IMPLEMENTATION OF THE CURRICULUM AND ASSESSMENT POLICY STATEMENTS: CHALLENGES AND IMPLICATIONS FOR TEACHING AND LEARNING

by

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2013

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Submitted in accordance with the requirements for

the degree of

Master of Education with Specialisation in Curriculum Studies

at the

UNIVERSITY OF SOUTH AFRICA

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November 2013

I hereby declare that the dissertation of limited scope entitled, **'IMPLEMENTATION OF CURRICULUM AN ASSESSMENT POLICY STATEMENTS: CHALLENGES AND IMPLICATIONS FOR TEACHING AND LEARNING: '** is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.

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   SIGNATURE   DATE

   (G Moodley)

DEDICATION

This study is dedicated to:

- My late dad Muruges Govender, my mum Dolly Govender and my late brother Mathew Govender.

- My husband Marlin and children, Tiffany, Danielle and Dalian.

ACKNOWLEDGEMENT

I owe the success of this study to the following individuals or groups of people to whom I will be eternally grateful:

- My Lord Jesus Christ for wisdom, physical and mental strength.
- Dr Pinkie Mabunda my supervisor for her invaluable inputs, continued support and advice.
- A host of family and friends who have stood by me and provided encouragement throughout this process.
- The principal and staff of the school at which I conducted my research for their valuable contributions during the data collection process.

SUMMARY

South African educators have experienced problems understanding and implementing various previous curriculum policies such as Curriculum 2005 and the Revised National Curriculum Statement. These problems have made it necessary for the Department of Basic Education (DBE) to introduce the national Curriculum and Assessment Policy Statements (CAPS) in 2012. CAPS was intended to improve teaching and learning, but as with the implementation of any new curriculum it implies the following:

- The need for educator training
- Need for new resources
- Change in policy
- An increased workload.

This qualitative study which was conducted at a primary school in the Imfolozi Circuit aimed to determine how CAPS is implemented and its implications on teaching and learning. Data collected from focus group interviews and document analysis revealed that while educators welcomed the introduction of CAPS for its clarity, structure, clear guidelines and time frames however they experienced challenges related to the quality and the amount of training, inadequate resources, increased workload and the impact of rapid pace of the curriculum on teaching and learning. Based on these results recommendations are made for the improvement of the implementation of CAPS.

Key words

Curriculum change, Curriculum 2005, Outcomes Based Education, Revised National Curriculum Statement, Curriculum Assessment Policy Statements, Curriculum Implementation

LIST OF ABBREVIATIONS

ANC- African National Congress

ATP – Annual Teaching Plan

CAPS- Curriculum Assessment Policy Statements

C2005 – Curriculum 2005

DBE – Department of Basic Education

DoE – Department of Education

FP – Foundation Phase

IP – Intermediate Phase

LA – Learning Area

LTSM – Learner Teacher Support Material

NCS – National Curriculum Statement

OBE – Outcomes Based Education

RNCS – Revised   National Curriculum Statement

SGB – School Governing Body

SMT –School Management Team

SP – Senior Phase

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CHAPTER ONE: INTRODUCTION AND OVERVIEW

1.1 INTRODUCTION

Curriculum reform is not something that the system takes lightly. My message from the onset of the curriculum review process has been that we need to work against change fatigue in order to build confidence and enthusiasm amongst all our stakeholders. Therefore we are proceeding deliberately and decisively to effect the broad recommendations of the Ministerial Committee. At the same time, we need to deal quickly and efficiently with curriculum implementation challenges and difficulties that do exist. (Minister A. Motshekga, 2010).

Curriculum change is not something that is unique to South Africa. It occurs internationally on an ongoing basis and reflects changes in the society. According to Provenzo in (Morgan, 2001:1), 'Education as a professional field is constantly changing. Change in values takes place, new curricula are introduced and new technologies define how we teach and learn.'

