	CAPS	Ongoing	Strengthening the assessment component of the NCS

1.3 PROBLEM STATEMENT

When C2005 was initially introduced as a new curriculum in the democratic South Africa, people welcomed it with high expectations (DoE, 2009), but its implementation was littered with

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unexpected problems. As illustrated in table 1.2, C2005 was reviewed in 2000, making way for the new RNCS that was introduced to simplify the implementation challenges of C2005 (DoE, 2009). Similarly, the RNCS faced on-going implementation challenges and was replaced by the NCS which was followed by CAPS aimed at consolidating the assessment component of the NCS. The Ministerial Review Committees of 2000 and 2009 made several recommendations to improve the implementation challenges of C2005 and RNCS respectively (DoE, 2009; Chisholm, 2005a). However, the implementation of educational change has failed repeatedly (Guthrie, 2012; Swanepoel & Booyse, 2006).

Literature on curriculum implementation accentuates the central role that teachers play in how a curriculum is realized in practice (Hongbiao, 2013; Maphosa & Mutopa, 2012; Kriek & Basson, 2008; Kelly, 2004; Smith & Desimone, 2003). According to the Department of Education (2009) and Maphosa and Mutopa (2012), any curriculum implementation relies entirely on the educators who implement it, even though the decision to implement the curriculum or not is dependent upon the individual educator (Cheung & Wong, 2012). Furthermore, Skosana and Monyai (2013) argue that educators should be catalytic agents in steering the implementation of the curriculum.

However, the 'optimistic' view of the Department of Education of curriculum change is a far cry from the 'pessimistic' experience after implementation. The Department of Education has historically aimed to improve the quality of education by changing the curriculum. However, the unintended outcome was poor implementation of curriculum changes that lead to poorer educational quality. Fullan (2001) identifies three sequential phases for effective curriculum development, namely initiation, implementation and adoption. He further asserts that after initiation of a new curriculum, policy makers quickly rush to its adoption without emphasis on how the innovation is going to be implemented. This ignorance during the implementation phase creates even more of a gap in the successful implementation of new innovations.

Given the pivotal role that educators play in ensuring curriculum delivery, those charged with leading the implementation at school level, in other words the educators themselves, have been faced with many dilemmas, conflicts and tensions regarding the implementation of curriculum changes (Yin, Lee & Wang, 2014; Flores, 2004). Park and Sung (2013) posit that educators do

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not feel well-equipped to implement the new curriculum. If educators feel that they are not well-equipped to innovate, their approach to implementing a new curriculum is fraught perpetual problems. This continuous implementation problem prompted me to conduct this study to understand how educators approach the implementation of a new curriculum.

1.4 RATIONALE FOR THE STUDY

Educators are charged with the responsibility of implementing curricula at schools (Rogan & Grayson, 2003). As chairperson of the English Cluster Committee for the primary schools in our circuit, I realized that the implementation of curriculum change poses a great challenge for educators. Our open discussion sessions about the curriculum challenges we experience when teaching reveal that most educators still encounter problems with developing lesson plans, interpreting policy documents and assessing learners according to the assessment guidelines. Carl (2005) and Wang and Lam (2009) note that educators encounter many difficulties in the process of implementing the new curriculum. Anecdotal evidence shows that the Department of Education offered "advocacy training" and workshops to educators prior to the implementation of a new curriculum. However, these workshops that are offered in an attempt to alleviate the curriculum implementation problems still fall short of addressing the reality of the classroom situations educators face when implementing curriculum change in schools (Selesho & Monyane, 2012).

1.5 RESEARCH QUESTIONS

The study was guided by the following research questions:

1.5.1 Main question

How do educators in Limpopo primary schools implement curriculum changes?

1.5.2 Sub-questions

(i)   What practices do educators use to implement CAPS?

(ii)   How are educators prepared for CAPS implementation?

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(iii)   What challenges do educators experience when implementing CAPS?

1.6 PURPOSE OF THE STUDY

The purpose of this qualitative study is to explore how educators in the primary schools in Limpopo implement the new CAPS curriculum. The study focuses on the responses of educators in the foundation phase, specifically Grade three educators, as this is their second year of CAPS implementation since its inception in 2012. The research targeted educators who have been teaching for the past 15 years or more as they had experienced the implementation of C2005, RNCS and now CAPS.

1.7 SIGNIFICANCE OF THE STUDY

The findings of this research study may benefit the Department of Education as the opinions and experiences of educators when implementing curriculum changes at schools provides some insight into the relevant problems. The study creates the possibility of providing the Department of Education with feedback on the challenges encountered by educators at grassroots level and the progress made regarding the implementation of curriculum changes in schools. Schools may benefit from the study because it gives them the opportunity to understand what assistance educators need to develop and to feel supported during the implementation of curriculum changes. The findings of the study may encourage the research participants to work together to develop a curriculum implementation plan that is viable within their own school context. Since CAPS is a new curriculum, not many studies have examined its implementation. As such the hope is that this study may enrich the available body of literature with its findings and recommendations for all interested stakeholders, including researchers, policy makers and immediate change implementers at the school level.

1.8 DEMARCATION OF THE STUDY

The study focused on three primary schools and nine educators within the Sekgosese-East Circuit in Limpopo. Only primary schools were involved in the study although many curriculum change studies focus on secondary schools, both internationally (Yin, Lee & Wang, 2014; Park & Sung, 2013; Zhu, Ennis & Chen, 2011; Wang, 2010) and locally (Mnguni, 2013; Nakedi et al. 2012; Kriek & Basson, 2008; Rogan & Grayson, 2003). The study focused on the responses of

post level one educators only and excluded other senior educators because of the significant role post level one educators play as curriculum implementers.

1.9 THEORETICAL FRAMEWORK

Rogan and Grayson's (2003) theory of curriculum implementation was used to guide the study. This curriculum implementation theory has three constructs, namely the 'profile of implementation'; 'capacity to support innovation'; and 'support from outside agencies'. Rogan and Grayson (2003) devised this theory for developing countries. In South Africa, the theory has been used to determine the extent to which the C2005 Physical Science curriculum could be successfully implemented (Rogan & Grayson, 2003). Rogan and Grayson (2003) claim that implementation is often neglected as the emphasis falls on the adoption of the changes. It was with this neglect of implementation challenges in mind that these authors proposed a theory on curriculum implementation (Rogan & Aldous, 2005). The proponents of the theory detail the constructs underpinning this theory as follows:

1.9.1 Profile of implementation

The construct 'profile of implementation' refers to what transpires in the classroom. It is based on the assumption that there are as many ways of implementing a curriculum as there are educators teaching it. The profile of implementation offers numerous alternatives that curriculum planners at school level can follow to determine where they are, to discover their strengths and to make progress by building from these strengths. In this way they have the choice to select a route to follow in working towards meaningful implementation of the new curriculum within the context and capacity of their schools. Therefore, the implementation of the new curriculum becomes a long-term, on-going process where teachers determine the beginning of the implementation and the pace at which they are prepared to go (Rogan & Grayson, 2003). This theory supports developmental planning in the sense that it allows different members of the school community to take part in drawing up a plan to implement change in a manner that is suitable and practicable within the context and culture of that particular school (Hargreaves & Hopkins, 1991).

1.9.2 Capacity to support innovation

Rogan and Grayson (2003:1186) explain the construct 'capacity to support innovation' as an attempt to understand the aspects that either support or hamper the implementation of new ideas and practices in a school setting. This construct assumes that the extent to which schools are capable of implementing a particular innovation will never be the same.

The capacity to support innovation construct is further divided into four sub-constructs: physical resources, teacher factors, learner factors and the school ethos, ecology and management. Physical resources refer to such assets as basic buildings (classrooms, offices, toilets, laboratories), textbooks, etc. Teacher factors include teacher qualifications, their background, training and level of confidence, and their commitment to teaching. Learner factors include a supportive home environment and learners' proficiency in the language of instruction, while the school ecology and management pertains to the commitment by everybody to make the school work and the strong leadership role of the principal. For the purpose of this study, I deliberately excluded the management part of the sub-construct ecology and management and focused only on the ecology because the focus of the study is on educators and not managers. Furthermore, the study does not focus on learners either, but the school ethos is relevant to this study.

These four factors present a clear picture of the school's capacity to innovate (Rogan & Grayson, 2003). For the purpose of this study, innovation refers to the implementation of curriculum change, with specific reference to the implementation of the new CAPS.

1.9.3 Support from outside agencies

In this study, outside agencies are defined as organizations outside the school that work together with the school to support innovation such as government departments, donors, Non-Governmental Organizations (NGOs) and teacher unions. According to Rogan and Grayson (2003:1192), "the focus of this construct is on the design of the support rather than the effect". It deals with the levels of support and pressure various organizations exert on the school to facilitate change. The type of support given may either be material or non-material. Material support includes physical resources, whereas non-material support is usually provided in the form of the professional development of educators (Rogan & Grayson, 2003).

Professional development of educators is further divided into two sub-themes. The first is in-service training (INSET) with its emphasis on the implementation of change rather than just providing information and a greater sense of teacher ownership of the process. The second sub-theme has to do with the extent and duration of the support.

The curriculum implementation theory is relevant to this study because the three major constructs of the theory can direct the identification of the relevant data. In other words, the data are organized using the three constructs to highlight evidence that concerns only implementation profiles of schools, their capacities to support innovation, and the support they receive or should receive from external agencies as discussed below.

The profile of implementation construct revealed the strong points of each school regarding the implementation of the new curriculum. It enables the researcher to determine if schools use their strengths as a foundation on which curriculum implementation is built. This facilitated an evaluation of whether schools have the capacity to develop their own curriculum implementation plans that are relevant to their local contexts and culture. The construct also assisted the researcher to determine the kind of support educators receive in implementing curriculum changes, for example whether once-off or continuous support is given to educators during the implementation process.

The capacity to support innovation construct was used to determine whether schools have the necessary resources to support or have obstacles to hinder curriculum change implementation. These include resources such as CAPS policy documents, CAPS textbooks, and classrooms, to mention but a few, while their insufficiency thereof become obstacles to implementation. The construct helped the researcher ascertain if educators have the required qualifications to teach the new curriculum and whether they have received proper training in CAPS implementation. The construct was also used to determine if educators are committed to teaching and whether they implement CAPS with confidence.

The support from outside agencies construct helped determine whether schools are supported by outside agencies such as the circuit, district, province, NGOs and teacher unions in implementing CAPS. The role played by the district in particular was carefully considered as it is the authority best placed to render external support to educators in the implementation of curriculum changes.

The construct also examined whether INSET is offered to educators to enhance implementation. In the last instance, the construct helped the researcher identify the duration of the support given to educators during curriculum innovation.

The diagram below is an illustration of the theory of curriculum implementation according to Rogan and Grayson (2003).
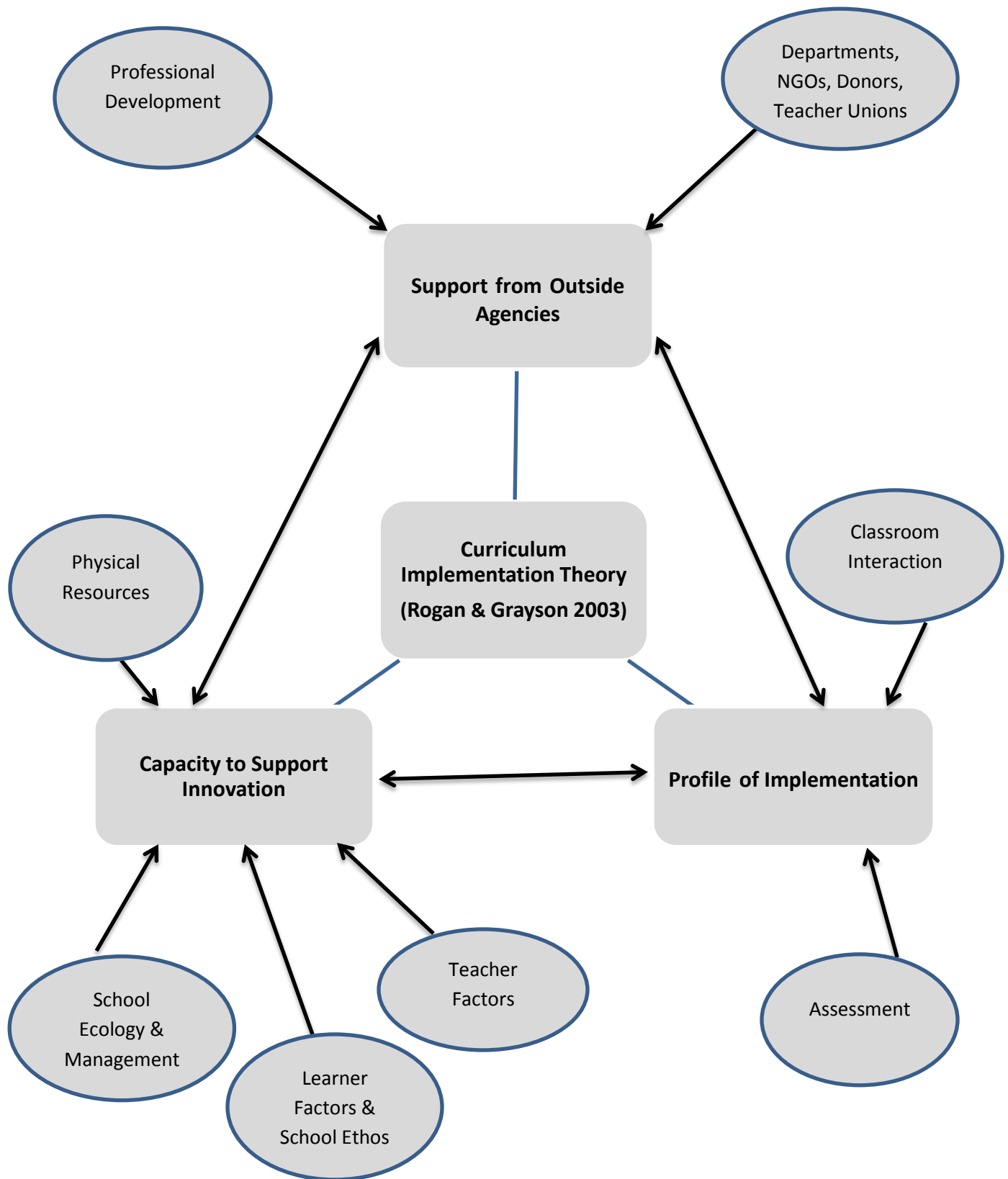
Figure 1.1 Rogan and Grayson's (2003) theory of curriculum implementation

1.10 STRUCTURE OF THE STUDY

Chapter 1

Chapter 1 serves as the orientation to the study. It sets the background and provides the context of this study. It includes the theoretical framework underpinning the study and outlines the research problem, research questions, the purpose and significance.

Chapter 2

Chapter 2 presents a literature review of the available literature on the implementation of curriculum changes from both an international and South African perspective.

Chapter 3

Chapter 3 discusses the research design, methodology, data collection and the procedure followed in organising and analysing data.

Chapter 4

Chapter 4 offers an analysis of the data obtained from the interviews, classroom observations and documents in order to respond the first research question: *What practices do educators use to implement CAPS?*

Chapter 5

Chapter 5 offers an analysis of the data obtained from the interviews, classroom observations and documents in order to respond the second research question: *How are educators prepared for CAPS implementation?*

Chapter 6

Chapter 6 offers an analysis of the data obtained from the interviews, classroom observations and documents in order to respond the third research question: *What challenges do educators experience when implementing CAPS?*

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Chapter 7

Chapter 7 deals with politicizing implementation as a contextual factor that has a profound influence on the implementation of curriculum changes.

1.11 SUMMARY

Chapter 1 focused on the background to and significance of the study. The problem statement was formulated from the point of view of someone who works with educators while they are implementing the new CAPS in schools. The research questions are stated and the theoretical framework underpinning this study described.

Chapter 2 presents a review of the current literature on implementation of curriculum changes from both an international and South African perspective. The literature studied focuses on the views and experiences of educators when implementing curriculum changes in schools.

CHAPTER 2

Gathering the firewood

2.1 INTRODUCTION

This literature review focuses specifically on the major challenges that educators face during curriculum change implementation as discussed in international and national sources. The literature review includes journals, books, research papers and reports, theses, government publications, newspapers and official documents. The literature studied is divided into common themes that emerge in the curriculum change implementation field. These themes together form the basis for a theory of curriculum implementation.

The themes are discussed under two categories, namely: curriculum change implementation in the international context and curriculum change implementation within the South African context. It is recognized that the themes interweave with the major constructs of the theory underpinning this study. On the one hand, this study groups and discusses the themes under the three theory constructs outlined in the theoretical framework as a way of offering insight into the implementation of curriculum change in international context. On the other, it focuses the discussion of the themes under the three curriculum revisions, namely C2005, RNCS and CAPS within the South African context. The literature review concludes with a summary and evaluation of the major challenges experienced in curriculum change implementation. The common themes are:

o   Lack of resources (human, physical and financial)

o   Inadequate training of educators

o   Inadequate involvement of educators in the curriculum development process (top-down

        approach)

o   Lack of professional development for educators

o   Poor understanding of reforms, and

o   Timeframes and teachers' workload

In an effort to build conceptual consistency, the three constructs identified in the theoretical framework, namely; (1) Profile of Implementation, (2) Capacity to Support Innovation, and (3) Support from Outside Agencies, are used to group the above themes. However, the themes and theory constructs overlap due to their interwoven nature.

The relevant concepts underpinning the context of this study are defined below. The concepts are curriculum, curriculum change, curriculum implementation and educators.

2.2 DEFINITION OF CONCEPTS CURRICULUM, CURRICULUM CHANGE, CURRICULUM IMPLEMENTATION AND EDUCATORS IN CONTEXT

2.2.1 Curriculum

The concept curriculum has different meanings and definitions depending on different philosophical viewpoints (Goodlad, Klein & Tye, 1979). Curriculum is defined as a plan or programme of the total experiences that the learner has as part of the responsibility of a school (Tanner & Tanner, 1995:158; Gatawa, 1990:8). For other authors like Beach and Reinhatz (1989:97), a curriculum outlines a "prescribed series of courses to take," while Cornbleth (1990:5) extends the definition to include all other crucial aspects of curriculum when he maintains that curriculum refers to 'an ongoing social process comprised of the interactions of students, teachers, knowledge and milieu'. For the purpose of this study, Cornbleth's definition of curriculum is of crucial significance.

2.2.2 Curriculum change

Marsh (1999:130) regards "curriculum change" as a broad concept, often used interchangeably with curriculum reform to include a whole family of concepts such as innovation, development, and adoption. These changes can either be planned or unplanned. In the context of this study the change is planned.

2.2.3 Curriculum implementation

Curriculum implementation refers to the process of putting a curriculum into operation (Uiseb, 2007:74). Fullan and Pomfret (1977:336) share the same sentiment and augment that the actual use of an innovation should consider what the innovation consists of in practice. Faubert (2012) and Fullan (2001) further maintain that implementation occurs at schools and classroom level, which are the learning sites where educators operate. They are the ultimate implementers of all curriculum reforms (Hongbiao, 2013:351; Maphosa & Mutopa, 2012:99).

According to the University of Zimbabwe (1995:9), "curriculum implementation involves the way in which educators select and mix the different aspects of knowledge contained in a curriculum document or syllabus. Implementation occurs when the educator-constructed syllabus, the educator's personality, the teaching resources and the teaching atmosphere interrelate with the learners. Curriculum implementation is therefore how the planned or officially designed course of study is translated by the educator into syllabuses, schemes work and lessons to be taught to the students".

2.2.4 Educators

For the purpose of this study, educators refer to post level one teachers. The two concepts educators and teachers are used interchangeably. This description teachers/educators will be used in this study.

According to the Employment of Educators Act (Act 76 of 1998) an educator means

> …any person, who teaches, educates or trains other persons or who provides professional educational services including professional therapy and education psychological services, at any public school, further education and training institution, departmental office or adult basic education centre and who is appointed in a post on any educator establishment under this Act.

2.3 IMPLEMENTATION OF CURRICULUM CHANGES IN INTERNATIONAL CONTEXT

2.3.1 Profile of implementation

This construct includes the theme "**poor involvement of educators in the curriculum development process (top-down approach)**."

Beswick (2009) posits that a "top-down" approach has been used for most curricula innovations in Africa and other parts of the world through coercive power or unilateral administrative decisions. According to Ng (2009), a study conducted in Hong Kong schools revealed that top-down initiation of the curriculum development and lack of enthusiasm were among **some of the** reasons why educators could not implement changes. The revised Junior Cycle Physical Education (JCPE) that was introduced by Ireland in the year 2003 also used a top-down approach where principals and educators were not consulted in the curriculum development processes, but were only involved in the implementation of the reform. Similarly, the clash between the top-down initiation of the reforms and the lack of support and collaboration hindered implementation of reforms in China (Tong, 2010). In many countries, including South Africa, a top-down approach has been adopted because 'experts' believe that they have the technical knowledge to devise, develop and implement relevant and objective curricula (Senge, 1990).