The first curriculum change in South African Education namely Curriculum 2005 involved a radical shift in the pedagogical system towards a competence-based approach Outcomes Based Education (OBE), in which the main focus was on the assessment of outcomes. The latest curriculum change namely the National Curriculum and Assessment Policy Statements (CAPS) introduced in 2012 is, according to the Minister of Basic Education, Mrs Angie Motshekga's statement (DoE: 2010).

The National Curriculum Statement is being strengthened in order to improve the quality of teaching and learning in our schools. The National Curriculum will focus on the content that must be taught per term and the required number and type of assessment tasks each term for each subject. This will ensure that all teachers and learners have a clear understanding of the topics that must be covered in each subject.

CAPS is currently implemented in the Foundation Phase, Intermediate Phase and Grades 10 and 11 nationally. According to Themane and Mamabolo (2011:8)

CAPS seeks to provide a coherent, systematic content and knowledge to satisfy the specific aims of the curriculum. Curriculum policy and guideline documents, seek to address concerns of transition between grades and phases, assessment, particularly continuous assessment, learning and teaching support materials (textbooks).

This study seeks to investigate how CAPS is being implemented at a specific primary school in the Imfolozi Circuit in Kwazulu Natal with regards to the training of teachers and provision of learner teacher support material. The changes made to the Revised National Curriculum Statement (RNCS), especially with regards to content, assessment and learner outcomes; are used as background to the introduction of CAPS. In order to achieve this, the researcher elicits the views and experiences of educators on the implementation of CAPS and its implications for teaching and learning.

1.2 BACKGROUND AND SIGNIFICANCE OF THE STUDY

South Africa has undergone numerous changes especially in the education system, since the end of Apartheid in 1994. The OBE methodology was introduced in 1997. OBE, as expressed in C2005, was planned to ensure that the process and content of education are emphasised by "mapping" the learning process from the outcomes and to ensure that all learners are able to achieve to their maximum ability and are equipped for lifelong learning in the then new democratic society of South Africa (DoE, n.d.).

The move to an outcomes-based education according to Makhwathana (2007:15) '*presented South African educators with a challenging and significant paradigm shift*'. These changes led to apprehension and distress among educators. Even educators who are receptive to change feel uncertainty about the type of changes that will be most effective and how best to go about making them. The vision of the DoE with regards to the curriculum change was not necessarily the vision of educators.

According to the Department of Education (2001a:26):

> *For many teachers and trainers, the vision was, necessarily, far from their own experience and habits. Few teachers and trainers had first-hand knowledge of the kinds of curriculum and teaching envisaged; few schools had management structures and professional capacity to manage the changes*.

According to Gultig, Lubisi, Parker and Wedekind (2002: v)

> '*Educators struggled with the implications that this shift held for their lives and work*'.

The uncertainty of change, complex terminology, complicated design features and the increased work overload resulted in educators struggling with the implementation of C2005. This led to C2005 being reviewed and streamlined into the Revised National Curriculum Statement (RNCS) in May 2002. It was assumed that such a policy would use simpler language and provide clarity on what learners should achieve by the end of each grade. Emphasis was put on the outcomes both inside and outside of the classroom (DBE, 2005:2). Unfortunately the effectiveness of the implementation of RNCS was plagued by many problems that were experienced by the educator. The Ministerial Committee which reviewed Curriculum 2005 and its implementation in 2000 recommended, among others, streamlining the design features, simplifying language and reducing the curriculum design features from eight to three would strengthen the curriculum (Vandeyar & Killen, 2003).

As pointed out by (Marsh and Willis, 1995:130) curriculum development implies the need for a new form of grouping structures, new materials, changes in practice, as well as change in beliefs and understandings.

The researcher's experience as a Deputy Principal at a primary school has led her to believe that educators have not come to grips with curriculum change in the form of the Revised National Curriculum Statement and outcomes based education. The understanding of outcomes based terminology, assessment strategies and teaching methods left educators

confused. Once these changes were made to the curriculum, educators simply erased the old system and did work that was not sequential and lacked progression. This has led to a nation where the learners cannot read and have poor maths skills. Educators became disillusioned with OBE and they wanted it to be scrapped and replaced by the old traditional system which relied on textbooks and examinations. This is largely due to logistical problems experienced with the implementation of the new curriculum, such as minimal training that was provided by the Department of Education, lack of resources, large numbers in classes and minimal support for the educators. The effectiveness of the implementation of RNCS had also been problematic and the many problems that were experienced by the educators had a retarding effect on its implementation. The researcher's personal observations indicated that there were problems in the following areas:

- Educator training and development
- Educator consultation and participation
- Additional educator workload
- Lack of resources

The above factors led to educator stress, frustration and a sense of disempowerment which negatively impacted on the implementation of RNCS in the classroom. Educators still have problems making conversation on the curriculum using the RNCS terminology. Many educators claim to be using OBE methods but are in fact still using traditional methods where educators dominate the learning process. Harley and Wedekind (2004:7) maintain that RNCS has been ineffectively implemented in the schools because it reproduces social class divisions that have widened the gap between the historically advantaged and disadvantaged schools. The disadvantaged communities were enthusiastic about RNCS due to its political significance but they were not well prepared to handle it. The results of a small-scale study of recent changes in the elementary school curriculum in Portugal and their implications for teachers' sense of professionalism found that, teachers acknowledge the flexibility and the local logic in the management of school curriculum in which they play a key role; but they highlight issues of bureaucracy and *'imposed collaboration'*, along with the lack of support and guidance to perform their new roles at school (Flores, 2005:401).

The introduction of CAPS in South African schools by the National Government was followed by the review of RNCS in 2009. A Ministerial Task Team was appointed by the Minister of Basic Education for this purpose. The task team was briefed to identify the challenges and pressure points that impacted negatively on the quality of teaching in schools and to propose mechanisms that could address these. Like Mackenzie and Lawler (1948:273) have suggested about curriculum discussions, these revealed *'dissatisfaction with results of earlier efforts at change and indicated the urgency of making changes speedily'*. The task team came up with a number of recommendations which led to the introduction of CAPS.

In view of the new curriculum policy, it is essential to examine the effectiveness of the implementation of CAPS in the Foundation and Intermediate Phases in a public primary school in the Imfolozi Circuit. It is also necessary to identify the problems experienced by educators in implementing CAPS and to make recommendations so that its effectiveness can be enhanced.

This research throws some light on how educators experienced these curriculum changes and the impact it had on their practice.   The study also investigates the initial implementation stages (CAPS).   This is important as it provides an analysis of CAPS as a new policy. The analysis attempts to determine whether the documented changes to streamline the administrative burden of educators and improve classroom practice, teaching and learning, are being achieved in these early stages of its implementation.

According to Maila (2003:8) policies are effective if the expected outcomes are achieved in practice. In conclusion the study will be of value as it will attempt to provide findings and recommendations that will make valuable contributions to the improvement and management of the implementation of the curriculum changes in schools.

1.3 RESEARCH QUESTION

As already indicated in the sections above, educators have experienced problems in effectively implementing C2005 and with their outcomes based methodology in the public primary schools. The main problems referred to are as follows:

- Poor educator training and development
- Scarcity of resources
- The added educator workload in implementing the new curriculum
- The inability to effectively implement RNCS in the classroom was exacerbated by minimal educator participation and consultation when the new curriculum was being drafted.

The researcher's experience as an educator and her interaction led her to the conclusion that many of her colleagues had mixed emotions about curriculum change, especially the introduction of OBE.

A single comprehensive Curriculum and Assessment Policy document was developed for each subject to replace Subject Statements, Learning Programme Guidelines and Subject Assessment Guidelines in Grades R - 12 (DBE, 2011:1). The announcement of plans by Basic Education Minister to phase out Outcomes Based Education (OBE) and replace it with a new system, '*Action plan 2014*' towards the realisation of Schooling 2025 brings with it yet another innovation in the national school curriculum which has been piloted in grades 1-3 and grade 10 in 2012 which will be fully implemented in grade 12 in 2014 (Sunday Times, , 2010). The flawed OBE system was revised once more. CAPS includes more specific aims per subject (learning area in RNCS) and the use of textbooks. This study seeks to answer the question: '*What are the challenges and implications of the implementation of the Curriculum and Assessment Policy Statement for teaching and learning?*' by carefully analysing the following sub-questions:

1. What are educators' views on curriculum changes?
2. How affectively did educators manage the implementation of previous curriculum changes?
3. How did the previous curriculum changes, especially the introduction of OBE, affect teaching and learning?
4. What challenges do educators encounter in the implementation of CAPS?
5. What are the implications of CAPS for teaching and learning?