If educators are rarely involved in curriculum development they resist and fail to commit to the implementation of curriculum reforms (Oloruntegbe, 2011). Troudi and Alwan (2010) recommend that educators should have a say in curriculum change by involving them in curriculum development processes in order to avoid the psychological effects of top-down curriculum development that leave them marginalized and powerless. This links well with the observation made by Sarason (1982) that a sure way to ensure that an innovation is implementable in the classroom is to involve teachers in its planning. Without denying the need to inform and train educators for curriculum change, Flores (2004) highlights the importance of involving educators in the curriculum change process in which they play a crucial role as curriculum designers and developers, and not just 'doers' or ordinary technicians who implement curriculum instructions.

According to Park and Sung (2013), educators resent curriculum developers and claim that they are not conversant with what happens in the classroom. Consequently, educators perceive curriculum reforms as imposed mandates by those external to the classroom setting.

2.3.2 Capacity to support innovation

This construct merges the themes 'poor resources (human, physical and financial)', 'inadequate training of educators' and 'poor understanding of reforms'.

2.3.2.1 Poor resources (human, physical and financial)

Fullan (2007), a world-renowned authority on educational change, believes that curriculum implementation is a difficult process that necessitates an investigation into the contextual and cultural constraints embedded in the school. The implementation of a new curriculum places additional demands and expectations on educators and schools while the support and resources allocated to them are not sufficient for their needs (Fullan, 2007; Flores 2004). Fullan (2007) further argues that such insufficiency of resources (teachers, materials, space) limits educators' implementation of a new curriculum.

According to MacPhail (2007), the implementation of the revised physical education curriculum in Scotland failed because of a lack in the provision of the required resources such as textbooks. Thai scholars Prapaisit de Segovia and Hardison (2009) and Vietnam's Cahn and Barnard (2009) also allude to inadequate resources as a hindrance to the implementation of the new English curriculum. According to Penny, Ward, Read and Bines (2008), the government of Uganda failed to implement their new curriculum programme called Education Strategic Investment Plan (ESIP) of 1998 because they did not have adequate learning and teaching resources, with no budget to pay for it and without sufficient training of educators. In a review of the implementation of the National Curriculum Reform in China from 2001 to 2011, Hongbiao (2013:345) found among other things limited supportive resources for schools (particularly rural schools); unsatisfactory professional support for teachers; and questionable effectiveness of classroom teaching consistent with the shortfall in teachers' knowledge of some methodologies. Moreover, Schneider and Ingram (1990) point out that it is only when people know about a

policy and its expectations and are appropriately resourced that they develop the capacity to implement it.

While Guskey (1986) agrees with all the above authors, he emphasizes the need to encourage and support educators during this difficult process.

2.3.2.2 Inadequate training of educators

Flores (2004) believes that teacher training and education programmes do not respond adequately to the changing nature of teaching. Most teacher-training is offered as short-term programmes involving several hours or days of workshops with limited follow-up activities (Park & Sung, 2013). On the contrary, Cheung and Wong (2012) argue that although adequate training should be offered to educators by having them attend professional training, they feel that it is not the quantity of professional development programmes that matters, but rather the quality of such programmes in helping educators to address the challenges they come across.

According to Park and Sung (2013), if educators are asked to change the core of their practice, they should be provided with on-going in-service training to cope with the problems and difficulties encountered in the implementation process. Penuel, Gallagher and Moorthy (2011) stress that the onsite training should be provided throughout the implementation process, especially during the first stage. This can include offering teachers instruction on models of teaching. However, if such training fails to promote changes in educators' attitudes and perspectives of the new curriculum, the intended innovation cannot be achieved. Yan and He (2012) corroborate Park and Sung's (2013) argument and add that educators have to change their teaching beliefs and behaviours radically in order to meet the new curriculum demands. Onwu and Mogari (2004) found in their study that educators have to be empowered through appropriate development programmes in order to boost their self-esteem and to develop a positive effect on their views about the reforms.

2.3.2.3 Poor understanding of reforms

Fullan (2007) states that for a curriculum to make sense to educators, it should address the variety of challenges that educators face and acknowledge the everyday realities of curriculum implementation. Without this a pull-push process, with outsiders pushing and educators resisting,

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will come about. In Korea, for instance, teachers did not understand the training they received and were very frustrated about what they were required to do with the new curriculum (Park & Sung, 2013). Furthermore, Tong (2010) pinpoints teachers' lack of understanding of the reforms as among the top reasons why China failed to implement her curriculum reforms. According to Park and Sung (2013), the implementation of the new curriculum reforms are unlikely to succeed if teachers do not have a profound understanding and a clear vision of the goals behind the reforms. Cheung and Wong (2012:47-50) reveal a number of common challenges that hinder the implementation of curricular reforms, including teachers' heavy workloads, learning diversity in class, and teachers' inadequate understanding of the reform. Above all, Blignaut (2007) argues that the knowledge, beliefs, and perceptions of educators play a fundamental role in understanding the reforms.

2.3.3 Support from outside agencies

This construct integrates the themes 'lack of professional development for educators and time frames and educators' workload'.

2.3.3.1 Lack of professional development for educators

The changing nature of teaching requires that educators be professionals and proactive so that they can respond adequately to the increasing, ambiguous and complex educational settings in which they are expected to work. For instance, after curriculum change they are expected to do tasks that they have never done before like new assessment systems, the design and implementation of curricular projects at school level, etc. (Flores, 2004).

In their study of teachers' perceptions of recent curriculum reforms in Korea, Park and Sung (2013) contend that the improvement of teacher professional development is vital for effective implementation of curricular innovation. Professional development activities are often planned to initiate changes in teachers' attitudes, beliefs and perceptions with the supposition that such changes will lead to specific changes in their classroom behaviours and practices that will consequently result in better student learning. Conversely, Penuel, Fishman, Yamaguchi and Gallagher (2007) argue that such activities are commonly criticized for being too short and offering limited follow-up activities to teachers when teaching begins.

Kirkgöz (2008) emphasizes the need for ongoing teacher training and professional development opportunities, especially in the initial stages of the innovation process to encourage the implementation of curriculum change in the primary education of schools in Turkey. Fullan (2007) agrees with Kirkgöz and adds that the implementation of the new curriculum should be an ongoing process during which educators learn, unlearn and relearn the curriculum. In other words, this implies that educators must be given enough support to cope with the difficulties of implementing a new curriculum. Halbert and MacPhail (2010) also acknowledge the promotion of continuing professional development (CDP) of educators as crucial in the implementation of the reforms in Ireland.

2.3.3.2 *Timeframes and educators' workload*

Park and Sung (2013) postulate that teachers' limited understanding of the views behind the curriculum reforms can be related to their workload. In their study of the nationwide Senior Secondary Schools (SSS) curriculum reform in the four selected provinces of Guangdong, Shandong, Hainan and Ningxia in China in 2004, Lee and Yin (2011) found that the SSS curriculum reform obliged teachers to use new teaching methods in classroom teaching. This implies that teachers had to move from the comfort zone of their professional practices and embrace the uncertainties of the reform. Getting used to the new methods of teaching demanded more time to adjust, creating heavy workloads, which made the implementation of reforms too stressful and tiring for educators. Educators also found the use of new textbooks demanding, worrisome and a contributing aspect to their loss of control in teaching. In a study by Cheung and Wong (2012), it was revealed that the growing recurrent meetings and professional development training also add to the teachers' heavy workloads. According to Park and Sung (2013), teachers perceive curriculum reform as extra work and demonstrate poor motivation to implement it.

2.4 IMPLEMENTATION OF CURRICULUM CHANGES WITHIN THE SOUTH AFRICAN CONTEXT

2.4.1 CURRICULUM 2005 (C2005)

Uiseb (2007) holds the view that curriculum implementation is probably the most challenging step in the curriculum development process. C2005 was a borrowed policy from countries such

as Australia, Canada and parts of the United States of America (Blignaut & Au, 2014:395; Maodzwa-Taruvinga & Cross, 2012:128; Bantwini, 2010:84) and was warmly welcomed by the majority of South Africans (blacks in particular), with the South African Democratic Teachers Union (SADTU) advocating OBE as the philosophy of the new democratic educational discourse (Jansen, 2004). However, the first implementation attempt of the curriculum based on the National Qualifications Framework (NQF), OBE and learner-centred education, encountered much criticism and so many problems that the curriculum was considered not **implementable** (Harley & Wedekind, 2004, Jansen, 1999). In essence, C2005 turned out to be a "symbolic policy" (Jansen, 1999; Fiske & Ladd, 2004:158; Chisholm, 2005a:96), that is, it was never fully implemented, but instead, signalled a movement from apartheid to democracy. For instance, Jansen (2002:199) asked the question "What if the impressive policies designed to change apartheid education did not have "implementation" as their primary commitment?"

Fiske and Ladd (2004) maintain that the implementation of C2005 was confounded by confusion among educators and education system managers from its very beginning. There was confusion about the fundamental conceptual framework, the philosophy of the curriculum (OBE) and the content of the new curriculum (C2005) in the thoughts of educators and even in national documents. Jansen (1998) further attests that the initial implementation of C2005 had to deal with new terminology that was not accessible for educators, financial constraints that hampered in-service training initiatives and access to training materials, particularly for educators in rural areas.

Regardless of the widespread support it received and its significance as an ideal curriculum consistent with the democratic values of the new South Africa (Prew, 2013), C2005 was introduced into schools without sufficient training for educators, with inadequate learner-teacher support materials, and with no budget or overall implementation plan (Penny et al. 2008). According to Chisholm and Leyendecker (2008), the implementation of OBE was challenged by the lack of resources and capacity for its implementation, and weaknesses in the curriculum design. Khulisa Management Services (1999) submit that the entire process of the implementation of C2005 was not sufficiently resourced and supported. Elmore (2001) confirms that most implementation took place with little concern for available capacities and resources. For example, when C2005 was first introduced in 1997, the DoE underestimated the fact that the

new curriculum would need capable educators, new textbooks and more classrooms to implement it successfully. Björklund (2015) contends that even though schools with ample resources managed to cope with the changes, they were unhappy with the large amount of paperwork needed. On the other hand, schools with fewer resources experienced severe implementation problems like poor infrastructure and large classes, while also lacking teaching resources such as books, pens and pencils. Rogan and Grayson (2003) consider physical resources as a major factor that influences capacity and further maintain that poor resources can limit the performance of even the best of educators.

In his critique that held that OBE will fail, Jansen (1998) argued that the lack of aligned policies and planning will lead to non-implementation of OBE. He suggested that C2005 was not planned carefully enough, especially with regard to how the innovation would be implemented in the under-resourced classrooms. He developed the argument further in his 1999 article titled *A Very noisy OBE: The implementation of OBE in Grade 1 classrooms* by pointing to a range of challenges in OBE implementation, including poor understanding of OBE by educators, lack of materials and content specification, obscure terminology, among other things (Jansen, 1999:203). Rogan and Grayson (2003) share the same sentiment with Jansen and propose a theory of curriculum implementation that would avoid a waste of resources and demoralising experiences.

Stoffels (2008:26) states that C2005 emphasized 'outcomes' instead of input, learner-centeredness instead of teacher-centeredness, and active learning instead of passive learning, bringing new classroom practices to South African schools. Educators were expected to play the role of a facilitator and to utilize multiple teaching and assessment techniques, all the while taking learners' experiences and needs into account. The above changes challenged the already confused educators who had to implement a curriculum that they neither understood, nor had the capacity to innovate. The support provided to train educators to cope with the new curriculum requirements was heavily criticized, for example by Nykiel-Herbert (2004) and Chisholm, Lubisi, Mahomed, Malan, Mphahlele, Muller, Ndhlovu, Ngozi, Potenza, Vinjevold and Volmink (2000), who felt that trainers were not well prepared for the task at hand and/or skilled enough to assist educators with the implementation of C2005.

Unlike the curricula used during the apartheid era which were very prescriptive, content-heavy, detailed and authoritarian (Jansen, 1999), C2005 designers intentionally did not prescribe content to educators, leaving them to generate content on their own (Uiseb, 2007). In the same study, Uiseb (2007:79) further highlights the danger that if a curriculum is not content-based, educators may think that 'any content' is fine. As a result, the transformation agenda of C2005 was confusing as educators did not know what constituted the authorized content. Notably, these are the very educators who had been for many years guided by a form of teaching prescribed by the apartheid government. The innovation of C2005 found them already shaky and they needed immense support in terms of determining exactly how to teach the new content, how to assess learners regularly and how to develop learner portfolios among other things as revealed in the research by Centre for Education Policy Development (2011). Given all the challenges mentioned in the literature, one thing was for sure, C2005 implementation became a mission impossible. Jansen (1999:149) asserts that anyone trusting that an OBE innovation would be implemented as originally planned, does not have enough insight of what transpires in the average South African classroom.

It is against this background that the then Minister of Education, Professor Kader Asmal, established the Ministerial Review Committee in the year 2000 to revise the problems encountered during the implementation of C2005 (Uiseb, 2007, Department of Education, 2000). The Review Committee found that C2005 was characterized by (1) a skewed curriculum and design; (2) complexity of language; (3) lack of alignment between curriculum and assessment policy; (4) inadequate orientation, training and of teachers; (5) learning support materials with variable quality, often unavailable and not sufficiently used; (6) policy overload and limited transfer of learning into classrooms; (7) shortages of personnel and resources to implement and support C2005; and (8) inadequate recognition of curriculum as the core business of education departments (Chisholm, 2005a:87).

The Review Committee recommended radical changes (Prew, 2013:64), including that the curriculum should be strengthened by streamlining its design features, simplifying its language, aligning curriculum and assessment, and improving teacher orientation and training, learner support materials and provincial support (DBE, 2009). The team's recommendations led to the

launch of the Revised National Curriculum Statement in 2002, keeping intact the principles of OBE.

2.4.2 REVISED NATIONAL CURRICULUM STATEMENT (RNCS)

The RNCS was built on the vision and values of the Constitution and C2005 (Bantwini, 2010). The RNCS was therefore not a new curriculum, but a revision that tried to resolve the implementation challenges of C2005 (Bantwini, 2009). According to Bantwini (2010), the way that educators understand and accept a new curriculum is likely to impact on how its implementation will be carried out. The meanings that educators attach to a new curriculum are central to understanding implementation of the changes in the classrooms. Such meanings serve as the educators' guide or lens through which they perceive the curriculum change process. In the case of the RNCS, educators did not understand it and quite often did not see the difference between C2005 and the RNCS, leaving it vulnerable to similar implementation challenges as C2005 (Björklund, 2015). Therefore, the policy intention to simplify C2005 and make the Revised National Curriculum Statement easy for educators to understand and implement in their classrooms, was never achieved.

Pudi (2006) complements Bantwini (2010) and says that educators also need to understand what the curriculum entails in order to implement it. His argument is based on understanding the philosophical underpinnings of the curriculum (for example teacher roles, functions and responsibilities) and the empirical applications (including the classroom realities such as developing learning programmes, assessment and the general teaching or facilitation). This study focuses particularly on the latter.

Though the rationale behind the implementation of RNCS was to provide more clarity about C2005 to enhance implementation by educators in their classrooms, Bantwini (2009) sustains that 1) there was no plan on how it was going to be implemented, particularly in under-resourced classrooms, and 2) that educators' formulated meanings of the RNCS were not scrutinized before implementation. While Rogan (2007) shares the same sentiments and emphasizes the tendency of curriculum reforms to focus on the new content rather than how the implementation should be undertaken, Johnson, Hodges and Monk (2000) raise a further important issue, namely that a process of curriculum implementation has to carefully consider the teaching context. Maphosa

and Mutopa (2012) focus on the importance of educators playing a meaningful leading role in changing the prescribed curriculum to meet their local needs by considering the conditions under which they find themselves working, rather than accepting it as immune to changes. The introduction of the RNCS brought with it the practices from developed countries with a different context, while South Africans lacked the financial and human capacity to make such practices work, leading to frustration among the implementers (Bantwini, 2009). Bantwini further contends that curriculum change should be a long-term process because if the beliefs, values and experiences of educators are neglected, a gap will exist between the curriculum intentions and the outcome. He also reveals that educators viewed RNCS as extra paperwork, rather than a relief to their work.

The implementation of the RNCS was further challenged by educators' lack of understanding of the curriculum reform, poor classroom support and lack of in-service professional development for educators, resulting in a number of educators finding it very difficult to implement the RNCS (Bantwini, 2010). For example, international comparative studies revealed a continued poor performance of South African learners in reading and counting (Howie, van Staden, Tshele, Dowse, & Zimmerman, 2012). The realization of the RNCS in South African classrooms was overwhelmed with problems and negativity that seriously hampered its implementation (Monyane & Selesho, 2012:81). In their study, Monyane and Selesho (2012) found that many educators still lacked capacity to innovate, were not clear what the curriculum entailed, while workshops that were conducted in an attempt to relieve educators failed to address the realities of classroom situations they faced.

Due to the fact that the poor implementation of the RNCS undermined educational quality, a Task Team for the Review of the Implementation of the Revised National Curriculum Statement was launched in the year 2009 by the then Minister of Education (MoE), Naledi Pandor, in order to make the curriculum more comprehensive and concise for educators to implement (Björklund, 2015). The Ministerial Review Committee found that the changes to earlier curriculum statements 'had not had the desired effect' and that the RNCS has come in for severe criticism for knowledge gaps, especially in terms of specification of content to be taught. The report recommended the scrapping of OBE, increasing support to educators, lightening the educators' workload and simplifying terminology. The new Minister of Education, Angie Motshekga,

accepted the report on 29 December 2009 and in February 2010 she appointed three Ministerial Teams to help implement the recommendations.

The Minister of Education then shocked the nation with her announcement in November 2009 that OBE is dead (Motshekga, 2009:145; Department of Basic Education, 2011a). She subsequently introduced CAPS as part of the NCS (which is still the country's curriculum policy) that focuses on assessment policy in all subject areas. The CAPS implementation plan started in the year 2012 in Grades R-3 (for Foundation Phase) and in Grade 10 (for Further Education and Training - FET) (Spies, 2011:48-49).

2.4.3 CURRICULUM AND ASSESSMENT POLICY STATEMENTS (CAPS)

CAPS is, however, not a new curriculum. Pinnock (2011:59) argues that even though OBE is "downplayed" in the CAPS, it will continue to be the method of teaching. CAPS is therefore a modification of what educators teach (curriculum). The major difference between the underlying philosophies of OBE and CAPS is that OBE emphasizes the achievement of learning outcomes while CAPS emphasizes the acquisition of skills. Maodzwa-Taruvinga and Cross (2012) add that CAPS puts strong emphasis on implementation and educators' needs by stressing the significance of knowledge of subject disciplines.

The major recommendations of the 2009 Ministerial Review Committee underpinning CAPS are summarized as follows:

o Greater clarity is needed in curriculum policy documents. It was recommended that unclear and vague terminology be removed.
o There should be greater specificity of content in curriculum documents as educators experience difficulties to determine exactly what content should be taught in each grade.
o There should be greater articulation across the system, ensuring better grade-to-grade progression in the work that is taught and more systematic development of concepts and skills.
o Educators' workload should be reduced; many of the administrative requirements associated with curriculum implementation in particular should be eliminated.

- There should be a rationalization of policy documents, processes, and administration. There should also be a rationalization of the number of subjects taught in the intermediate phase (Grades 4–6).
- District officials should provide greater support for curriculum implementation, assisted by the supply of good quality teaching and learning materials from such sources as the Department's own dedicated e-learning portal, Thutong (Centre for Education Policy Development, 2011).

However, in a recent study conducted in South Africa's Gauteng province by Mogashoa (2013), the findings reveal that CAPS implementation in the intermediate phase already shows signs of failure as it face almost similar challenges to the implementation of the OBE curriculum. The challenges include heavy workload, lack of resources, poor training, insufficient workshops, no follow-up workshops and limited time.

The study proposes further training of educators in the form of seminars, conferences, observations and network of educators, as workshops lasting a few days proved to be ineffective to assist educators to understand curriculum implementation (Mogashoa, 2013). The same author recommends that if training is to be relevant to educators, their needs should be identified and taken into consideration when designing professional development programmes.

2.5 SUMMARY AND EVALUATION OF MAJOR CHALLENGES IN CURRICULUM CHANGE IMPLEMENTATION

The study highlights six major challenges of curriculum change implementation that emerged from the curriculum implementation literature. They include: poor resources (human, physical and financial), lack of professional development for educators, inadequate training of teachers, timeframes and teachers' workload, poor understanding of reforms, and poor involvement of educators in the curriculum development process (top-down approach).

It is of cardinal importance to mention that the many curriculum changes was the South African government's attempt to correct the implementation problems that arose after C2005 was introduced in 1998. They appointed the Chisholm Commission and subsequently revised the OBE. This demonstrates the government's willingness to adopt reforms in the light of evaluation

and experience. The role that the district plays as the custodian of curriculum implementation is fundamental for successful reforms (Bantwini & King-McKenzie, 2011).

2.6 CONCLUSION

Consistent with the extensive literature on curriculum change implementation from a global perspective, I can conclude that curriculum innovation in South Africa faces common implementation challenges as in many countries in the world. Curriculum reform is an inevitable life process throughout the world (Dichaba & Mokhele, 2012). As the learning experiences of societies in the world develop, so too does the need arise for curriculum reform in order to respond to the global educational trends. It could be perceived as the way society at large adapts to global changes within their education systems. Yin, Lee and Wang (2014) assert that globalization has a profound influence on educational changes throughout the world with implications for exchange of educational theory, policy and practice among different cultures, thus bringing with it more difficulties in schools where implementation of changes occur. The subsequent chapter focuses on the research design and methodology employed in this study.

CHAPTER 3

Finding the right path to the village

3.1 INTRODUCTION

Chapter 3 provides a discussion of the research methodology and design, including how sampling was conducted, who the participants were, what the interview questions were, how the data were collected and the procedures followed during data analysis. Validity, reliability and ethical considerations are also discussed in this chapter.

3.2 RESEARCH METHODOLOGY

A qualitative research approach was adopted for this study because such an approach is more acceptable for reflecting on the nature of certain kinds of subject matter, for example the personal experiences of research subjects (Giardina & Denzin, 2013). The study was aimed at gaining a holistic understanding of educators' experiences regarding their practices when implementing CAPS, how they were prepared for CAPS implementation and the challenges they encountered during implementation. Maree (2007:78) defines qualitative research as "a naturalistic approach that seeks to understand phenomena in context". The qualitative approach afforded me the opportunity to observe the educators in their natural settings and to find out exactly what happened in their classrooms (Maree, 2007). I visited educators at their own schools, where they were interviewed and observed in their classrooms. The interactive nature of qualitative research (Creswell, 2011) made it possible to obtain an in-depth understanding of the respondents' views.

3.3 RESEARCH DESIGN

In general, the research was conducted as a case study embedded in an interpretive paradigm, and in particular, a multiple site case study comprising three primary schools and nine educators (three educators per school). Hays and Wood (2011) say that researchers conducting qualitative

research seek to understand the phenomenon through the eyes of those who have direct, immediate experience with it.

Creswell (2007:73) explains that "a case study involves an exploration of a bounded system, or a single or multiple cases, over a period of time through detailed, in-depth data collection involving multiple sources of information". Cohen, Manion and Morrison (2007) describe a case study as a phenomenon that is explored within the real life context. In this study, the 'case' being studied is CAPS implementation. The three primary schools selected became the units of analysis where educators were interviewed and observed in their classrooms (Welmann & Kruger, 2000). The case study research design was employed because of its relevance in helping me gain an in-depth understanding of how educators approach the implementation of CAPS within the real-life context. It afforded me the opportunity to study how educators come to understand events in their lives (Chenail, 2011).

"A case study relies on multiple sources of evidence, including interviews, observations, documents and reports, memos, emails, etc., with selection based on fitness for purpose" (Cohen, Manion & Morrison, 2013:738). This enables the researcher to gather data from various key stakeholders (Yin, 2003). For the purpose of this research study, data were obtained from school documents, classroom observations and interviews with the nine Grade 3 educators from the selected three primary schools. Cohen, Manion and Morrison (2007) hold the view that case studies also afford the researcher the opportunity to check the data collected through triangulation. Triangulation in this study was attained through the use of interviews, observations and document analysis.

3.4. SAMPLE SELECTION

Purposive sampling was used to select the research sites and the participants so as to gain an understanding of the central phenomenon (Creswell, 2002). "Purposive sampling is defined as deliberately selecting particular persons, events or settings for the important information they provide" (Martella, Nelson, Morgan & Marchand-Martella, 2013:305). Daniel (2012) further adds that such selection of the target population is done on the basis of their fit with the purposes of the study and specific inclusion or exclusion criteria.

Three primary schools in the circuit were selected as research sites, using school size as a criterion for selection, and from these schools nine Grade 3 educators were subsequently selected on the basis of their teaching experience. The criterion of school size for selecting research sites allowed the researcher to sample only bigger schools. This created a larger target population out of which to select participants with the required teaching experience in each of the selected schools. The research required a minimum number of three educators per school and that such educators should have fifteen or more years of teaching experience to provide the researcher with rich information about the implementation of curriculum changes. Furthermore, only educators (as opposed to administrators) were selected to participate in the study because of the central role they play as implementers of curriculum change at classroom level.

Table 3.1 presents a description of the participants and the study sites.

Table 3.1 Names of participants, their sites, teaching experience and school size

Participant	School	Teaching experience	Size of the school
Katlego H	School A	21 years	1306 learners
Simon M	School A	21 years	1306 learners
Gloria H	School A	19 years	1306 learners
Lydia H	School B	16 years	1402 learners
Dimpho H	School B	19 years	1402 learners
Malebo M	School B	25 years	1402 learners
Kholo H	School C	17 years	984 learners
Victor	School C	19 years	984 learners
Josephine	School C	22 years	984 learners

The letters "H" or "M" after some pseudonyms in Table 3.1 represent each respondent's level of education. H refers to educators with an Honours Degree, while M refers to educators who have registered for master's studies. The educators are described in more detail in Chapter 4 of this study.

3.5 DATA COLLECTION TECHNIQUES

Data are the material out of which a researcher substantiates the research argument (Newby, 2014). The instruments used to collect data in this study were interviews, classroom observations and document retrieval from the sampled primary schools.

3.5.1 Interviews

Roulston (2014:304) defines interviews 'as a conversation with a purpose'. She further maintains that interviews involve both the participants telling stories and the researcher representing their stories. Nine educators from three primary schools (three educators per school) were interviewed individually after school hours at their schools at times convenient for them with the purpose of gaining an in-depth understanding of how they implement curriculum changes. The researcher arranged the interviews beforehand with each individual participant, while permission to utilize the venues was requested from the principals of the participating schools in advance. All educators consented to participate in the study by signing the consent forms. Each educator was interviewed once for about thirty to sixty minutes. The interviews involved Grade 3 educators only because they were in their second year of CAPS implementation with more CAPS implementation experience than their counterparts in the intermediate and senior phases. Moreover, only educators who had fifteen years or more teaching experience were interviewed as they have experience with implementing C2005, RNCS and CAPS.

Semi-structured interviews were used to collect data because such interviews allow the researcher to determine in advance the exact wording and sequence of questions to be asked in a similar order (Cohen, Manion, & Morrison, 2007). This method saved time and allowed the researcher to explore, probe and clarify answers (Maree, 2007). The interviews contained questions about the respondents' views and experiences of implementing curriculum change. The interviewer asked follow-up questions and probed to gain an in-depth understanding of the phenomenon being studied, all the while redirecting focus to the study. The interviews were conducted using an interview protocol to ask the participants the following core interview questions as informed by the three major theoretical constructs underpinning this study:

1. Briefly tell me about yourself.

2. How do you plan for CAPS implementation?

3. What kind of resources does your school have to facilitate CAPS implementation?

4. How were you trained to implement CAPS?

5. What kind of external support do you receive to help you to implement CAPS?

6. What challenges do you encounter when implementing CAPS?

7. How committed are you to teaching in a CAPS classroom?

8. Is there anything else you would like to share with me regarding the implementation of CAPS?

The data collected through interviews were audio-recorded for accurate transcriptions of verbal interactions, of course with the permission of the participants, and transcribed verbatim. Interview data collection was followed by classroom observations of educators presenting their lessons.

3.5.2 Observations

Observations were very important as part of the data collection for this study because they educate the senses, calibrate judgement, pick out objects of scientific inquiry, and forge "thought collection" (Marvasti, 2014:354). The observations (eye-witness account of places and behaviours) served to describe the settings, in this case classrooms, and to provide a social context for what educators said or did in the field during contact time with learners when they presented their lessons (Marvasti, 2014). The observations involved the same participants who were interviewed earlier. Each educator was observed once for at least thirty minutes using the observation protocol illustrated in Table 3.2 as a guide.

Table 3.2 Observation protocol

<table>
<tr><td colspan="4" align="center">OBSERVATION PROTOCOL</td></tr>
<tr><td colspan="4" align="center">Research Topic: How educators implement curriculum changes.</td></tr>
<tr><td colspan="4">Classroom number: _____　　　　　　　Pseudonym: _____</td></tr>
<tr><td colspan="4">Name of observer: Molapo M.R　　　Duration: 30 minutes　　Grade: 3</td></tr>
<tr><td colspan="4"><i>Educators play a central role in ensuring that curriculum is implemented in schools. However, research has shown that educators face great challenges when implementing a new curriculum. The purpose of this research is to find out how educators approach the implementation of curriculum changes in Limpopo province primary schools. Thank you for participating in this study.</i></td></tr>
<tr><th>Date/Time</th><th>Area observed</th><th>Descriptive field notes of observed activities</th><th>Reflective notes</th></tr>
<tr><td></td><td>1. Teaching and Learning</td><td></td><td></td></tr>
<tr><td></td><td>a) Lesson planning</td><td>Lesson objectives
Time allocation according to lesson activities</td><td></td></tr>
<tr><td></td><td>b) Methods/ strategies of teaching and learning</td><td>Educator's position in the class
Teaching and learning methods used</td><td></td></tr>
<tr><td></td><td>c) Content knowledge</td><td>Logical flow of the lesson from simple to complex
Confidence in teaching</td><td></td></tr>
<tr><td></td><td>2. Assessment</td><td></td><td></td></tr>
<tr><td></td><td>a) Knowledge of assessment techniques</td><td>Assessment techniques used by the educator</td><td></td></tr>
<tr><td></td><td>b) Application of assessment techniques</td><td>How the assessment techniques were used.</td><td></td></tr>
<tr><td></td><td>3. Implementation challenges</td><td></td><td></td></tr>
<tr><td></td><td>a) Classroom environment</td><td>Learner-teacher ratio
Class size, Classroom layout
Description of the class as a room for learning
Atmosphere or mood in the class</td><td></td></tr>
<tr><td></td><td>b) Availability of educational resources</td><td>Classroom furniture, books, Information and Communication Technology (ICT) devices, and teaching aids</td><td></td></tr>
</table>

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The observation protocol guided me to determine what should be observed (Cohen, Manion, & Morrison, 2007) and helped me to be as unobtrusive as possible in the classroom (Maree, 2011).

I played the role of the non-participant observer where I only took field notes without interfering with the activities included as part of the lessons. The educators explained my presence in the classroom to learners. I sat at the back of the classroom and learners did not seem to be interested in my presence. Non-participant observation minimized my presence in the classroom. This helped to ensure that the classroom process was as 'normal' as possible (Liu, & Maitlis, 2010).

3.5.3 Document retrieval

In social research documents can potentially cover a wide variety of materials, both textual and otherwise. 'Documents can either be official records of different types, organizational and state documents designed as records of action and activity, or everyday documents of organization and lives, or semi-public and routine documents that are at the core of everyday social practice' (Coffee, 2014:367). The documents collected from educators with their permission included lesson plans and CAPS policy documents.

The data collection process took three months (July to September 2014).

3.6 DATA ANALYSIS

Cohen, Manion, and Morrison (2013:738) hold the view that "qualitative data analysis involves organising, accounting for and explaining the data, in short, making sense of data in terms of the participants' definitions of the situation, noting patterns, themes, categories and regularities". The same authors continue to raise an important aspect in that there is no single or particular way of conducting qualitative data analysis and presenting it, but how one does it should adhere to the fitness for purpose. Fitness for purpose means that the researcher has the discretion to determine the type of analysis to be carried out, for example to describe, to interpret, to explore, etc. The purpose of the data analysis in this study was to understand how educators approach the implementation of curriculum changes by interviewing them, observing them and perusing the documents that they use in their everyday classroom practice.

After the data from the interviews were transcribed from audio records to text, the researcher took an overview of what is in the data and then developed a data organising table (Appendix F) to organize and make sense of the data from all nine interviews. This is in line with the definition of data analysis by Cohen, Manion, and Morrison (2013).

The Atlas.ti (computer assisted qualitative data analysis software) computer programme was used to analyse the interview data. This tool is distinctive for its capacity to assist qualitative researchers in organising, reflecting, exploring and integrating data (Lewins & Silverman, 2007). The interview data were coded by grouping the responses of respondents together based on similar ideas, concepts or themes as identified beforehand from the theoretical framework sustaining this study. The content analysis method was applied to analyse the contents of the interview transcripts to identify the common themes that emerged from the respondents' responses (Kumar, 2011). Schreier (2014) highlights that the coding frame is at the heart of the content analysis method.

Schreier (2012:170) advances his argument that 'qualitative content analysis is known for combining different portions of data-driven and concept-driven categories through the use of a coding frame to help reduce the amount of material by focusing only on the selected aspects that relate to the overall research question'. The main categories were developed in a concept-driven way based on the theoretical framework of this study. The sub-categories were subsequently added in a data-driven way (Schreier, 2012) to allow themes to emerge. The latter corresponds with what Roulston (2014) believes when she says that qualitative data analysis stresses the significance of remaining open to what is in the data, rather than merely applying concepts imported from the literature. It is for this reason that the data coding and analysis of each interview transcript continued until data saturation occurred. After the interview analysis, the analysis of observations followed.

The data recorded on the observation protocol was analysed for content using the predetermined theoretical themes as a basis for making deductions about what was observed under the specific conditions (Salkind, 2010). The observed specific conditions are illustrated in Table 3.2.

The analysis of data from the class observations was followed by document analysis.

The document analysis undertaken in this study comprised of perusing the CAPS policy documents and educators' lesson plans to determine if educators' practices during the implementation of CAPS are in line with the policy intentions. These documents were analysed using the content analysis method as a way of summarising and reporting data, the main contents of the data and the messages contained (Cohen, Manion, & Morrison, 2007). Laban (2012) augments that information and educational materials can be "content analysed" to show whether messages are being over-emphasized or under-emphasized. To demonstrate this, I used content analysis to compare the contents of the lesson plans with the CAPS policy documents. Analysis of these documents further helped me to get information that cannot be accessed through interviews or observations. This provided me with a good opportunity to triangulate data as a way of gaining a rich and in-depth understanding of the themes studied.

After completing the data analysis, the results were examined for similarities and differences through triangulation. This involved the corroboration of the data from interviews, observations and documents with what I had seen and heard during interviewing, observing and documents perusal. Following this, I read the analysed data and resolved discrepancies and arrived at the common themes based on common codes and categories across the interviews, observations and documents.

3.7 VALIDITY AND RELIABILITY

Cohen, Manion, & Morrison (2007:133) articulate that "reliability is a necessary but insufficient condition for validity in research, although reliability is a necessary precondition of validity". Validity on the other hand, may be a sufficient, but not necessarily a condition for reliability. Patton (2001) contends that reliability is the result of the validity as far as the researcher's ability and skill in any qualitative study are concerned. The implication here, as Lincoln and Guba (1985) state, is that there can be no validity without reliability, and that a demonstration of validity is appropriate to establish reliability. It is because of this congruence between the two concepts that Martella et al. (2013) submit that validity and reliability in research can be determined through the use of multiple sources of information (triangulation).

3.7.1 Validity

According to Cohen, Manion and Morrison (2007:133), 'validity is a standard used in both quantitative and qualitative research to judge the research quality'. Joppe (2000) suggests that validity delineates whether the research instrument truly measures what it is intended to measure or how honest the research results are. Several authors (Lincoln & Guba, 1985, Stenbacka, 2001, Davies & Dodd, 2002), define validity as referring to quality, rigor and trustworthiness in what they refer to as "appropriate terms" in qualitative research. Winter (2000) complements this by saying that the issue of validity in qualitative research may be achieved through honesty, depth, richness and scope of data, the participants approached, the extent of triangulation and the objectivity of the researcher. There are two types of validity, namely internal and external validity. In terms of Merriam (1988) each type of validity can employ strategies that may strengthen the quality of a study. The strategies employed in this study are discussed below for the purpose of establishing the validity and reliability of the project.

3.7.1.1 Internal validity

The strategies used to ensure internal validity include triangulation and member checks.

Triangulation is when multiple investigators, multiple sources of data, or multiple methods are used to confirm the emerging findings (Mathison, 1988). Triangulation to validate this study (Cohen, Manion, & Morrison, 2007) involved the use of interviews (where I heard educators' views about the implementation of curriculum changes), observations (where I saw them implementing the curriculum) and documents (where I read pertinent curriculum issues from the policy document in conjunction with educators' lesson plans). This ensured that the reality of the situation as perceived by those involved in it has been established as "truthfully" as possible. In particular, the study included investigator triangulation, which allowed for the use of more participants (three educators) at one research site (a school) to increase the validity and reliability of data (Cohen, Manion, & Morrison, 2007)

Member checks means taking data collected from the study respondents and the tentative interpretations of this data, back to the respondents from whom they were derived and asking if the interpretations are acceptable (Mathison, 1988). The interview transcripts were taken back to the research respondents for comment and so that they could determine their correctness.

3.7.1.2 External validity

The strategies to increase external validity involved thick description and multi-site designs.

Thick description means that the researcher provides as much information as possible about the phenomenon under investigation to give future researchers an opportunity to match their situations with the research situation to see if findings can be transferred (Merriam, 1995). This study selected only experienced educators who had taught for fifteen years or more. The researcher offered sufficient data with a thick description about the respondents' experiences during curriculum change implementation. It has limited transferability to other similar primary schools in the province, but not necessarily to secondary schools or schools from different socio-economic settings. Its limited transferability rests on the assumption that educators in other primary schools in similar socio-economic settings are likely to have similar experiences and challenges.

To augment the goal of 'thick descriptions' I sought to use the participant's words wherever possible. To this end, I resisted seeking grammatical correctness, unless meaning was affected, and chose instead to focus on detail that enhanced meaning.

Multi-site designs involve the use of numerous sites, cases, situations, especially those representing some variation (Glaser & Strauss, 1967). It allows the results to be applied to greater range of other similar situations. This study was conducted at three different schools involving nine case studies to accommodate a variety of situations.

3.7.2 Reliability

Reliability refers to the extent to which one's findings repeat in future research (Merriam, 1995). Schwandt (2001) regards reliability and objectivity as quantitative terms similar to the terms dependability and confirmability in qualitative research.

Dependability

The objective of dependability in qualitative research is to ensure that should the same study be conducted all over again, it would yield the same results. The study employed an 'external audit' to achieve dependability. External audit refers to the involvement of an "auditor outside the

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study to review different aspects of the research" (Creswell, 2002:253). All the instruments used and the procedures followed during data collection and analysis, including the interview and observation protocols, interview transcripts and school documents are accessible to the auditor. Different aspects of this study were peer-reviewed by fellow students and experienced researchers during research discussions held in Finland 2015.

Confirmability

Confirmability as a qualitative criterion for reliability ensures that the research findings are the product of the research focus and not the researcher's bias (Babbie, Mouton & Prozesky, 2001). The views expressed in this study are those of the respondents and that such views are supported by data.

3.8 ETHICAL CONSIDERATIONS

The research was commenced after I obtained the ethical clearance certificate (Appendix A) from the University of Pretoria, a permission letter from the Sekgosese-East Circuit (Appendix B1), a permission letter (Appendix B2) from the Head of the Limpopo Provincial Department of Education, letters of informed consent from the principals of the participating schools (Appendix C1) and consent forms (Appendix C2) from the respondents to show that they agreed to participate in this study. The researcher considered ethics matters such as voluntary participation, informed consent, confidentiality and the anonymity of the respondents throughout.

3.8.1 Voluntary participation

The participants in this study participated freely and voluntarily without any form of pressure or deceit from the researcher. Respondents were informed that their participation in the research is free and voluntary and that they may withdraw their participation from the study at any time they desire to do so (De Vos et al. 2012).

3.8.2 Informed consent

Getting consent from the respondents is a pre-requisite before the commencement of any research (Miller & Bell, 2012). The principle of informed consent requires that the potential participants in research are given full and relevant information regarding the project in which

they are being invited to partake to inform their decision of whether they would like to take part. It further requires that the respondents in custody of this information consent freely to participation and have the opportunity to decline their participation or to withdraw from the research without such decisions affecting them negatively (Crow, Wiles, Heath, & Charles, 2006).

I ensured that the research respondents were informed about the purpose of the study. They freely consented to participate in the study after I explained the purpose of the study to them. They were also informed about how data would be collected and that they would be requested to provide the researcher with copies of their lesson plans to be used for study purposes only.

3.8.3 Confidentiality and anonymity

Liu and Maitlis (2010:22) in Mills, Durepos, and Wiebe defines confidentiality as "the safeguarding of information obtained in confidence during the course of the research study, be it oral (i.e. obtained during interview) or written (i.e. obtained during a review of an individual's or entity's records and other documents)". She further states that anonymity refers to the identity protection of a research participant or site. I assured the respondents of the confidentiality and anonymity of their responses throughout the research processes. Their names and that of their schools are not mentioned in the study. Instead, educators participating in this study and their schools were given pseudonyms (De Vos et al. 2012). The data collected were stored on a password-protected computer and the password is only known to the researcher. All personal data captured are secured and would only be made public behind a shield of anonymity (Denzin & Lincoln, 2000).