1.4 RESEARCH AIMS

The over-arching aim of this study is to investigate the Implementation of The National Curriculum and Assessment Policy Statements (CAPS), the challenges and implications for teaching and learning.

1.5 OBJECTIVES

The specific objectives of the research are as follows:

- To determine the perceptions of educators about curriculum change in general
- To compare the old curriculum (RNCS) with the new curriculum (CAPS)
- To establish how the CAPS is implemented in a specific school
- To determine what the implementation challenges are for teaching and learning
- To recommend implications for specific schools

1.6 RESEARCH METHODOLOGY

1.6.1   Research Design

A research design describes methods to conduct the study, summarizes the procedure for conducting the study and it is a general plan which highlights the following areas:

- How the research is set up

- What happens to the subjects

- What methods of data collection are used (McMillan and Schumacher, 2006:22)

- Or a set of guidelines to be used to address the research problem (Mouton, 2006:107).

The research design will be discussed in detail in Chapter 3.

1.6.2   The Research Approach

McMillan and Schumacher (2006:112) state that the qualitative research is based more on constructionism, which assumes multiple realities, are socially constructed through individual and collective perceptions or views of the same situation and that it is more concerned with understanding the social phenomenon from participants' perspectives.

Primarily, qualitative research seeks to understand and interpret the meaning of situations or events from the perspectives of the people involved and how it is understood by them. The qualitative approach was therefore selected in order to obtain detailed in-depth knowledge and understanding of how curriculum changes have affected educator morale and learner performance. The subjective meaning, explanations, perspectives of teachers on this issue is explored. This dissertation employs a qualitative research approach which is exploratory and descriptive in nature rather than a quantitative method as a quantitative method refers to the use of numbers in collecting or working with research data. Quantitative researchers might study an attitude or experience by asking a set of defined

questions from which a score can be derived (Louw and Edwards, 1998: 30). The key difference between quantitative and qualitative methods is their flexibility. Quantitative methods are fairly inflexible while qualitative methods are more flexible allowing the researcher more spontaneity of interaction with the participant (Mack, N. *et al*. 2005:3).

1.6.3   Site Selection and Sampling

According to McMillan and Schumacher (2006:319), site selection to locate people involved in a particular event, is preferred when the research focus is on complex micro processes. They believe that a clear definition of the criteria for site selection is essential and that it should be related, and appropriate to the research problem selected. Charles, cited in (Oliveira, 2008:37), refers to sampling as a smaller selection of subjects who represent the larger population and from which the researcher collected information. For the purpose of this study, a primary school in the Imfolozi Circuit in Kwa-Zulu Natal was selected as the site from which the data was collected. The school selected is from a suburb in Richards Bay and its learner population represents all four race groups in South Africa. The participants selected however only represented the Indian and African groups. Purposeful sampling was utilized to select participants to represent the different phases, learning areas and grades. Participants included six Foundation Phase and six Intermediate Phase educators.

1.6.4   Validity

Validity which refers to the degree of congruence between the explanations of the phenomena and the realities of the world rests on data collection and analysis (McMillan & Schumacher, 324). For all kinds of research, including qualitative research, the key quality control issue deals with the validity of a study and its findings. '*A valid study is one that has properly collected and interpreted data, so that the conclusions accurately reflect and represent the real world (or laboratory) that was studied*' (Yin, 2011:78). To ensure validity, the following strategies were used:

- Participant verbatim language

- Low-inference description

- Mechanically recorded data

- Member checking and participant review

- Validity will also be increased through the use of triangulation (McMillan and Schumacher, 2005:374) by using several sources such as interviews, literature and document analysis.