3.9 DELIMITATIONS OF THE STUDY

The study is limited to three primary schools and nine educators from the Sekgosese-East Circuit in Limpopo. Only primary schools and no secondary schools were involved in the study. The study focused on the responses of post level one educators only and excluded other stakeholders. It also limited the participants to those who had fifteen years or more of teaching experience because they are well informed about the implementation challenges of C2005, RNCS and CAPS.

3.10 CONCLUSION

This chapter discussed the methodology that formed the bases of the data collection from the participants in the sampled schools. The research design, data collection techniques and data analysis were discussed in detail. The researcher considered ethics, validity and reliability in this study.

Chapter 4 focuses on data analysis of the first research question: *What practices do educators use to implement CAPS?*

CHAPTER 4

Getting the fire burning

Chapter 4 analyses the respondents' responses to the first research question: *What practices do educators use to implement CAPS?* The responses reveal that the extent of implementation is closely linked to the educators' understanding of the CAPS curriculum. Curriculum knowledge or the lack thereof has a profound influence on educators' attitudes towards what they believe underlies their classroom practices regarding CAPS implementation. Educators with a more advanced educational background seem to show a more positive attitude to CAPS implementation than their counterparts with less of an educational background. These persons display a more negative attitude to CAPS implementation. For the purpose of this study, educators with a more advanced educational background are those who are registered for master's studies, while those with less of an educational background are educators with an honours degree or a lower qualification. To be specific, of the nine respondents in this study, Simon M and Malebo M are the only registered masters students, while the other seven respondents possess an honours degree or a lower qualification. The differences in the knowledge and subsequent attitudes to CAPS teaching between the two groups are evident from the interviews and classroom observations. Four themes, namely *Educators' approaches to CAPS planning, Educators' perspectives regarding CAPS classroom practices, CAPS has much paperwork* and *Ignorance about learner diversity* emerged from the data analysis and were discussed by the respondents as detailed below.

Perhaps it is relevant to start off by juxtaposing the different attitudes echoed by the above respondents as a way of offering insight into what this research question evoked. Educators who are registered for master's studies seem to have courage, commitment to CAPS teaching, and regard it as a good and relevant curriculum.

> *Eeh… you know! Teaching needs a teacher or a person who will forever show happiness, a person who will forever have courage to reprimand any misbehaviour, a person who*

will indicate attitude that is conducive to good and progressive teaching. So, as a teacher, especially in a CAPS classroom, I have been demonstrating a lot of commitment because I am able to improvise my own time by making additional time to remain with learners who are struggling with learning, calling their parents and also giving additional activities wherein learners will get assistance from their parents at home (Simon M).

Besides being positive about CAPS, Malebo M identifies with the reform because the new curriculum is so different from previous curricula.

I don't fear this change. CAPS is a very good curriculum because with this curriculum the learners are now progressing. The learners are now getting something unlike those curriculums which we have come across. CAPS is like a curriculum that we were taught when we started schooling. The learner must be able to read at an early stage. Now the CAPS has taken us eeh, to where the education of this country will be excellent. It has taken us to where we will have many learners who will be educated. We will be able to teach these learners the content, what is needed especially the reading and writing. That thing of reading and writing is the one that make learners to succeed unlike those curriculums which we have come across. They didn't emphasise reading and writing. Even now we have the competitions that we are holding for this reading and writing. It means CAPS is a relevant curriculum (Malebo M).

To the contrary, educators with an honours degree or a lower qualification are not comfortable with the changes brought about by the introduction of CAPS. They expressed negative attitudes regarding planning for implementation, classroom practices, paperwork and learner diversity. Lydia H echoed a strong statement that is representative of the negative attitudes of all the respondents with an honours degree and lower qualification. Asked about her commitment to CAPS teaching, she replied:

I am just teaching for the sake that I had to work and cannot just sit down and do nothing (Lydia H).

The above assertion was the dominant attitude among most interviewees with lower qualifications.

Educators' approaches to CAPS planning

All the respondents interviewed share a common understanding of the importance of curriculum planning and indicated that such planning requires a collective effort together with their colleagues to achieve individual, grade and phase planning.

> And then because this CAPS started in 2012, since it started with the foundation phase educators we used to sit together to interpret those policy documents and to plan together and to help one another how to draft or plan a formal task. But now because they are well conversant we just hold meetings here and there to refresh our minds. As from 2012, every Friday we sit together and plan (Malebo M).

> Eeh… in planning CAPS eeh… this is not an easy task. It requires a collective eeh… or a team. So, before we could implement this CAPS we come together as phase educators where we meet with our HOD, eeh…that's where we develop a year plan. And then from there after the discussion or after developing the year plan, then now we are going to plan for a term. Then now after that we are going to work as an individual. We are going to split and work as an individual where we are going to develop a lesson plan from the eeh…year plan and what we have discussed as the grade educators. That's how we plan (Victor H).

Collegial planning is in line with the CAPS policy document (DBE, 2011b) and Rogan and Grayson's (2003) theory of curriculum implementation. They support developmental planning where every stakeholder has a role to play in ensuring curriculum development within the school context.

Interestingly, despite the fact that all respondents showed that they know planning is important and requires them to work as a collective, not all are willing or have the confidence to plan together. As opposed to collective planning, Kholo H showed a more individualistic approach to curriculum planning. Even though she acknowledged that she asks help from colleagues, she emphasized that she does things on her own:

> Okay! When we talk of planning and implementation we refer to the situation where preparations are made for teaching and learning to take place. In my case, when I plan implementation of CAPS I use textbooks, pace setter of a particular subject and as well

as the policy document. And I sometimes ask assistance from my colleagues if there is something I do not clearly understand about planning (Kholo H).

Probing further to find out with whom she planned for curriculum implementation, she responded:

Okay! Eeh…at our institution I am the only one involved in planning and implementing CAPS as there is no assistance from school level and grade level. I think it is caused by the lack of knowledge on the implementation of CAPS.

Comparing the interview data on how Kholo H plans with that of her colleagues from the same school, one realizes that she may feel uncomfortable with their competence to plan due to lack of content knowledge.

Some respondents raised concerns that CAPS planning is marred by uncertainty and a lack of implementation resources to inform its practice. CAPS planning seems non-existent in one school.

I'm just trying to implement CAPS by checking the policy document and teachers' guide, but I am not sure as to whether this is relevant because there is no one to make some follow ups (Dimpho H).

… and we don't have that [teacher's guide]*, we only have learners books wherein I just take a book, open it at any page and instruct learners to complete the work (Katlego H).*

Asked if their school has an overall plan for CAPS implementation, Gloria H said:

No! Actually we don't have that one [CAPS implementation plan] *(Gloria H).*

Katlego H and Gloria H teach at the same school and they both gave the impression that they do not have an implementation guide. Moreover, the same respondents refused to give me their lesson plans when I requested them after classroom observation of their lessons in practice. Simon M, also from the same school, showed evidence that is somewhat consistent with the former statements, but with an emphasis on curriculum resourcing. He seemed content that educators should be able to implement CAPS with the resources provided by the school. He was the only one of the three at their school who could produce lesson plans.

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In…in short again, one can say planning for CAPS is not entirely different from planning for other… eh… curricula that we used to have like I said Curriculum 2005 and the Revised National Curriculum especially because a teacher should be resourced when they get into the class. So when I plan for CAPS in particular I rely much on the school to make sure that we have the resources available, and the school as the resourcer must make sure that we as grade three educators have the necessary resources as the grade and the phase. Thereafter the responsible head of department in the grade or in the phase will allocate me the resources that I will use in the…in grade three, like the learning and teaching support materials. From there as a grade three educator I must ensure that I've got the classroom ready, favourable and conducive for implementing CAPS and ensure again that I've got the resources like the policy statements, like the reporting and assessment policies as well as my own lesson plans that I will use to impart knowledge in the four learning areas of the subjects that I do on daily basis (Simon M).

The fact that Katlego H does not have the teacher's guide, but only opens the learners' book at any page for learners to do tasks and that only Simon M was able to furnish me with his lesson plans while his colleagues refused, creates concerns as to whether some of the respondents do plan their lessons at all, let alone consult the overall CAPS implementation plan. Furthermore, the respondents did not see the difference between planning for CAPS and what they used to do when they planned for the previous curricula. Some of the lesson plans that I was given are still those that educators used during the implementation of the OBE.

… right now I'm still using the lesson planning which I was using during OBE because in CAPS I don't think there is anything new. What I have noticed is only the changes of terms (Kholo H).

The use of OBE lesson plans (which specified assessment standards to achieve set outcomes) for CAPS teaching suggests that educators' planning is not in line with the requirements for CAPS planning. CAPS planning requires educators to specify the skills to be achieved on a term-by-term basis. The core difference between OBE and CAPS planning is that the CAPS curriculum did away with the use of learning outcomes, specifically the developmental outcomes and assessment standards that were characteristic of OBE curriculum.

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When probing further to understand Kholo H's attitude towards CAPS planning, she revealed that she valued OBE training more than CAPS training. She seemed stagnant in her approach to curriculum planning. The CAPS training appears not to have assisted her with lesson planning. Responding to inquiries about how helpful the training has been for her lesson planning, she said:

> *Eeh! That lesson planning I think eeh… the workshop was not benefiting us because right now I can't tell you the difference between the planning of OBE lesson plan and the planning of CAPS lesson plan. I think there is nothing different there (Kholo H).*

Kholo H has confusion about CAPS and OBE lesson planning, while Simon M realized that the approach to curriculum planning is somewhat similar as all planning is informed by the relevant curriculum documents.

The curriculum changes require only minimal new planning for CAPS implementation. Educators need to explicitly specify the skills learners ought to master by the end of the learning process to demonstrate that the curriculum goals are well understood. The concept of curriculum goals seem to be foreign, as many educators with an honours degree and lower qualification still use learning outcomes instead of skills to demonstrate learning achievement.

Educators' perspectives regarding CAPS classroom practices

Simon M expressed a positive attitude towards his implementation of CAPS in the classroom by vindicating it as another form of teaching.

> *I don't see any challenge because CAPS is entirely another form of teaching. What is really important is the educator to impart that knowledge (Simon M).*

However, several educators attested that classroom implementation is confounded by a plethora of negative attitudes. Unlike Simon M, the majority of educators feel lost at sea since they do not know what they are supposed to do in their classrooms. They seem confused and lack commitment to implement the new curriculum to the best of their abilities.

> *I'm not seriously committed because I don't know exactly what is expected from me as an educator (Dimpho H).*

Hmm! I cannot say to the best of my ability up to now because we are just following exactly what is written in the resources that we are having like textbooks that we were given about CAPS. So, when some curriculum advisors come, the other one will be saying don't use this one, use this one. The other one will say don't use this, use this one. That's why I am saying there is little bit of confusion to us as educators (Gloria H).

Gloria H said that she gets contradictory advice from curriculum advisors. This suggests that even those in leadership positions are not offering clear guidance.

Conversely, Malebo M articulated a positive opinion by saying that educators have to assist each other so that they get to know what is expected of them.

We must help or assist each other of how to plan a lesson and also how to draft a formal assessment. We help each other. This is done in the meso-level planning. Each and every educator in the phase must know what is expected of him or her (Malebo M).

Some of the educators mentioned a lack of understanding of the new reforms as a reason for not yet having implemented CAPS in their classrooms as was anticipated and specified in the CAPS policy document (DBE, 2011c). Educators feel stuck and professed to have been teaching in rather traditional ways.

We don't know what we can do. We are trying to use the old methods by writing the notes on the chalkboard which is not necessary (Josephine H).

Further conversation to explore which techniques respondents use in their daily teaching showed that they use cooperative learning approaches.

I am doing a group. In that groups I nominate the group leaders, whereas when I am busy with the slow learners, those group leaders I gave them the average learners. The group leader will be busy with the average learners and after that they give me the feedback. This is the thing that helps a lot (Josephine H).

I normally apply the question and answer method, the discussion method, for example, I think my learners will be discussing the pictures according to the objectives of the lesson.

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For example they will discuss these pictures and write sentences about what they see (Dimpho H).

However, classroom observation data indicate a discrepancy between respondents' utterances and their actual teaching practice. The respondents displayed a rather teacher-centred teaching approach with minimal use of discussion or group work. In fact, teacher-talk with the educator standing mostly in front of the class was predominant, while the objectives of the lessons were not explicit from the start of each lesson. The classes were passive and if any interactions to arouse interest occurred, it was largely between the educator and one learner through the use of the question-and-answer method.

In sum, given the respondents' observed classroom behaviours of teacher-centred teaching approach, poor facilitation of group work activities and application of teaching techniques, it is highly unlikely that the success of CAPS implementation may be trustworthy. Most likely the respondents seem trapped in their traditional methods of teaching and have not yet fully implemented CAPS, which could have dire consequences for the quality of education in South African schools.

CAPS has much paperwork

The perception that CAPS has much paperwork appeared as the main reason why educators loath it and is subsequently not enjoying its implementation in classrooms. They unequivocally stated that CAPS did not offer them reasonable opportunity to talk to the learners, but instead they have to contend with the imposition of too many written tasks.

Eeh… actually what I hate about CAPS implementation is this too much tasks. According to my understanding eeh… the way… the rate at which we are writing tasks deprive the learners an opportunity of learning because most the time they are writing instead of whereby we are supposed to be teaching them. So, that is something that I hate with CAPS because we are ever giving tasks and learners are ever writing and then we are marking, we don't have enough time to talk to these pupils (Gloria H).

Another educator reiterated this issue by saying:

I don't enjoy it when coming to CAPS in the classroom due to more writing, more paperwork, rather than to offer the subject more correctly (Josephine H).

The above comments suggest that Gloria H and Josephine H feel that they should do the teaching and that writing is not a way of learning. When we consider most modern texts on teaching and learning, learning is best done by learner activity rather the teacher instruction. This implies that writing is one of the most effective ways of learning. It seems as if the educators are not able to let go of the traditional practices and do not actually see the value of learner-centred activities.

Several educators seemed unable to cope with the many subjects that they have to teach. It is common practice among foundation phase educators that each educator teaches all the subjects to his/her grade.

I am not coping in implementing CAPS because there are many subjects that I teach. I have to teach Maths, Life Skills, English and Sepedi. I find it frustrating because all the subjects have to be planned before being implemented (Kholo H).

While Lydia H confirmed the above account by saying that teaching "all the subjects as an individual is a lot concerning the number of periods per teacher in Grade 3", she further pointed out that she is not equally committed to teaching all the subjects in her grade. She likes teaching Mathematics and English as the subjects that she is trained to teach, rather than Sepedi and Life Skills, which were delegated to her. She also repeatedly emphasized teaching "just" for the sake of doing the job.

In Sepedi and Life Skills I am just teaching them as I am expected even if eeh… I am just teaching for the sake of teaching (Lydia H).

By contrast, Simon M, who also acknowledged knowledge gaps when teaching all the subjects, particularly Mathematics teaching, was passionate about learning from his colleagues how to approach his lessons.

In implementing CAPS, particularly in Maths, I rely much on my colleagues. Before I implement lessons for two weeks, I sit down with my colleagues and we plan a two weeks programme wherein we can …we are going to work, so which means I am able to benefit

directly from the teachers with Maths knowledge especially because I don't enjoy it like other subjects (Simon M).

The above comment by Simon M confirms the findings of the study conducted by the Southern and Eastern African Consortium for Monitoring Educational Quality (SACMEQ) III in 2007 (DBE, 2010c). Findings from this study show that many South African primary school educators do not have strong Mathematics knowledge, with many educators being unable to answer questions aimed at their pupils. The same study found that the best performing Grade 6 pupils knew more than some Grade 6 teachers, albeit not their own teachers.

Even though CAPS was introduced with one of the goals being to reduce paperwork, the respondents hold a different view. They still regard it as a lot of work that impacts negatively on their morale, leaving them frustrated.

No! I don't think paperwork has been limited because we are still doing a lot of paperwork. We have to plan; we have to do this and that which curriculum advisors want. So, I think there is still a lot of work (Kholo H).

Really my morale is very low because eeh, in fact this CAPS is hectic and confusing because of eeh, separated work, separation of documents. We have about three to four documents which we have to go through them. So, really is frustrating (Victor H).

Over and against the workload that CAPS brought along with it, Malebo M was optimistic that with hard work and an attitude of dedication to CAPS implementation from all stakeholders, there is hope for a better future.

I think the school managers, educators and SGBs should be devoted, dedicated and have a desire to work hard on this implementation of CAPS so that the children of South Africa have a better future. This means that if all of us can be dedicated, devoted and desire to work, it means everything will be good. The SGBs and also the school managers, they should also create a good atmosphere for teaching. It means educators must not feel somehow, they must be free to implement this CAPS. School managers and SGBs must take educators as their co-workers and they must help them, support them and each and every educator must feel free in the school premises (Malebo M).

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Ignorance about learner diversity

Respondents saw learner diversity as another aspect that hinders the implementation of CAPS as they all experience difficulties handling learner diversity in overcrowded classrooms. In this study learner diversity refers to the fact that classes include slower and more gifted learners, as well as learners with special education needs.

> *We end up getting many learners taught by one educator and this makes CAPS implementation to suffer because it makes an educator to avoid or not to have individual attention to learners especially learners who are struggling in particular learning areas. We will be happy if we can have as sufficient classrooms as possible so that we can assist in implementing CAPS more especially because the physical resources work hand in hand with the human resources because as grade three educators especially in the foundation phase, each and every educator must have a particular number of learners within a particular class because is classroom-based teaching. (Simon M)*

Simon M offered solutions to improve the situation by suggesting that the required physical resources should be provided to enhance implementation. This was in contrast to those educators who merely complained and did not provide any solutions.

> *It is very difficult to implement CAPS in the classroom where there are learners who were not supposed to be in the mainstream education because we do not have a clear understanding of how to address their learning needs as we are not trained to teach them (Kholo H).*

Probing further to understand what activities the respondent actually engage in to assist such learners, Kholo H showed a shocking attitude of ignorance about handling diversity as she takes no initiative to help learners with special education needs.

> *Eeh, for now there is no any programme that is meant for them. So, what we do is just to eeh…teaching those we are trained for and there is nothing we can do because we are not trained to teach such learners.*

Educators also seem to be ignorant of the CAPS policy document as they seem not to follow its principles in their teaching.

They encourage us to group learners according to their level of understanding (Katlego H).

The activities… I arrange the activities according to their level because I know that every person is unique. The slow learner I gave the work that is not yet covered whereas that one [gifted learners] *I gave the work … to continue with the work (Josephine H).*

The idea of grouping learners according to their [dis]abilities is contrary to CAPS' principle of inclusivity, which emphasizes sensitivity to issues of diversity such as disability. According to the CAPS policy document (DBE, 2011c:3),

'Inclusivity should become a central part of the organization, planning and teaching at each school'.

Many educators also mentioned overcrowding as a hindering factor that impacts on their teaching of diverse learners. It creates difficulties to pay individual attention to learners.

Hmm… actually overcrowding classes has got a very serious impact in the class in the sense that eeh… when I am teaching those learners, eeh… if there are learners, for example those who have got learning barriers, is not that easy for me to attend that individual learner since they are many in the class (Gloria H).

The other challenge is that as I have said that the school is overcrowded, I cannot move freely. There is no conducive environment for learning. I cannot do individual or give learners individual attention (Lydia H).

Dimpho H gave a more similar account, but expressed her concern about the time being too limited to attend to learners as individuals.

No! It is difficult to attend to learners as an individual because the time doesn't allow me to do that (Dimpho H).

Synthesis

In analysing the research question, *What practices do educators use to implement CAPS?,* one distinctive and unequivocal point emerged: The reason for the implementation or non-

implementation of CAPS is directly correspondent to the respondents' understanding of the curriculum, that is, their knowledge of the CAPS curriculum is related to their implementation practices.

Except for the two educators who are registered for master's studies, all the educators with an honours degree or a lower qualification sketched a rather negative picture of the reform. The contrast between their responses indicates, though arguably, that there is a relationship between curriculum knowledge and the professional development of educators during the change process. Educators who are registered for master's studies expressed little concern and are positive about the reform. By contrast, educators with an honours degree or a lower qualification's lives are mired with uncertainty about the implementation of curriculum changes in their classrooms, and they are confused and adversely affected by the process. All the respondents repeatedly used phrases such as "not sure", "I or we don't", "I cannot", "I am just". These educators are merely teaching, but are not actually committed to CAPS implementation as envisaged in the policy document.

The next chapter elaborates on how educators' curriculum knowledge influences how they receive and implement professional development activities.

Conclusion

Generally, the participating educators' approaches to CAPS planning are surrounded by confusion that results from a lack of knowledge about the reform. Poor planning leads to poor classroom practices. Educators, particularly those with an honours or lower qualification are not committed to CAPS implementation because they do not know what they are doing. Learner diversity exacerbates their frustrations as they neither have time nor skills to help slow learners and LSEN. They view CAPS as having too much paperwork and complained about the amount of written tasks they have to contend with on top of teaching the learners. The CAPS policy document (DBE, 2011c:11) stipulates that appropriately scaffolded writing "produces competent, versatile writers who will be able to use their skills to develop and present appropriate written, visual and multi-media texts for a variety of purposes". However, some educators feel that they should do the teaching and that writing is not a way of learning. When we consider most modern texts on teaching and learning, learning occurs best through learner activity rather than the

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teacher instruction. This implies that writing is one of the most effective ways of learning. It seems as if the respondents are not able to let go of the traditional practices and do not actually see the value of learner-centred activities.

Chapter 5 focuses on data analysis of the second research question: *How are educators prepared for CAPS implementation?*

CHAPTER 5

Chefs without cookbooks

The second research question, *How are educators prepared for CAPS implementation?* aroused different emotions that ran through the data. Respondents who are registered for master's studies seemed to be optimistic about their readiness for CAPS implementation even given the quagmire of difficulties visible from their narratives. These difficulties are specifically related to the training and support they received before and during the implementation process. The data revealed a clear pattern in the responses: respondents with an honours degree or a lower qualification remained pessimistic and indicated profound antipathy to the quality of training and support offered to them by the department of education.

The analysis of the data with respect to respondents' preparedness for the implementation of CAPS points to one critical finding, namely that the training and support respondents receive to facilitate curriculum implementation were inadequate. In this study, training refers to professional development opportunities such as workshops offered to educators by the DoE (the district curriculum advisors to be precise) and other external agents like NGOs and Teacher Unions who facilitate CAPS implementation. Support in the context of this study mainly refers to the provision of resources like textbooks, workbooks, classrooms, furniture, finance, etc. by the DoE and other external agents, which may facilitate or hinder curriculum implementation. Due to the link between training and support, this chapter deals with both in an interrelated way. Respondents who are registered for master's studies appeared to know what they were doing and therefore appreciated the professional development opportunities and support they received from different stakeholders, while respondents with an honours degree or a lower qualification seemed to underrate it and to regard such training opportunities and support as futile. Of utmost importance is the fact that all respondents interviewed indicated the need for continuous, quality training and support.

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This chapter contends that educators' content knowledge influences how they receive and implement professional development activities. The link between content knowledge and professional development means that the extent of content knowledge seems to determine educators' tendency to either accept or reject the implementation of professional development activities. Scardamalia and Bereiter (2006) argue that the completion of an advanced degree often signals students' willingness to learn and a commitment to their professional responsibilities. The narratives of respondents who are registered for master's studies attest to this. These respondents showed to be more receptive to implementing professional development activities than those with an honours degree or a lower qualification. Less qualified respondents appeared reluctant to receive and implement professional development activities. A plausible account of why these educators differ in their attitudes is presented in the conclusion of this chapter. Given the significance of the educators' content knowledge in the implementation of change it may be appropriate to start the discussion of this chapter with the positive perceptions held by respondents who are registered for master's studies, followed by the negative perceptions of the respondents with an honours degree or a lower qualification.

Training and support received by educators

Rogan and Grayson's (2003) theoretical construct, *Support from Outside Agencies,* divides outside support into four categories: government departments, donors, NGOs and unions. For the purposes of this study, the type of training and support offered to educators are divided into two categories. First, there is training and support from the Department of Education, in particular the district, and secondly, training and support from outside agents, specifically the NGO's and Teacher Unions.

Training and support from the Department of Education (District)

In addition to their initial professional training as qualified educators in possession of teaching diplomas and degrees from teacher colleges and universities, almost all the respondents attended professional development workshops provided by the Department of Education prior to the implementation of CAPS. The training was compulsory and conducted by the curriculum advisors of the district. The purpose of the training was to orientate the respondents regarding the implementation of the new CAPS, in particular on how they should plan their lessons and tasks,

and how they should interpret the new policy document. Respondents who are registered for master's studies acknowledged that the CAPS training they received as foundation phase educators was worthwhile. The training was an opportunity for them to work together with their colleagues from the neighbouring schools by way of sharing information about what they have learned.

> *We attended trainings where we were called in phases, like the foundation phase have their own training, the intermediate, the senior as well as the FET Band. So, I must dedicate that the training that we got were very fruitful because we were able to come down and share information as schools within the neighbourhood or locality, but I must also indicate that the one that I have is that after the trainings that we got, there was never any refresher training, there was never any continuous monitoring which makes teachers to struggle to implement CAPS successfully. But shortly, one can say that the training were fruitful and effective (Simon M).*

Adding to the benefits gained from the CAPS training, Malebo M augmented the above assertion by stating that they were taught "everything" about CAPS.

> *We were trained to implement CAPS in 2012. So, firstly we were trained as foundation phase educators. We were called to workshops during the introduction of this CAPS. The workshops took one to three days. Sometimes we went to hotels for a weekend. Then we were trained there. At the second level, they just trained us grade by grade. They called grades, for example; grade one and they took us through the policy documents- how to interpret the policy document, how to draft formal tasks, everything about CAPS. The third level they trained the principals, HODs, the SMTs (School Management Teams) were trained with grade R educators. So, the training session was very much short because we were taught many things at a short time (Malebo M).*

Despite complaints that the training was too short or that no continuous training was provided, one thing about the respondents who are registered for master's studies is certain, they claimed to have benefitted from the CAPS training they received, something not at all experienced similarly by the respondents with an honours degree or a lower qualification. The former were constructive in their criticism while the latter complained about everything. One pattern, though,

was that all the respondents, irrespective of their professional qualifications, criticized the limited extent of the orientation training they received from the Department of Education.

The respondents with an honours degree and lower qualification expressed grave disappointment about the duration of the training. They viewed the duration of the training as too short. Most teacher training initiatives consisted of relatively short-term programmes that lasted between a day and a week long. The narratives below are an indication of the fact that although the respondents received training prior to CAPS implementation, it was not enough.

> *Okay! To be honest, the training we received was inadequate or it was not enough. Eeh, we were taken to some hotels for three days while the workshop was supposed to be for at least two years in-service training. Eeh… what we did with CAPS was just a micro-oven type of a workshop (Gloria H).*

> *I have been trained through workshop which was only a week - is a week-long workshop per subject. That's how I have been trained (Lydia H).*

> *They [the department] arrange workshops for us as educators. So we go there for a day or two to attend those workshops (Dimpho H).*

> *Okay! The training that I received on the implementation of CAPS is inadequate. We were only work shopped for two days. Our facilitators were also not clear about what they were facilitating because most of the time they were unable to give answers to the questions that were asked. A lot of information was given within a short period of time, which implies that it was not easy to understand everything that was taught (Kholo H).*

Some respondents were sceptical about the quality of the training and found it lacking in detail with regard to how the changes should be implemented. When probed further to find out what knowledge the respondents gained during training, Kholo H gave an elusive answer about the details of the training. She did not seem convinced that the training benefitted her and could not point out the areas in which it could make a difference in the quality of education.

> *Most of the times in these workshops, I can't even tell because they were not going into details. They were just touching here and there and then it was not easy to understand what we were taught during the workshops (Kholo H).*

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Dimpho H's comment perhaps most clearly captures the essence of the ambiguity of the educator training provided by the district.

> *Actually it was frustrating because they were expecting us to design those lesson plans. So we designed them according to our thinking and there was no feedback as to whether what we have developed is relevant according to the CAPS. I also discovered that our curriculum advisors were not properly trained (Dimpho H).*

Victor H shared a similar viewpoint by articulating that the workshop facilitators were uninformed.

> *... they* [the district] *must send someone with a full information because you find that we... the facilitators there, they just come, they just read for us the document and then of which I think they can just give us those documents without going there. But for the facilitators to come and render that training they must have information (Victor H).*

By contrast, the respondents who are registered for master's studies seemed to feel that the training offered them valid and reliable information that helped them to implement CAPS properly.

> *We benefitted greatly by attending these trainings because from the trainings we were able to receive valid and reliable information like how we should go about constructing lesson plans, how we should go about eeh… allocating time eeh… especially the number of subjects that we have, timetabling and period allocations. Those are the benefits that we have by means of attending the workshops (Simon M).*

> *When they give us this training and the feedback, we are able to go to the right direction; we are able to implement CAPS in a good way (Malebo M).*

The feedback that Malebo M is referring to is not feedback from the orientation training, but rather feedback from curriculum advisors when they visit schools for continuous assessment (CASS) moderation. The CAPS training was also difficult for the respondents to comprehend as the workshop facilitators from the district appeared not to be clear about what they were doing. This confirms the finding by Ono and Ferreira (2010), who documented educators' complaints that even the district trainers themselves did not always understand the curriculum.

Most of the curriculum advisors were not even clear about what they were telling us. The reason why I say this is because when we asked questions in line with what they were addressing, actually the questions were not satisfactorily answered (Gloria H).

The lack of thorough understanding resulting from the unclear training that the respondents received from the curriculum advisors led to feelings of uncertainty about the reform. One respondent said that she was not sure whether her classroom practice was correct.

Because the training was not proper, what I'm doing I just feel like … I'm not even sure is proper (Lydia H).

The situation seemed to have been aggravated by the fact that the district did not offer follow-up workshops to ensure that respondents have translated the knowledge they have gained into their classrooms. Some of the respondents who did not receive departmental training had to solely rely on the training offered by colleagues. Griffin (1999) refers to this as the cascade model of training. Explaining this model, Griffin (1999) says that a first generation of educators is trained on a specific topic, aspect of teaching or subject matter, and once proficient, these educators become educators of the second generation. Victor H raised an important point in that this training model leads to information distortion. His viewpoint is confirmed by Fiske and Ladd (2004). Among other limitations is the view that when the intended messages are transferred, the chances of crucial information being misinterpreted or distorted are high due to miscommunication and different interpretations of the same message. Dichaba and Mokhele (2012) conclude in their analysis of educators' experiences regarding cascade training model that this model has failed to significantly improve the performance of educators.

We were trained for two to three days and the training covered the range of scope that was not effective as no follow up was made since then. Some educators were not trained at all and others were trained to train their colleagues. That's the problem, and this leads to the information being distorted. You find that some of the educators did not get the full information because we have to get this information from the colleague and then which means training as such is not enough (Victor H).

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No doubt the respondents would benefit from feedback with respect to their implementation of training. Some of them expected that the district would visit and help them where they were lacking, but this did not happen as there was no monitoring from the district.

> *So far we need more training from the district, especially curriculum advisors. They need to come and visit us and check exactly what we are doing in the classroom (Dimpho H).*

> *They are not doing it* [monitoring]. *I am urging them. In fact, I am expecting them to do monitoring once or twice. I think that will be much helpful for us as a school or maybe it will help us to implement CAPS (Victor H).*

This shows that the respondents do not value training offered by colleagues. Respondents believe that they should only be trained by departmental officials because of fear that information may be distorted. This attitude is contrary to Rogan and Grayson's theory of the profile of implementation which recognizes that educators should work together using their strengths to implement a curriculum within their own context and capacity (Rogan & Grayson, 2003). The fact that teacher professional development initiatives were conducted as once-off events where the reform ideas were presented and respondents were offered no continuous training and support is inconsistent with Rogan and Grayson's proposition that curriculum implementation should become a long-term, ongoing process (Rogan & Grayson, 2003). Poor monitoring by the district officials shows that the monitoring of progress with the implementation of CAPS is weak and sporadic.

Curriculum support in terms of resource provision was another aspect that the respondents mention as having either hindered or facilitated curriculum implementation. While acknowledging that there are deficiencies regarding physical resources at his school, Simon M was content that they are able to implement CAPS with the available resources. Generally, he did not perceive resources to be a problem at their school.

> *To give my honest opinion, I am working in a very big school and the school on its own is eeh…deficient regarding physical resources, particularly physical resources because many learners are cramped in one classroom. So the challenge that we have is regarding physical resources like classrooms. We don't have space for that, but other resources like teachers and admin clerks or support staff are there. They are able to provide assistance*

to us and eeh… we are so happy to say that at our school because is big, we don't have a problem of finance, that is, the norms and standards are always available to help us in our day to day activities in implementing CAPS, which means to say that resources generally is not a problem at our school (Simon M).

He further appreciated the good support they received from the district.

The support that we get from the district is fine more so because we have been able to cluster, and in terms of the challenges we face, we would make appointments and that the curriculum advisor would come and clarify because we also have the committee that has been put to look at the activities of the phase in our circuit.

Importantly, Simon M's attitude differed completely from that of Katlego H, his colleague from the same school, but with an honours degree or a lower qualification. The latter was pessimistic about curriculum support and alluded to it as one of the problems that led to her lack of knowledge during CAPS implementation. She said:

I have the… the problem on implementation. Is a problem to me because I don't have more knowledge for CAPS due to lack of training and support… (Katlego H).

Respondents with an honours degree or a lower qualification highlighted that the new curriculum was not sufficiently resourced and consequently difficult to implement.

I think they [the department] *should supply us with enough policy books because as a grade…in my grade we are four educators faced with one policy book. Do you see that this a problem? (Katlego H).*

At our institution it is very difficult to impart knowledge to learners as we experience lack of resources, for example; there are no textbooks for this new curriculum and we end up using old textbooks which are not in line with CAPS (Kholo H).

Lack of resource materials is a serious challenge because sometimes we use samples from publishers as references. We don't have books. The other resources we are running short of are the physical resources. As I have already indicated that we have got more

learners at our school, there is a need for classrooms and furniture. There is also a need for workbooks to cater for all learners (Dimpho H).

Some respondents indicated that there are not enough workbooks. The workbook is one important feature of the CAPS curriculum. It was introduced to supplement textbook shortages and to use photocopying facilities through the provision of worksheets (DBE, 2013). Nevertheless, many respondents complained about a shortage of workbooks.

Mathematics has got a very high shortage of workbooks and textbooks, and as you know that Mathematics learners are supposed to be practicing, they are supposed to be giving us enough for learners to practice (Lydia H).

There is also a need for workbooks to cater for all learners. Recently, I have fifteen learners without workbooks which made it difficult for them to perform class and homework activities (Dimpho H).

We are running short of workbooks. You find that we have some learners eeh … with the current year you find that learners are not well resourced with the workbooks. So then we find that we are running short of…then now eeh, even though we get books or some of the books are delayed, then we get some books somewhere maybe in March. You find that we are not okay with the workbooks (Victor H).

Josephine H made the most heart-breaking statement that sums up the anarchy that educators in Limpopo face when it comes to the provision of textbooks to schools.

We don't have enough materials. As I am speaking now, you know sir that we are in Limpopo [province] *where there is chaos in delivery of books. Even now most of the grades are running short of books (Josephine H).*

According to Mail and Guardian (31 March, 2014), the Limpopo Department of Education was in the headlines when civil rights groups took it to court for failing to deliver textbooks to Limpopo schools from 2012 to 2014. This implies that CAPS implementation in Limpopo has completed its cycle (2012-2014) without sufficient provision of textbooks. Anecdotal evidence of working as a primary school educator in the Sekgosese East Circuit in Limpopo shows that to date, the textbook saga in Limpopo still persists.

Training and support from outside agents (NGOs and Teacher Unions)

One common feeling among the respondents with an honours degree or a lower qualification regarding the training and support they received from agents is that they valued the training and support offered by NGOs and Teacher Unions more than that offered by the Department of Education. Respondents who are registered for master's studies sustained their enthusiasm about training and support involving agents. Perhaps this may suggests that most respondents with an honours degree or a lower qualification resist any change brought about by the department and would welcome any form of training and support that comes from outside the department.

Training and support by NGOs

The training and support provided by the NGOs were in the form of workshops, curriculum resources and other materials, like uniforms and bicycles.

> *There is an NGO under World Vision called Thusalushaka. This NGO is playing a very important role in imparting knowledge regarding CAPS. This NGO has specialists eeh… officers who are able to bring schools in the locality together and try to impart knowledge regarding CAPS (Simon M).*

NGOs supported schools financially by paying workshop costs for educator training and by buying educational resources such as grade readers and wall charts.

> *Non-Governmental Organizations also play an important part in our schools by taking some educators to workshops and also providing some educational resources (Kholo H).*

> *They help us by giving us the grade readers, the toys, the books and also by erecting the swingers for the young ones and giving us the plastic balls and wall charts (Josephine H).*

The NGO also supported learners who live far from schools with transport facilities and uniforms were given to orphaned learners.

> *We have our nearby NGO-Thusalushaka. They provide grade R educators with training. So these NGOs are very helpful. They support us, so they buy uniforms for learners who*

don't have parents. They also buy bicycles for learners who live far from their schools. They also provide the schools with learners' tables especially grade R tables. They also come and develop us on how to arrange a grade R class (Malebo M).

Training and support by Teacher Unions

All the respondents agreed that they received helpful training and support from their teacher unions, with the exception of Lydia H and Dimpho H, who stated that *"there is no support"* from teacher unions to aid implementation. The rest of the respondents mentioned that teacher training was conducted through workshops, while support included the provision of educational resources and materials.

What I'm sure about is that there is a certain union which organize the workshop together with the NGOs, then they come, they select few educators from the circuit… (Katlego H).

We are happy also to indicate that we are under very fruitful support from our teacher unions. Eeh… in the recent past or the past two months our circuit was given the platform to send four educators to attend foundation phase workshop this side of Giyani [a local town] in partnership with the department of education and one eeh… leading medical scheme where they were given a three day full workshop in CAPS implementation and when they came back they cascaded the information to the cluster and to the whole circuit where I believe all the attendees benefitted (Simon M).

The unions have selected some educators in some schools to go and be trained on CAPS implementation. When they come from the training, they train us everything about CAPS-planning, how to introduce eeh, first additional language to learners in foundation phase and they help us a lot these educators (Malebo M).

Eeh! Well, my teacher union eeh… sometimes they call us to give us support in the form of workshops where we are just gathered there and then they give us some information as far as CAPS is concerned (Gloria H).

Our teacher organization sometimes organizes teacher workshops that are beneficial within the classroom situation (Kholo H).

As far as the union is concerned, they help us by taking other teachers to the training and call them the lead teachers, and that lead teachers have already given us the lesson plans, but lesson plans are not enough because they are only for Mathematics and FAL [First Additional Language] *(Josephine H).*

The teacher unions generally selected some of their members to be trained to train other educators and this idea was welcomed and perceived to be good. However, it remains hard to decide if the selection of union members is a good thing when we consider what would happen to educators who are not selected or do not belong to that teacher union. Interestingly, the same kind of approach was not appreciated by the respondents when it was implemented by the DoE.

Synthesis

In analysing the research question, *How are educators prepared for CAPS implementation?,* one central point emerged: that the reason for the implementation or non-implementation of CAPS was linked to the professional development of educators. Despite having received similar training and support from the DoE, the respondents who are registered for master's studies and who are inclined to want to develop beyond their initial professional training were positive, while those with an honours degree or a lower qualification appeared reluctant to develop professionally and revealed a negative attitude towards the reforms. However, all the respondents commended the training and support they received from outside agents.

Conclusion

Respondents who are registered for master's studies were more positive about the training and support they received, while respondents with an honours degree and lower qualification displayed a myriad of negative feelings. The difference in their attitudes may be related to their content knowledge, which Scardamalia and Bereiter (2006) refer to as "knowledge advancement". According to Scardamalia and Bereiter (2006:98), "sustained knowledge advancement is seen as essential for social progress of all kinds and for the solution of societal problems". Scardamalia and Bereiter's (2006) study is based on the principle of idea improvement with a supposition that new knowledge leads to and elicits the development of yet newer knowledge (Scardamalia & Bereiter, 2006). From this standpoint, it is evident that the respondents who are registered for master's studies showed a positive attitude towards

continuous knowledge advancement, something that is necessary for professional development. Evidence from their narratives showed that they were ready to develop solutions to the problems they faced regarding the training and support they received during the implementation process. This means that continuous knowledge advancement actually enhances the value of professional training. It is against this background that I posit that the respondents who are registered for master's studies may have accumulated advanced knowledge that encourages critical thinking. This makes it possible for them to engage better with professional development activities than their counterparts. Therefore, it is arguable that sustained knowledge advancement may bolster respondents with less advanced knowledge to become critical thinkers who may ultimately be prepared to receive and implement professional development activities.

As educators' knowledge matters in all learning contexts (Pournara, Hodgen, Adler, & Pillay, 2015), professional training remains a necessity for all educators (regardless of their knowledge advancement levels) undergoing curriculum change. In their investigation of the impact that the professional development courses offered by the Wits Maths Connect Secondary (WMCS) Project have on learning gains, Pournara et al. (2015) found that learners taught by educators who participated in the professional development programme outperformed learners taught by educators who did not participate in the programme. This means that continuous professional development is a precondition for better knowledge.