1.6.5   Research Ethics

The researcher is considered to be the primary instrument in collecting and analysing data. According to McMillan & Schumacher (2005:334) the qualitative researcher must conform to the following ethics:

- Informed consent as dialogue- Participant permission was obtained and they were assured of confidentiality and anonymity

- The intended use of data was explained and described

- Confidentiality and Anonymity- Settings and participants will not be identified in print

- Privacy and Empowerment- Participants were informed that the power and mutual problem solving that result from it may be an exchange for the privacy lost by participating in a study

- Caring and Fairness – A sense of caring and fairness was part of the researcher's thinking, actions and morality.

The researcher conformed to these ethics in order to gain the trust and co-operation of the participants as she like Mauthner (2002: 14-19) suggests, believes that ethics concerns the morality of human conduct.

1.6.6 Research Methods

1.6.6.1 Data Collection

The researcher is in agreement with Yin (2011:129) that data serve as the foundation for any research study. This author states that this relevant data derives from four field-based activities:

- Interviewing
- Observing
- Collecting
- Examining (materials)
- And feeling.

For the purpose of this study, data was collected from interviews, examination of documents, in addition to the literature reviewed.

1.6.6.2 Interviews

The interview is, in a sense, a vocal type of questionnaire (MacMillan & Schumacher, 2006: 203). Instead of writing the response, the respondents or interviewee gives the needed information verbally in a face to face relationship or in direct interaction (MacMillan & Schumacher, 2006). Interviews can be highly structured, semi structured or unstructured. Structured interviews consist of the interviewer asking each respondent the same questions in the same way (Hancock, 1998:9). As a research method however, the interview can be viewed as more than an exchange of small talk. It represents a direct attempt by the researcher to obtain reliable and valid measures in the form of verbal responses from one or more respondents. The interview focused on previous curriculum changes in South Africa, the impact of Outcomes Based education on teaching and learning and the proposed

changes and challenges that Curriculum Assessment Policy will present to educators and learners.

1.6.6.3 Document analysis

A research project may require review of documents such as course syllabi, faculty journals, meeting minutes, strategic plans, etc. The documents that will be analysed in this study will be the educators' portfolios. Documents reveal what people do or did and what they value. The behaviour occurred in a natural setting so the data from a document has high validity. Data from the documents was used corroborate the data from the interviews.

1.6.6.4 Data analysis

Data analysis involved the examination and interpretation of data. This study adopts qualitative data analysis methods. According to McMillan and Schumacher (2006:364), qualitative data analysis is an on-going, cyclical process that is integrated into all phases of qualitative research. It is a systemic process of examining, selecting, categorising, comparing, synthesising and interpreting data to address the initial propositions of the study (Yin, 2003:109; White, 2002:82; Leedy & Ormrod, 2001:150). This suggests that data analysis does not only occur at the end of the study but must in fact be done continuously as data is gathered. Inductive analysis was used where categories and patterns emerged from the data rather than being imposed prior to collection (McMillan and Schumacher, 2006:364). Analysis of narrative data involves examining and organising notes from interviews, reducing the information into smaller segments from which the researcher can see and interpret patterns and trends. Documents were analysed by the use of a checklist.

1.7 SCOPE AND DELIMITATION OF STUDY

This research provides insights into educators' experiences of curriculum change and their views on the implications of the new Curriculum Assessment Policy Statement (CAPS) for education in South Africa. It highlights the challenges encountered by educators in the implementation of curriculum changes. The study also provided knowledge on the review of the RNCS which led to CAPS. Since the implementation of CAPS is in its inception stages, and this study provides a comparison between the RNCS and CAPS, and provides guidelines to educators on planning, presentation and assessment. This study was conducted among 12 educators in a single public primary school in the Imfolozi Circuit in Kwazulu Natal (KZN). The researcher has chosen this sample as it is within her experience of teaching.