The respondents in this study noted that the duration of the training was too short, with no or limited follow-up workshops. Workshop facilitation was not clear, leading to poor understanding of the reforms. The district did not monitor at all. The new curriculum was not sufficiently resourced to enhance implementation, as implementation was characterized by lack of physical resources like textbooks, workbooks, furniture, etc. The implementation of the CAPS curriculum may be likened to *"chefs without cookbooks"*. Without sufficient training and support, implementation challenges would be inevitable, as is detailed in the next chapter.

Chapter 6 focuses on data analysis in answer of the third research question: *What challenges do educators experience when implementing CAPS?*

CHAPTER 6

*From OBE to CAPS: from the
frying pan into the fire*

The analysis of the third research question, *What challenges do educators experience when implementing CAPS?,* confirms the local and international implementation challenges that educators experience as expounded in the literature review of this study.

The contention in this chapter is that there is a need to stabilize curriculum changes given the associated challenges of policy overload within the South African education system. The Review Committee of 2009 that produced CAPS confirmed that educators experience curriculum and administrative overload (Department of Basic Education, 2010b). During her media briefing on curriculum progress on 6 July 2010, the Minister of Basic Education, Angie Motshekga, announced her commitment to dealing quickly and efficiently with the identified curriculum implementation challenges and difficulties (Department of Basic Education, 2010b). Efforts to deal with such challenges included reducing the number of projects for learners, discarding portfolio files of learner assessments and discontinuation of Common Tasks for Assessment (CTA). Despite these efforts, the respondents of this study still appear to be caught in the continuing implementation challenges of the OBE curriculum, including inadequate training of teachers, poor understanding of the reforms, inadequate involvement of educators in the curriculum development processes, lack of resources, insufficient timeframes and work overload, even after twenty-one years of democracy in South Africa. Perhaps the critical question to ask here may be: Why is CAPS implementation such a difficult process in the midst of so much effort to reduce challenges?

However, curriculum change *per se* is not necessarily bad or something that should not happen, but the focus of the change should be on how educators can be adequately prepared for implementation. This assertion receives credence from the respondents' comments as found

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below. The factors that will have the greatest impact on implementation are inadequate training of educators, poor understanding of the reforms, inadequate involvement of educators in the curriculum development processes, lack of resources timeframes and educators' workload.

Inadequate training of teachers

Training is the most critical issue, because it has a fundamental influence on educators' preparedness for implementation, implementation practices and the challenges they experience in CAPS implementation. Respondents unanimously emphasized the importance of strengthening educator training. Without it, curriculum implementation faces severe challenges. The respondents felt that the training offered by the district was of little assistance when they had to implement CAPS.

> *This is a serious challenge because we are not properly trained for this implementation (Dimpho H).*
>
> *I didn't benefit anything from that* [training] *because till now most of us are frustrated. We don't know which is good or which is wrong. We just do it* [teach] *for the sake that we are working (Josephine H).*
>
> *Even there when we go for training, the curriculum advisors who workshop us don't have enough information to impart on educators. These curriculum advisors confuse us because when they come to school, one will tell you something the other one will tell you something different the first one have said. You end up confused (Lydia H).*

The influence of district support in the form of educator training was not only ineffective, but insufficient too. Respondents had to attend workshops that were offered either during school hours when educators were supposed to be teaching, or towards the end of the working day when they were tired. The time spent to train them was too short and the instructors rushed to cover the much needed information they were expected to communicate to educators.

> *Most of the workshops we attend start at 12h00 and end at 14h00. Mind you, we are tired from work. Even the concentration was no longer there since we were tired, but they tried to pile a lot of information in our heads of which it does not make sense according to my understanding (Gloria H).*

The training that is currently being provided to me is not sufficient. It is also not going well with the school or the contact time that learners have because the training is always provided during school hours or school time- during the time teachers should spend with learners and therefore this makes the department to limit the number of days where teachers get trained. So therefore I would encourage training to be expanded more and be put or be made during holidays so that the training should be flexible and teachers must not worry about the time they should have with the learners (Simon M).

What perhaps aggravates the situation was that "*no follow-up workshops were conducted*" (Lydia H) by curriculum advisors to monitor if educators implement CAPS correctly.

I only received pre-training for the implementation of CAPS and there was no any other training (Dimpho H).

We are still waiting for them to come and see if we are doing the correct thing, but even now we are still waiting for them (Josephine H).

The circuit does not have a designated curriculum advisor who offers curriculum support. Instead, one curriculum advisor has to be shared amongst two or more circuits.

They are not enough because you find one curriculum advisor serving two or more circuits, and bear in mind that there are circuits with more than forty schools. So, the burden is on the curriculum advisor and if the very same curriculum advisor does not constitute committees, then CAPS implementation is definitely going to suffer (Simon M).

I have said that they only choose one teacher, not all teachers. Number two, they only come for monitoring and after monitoring, isn't it that when you monitor you will find some mistakes so they don't come back and check whether the mistakes have been corrected (Lydia H).

What becomes clear from the above observations is that the educator training was inadequate and characterized by poor facilitation. It was not well thought through as something that has to aid effective implementation. As a result it is difficult for educators to understand the intentions of the new CAPS.

Poor understanding of curriculum reforms

The other factor identified by the respondents as hindering implementation is educators' poor understanding of the reforms. Interview data show that the introduction of CAPS to enhance implementation and to make the curriculum easy for educators to understand will not likely lead to the desired result. One respondent referred to CAPS as the same old curriculum.

> *According to my understanding when I look at CAPS I think CAPS is just the old system of education (Gloria H).*

This implies that the respondents lack understanding of the rationale behind the introduction of the new curriculum changes. Consequently, they are confused and do not see why the reforms were necessary. Lydia H repeated the words "*they change*" three times in one statement to show her disillusionment with the changes. She emphasized that even the curriculum developers do not understand why change was necessary.

> *These people according to me they don't understand what is happening here. They just change. They don't come back to us to say this has failed because of 1, 2, 3. They just change, and as they change to another curriculum they don't make sure that we are properly trained- we are properly implementing that curriculum (Lydia H).*

The lack of proper training for educators exacerbates curriculum misunderstanding, which leaves them frustrated. Respondents continuously devalued the training benefits in their responses and stated that they only do what they think is best to implement the new curriculum.

> *I didn't benefit anything from that* [training] *because till now most of us are frustrated. We don't know which is good or which is wrong. We just do it* [teach] *for the sake that we are working (Josephine H).*

Perhaps Kholo H effectively summed up the poor understanding of the reforms when she said:

> *To tell the truth I don't really understand what CAPS is (Kholo H).*

Furthermore, another respondent showed a poor understanding of the reforms when she simply failed to give the correct meaning of the acronym "CAPS" and said:

> *CAPS means Curriculum Assessment Programme (Josephine H).*

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If respondents do not even know things as basic as the name of the curriculum they are busy implementing, very little, if anything at all, can be expected of its implementation success. Perhaps this begs the big question: *Which curriculum are these educators currently implementing in their classrooms?* The disjuncture between the respondents and the curriculum is painfully evident. This may conceivably suggest that the above respondents resist change. A lack of understanding of the reasons for the envisaged change and a lack of motivation are amongst the most common reasons for resistance to change (Carl, 2009, Van der Westhuizen, 1997, De Villiers, 1989, in Van der Merwe, 2011). In this case, respondents seem not to understand what they are doing and lack motivation to accomplish their work. According to Van der Westhuizen (1997), Fullan (2011), Boohene and Williams (2012), educators with low motivation for success and work are not likely to be receptive to any form of change. This implies that change can only be successful if educators come to understand the reasons and purpose of the proposed change and are motivated to implement it. Carl (2009) regards educator involvement in the curriculum development process as essential for successful and meaningful curriculum development, since such involvement enhances educators' understanding. Carl's view is contrary to the experiences of the respondents in this study, who proclaim that they were not adequately involved in CAPS development.

Inadequate involvement of educators in the curriculum development process: the top-down approach

Many respondents perceived inadequate involvement of educators in the curriculum development processes poor involvement of educators in the curriculum development process as the most prominent hindering factor as far as curriculum implementation is concerned. The respondents felt left out of decisions taken as the new curriculum was developed. Curriculum development initiatives are therefore seen as imposed mandates from other countries without a consideration of how educators feel. Poor involvement led to uncertainties around what educators were expected to do with the reforms.

> *We do not know how to handle the changes because we are uncertain of what is expected of us. We have not been involved during the planning (Dimpho H).*

We are not involved in decision-making. What they do they just go outside to other countries, collect the type of curriculum and just come and pass it to schools (Katlego H).

We don't know where they gather and take decision that this curriculum is good; this one is not good because of this or this. They don't involve us educators in decision-making when coming to the selection of a new curriculum (Kholo H).

Victor H was very particular to suggest that educators had to be involved when a new curriculum is developed.

Teachers are not involved in curriculum development whereby I am expecting eeh… I think that eeh, teachers need to be involved.

His proposal ties in well with the ideas of Bantwini (2010), who posits that educators should be actively involved in the conceptual and development phases of changes, Sarason (1982) who gives assurance of implementation success should educators be involved during the planning of an innovation, and Carl (2002) who vindicates such participation as empowering educators and leading to a high sense of responsibility and commitment to implementation. In essence, what emerges from the above observation is that educators lack ownership of the new curriculum. Curriculum changes were implemented top-down, were super-imposed and the respondents feel alienated from it.

Lack of resources (human, physical and financial)

The interview data show that many educators acknowledged a lack of resources in terms of human, physical and financial hampered implementation of innovations.

Human resources

Inadequacies in human resources were perceived as a major challenge as respondents highlighted that more educators are needed in proportion to the vast numbers of learner enrolments.

Actually, we are running short of resources because we still need human resources since our school enrolment we are having more or less one thousand four hundred learners, and it is a big school in deed with shortage of educators (Dimpho H).

So the other challenge is that we are appealing that the department should give us many posts in the school. When the department allocates posts to schools, they don't consider the subjects. They just say teacher-learner ratio, but they don't consider subjects because subjects are many. They must provide us with many educators (Malebo M).

Some respondents alluded to the shortage of educators at their schools, overcrowding and the process of redeployment and restructuring of educators. Redeployment and restructuring of educators is an annual continuous process where educators are relocated from one school to another on the basis of, among other factors, changes in the learner enrolments in schools.

The school does not have [enough] *human resources as our school is overcrowded. So it is very difficult for us as teachers dealing with many pupils (Lydia H).*

We don't have enough teachers due to the movement of teachers. We are running short of educators (Josephine H).

All the respondents above stated that they do not have enough educators at their schools to accommodate the big and overcrowded classes. Having more educators will help them reduce big classes into manageable classes, without which a positive learning environment is hard to establish. This is consistent with Rogan and Grayson's (2003:1186) proposition that:

"Poor resources and conditions can limit the performance of even the best of teachers and undermine learners' efforts to focus on learning".

Physical resources

The lack of physical resources that most respondents repeatedly referred to involves the shortage of CAPS workbooks and textbooks, classrooms and furniture. Poor supply of workbooks and textbooks, let alone *"the delay in delivering them"* (Victor H) hinders implementation. The shortages compel learners to share books, which delay learners' assessment activities.

When coming to the textbooks we take one book, giving it to two or three learners. That is a big challenge when giving them the homework and assignment. It will take you the whole month because that book should rotate among those learners. At the end of the day other learners can lose that book. So there is a big challenge (Josephine H).

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We don't have enough reading books because they give us four similar books and expect learners to share. Even though we divide into groups, with four books is impossible (Malebo M).

Recently, I have fifteen learners without workbooks which made it difficult for them to perform class and homework activities (Dimpho H).

Kholo H felt that using books other than CAPS material gives educators irrelevant content.

As CAPS is still a new curriculum the learning and teaching support materials that are in line with CAPS are not enough. As a result we end up using irrelevant books (Kholo H).

Lack of CAPS workbooks and textbooks were likened to the related finding of overcrowding:

And then we are about thirty four teachers at our institution and the challenge we are having is few classrooms while we have many learners at our school (Gloria H).

Challenges that we have in implementing CAPS. The first one is that of overcrowded classrooms. Our classrooms are overcrowded, even though they advise us that we must teach learners in groups. I have eighty four learners in a class- how many groups being one educator? There are classworks every day, they need workbooks to be completed these learners. It is a very lot of work by one educator and many learners in the class (Malebo M).

The other resources we are running short of are the physical resources. As I have already indicated that we have got more learners at our school, there is a need for classrooms and furniture. There is also a need for workbooks to cater for all learners (Dimpho H).

A critical issue in the Department's effort to improve learner performance in literacy and numeracy is the provision of learner workbooks for every South African child (Department of Basic Education, 2010b). Moreover, the 2009 Curriculum Implementation Review Committee also recommended, amongst other things, the increased use of textbooks as crucial information sources for effective teaching and learning (Department of Basic Education, 2010b). By the time the Minister of Basic Education made this commitment, the roll-out of CAPS textbooks was still in its infancy. The department was still working out how the outcome would effectively be

achieved, for example, how the pricing and procurement procedures would work (Department of Basic Education, 2010b). The respondents indicated that the minister's promise was not realized as their narratives include complaints about a shortage of textbooks and workbooks. Therefore, the shortage of CAPS workbooks and textbooks undermines the provision of resource support to assist educators to teach and learners to learn.

Financial resources

Insufficient financial resources appeared to be the common factor affecting both human and physical resources. Respondents complained that due to a lack of funds, the department does not employ sufficient numbers of educators, build new classrooms, nor is it able to buy learning-teaching support material.

> *The money we receive in the form of norms and standards is not accessible because we are unable to build new classrooms (Dimpho H).*

> *There is a shortage of finance to buy concrete teaching aids and resources. You find that through CAPS the department sends us question papers and we cannot make* [afford] *copies (Lydia H).*

> *We are lacking the human resource because one teacher is having a load of work because one class is more than sixty to seventy learners. I think maybe if the money that we receive from the government is used to employ more teachers I think the work will be much better (Kholo H).*

In the budget speech of 24 February 2016, Pravin Gordhan (the Minister of Finance in South Africa) announced an allocation of R204 billion for Basic Education, which was projected to rise to R254 billion by 2018 (Gordhan, 2016). This makes education the number one priority above all other departments. However, about 80% of this allocation goes to educator salaries, with the remaining 20% to be used to employ more educators, build new classrooms and buy learning-teaching support material (Gordhan, 2016). It is disheartening that with this expenditure trend, the above challenges are likely to be addressed at a snail's pace, subsequently hampering curriculum implementation. Given that this kind of allocation is a global pattern and that it will not change, curriculum change should become a long-term process as many authors have

articulated (Fullan, 1998, van der Merwe, 2011, Bantwini, 2009, Rogan & Grayson, 2003) in order to give schools enough time to prioritize their needs for effective policy implementation.

Timeframes and teachers' workload

The 2009 Review Committee finding that educators experience curriculum and administrative overload when implementing the RNCS (Department of Basic Education, 2010b) is confirmed by the respondents of this study with respect to the implementation of CAPS. Respondents felt that the objective of reducing paperwork through the introduction of CAPS *"has not been met"* (Victor H) and that *"with CAPS there is too much paperwork"* (Katlego H) as educators are pressured to give much written work within a limited period of time.

> *Now there are lots of short pieces of writing, particularly in CAPS implementation. These short pieces of writing must be put together to be done within a short period of time which add pressure on educators and you find that eeh, marks of these short pieces of writing will be converted and this gives us a problem especially because we are Mathematically illiterate (Victor H).*

The alarming proportions of learner-teacher ratios add more pressure for educators as they have to create opportunities for effective teaching and learning. Educators were already struggling to deal with the considerable numbers of learners in their classrooms. The teacher-learner ratios in their classrooms range from 1:60 to 1:80 and this leads to disarray in classrooms.

> *When I am speaking now, right in my school there are eighty one learners in one classroom. There is no enough movement around the class. That is chaos (Josephine H).*

> *According to our department of education, one class should have only thirty three learners, but our classes are full to such an extent that one class is accumulating more than sixty learners and is impossible to give learners individual attention (Kholo H).*

One respondent also admitted that he found it practically difficult to excel in teaching all the different subjects of the curriculum to a grade alone. He thought that some form of teaching through sharing subjects according to one's area of specialization and managing the administrative tasks associated with such large numbers is necessary.

There are challenges that one can say especially to the workload. I'm saying this because I am a grade three educator who has to man four subjects in one class. So I'm just appealing to the authorities that if it is made possible, grade R to three educators should be given the platform to share than to find an educator who has to teach four subjects by himself or herself in one class alone. So that compromises the knowledge and competency that the educator might be having in a particular learning area. So I think that if there can be specification or specialty if I may call it, that can also assist in implementing CAPS (Simon M).

CAPS's weakness to address excessive administrative work coupled with improper teacher-learner ratios seems to have demoralized educators.

Curriculum stability

The matter of curriculum stability links well with the related findings that educators do not understand the reforms and that they were not adequately involved in the curriculum development processes. Poor understanding of the reforms may be a result of lack of educator involvement in the curriculum development processes, while curriculum stability appears key to providing ample opportunity for educator involvement. Most respondents identified the pace of reform as being too fast because many changes were introduced rapidly and passed by without educators ever adapting to the changes.

Curriculum change here in South Africa is drastic and I think changes should be a long process unlike what we are doing now. For example; every change of Minister of Education means a change of curriculum (Dimpho H).

These changes are too many ever since twenty years in democracy, we have changed three to four curriculums e.g. OBE, RNCS-Revised National Curriculum Statement, now is CAPS. The curriculum change impact negatively on teachers. (Gloria H).

Eeh… you know, too many changes bring confusion because eeh, we have to impart this knowledge to the learners and you find that the information that we have now might change tomorrow, then now we are going to be engaged in it or we have to be trained again, so deviating from this (Victor H).

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Respondents suggested that the department "*should stabilize the curriculum*" *(Dimpho H* and *Katlego H).* They believed that if the department can stabilize curriculum change and properly train educators to understand it, they would be able to create the right conditions for successful implementation of CAPS.

> *The department should stick to one curriculum, not changing continuously even though the teachers did not understand, or if they change they should properly train teachers to understand that curriculum to be able to implement it. There should also be proper monitoring wherein they monitor and come back and make follow-ups (Lydia H).*

> *What I can say is that even if I did not receive enough training about CAPS I think CAPS needs to be given enough chance in our education system so that educators should get used to it and at the end of the day the conditions for successful learning will be created (Kholo H).*

Josephine H shared the same sentiment and stated:

> *We know that we are living in the world of changes. Even if we know that change is painful, and change is not straight, but we should adapt with the situation. But the thing is that this change is coming in a wrong way (Josephine H).*

The above statements indicate that despite the challenges experienced during CAPS implementation, respondents still welcomed CAPS with the belief that they should be given enough time to it for proper implementation.

Synthesis

In analysing the research question, *What challenges do educators experience in implementing CAPS?,* an explicit point emerges, namely that besides the radical curriculum changes to improve implementation, the old challenges that educators faced during the implementation of the OBE curriculum still manifest in the implementation of CAPS. The implementation of CAPS continues to result in challenges such as inadequate training of teachers, poor understanding of the reforms, poor involvement of educators in the curriculum development processes, lack of resources, insufficient timeframes and work overload. This prompts the question: *Do radical curriculum changes improve educators' implementation practices?* If not, perhaps the education

sector at present needs a moratorium on new curriculum policy due to policy overload and too frequent policy changes for which educators are not adequately prepared.

Conclusion

There was consensus among all respondents on factors that hinder the implementation of CAPS. It is evident that the role players in the launch of the new CAPS neglected contextual factors such as the lack of human, physical and financial resources, inadequate educator training, poor reforms understanding, inadequate involvement of educators in the curriculum development process, high learner-teacher ratios and heavy workload. This results in educators getting caught in a vicious circle of poor implementation. They are jumping *"from the frying pan into the fire"*. By signing the OBE death certificate, the Basic Education Minister, Angie Motshekga, seemed to suggest that OBE had *"fried"* educators enough that introducing CAPS would bring about curriculum implementation relief. The persistent CAPS implementation challenges raised by the respondents indicate that they are now in the *"fire"* of implementation – and the burning continues. However, the perception of the majority of the respondents that stabilising the curriculum may yield good results, merits further research.

In Chapter 7 I analyse the data using Rogan and Grayson (2003) theory of curriculum implementation. In so doing I argue that politicizing implementation has a profound influence on the implementation of curriculum changes.

CHAPTER 7

Politicizing implementation

In this conclusion I analyse the data using Rogan and Grayson's (2003) theory of curriculum implementation. I shall structure this analysis consistent with the three major theoretical constructs underpinning Rogan and Grayson's (2003) curriculum implementation theory, namely; *support from outside agencies*, *capacity to support innovation* and *profile of implementation*. I have combined the first two constructs of Rogan and Grayson's (2003) curriculum implementation theory as they both focus on support for curriculum implementation.