1.8 LIMITATIONS OF THE STUDY

The study is confined to a single primary school due to time and fiscal constraints as well as travelling distances. The study is not representative of schools in all nine provinces. It was conducted in a suburban school in the Imfolozi Circuit which is situated in KZN and was done in English and not in the languages of the other ethnic groups. No independent schools (private schools) or rural schools were studied. Findings from this study therefore cannot be generalised to secondary schools and other primary schools in South Africa. Since the CAPS is a relatively new policy, which has been implemented in the Foundation Phase and grade 10 in 2012, there is limited literature on the subject. Participants may not be honest in their responses and this may also impact the investigation.

1.9 EXPOSITION OF THE STUDY

The research is reported in five chapters as follows:

- Chapter One provides an introduction and overview of the study. This chapter explains the background of the study, the problem statement, aims, objectives, research methodology, limitations, scope, and delimitations, explanation of terminology.

- In Chapter Two the researcher presents a study of various literature that is related to this particular study. Curriculum definitions, the need for curriculum change, Outcomes Based Education, The National Curriculum Statement (NCS) and National Curriculum Assessment Policy Statement (CAPS) are also dealt with in this chapter.

- Chapter Three focuses on the Research Design and research methodology used to obtain data in the study. It will also outline the program and participants involved in the research as well as the data collection and analysis and other related research information.

- In Chapter Four the data collected during the study will be analysed and interpreted.

- Chapter Five provides conclusions reached and proposals for future studies and discusses the implications of the findings.

1.10   EXPLANATION OF TERMINOLOGY

1.10.1 Curriculum

A definition of curriculum is more difficult as it means different things to different people and hence there is often enormous confusion when discussions about curriculum take place. Definitions of curriculum range from rather narrow interpretations to broad, comprehensive interpretations which include virtually every aspect of the full education system. Orstein and Hunkins (1998:11) state that curriculum can be viewed as a field of study or subjects or a plan for action or learners' experiences at school. Jacobs (2000:97) describes curriculum as a course to be run. The explanation to this is that a learner needs '*desirable knowledge*' to run a race of life successfully.

A curriculum may be set down as a formal document but it is argued that this is only a part of the full curriculum, which also includes non-formal elements in the learning process. In this sense curriculum is not a physical thing, but rather the interaction of teachers, students and knowledge. In other words, curriculum is what actually happens in the classroom. (INFED n.d.: 9)

1.10.2 Curriculum 2005

On 24 March 1997 the Minister of Education, Professor Bengu, announced the Government's intention to adopt policy in the area of school curriculum. This was based on the notion of Outcomes-based education (OBE) and entitled 'Curriculum 2005'. In 1998, according to the Department of Education (DoE, 2000: ii), South Africa adopted a policy which aimed to change the curriculum in all schools. This programme was called 'Curriculum 2005' as it was to be fully implemented by the year 2005. The Ministry intended C2005 to be a coherent policy initiative that would change the nature of schooling in line with the aim of introducing transformation in education (Fataar, 2001:21). According to the Department of Education cited in De Waal, T. G., (2004; 45, 46) C2005 is: 'An OBE curriculum derived from nationally agreed on critical cross field outcomes that sketch our vision of a transformed society and the role education has to play in creating it'. C2005 is further defined as a planned process and strategy of curriculum change underpinned by elements of redress, access, equity and development. In order to realise the latter, C2005 employs methodologies used in the progressive pedagogy such as learner centeredness, teachers as facilitators, relevance, contextualised knowledge and cooperative learning (The Chisholm Report, 2000: 17).

1.10.3 National Curriculum and Assessment Policy Statements (CAPS)

According to Angelina Matsie Motshekga, Minister of Basic Education, a National Curriculum and Assessment Policy Statement is a single, comprehensive, and concise policy document, which will replace the current Subject and Learning Area Statements, Learning Programme Guidelines and Subject Assessment Guidelines for all the subjects listed in the National Curriculum Statement Grades R -12. It is important to note that the development of National Curriculum and Assessment Statements must not be seen as a new curriculum but only as a refined and repackaged National Curriculum Statement Grades R - 12.