The support from outside agencies focuses on the support given by organisations outside the school, for example government departments, NGOs and teacher unions, as well as internal school based support mechanisms that work together with the school to support innovation. The capacity to support innovation construct of Rogan and Grayson's (2003) curriculum implementation theory considers aspects that either support or hinder the implementation of innovations. The aspects are divided into 1) physical resources such as classrooms and textbooks, 2) teacher factors such as teacher qualifications, training and level of confidence and their commitment to teaching, 3) learner factors and the school ethos such as learners' proficiency in the language of teaching and learning, and 4) ecology and management such as the commitment by everybody to make the school work. The profile of implementation aspect of Rogan and Grayson's (2003) curriculum implementation theory focuses on educators' classroom practices. In other words it looks at what educators do or are unable to do in the implementation process. This construct overlaps with the first two in that the ability of educators to acquire and implement support shapes the profile of implementation. In sum I argue that the implementation of curriculum changes has become highly politicized in the schools under study.

Many studies have been conducted on curriculum implementation and its failure (Jansen, 1999, Chisholm, 2005a, Cheung & Wong, 2012, Mogashoa, 2013, Prew, 2013, Björklund, 2015, Nkosi, 2015). The above studies revealed almost similar findings about the challenges during implementation, including inadequate training of educators, lack of resources, too much paperwork, lack of understanding of the reforms, poor involvement of educators in the curriculum development process, lack of professional development for educators, skewed curriculum design and language complexity. It is noteworthy that the results of this study confirm the research findings of the above scholars. The most common findings include, for instance, inadequate training of educators, lack of resources and too much paperwork as the respondents' reasons why the CAPS curriculum is not being implemented thoroughly. These reasons are familiar in curriculum implementation literature. Evidence that points to the politicization of implementation shall be demonstrated under the three latter findings given by the respondents of this study. What the study shows is that implementation is not about the policy, but about the contextual and often individual factors that comprise the envisaged implementation. These factors appear to be the key factors that frustrated the respondents and subsequently thwarted implementation.

It is worth noting that none of the respondents criticized the CAPS curriculum itself, despite their intense frustrations with implementation. According to Prew (2013), CAPS is a highly rated curriculum because it offers guidelines on how to teach and assess each topic and greater articulation of the content taught between grades and topics.

The contextual factor that dominates this study is the highly politicized terrain in which educators work. In sum, curriculum implementation has become so politicized that this state of affairs has compromised implementation. No doubt that a curriculum is always political. In fact, Herman and Herman (1994:43-44) says that it has to be political:

> *"Education is, significantly, located in an area of social disputation, and as such it is always political. The dominant political ethos has an influence on education, which in turn forms part of the overall socio-economic policy of the nation that must be implemented at local level."*

Herman and Herman's (1994) assertion implies that our curriculum will have clear political underpinnings that speak to the value system and the constitution of this country. It is arguable then that curriculum is embedded in a political context. Notably, it is evident that educators as the ultimate implementers of the curriculum have been at the receiving end of a national political contest between the teacher unions and the government departments. In adopting OBE, the government had an idealized political vision of what education should be. Educators in the classroom did not necessarily share that vision largely because of the historical inadequate training offered to black teachers through Apartheid education (Jansen, 1998).

While the unavoidability and arguably the necessity of the politicality of the curriculum is recognized, it is the nature of the politicality of implementation that this study interrogates. This study shows that when implementation becomes political, the value of the curriculum may indeed be lost. In this instance, it appears that curriculum implementation has been a focal point of a contest between political forces. These political forces are the teacher unions on the one side and the government on the other.

It seems feasible that the respondents' lack of confidence and feelings of being overwhelmed in the face of so many curriculum changes over such a short period of time, has compromised their individual ability to learn on their own, to be courageous and to try out implementation strategies. They seem to have placed the responsibility to implement at the door of the Department of Education and in so doing; they have politicized implementation to such an extent that it has removed them from personal responsibility. So, the failure of implementation in their view is not theirs, but rather an external force – which is the Department of Education. As a result, implementation challenges, for example, inadequate training of educators, lack of resources and too much paperwork is also seen as the responsibility of the department, as evidenced below.

Support from outside agencies

(*Inadequate training of educators)*

Firstly, a clear political statement that comes from the respondents is on their preference about the training they received for CAPS implementation. Respondents were very critical about the training offered by government. They seem to prefer training offered by their teacher union.

Our teachers' organization help us because when we are at workshops we are grouped and are assisted in planning and I think this is much better than what the department is doing right now and then when we are at workshops organized by the unions we are clustered at schools and our union make sure that our education desk send the representatives to check what kind of the challenges we are facing at our schools (Kholo H).

Probing further with the above respondent to find out what it is that the department is doing, she responded:

Our department levels do not provide the necessary support that is needed to develop good strategies that will help all learners. The support that is needed should come from the national level, district level, circuit level and from the school. The curriculum advisors visit our schools once a year and when they come they focus only at our mistakes rather than providing the support needed. I think they should provide support by helping us to overcome barriers in the system that prevent us from meeting the learning needs. They should also assist us in creating flexibility in our teaching methods and the assessment of learning. The external support that we are receiving now is from our teachers' organization. Our teacher organization sometimes organizes teacher workshops that are beneficial within the classroom situation (Kholo H).

Josephine H also amplified her preference for union training:

As far as union is concerned they help us by taking other teachers to the training and call them lead teachers, and the lead teachers have already given us lesson plans, but lesson plans are not enough because they are only for Mathematics and FAL [First Additional Language] (Josephine H).

If indeed union training was better and more helpful as asserted above, the respondents may be looking forward to the same quality of training from the department to help them implement the curriculum adequately. The respondents raise a valid concern that calls on government to improve educator training initiatives. Without proper training, the respondents seem to be overwhelmed by curriculum changes introduced by government. Adequate training is imperative to prepare them for successful implementation. Furthermore, Josephine H gives evidence that

leads to the point that she prefers union training because 'lead teachers' give them lesson plans. She views this as a good thing that she appreciates and sees as support she gets from her union. This means that educators may appreciate receiving prepared lesson plans from the department to enhance implementation. Triangulated data from lesson observations show that the respondents need considerable assistance with developing lesson plans. In fact, this is the most significant point raised by the respondents regarding the effectiveness of union training. Other than that, they did not provide substantial evidence during interviews as to why the union training is better, even though I tried to direct them in that direction. They simply gave general statements for their lack of clarity. Gloria H said:

> *Eeh, well! My teacher union eeh… sometimes call us to give us support in the form of workshops where we are just gathered there and then they give us some information as far as CAPS is concerned (Gloria H).*

Interview data show that there is very little evidence of educators seeking out training on their own or using internet support mechanisms. In other words, collaboration with each other to actually develop own implementation strategies was not forthcoming when they were asked how they plan for CAPS implementation or to share with me anything else (strategies) regarding CAPS implementation (see Chapter 3, Interview questions 2 and 8). This is an indication of a dire need for continuous training to support educators when a new curriculum is introduced. Dimpho H emphasized this point by saying:

> *As long as there is no enough training – teachers' training as far as CAPS is concerned I won't be confident.*

The above explication provides a valid claim by any educator in the implementation process. It confirms the importance of intensive educator training from the side of government, without which educators would find it difficult to adequately implement the curriculum. Rogan and Grayson (2003) argue that training should encourage ownership of innovation. In this case, the inadequate training of educators by the DBE hampered implementation as the respondents' level of confidence and commitment to CAPS teaching is low. While educators commended the support they received from NGOs in the form of physical resources, they were less satisfied with the DBE.

The NGOs support us with resources, not with the workshops (Lydia H)

They help us by giving us grade readers, the toys, the books and also by erecting the swingers for the young ones and also by giving us the plastic balls and wall charts (Josephine H).

As Rogan and Grayson (2003) point out that support in the form of resources and training is vital for successful curriculum implementation.

Capacity to support innovation

(Lack of resources)

Secondly, the respondents raised a concern that implementation is compromised by the lack of resources, most particularly the shortage of textbooks. This is a valid concern because a recent study conducted by Makeleni and Sethusha (2014) confirms that countries such as Brazil, Ghana, Guinea and the Philippines had shown improvement in learner performance due to sufficient supply of textbooks. The respondents commented as follows:

We don't have enough reading books because they give eeh… four similar books and expect learners to share. Even though we divide learners into groups, with four books is impossible (Malebo M).

The big challenges we encounter implementing the CAPS, one; we are poorly resourced, is the challenge. So the other one I have indicated the shortage of CAPS workbooks and the textbooks…. (Victor H).

From my observations, I did see that learners have workbooks and each educator has a textbook. However, the respondents raise a valid concern in that learners did not have textbooks and that they had to share the few available textbooks. Much as I agree that limited resources compromise implementation, South Africa is a developing nation and there will always be few resources. The striking point is that the focus on resources places the responsibility for implementation at the door of the Department of Education. The respondents simply said that teaching cannot take place if the Department did not supply enough textbooks for learners. Most significantly, the fact that each educator has a textbook means that they have access to the curriculum. So, their

statement that they can't teach or understand the curriculum because learners do not have textbooks is somewhat political.

It is true that not having a textbook is a serious limitation, but the position that the respondents have taken is not how they can overcome such limitations. It seems as if they use insufficient resources as an explanation for inadequate implementation and that they have not found creative ways to overcome such shortages. Considering that these are primary schools – in other words Grade 3 learners - an educator can teach without a child having a textbook (Cirka, 2014). Furthermore, the fact that learners have workbooks is a good place to start, but educators do not see that. This suggests that they are simply finding a way not to take personal responsibility for implementing the curriculum.

Profile of implementation

(Too much paperwork)

Thirdly, the respondents talked about too much paperwork. They did not differentiate time for doing administrative work from teaching time.

> *The tasks are too many. When coming to language, every quarter you must see to it that you cover for four tasks and we know that there are more things in the language. There is reading, there is story telling… so there is no time for that reading. Most of the time we are writing. We are giving them tests, the projects to be done in the class. That is why I said there is more paperwork… (Josephine H).*

This is a problem across the globe. In a study prepared for the Education Labour Relations Council (ELRC) by Chisholm, Hoadley, Kivulu, Brookes, Prinsloo, Kgobe, Mosia, Narsee and Rule (2005), it was found that there are many international studies involving countries such as Australia, Korea, Mexico, the Slovak Republic, Turkey, Argentina, Brazil, Chile, Egypt, India, Indonesia, Jordan, Malaysia, Paraguay, Peru, the Philippines, Russian Federation, Sri Lanka, Thailand, Tunisia, Uruguay and Zimbabwe that were conducted by the OECD on educators' workload. The study revealed increased workload, that the percentage of working time spent teaching as opposed to other activities such as administrative or extra mural activities is larger than 50% in only a minority of countries.

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As such, all educators will say that they have too much administrative work, but it cannot be an explanation for not implementing in the classroom, as paperwork time is not classwork time. In other words, when the educator is in the classroom and teaching, it is not the time for doing administrative work. Administrative time is extra, so the explanation of too much paperwork is not an explanation for why the curriculum is not being implemented in the classroom. Again, educators show that they had politicized implementation by removing their responsibility to implement the curriculum.

While Rogan and Grayson (2003) acknowledge that curriculum implementation will differ from school to school given the individualized context of each school, they do not fully accommodate the extent to which political forces influence curriculum implementation. Certainly, curriculum is always political (Dowden, 2013). It is to be expected that each Minister that comes would want to improve and change the curriculum to make own political statements. However, in the context of this study it is not the politicality of the curriculum that takes centre stage, but the politicality of implementation. Put differently in this instance the profile of implementation as defined by Rogan and Grayson (2003) that is what happens in the classroom, is influenced by the broader political forces in which the schools and teachers live.

In setting the Department of Education and the unions alongside and against each other with respect to educator training and readiness for implementation, the respondents in this study chose to make implementation political. There is no doubt that there are challenges. There is widespread acknowledgement in the literature on the challenges in curriculum implementation, and in developing nations these may indeed be intense (Davies, 1994, Rogan & Grayson, 2003, Chisholm, Motlala & Vally, 2003, Bowker, Davies, Hopkin, James, Kelly, Peacock & Sharp 2009, & Lekgoathi, 2010). What this study suggests is that the intense politicization of implementation means that educators do not feel pushed to find creative solutions to implementation challenges. Indeed, it is arguable that in such a volatile and highly political context, educators are likely to turn their backs on implementation and focus instead on heeding the political forces at play. Put differently, the politicization of implementation creates opportunities for educators to renege on individual responsibility for implementation.

In a developing context where limited resources is a key factor, implementation challenges are not easily remedied. Overcoming implementation challenges will no doubt require educators to

be creative, resourceful and inventive. This study did not focus on educator resourcefulness, and perhaps in hindsight this may be identified as a limitation of this study. In the final analysis, while I recognize the challenges that educators face, I have no explanation for why educators with degrees and often with postgraduate qualifications find it difficult to understand and implement a curriculum designed for Grade 3 learners. As I see it, the lack of training and resources is not an adequate explanation for limited implementation. The data show clearly that there was limited implementation as is asserted in the data analysis chapters of this study. For example, the respondents comment as follows:

> *I am just teaching for the sake that I had to work and cannot just sit down and do nothing (Lydia H).*

The above respondent shows little enthusiasm for implementation and suggests being resigned to doing the minimal. Further probe with Lydia H reveals that she has no desire to learn more or develop creative teaching skills. She says:

> *In Sepedi and Life Skills I am just teaching them as I am expected even if eeh… I am just teaching for the sake of teaching.*

The above expression shows that she teaches because she has to do something. Josephine H advances this point:

> *We don't know what we can do. We are trying to use the old methods by writing the notes on the chalkboard which is not necessary (Josephine H).*

It is interesting that Josephine H says she implements the curriculum in a manner she knows is not necessary, but anyway continues to do so, that is, she resorts to using "old methods" of writing notes on the chalkboard possibly because she does not have a grasp on how to implement the new curriculum or does not seem to have an alternative. This behaviour does not tie with Rogan and Grayson's (2003) profile of implementation that encourages educators to find numerous implementation alternatives that encourage them to discover their strengths and make progress by building from these strengths. Another respondent shows an absence of active teaching and engagement with learners and says:

> *... and we don't have that* [teacher's guide]. *We only have learners' books wherein I just take a book, open it at any page and instruct learners to complete the work (Katlego H).*

Instructing learners to do the work shows that learners are left to fend for themselves. It is arguable that learners are left with the task of implementation with little if any guidance from educators. In sum, Kholo H says categorically that there is confusion about how to implement CAPS.

> *... at our institution I am the only one involved in planning and implementing CAPS as there is no assistance from the school level and grade level. I think it is caused by the lack of knowledge on the implementation of CAPS.*

The above statement shows unilateral planning which is not consistent with Rogan and Grayson's (2003) idea that supports developmental planning that encourages members of the school community to work together.

Conclusion

Finally this study concurred with Rogan and Grayson's (2003) assertion that successful curriculum implementation hinges on adequate support in the form of resources and training from various agencies is vital. The study also confirms Rogan and Grayson's (2003) view that the profile of implementation, that is what happens in the classroom, will be defined by school based and individual educator profiles. However, this study also shows that the broader political forces are also influential in defining the profile of implementation in a school.

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Faculty of Education

RESEARCH ETHICS COMMITTEE

CLEARANCE CERTIFICATE	CLEARANCE NUMBER: EM 14/04/04
DEGREE AND PROJECT	MEd
	How educators implement curriculum change
INVESTIGATORS	Rodgers Moyahabo Molapo
DEPARTMENT	Education Management and Policy Studies
APPROVAL TO COMMENCE STUDY	01 July 2014
DATE OF CLEARANCE CERTIFICATE	20 July 2016

Please note:

For Master's application, Ethics Clearance is valid for 2 years
For PhD application, Ethics Clearance is valid for 3 years

CHAIRPERSON OF ETHICS COMMITTEE: Prof Liesel Ebersöhn

pp Dr Funke Omidire
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CC   Bronwynne Swarts
        Venitha Pillay

This Ethics Clearance Certificate if issued subject to the following conditions:

1. A signed personal declaration of responsibility
2. If the research question changes significantly so as to alter the nature of the study, a new application of ethical clearance must be submitted
3. It remains the student's responsibility to ensure that all the necessary forms for informed consent are kept for future queries

Please quote the clearance number in all enquiries

ANNEXTURE A: Ethical clearance certificate

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LIMPOPO
PROVINCIAL GOVERNMENMENT
REPUBLIC OF SOUTH AFRICA

Enq: MashimbyeTS
Tel: 0716793339

05 March 2014

TO WHON IT MAY CONCERN

PERMISSION TO CONDUCT STUDY/ RESEARCH: MOLAPO MR

This is to certify that the above mentioned educator has been given permission to conduct study/research among the primary schools educators within the circuit...

The circuit wishes to request the schools to give him permission to interact with the relevant stakeholders at schools without compromising learning and teaching.

The circuit wishes the researcher good luck in his endeavor to complete his research.

Yours faithfully

....
CIRCUIT MANAGER

SEKGOSESE EAST CIRCUIT
P.O.BOX 136 MOOKETSI Tel: 015 8740032/ FAX: 0158742121
"Working together we can do more in providing quality education"
Education is a Pre-condition for development

The heartland of Southern Africa – development is about people

ANNEXTURE B1: Permission letter from the circuit

LIMPOPO

PROVINCIAL GOVERNMENT
REPUBLIC OF SOUTH AFRICA

DEPARTMENT OF
EDUCATION

Enquiries: Dr. Makola MC, Tel No: 015 290 9448. E-mail: MakolaMC@edu.limpopo.gov.za

UNIVERSITY OF PRETORIA

FUCULTY OF EDUCATION

MOLAPO MR

RE: Request for permission to Conduct Research

1. The above bears reference.

2. The Department wishes to inform you that your request to conduct a research has been approved- **TITLE: HOW EDUCATORS IMPLIMENT CURRICULUM CHANGES IN LIMPOPO PROVINVE PRIMARY SCHOOLS?**

3. The following conditions should be considered

   3.1 The research should not have any financial implications for Limpopo Department of Education.

   3.2 Arrangements should be made with both the Circuit Offices and the schools concerned.

   3.3 The conduct of research should not anyhow disrupt the academic programs at the schools.

   3.4 The research should not be conducted during the time of Examinations especially the forth term.

   3.5 During the study, the research ethics should be practiced, in particular the principle of voluntary participation (the people involved should be respected).

   3.6 Upon completion of research study, the researcher shall share the final product of the research with the Department.

4. Furthermore, you are expected to produce this letter at Schools/ Offices where you intend conducting your research as an evidence that you are permitted to conduct the research.

Page **1** of **2**

The heartland of southern Africa - development is about people!
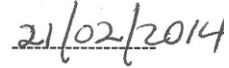
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5. The department appreciates the contribution that you wish to make and wishes you succes your investigation.

Best wishes.

Dederen K.O

Acting Head of Department

21/02/2014

Date

ANNEXTURE B2: Permission letter from the Limpopo Provincial Department of Education

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Education

The Circuit Manager

Sekgosese East Circuit

P O Box 184

Mooketsi

0825

Dear Sir

Application to conduct research in Mopani Region, Limpopo, Sekgosese East Circuit.

I, Molapo Moyahabo Rodgers, MEd student in the department of Education Management, Law and Policy Studies at the University of Pretoria (student number: 27587739) hereby request your permission to conduct research in Mopani Region, Limpopo, Sekgosese East Circuit. This application is informed by the requirements of the research ethics and the university's policy that regulate research conduct.

My research topic is: **How educators implement curriculum changes in Limpopo Province Primary Schools?** I would like to be able to conduct interviews with three Grade 3 educators from three primary schools in the circuit. My interviews will focus only on the implementation of CAPS. In addition, I would like to conduct classroom observations with the aim of observing CAPS implementation. Finally, I will request to scan teacher preparation documents. The identity of the participating schools and of the educators will remain confidential at all times. Please see attached letter from the Provincial Department of Education granting permission to conduct the research.

I hope that my request shall be considered.

Yours faithfully

Molapo M.R (Mr)

28/02/2014

(Date)

Contact: 073 773 8448

Email: molapomr1@gmail.com

The Head of Department

Limpopo Department of Education

P O Box X 9498

Polokwane

0700

Dear Sir/ Madam

Application to conduct research in Mopani Region, Limpopo, Sekgosese East Circuit.

I, Molapo Moyahabo Rodgers, MEd student in the department of Education Management, Law and Policy Studies at the University of Pretoria (student number: 27587739) hereby request your permission to conduct research in Mopani Region, Limpopo, Sekgosese East Circuit. This application is informed by the requirements of the research ethics and the university's policy that regulate research conduct.

My research topic is: **How educators implement curriculum changes in Limpopo Province Primary Schools?** In line with my research design and methodology, I request permission from the Limpopo provincial office to conduct interviews, lesson observations and analyse documents with teachers from primary schools in the Sekgosese East Circuit regarding the implementation of curriculum changes.

I hope that my request shall be considered.

Yours faithfully

_____   20/02/2014

Molapo M.R (Mr)   (Date)

Contact: 073 773 8448

Email: molapomr1@gmail.com

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Department of Education Management and Policy Studies

University of Pretoria

Researcher: Molapo M.R

Cell: 073 773 8448

26 February 2014

Dear educator

INFORMED CONSENT TO PARTICIPATE IN RESEARCH

My name is Molapo Moyahabo Rodgers, a Master's student enrolled with the University of Pretoria. My study course requires me to conduct a research in fulfilment of my Master's degree in the Department of Education Management and Policy Studies at the University of Pretoria. My research topic is: **How educators implement curriculum changes.**

This research will be conducted within the Sekgosese East Circuit primary schools in Limpopo Province. You are requested to give consent to participate in this research project. The purpose of the study is to explore how educators in Limpopo Province primary schools implement Curriculum and Assessment Policy Statement (CAPS) as a new curriculum. Your consent is vital in helping me to understand how educators approach the implementation of curriculum changes.

I would like to be able to interview you for 45 to 60 minutes about the research topic, at a venue and time convenient to you provided that such time does not interfere with school activities. You will be given a copy of the interview transcript once completed. At this point you will be able to amend anything said in the interview or to delete aspects you are not comfortable with sharing in the interviews. In addition, I would like to be able to observe you presenting a lesson in the classroom for approximately 30 minutes. Classroom observation will not interfere with your lesson presentation in any way, except that I will be taking field

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notes during presentation. If possible, I would like to be able to scan your lesson plan for the lesson I observe. This will allow me to make sense of your teaching plan and to understand better your classroom practice. It is in no way a form of evaluation of your teaching practice.

Be assured that all data obtained from you will remain confidential.

Your name and that of your school will not be mentioned in this study. Instead, pseudonyms will be used so that the information obtained cannot be linked to you and your school. Data collected during this study will be stored safely by the University of Pretoria for a period of 10 years as per the university's policy requirements. Should you at any point in the process wish to withdraw your participation you will be free to do so with no personal or professional consequences.
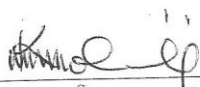
I realise that my request is an imposition on your time and will greatly appreciate your willingness to participate in this study.

Yours truly

Molapo M.R

I ⬭Agree⬭ or ☐Disagree☐ to participate in this research project.

(Please cross appropriate box)

Signature of participant: _____ Date: 05|03|2014

Signature of researcher: _____ Date: CS|03|2014

Signature of supervisor (Prof. Pillay V): _____ Date: _____

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA
Faculty of Education

Department of Education Management and Policy Studies

University of Pretoria

Researcher: Molapo M.R

Cell: 073 773 8448

26 February 2014

Dear Principal

INFORMED CONSENT TO CONDUCT RESEARCH

My name is Molapo Moyahabo Rodgers, a Master's student enrolled with the University of Pretoria. My study course requires me to conduct a research in fulfilment of my Master's degree in the Department of Education Management and Policy Studies at the University of Pretoria. My research topic is: **How educators implement curriculum changes.**

This research will be conducted within the Sekgosese East Circuit primary schools in Limpopo Province. You are requested to give consent to allow me to conduct research in your school. The purpose of the study is to explore how educators in Limpopo Province primary schools implement Curriculum and Assessment Policy Statement (CAPS) as a new curriculum. Your consent is vital in helping me to understand how educators approach the implementation of curriculum changes.

My request is to interview three educators for 45 to 60 minutes about the research topic, at a venue and time convenient to them provided that such time does not interfere with school activities. The interview will be audio taped. I will also observe each one of them presenting a lesson in the classroom for approximately 30 minutes. Classroom observation will not interfere with their lesson presentation in any way, except that I will be taking field notes during presentation. I would also like to request that each educator gives me copies of their lesson plan and assessment record. I will keep these documents confidential and the

information obtained will be used only for academic purposes. The participants participate voluntarily and may withdraw from this research at any time they deem necessary. They will also be given access to verify the data obtained during interviews.

Confidentiality and anonymity regarding information provided in this study is guaranteed. The names of the educators and that of the school will not be mentioned in this study. Instead, pseudonyms will be used so that the information obtained cannot be linked to your school and educators. Data collected during this study will be stored safely by the University of Pretoria for a period of 10 years as per the university's policy requirements. There are no known risks for you as a participant in this study.

Yours truly

Molapo M.R

I [Agree] or [Disagree] to give consent to conduct this research in our school.

(Please cross appropriate box)

Signature of participant: _____ Date: 05-03-2014

Signature of researcher: _____ Date: 05/03/2014

Signature of supervisor (Prof. Pillay V): _____ Date: _____

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<table>
<tr><td colspan="2" align="center">INTERVIEW PROTOCOL</td></tr>
</table>

INTERVIEW PROTOCOL
Research Topic: How educators implement curriculum changes.
Venue: _____   **Pseudonym**: _____
Name of observer: Molapo M.R   **Duration**: _____   **Grade**: 3
Educators play a central role in ensuring that curriculum is implemented in schools. However, research has shown that educators face great challenges when implementing a new curriculum. The purpose of this research is to find out how educators approach the implementation of curriculum changes in Limpopo province primary schools. Thank you for participating in this study.
INTERVIEW QUESTIONS FOR EDUCATORS 1. Briefly tell me about yourself. 2. How do you plan for CAPS implementation? 3. What kind of resources does your school have to facilitate CAPS implementation? 4. How were you trained to implement CAPS? 5. What kind of external support do you receive to help you to implement CAPS? 6. What challenges do you encounter when implementing CAPS? 7. How committed are you to teaching in a CAPS classroom? 8. Is there anything else you would like to share with me regarding the implementation of CAPS?

ANNEXTURE D: Interview protocol

OBSERVATION PROTOCOL			
Research Topic: How educators implement curriculum changes.			
Classroom number: _____ **Pseudonym**: _____			
Name of observer: Molapo M.R **Duration**: 30 minutes **Grade**: 3			
Educators play a central role in ensuring that curriculum is implemented in schools. However, research has shown that educators face great challenges when implementing a new curriculum. The purpose of this research is to find out how educators approach the implementation of curriculum changes in Limpopo province primary schools. Thank you for participating in this study.			
Date/Time	**Area observed**	**Descriptive field notes of observed activities**	**Reflective notes**
	1. Teaching and Learning		
	a) Lesson planning	Lesson objectives Time allocation according to lesson activities	
	b) Methods/ strategies of teaching and learning	Educator's position in the class Teaching and learning methods used	
	c) Content knowledge	Logical flow of the lesson from simple to complex Confidence in teaching	
	2. Assessment		
	a) Knowledge of assessment techniques	Assessment techniques used by the educator	
	b) Application of assessment techniques	How the assessment techniques were used.	
	3. Implementation Challenges		
	a) Classroom environment	Learner-teacher ratio Class size, Classroom layout Description of the class as a room for learning Atmosphere or mood in the class	
	b) Availability of educational resources	Classroom furniture, books, Information and Communication Technology (ICT) devices, and teaching aids	

ANNEXTURE E: Observation protocol

ANNEXTURE F: Example of data organising table

Questions	Responses	Segments	Comments	Theme/Sub
Question 1 **Briefly tell me about yourself?**	**Teacher 1 School A:** In 1993, I was lucky enough to be employed by the department of education at a nearby lower primary school with 21 years of teaching experience. I enrolled with the RAU College for remedial work. It was in 1999, and it was a two years course. After passing for remedial work I had a break…till 2007 wherein I registered with the University of Johannesburg for B.Ed. Honours in Management and Leadership.	21 years of teaching experience. I registered with the University of Johannesburg for B.Ed. Honours in Management and Leadership.	All participants are well experienced in curriculum implementation with teaching experience ranging between 16 and 25 years. All teachers are highly qualified with minimum Primary Teachers Diploma to B.Ed. Honours.	**Teaching Experience and Qualifications**
	Teacher 2 School A: Thank you again sir for the welcome. I am a forty two year old male who has been teaching at this school for twenty one years in Grade 3. For the moment qualified as an educator with three years Teacher's Diploma, BA Degree, HR Management Diploma, a B.Ed. Honours and currently a Master of Arts student in Organisational Communication	I am a forty two year old male who has been teaching at this school for twenty one years in Grade 3. Qualified as an educator with three years Teacher's Diploma, BA Degree, HR Management Diploma, a B.Ed. Honours and currently a Master of Arts student in Organisational Communication		
	Teacher 3 School A: Thank you! I am a female grade three educator and I am forty seven years old. I started teaching in 1995 and I am about nineteen years old in the department of education. Eeh… my academic records are as follows: I got a diploma,	I started teaching in 1995 and I am about nineteen years old in the department of education. I got a diploma, Senior Primary		

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	Senior Primary Teachers' Diploma from Sekgosese College of Education. I got a further diploma in Remedial Education from the University of Johannesburg-the former RAU. I've got B. Ed in Education Training and development from the University of Johannesburg as well. Presently I am enrolled with the University of Pretoria for B.Ed. Honours in Educational Management. That is shortly what I can say about myself.	Teachers' Diploma from Sekgosese College of Education. I got a further diploma in Remedial Education from the University of Johannesburg-the former RAU. I've got B. Ed in Education Training and development from the University of Johannesburg as well. Presently I am enrolled with the University of Pretoria for B.Ed. Honours in Educational Management.	
	Teacher 4 School B: I've got sixteen years teaching experience. I am a teacher. I did SPTD [Senior Primary Teacher's Diploma]. I started working in 1998 at a primary school until 2008. From 2008 I have been deployed at a nearby school which is also a primary school. I am responsible for grade three, teaching Sepedi, Maths, English and Lifeskills. I've got sixteen years teaching experience. Thank you!	I've got sixteen years teaching experience. I did SPTD [Senior Primary Teacher's Diploma]	
	Teacher 5 School B: I have nineteen years of teaching experience. I started working as a permanent educator in 1995.In 1991 I registered with RAU [Rand Afrikaans University] recently known as the University of Johannesburg where I obtained my Further Diploma in Education	I have nineteen years of teaching experience. In 1991 I registered with RAU [Rand Afrikaans University] recently known	

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	during 2001. In 2012 I registered with UNISA-the University of South Africa. I obtained my B.Ed. Honours degree this year 2014.	as the University of Johannesburg where I obtained my Further Diploma in Education during 2001. In 2012 I registered with UNISA-the University of South Africa. I obtained my B.Ed. Honours degree this year 2014.	
	Teacher 6 School B: I have sixteen years experience in teaching grade three. The total teaching experience is twenty five years. Thank you sir. In 1989 I completed my first Teaching Diploma. In 2002 I completed my Further Diploma in teaching. In 2004 I completed my first degree-B.Ed. Degree with the university of UPE [University of Port Elisabeth]. In 2010 I completed my degree… my Honours Degree in the University of South Africa, which is UNISA. Now I am a registered student in Master's Degree in the university of UNISA.	I have sixteen years experience in teaching grade three. The total teaching experience is twenty five years. In 2004 I completed my first degree-B.Ed. Degree with the university of UPE [University of Port Elisabeth]. In 2010 I completed my degree… my Honours Degree in the University of South Africa, which is UNISA. Now I am a registered student in Master's Degree in the university of UNISA.	
	Teacher 7 School C: Eeh! Thank you for your question. I am a grade three educator with seventeen years teaching experience. My highest educational	I am a grade three educator with seventeen years teaching experience. My highest	

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	qualification is B.Ed. in Learning Support with the University of Johannesburg.	educational qualification is B.Ed. in Learning Support with the University of Johannesburg.		
	Teacher 8 School C: I am having eeh… nineteen years of working teaching experience holistically. I obtained my Teacher's Diploma in 1993, then I also further my studies eeh… in Management Education, then I am now having eeh… B.Ed. Honours as the highest academic qualification.	I am having eeh… nineteen years of working teaching experience holistically. I obtained my Teacher's Diploma in 1993, then I also further my studies eeh… in Management Education, then I am now having eeh… B.Ed. Honours as the highest academic qualification.		
	Teacher 9 School C: I have twenty two years teaching experience. I obtained my Senior Primary Teacher's Diploma in the year 1990. I started to work in the year 1991 until today. I furthered my studies in the year 1999 with the University of RAU presently known as the University of Johannesburg and obtained Further diploma in Education. And again I obtained B.Ed. Honours in Education Management, Law and Policy in the year 2009 with the University of Johannesburg.	I have twenty two years teaching experience. I obtained B.Ed. Honours in Education Management, Law and Policy in the year 2009 with the University of Johannesburg.		
Question 2 **How do you plan for CAPS implementation**	**Teacher 1 School A:** As a foundation phase educator, I go and sit with our colleagues as a phase, and then we do our planning. Then we do our	As a foundation phase educator, I go and sit with our colleagues as a phase, and	Phase planning is done collectively with colleagues.	**Curriculum implementation/ Classroom practices**

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?	planning. From the plan… planning as a phase, we move and continue to plan as a grade. … and for the week, daily… on daily basis. That's how I do my planning, and then after planning for that, then we split and it is the responsibility of an individual to make sure that then you continue writing your lesson plan, preparing your activities and how you prepare yourself on how you are going to present your lesson in class. … and we don't have that, we only have learners books wherein I just take a book, open it at any page and instruct learners to complete the work.	then we do our planning. …then we split and it is the responsibility of an individual to make sure that then you continue writing your lesson. I just take a book, open it at any page and instruct learners to complete the work.	Individual teachers are responsible to do their lesson plans. The approach the teacher uses indicates that she doesn't plan her work.	1. Phase planning. 2. Grade planning. 3. Individual planning. 4. Teaching approach
	Teacher 2 School A: In implementing CAPS, particularly in Maths, I rely much on my colleagues. Before I implement lessons for two weeks, I sit down with my colleagues and we plan a two weeks programme wherein we can …we are going to work, so which means I am able to benefit directly from the teachers with Maths knowledge especially because I don't enjoy it like other subjects. From there, as a grade three educator I must ensure that I've got the classroom ready, favourable and conducive for implementing CAPS and ensure again that I've got the other resources like the policy statements, like the reporting and assessment policies as well as my own lesson plans that I will use to impart knowledge in the four learning areas of the subjects that I do on daily basis. Thank you very much sir.	In implementing CAPS, particularly in Maths, I rely much on my colleagues. Before I implement lessons for two weeks, I sit down with my colleagues and we plan a two weeks programme wherein we can …we are going to work, so which means I am able to benefit directly from the teachers with Maths knowledge especially because I don't enjoy it like other subjects.	Teacher benefits Maths knowledge from working with colleagues	1. Collaborative planning and teaching.
	Teacher 3 School A: Ummm! We are actually following eeh…	We are actually following eeh…	The teacher follows the	

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	what is written in the resources that they have given us. Isn't it that we have different kinds of resources like the oxford, and different eeh… books? So we are using those resources, they have got some samples there, we are following that. Eeh… actually what I hate about CAPS implementation is this too much tasks. According to my understanding eeh… the way… the rate at which we are writing tasks deprive the learners an opportunity of learning because most the time they are writing instead of whereby we are supposed to be teaching them. So, that is something that I hate with CAPS because we are ever giving tasks and learners are ever writing and then we are marking, we don't have enough time to talk to these pupils.	what is written in the resources that they have given us. According to my understanding eeh… the way… the rate at which we are writing tasks deprive the learners an opportunity of learning because most the time they are writing instead of whereby we are supposed to be teaching them.	supplied resources when implementing CAPS. CAPS has too much writing than teaching which deprives learners the opportunity to learn.	
Teacher 4 School B: Planning start at school level wherein they allocate us the grades, they allocate subjects to teachers, even classrooms. The school makes requisitions of the textbooks to be used. Then from there that's where we plan as a phase. This is very important because as a grade three teacher I must know the knowledge that the grade two learners have. So we plan as phase and also to know what is expected of me as a grade three teacher. As my lesson will link with the next lesson, so it is important to plan as a phase. After there I will make planning as an individual teacher whereas I will prepare lesson plans. I will also prepare teaching aids and tasks that I will allocate to my learners. Thank you!	So we plan as phase and also to know what is expected of me as a grade three teacher. As my lesson will link with the next lesson, so it is important to plan as a phase.	Planning as a phase is important for the teacher to know what is expected of him.	
Teacher 5 School B: We plan for CAPS implementation as a phase. We sit as foundation phase educators of grade R to three.	… actually we do planning for the whole year. Thereafter we sit	Curriculum planning is done yearly, quarterly and weekly.	1. Year plan

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	Thereafter we check our policy documents whereby we check the time allocation for the whole year, the periods and we also… actually we do planning for the whole year. Thereafter we sit as grade educators whereby we plan quarterly. After that we sit as an individual educator to plan weekly.	as grade educators whereby we plan quarterly. After that we sit as an individual educator to plan weekly.	
	Teacher 6 School B: Planning is a very important item because without planning, it means we don't have direction. If we have planning it means we will succeed in everything we do. So, I have here three types of planning. The first one is macro-level planning. At this stage of macro-level planning is where the managers in the school allocate classes to learners. They allocate subjects to teachers. Again we must plan for days of doing preparations as a phase. We must help or assist each other of how to plan a lesson and also how to draft a formal assessment. We help each other. This is done in the meso-level planning. Each and every educator in the phase must know what is expected of him or her.	We must help or assist each other of how to plan a lesson and also how to draft a formal assessment. We help each other.	Teachers help each other in drafting lesson plans and formal assessment.	
	Teacher 7 School C: Okay! When we talk of planning and implementation we refer to the situation where preparations are made for teaching and learning to take place. In my case, when I plan implementation of CAPS I use textbooks, pace setter of a particular subject and as well as the policy document. And I sometimes ask assistance from my colleagues if there is something I do not clearly understand about planning. Contrast: Okay! Eeh…at our institution I am the only one involved in planning and	In my case, when I plan implementation of CAPS I use textbooks, pace setter of a particular subject and as well as the policy document. And I sometimes ask assistance from my colleagues if there is something I do not clearly	Teacher plans alone by using CAPS documents and sometimes ask for assistance from colleagues if necessary.	

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	implementing CAPS as there is no assistance from school level and grade level. I think it is caused by the lack of knowledge on the implementation of CAPS.	understand about planning.		
	Teacher 8 School C: Eeh… in planning CAPS eeh… this is not an easy task. It requires a collective eeh… or a team. So, before we could implement this CAPS we come together as phase educators where we meet with our HOD, eeh…that's where we develop a year plan. And then from there after the discussion or after developing the year plan, then now we are going to plan for a term. Then now after that we are going to work as an individual. We are going to split and work as an individual where we are going to develop a lesson plan from the eeh…year plan and what we have discussed as the grade educators. That's how we plan.	So, before we could implement this CAPS we come together as phase educators where we meet with our HOD, eeh…that's where we develop a year plan. And then from there after the discussion or after developing the year plan, then now we are going to plan for a term. Then now after that we are going to work as an individual.	Teachers plan together with their HOD before implementing CAPS.	
	Teacher 9 School C: Eeh! For planning CAPS implementation we start by planning with the foundation phase, proceeded to the grades and also proceeded to the individuals for the class. We gathered together for that phase and we started to take out the policy document and from there we choose the work to be covered for the year. From there we sit as grade three educators to plan for the quarters. …and move to an individual for the class. NB: We don't know what we can do. We are trying to use the old methods by writing the notes on the chalkboard which is not necessary.	We gathered together for that phase and we started to take out the policy document and from there we choose the work to be covered for the year. We are trying to use the old methods by writing the notes on the chalkboard	CAPS planning is informed by the policy document. The teacher seems compelled to use traditional methods of teaching.	
Question 3 **What kind of resources does**	**Teacher 1 School A:** The only resources which I think they are enough are the learners' workbooks.	The only resources which I think they are enough are the	There are enough workbooks for learners.	**Implementation Resources** 1. Enough

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| your school have to facilitate CAPS implementation? | I think they should supply us with enough policy books because as a grad… in… in my grade we are four educators faced with one policy book. Do you see that this is a problem?

We need more educators to relieve us. | learners' workbooks.

I think they should supply us with enough policy books because as a grad… in… in my grade we are four educators faced with one policy book. We need more educators to relieve us. | There is a shortage of policy books.

More human resources needed | learners' workbooks.
2. Insufficient policy documents.
3. Inadequate Human Resources. |

ANNEXTURE G: Declaration of language editing

HESCOM
COMMUNICATION SERVICES

Translating.Writing.Editing

Hester van der Walt	hester@hescom.co.za
HesCom Communication Services	hmvanderwalt@telkomsa.net
Member: Professional Editors' Group	PO Box 30200
+27 84 477 2000	Wonderboompoort 0033
+27 12 379 2005	633 Daphne Ave
Fax2mail 086 675 9569	Mountain View
	0082

LANGUAGE EDITING STATEMENT
2016-09-07
How educators implement curriculum changes
by MOYAHABO RODGERS MOLAPO

☐ Has been edited for language correctness and spelling.

☐ Has been edited for consistency (repetition, long sentences, logical flow)

☐ Has been checked for completeness of list of references and cited authors.

No changes have been made to the document's substance and structure (nature of academic content and argument in the discipline, chapter and section structure and headings, order and balance of content, referencing style and quality).

HESTER VAN DER WALT

HESCOM
COMMUNICATION SERVICES

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