The Department of Basic Education informed all parents, teachers, principals and other education stakeholders of the progress made on the review of the National Curriculum Statement as announced by the Minister of Basic Education, on 06 July 2010 in the media:

- The National Curriculum Statement is being strengthened in order to improve the quality of teaching and learning in our schools.

- The National Curriculum will focus on the content that must be taught per term and the required number and type of assessment tasks each term for each subject. This will ensure that all teachers and learners have a clear understanding of the topics that must be covered in each subject (Sunday Times, 2010).

1.10.4 Outcomes Based Education

Outcomes-based education has meant different things to different people in theory and in practice. In the South African context, outcome-based curricula are seen as the vehicle to facilitate a more relevant and higher quality education by integrating content, skills and outcomes. An outcome-based education system is claimed to promote a learner-centred approach that focuses on outcomes, defined in terms of the demonstrated ability of

learners to do and translate knowledge and skills into performance (Spady, 1994:9). OBE also represented a major paradigm shift from a content-based, authoritarian, teacher-centred approach to an outcomes-based, progressive, learner-centred approach, which integrated education with training. The outcome-based approach to curriculum aims to facilitate equivalence, articulation, flexibility, and progression across different learning institutions and contexts.

According to Spady (1994:10) OBE is based on four key principles:

- Clarity of focus on outcome; meaning that instruction needs to have a clear focus and intent.
- Expanded opportunity; using time more flexibly to expand the opportunity for the pupil to become a successful learner.
- Higher expectations; confidence in the capability of learners.
- Design down; having the outcomes in mind and then building back from those outcomes.

1.10.5 Revised National Curriculum Statement (RNCS)

In 2001, Education Minister, Professor Kader Asmal, convened a committee to review C2005 and to see whether it was in fact developing the kind of citizens we want. The members of this Review Committee interviewed teachers, departmental officials and other stakeholders. Their findings highlighted several weaknesses in C2005 which resulted in the Curriculum Review Committee suggesting the following:

- The principles of OBE should remain.
- C2005 in its present form should be phased out.
- C2005 should be replaced by a streamlined and strengthened outcomes-based curriculum.

The RNCS consists of eight Learning Areas Statements, which includes Learning Areas and the principles of outcomes-based education (OBE), human rights, caring for the environment, inclusivity, and social justice. The eight Learning Areas include: Languages, Mathematics, Natural Sciences, Technology, Social Sciences, Arts and Culture, Life Orientation and Economic and Management Sciences (DoE, 2002: 9).

1.11   CONCLUSION

This chapter outlined the background, statement of the problem, research questions and problem statement, objectives, research methodology, limitations and delimitations, significance of the study, definitions, and exposition of the study. In Chapter 2 the researcher focuses on the review of literature where an introduction, aims of curriculum changes, features of curriculum changes, Curriculum 2005, revised National Curriculum Statement, National Curriculum Statement, Assessment and conclusions are presented and discussed.

CHAPTER TWO: LITERATURE REVIEW

2.1 INTRODUCTION

Chapter one provided an overview of the research study.   This chapter focuses on a review of existing literature on curriculum changes in South Africa since 1994. It is situated in the research field of curriculum implementation and curriculum change. Themes included in the review include: the need for curriculum change, educator's views on curriculum change and changes implemented in CAPS. The literature review includes books, journal articles, media reports, policy documents, dissertations and theses.

2.2 THE NEED FOR CURRICULUM CHANGE IN SOUTH AFRICA

Education Policy and curriculum change happen for a number of reasons which include political, social and economic change within a country. According to Flores (2005:401) as societal expectations and political and social priorities change, they place new demands on schools and teachers.   Amimo (2009:2) states that there will never be a perfect curriculum for all ages as the environment keeps changing and creates new needs in the society. The curriculum has to change continuously in order to address these needs.

The basis for the transformation of the curriculum in South Africa was provided in the Constitution of South Africa (Act No. 108 of 1996). Its aims, as stated in the preamble, were to heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights, among other things (HSRC, 2009).

Cañas, Novak and González (2004:1) argue in favour of the importance of change as a component of curriculum dynamics, and that this should be studied and managed for a better future. They stated that curriculum is a reflection and a product of the society and can contribute to changes in the society.

In this respect it is necessary to reflect on the issues of reaching decisions in a dynamic and responsive curriculum development and education process. Tyack and Cuban cited in Msila, (2007:146) state that when people discuss educational reforms, they mean planned efforts to change schools in order to correct social and educational problems. Post-apartheid curriculum reform was intended to be socially transformative as indicated in the White Paper on Education and Training (1995). The necessary democratic framework was to be developed to bring this about (DoE, 1995; DoE, 2000). According to Pillay (2009:221) the South African Government was compelled to engage in large scale educational reforms to change the education system to conform to the expectations of an outcomes-based education (OBE). The argument was that this would be the only possible solution to empower its former disadvantaged majority, who were victims of a destructive Apartheid education.

After the 1994 election, the South African democratic government faced the challenge of transforming the education system so that:

- All learners have equal access to quality education

- They are prepared to contribute to the development of a democratic and socially just society;

- They are prepared to compete internationally.

The reform of the curriculum took place in three main stages. These were the removal of racial and sexist elements in order to 'cleanse' the curriculum, the introduction of OBE, and the Review and Revision of C2005, which resulted in the Review Committee Report of (DoE, 2000). The education and training system in South Africa was changed to one that is based

on the principles of OBE. In essence, South Africa's educational reforms were designed to encourage everyone to be a lifelong learner who will be a responsible and productive member of society. Although the policy changes were driven by the government to 'redress past injustices in educational provision' (DoE, 1996:1) they have not necessarily resulted in major changes at classroom level — some educators still apply the same pedagogical practices they used a decade ago (Vandeyar and Killen, 2003).

2.3 EDUCATORS AND CURRICULUM CHANGE

The process of change according to Carl (2005:223) which became a major feature of teaching in South Africa involved various role-players and interested parties where teachers are the effective principal role-players. Spillane and Zeuli cited by Stoffels (2004:1) believed that large-scale curriculum reform efforts aimed at altering teachers' pedagogical assumptions, teaching methods, classroom organisation and assessment strategies, is extremely difficult to achieve. Studies show that teachers in all contexts struggle to implement progressive curriculum change, from post-colonial countries such as Namibia and Botswana (Ochurub and Tabuluwa) cited in Stoffels (2004) to well-resourced, developed countries (Spillane, Zeuli and Cohen) cited in Stoffels (2004).

Earl (2003:1) enlightens us on the situation in South African schools when she states:

> *Educational reform in the past decade has felt like a roller coaster ride for most teachers and schools. Schools reflect the changes that are occurring more broadly in society, and there seems to be no end to the changes (economic, cultural, political, and socioeconomic) that schools are expected to keep up with, or even lead.*

The intended strategies to transform teachers' instructional practices from a traditional teacher-centered to a more learner-centered approach, proved to be problematic. Curriculum renewal tends to be imposed on teachers from the top such as the Education Department. A one of the major participants in the curriculum development process

teachers are rarely involved in the planning and decision-making processes. Wong & Pang (n.d.) state that it is often this lack of ownership in the curriculum renewal process among many other reasons that curriculum initiative is found ineffective and that mismatches exist between the intended and implemented curriculum. The researcher agrees with Smit (2001: 67) that policy-makers at national levels usually produce policy and schools and teachers remain in the background. Although teacher unions may represent educators at policy level, their voices are seldom heard. Another factor that influences curriculum change is the preparedness of educators to implement these changes. It is the researcher's view that important factors that will ensure the success of curriculum innovations, is consultation with teachers and training on how to implement the new approaches. Flores (2005:403) points out that although teachers (seen as curriculum developers) have been dealing with greater responsibilities and demands, the training, and support provided to them are not adequately addressing their needs.

The introduction of OBE in South African schools brought complex curriculum reform with inadequate preparation and support for already insecure teachers who were expected to play central roles in its implementation. Stoffels (2004:13) examines why classroom practices are hard to change. Against the background of the implementation of the post-apartheid outcomes-based curriculum reforms, he critiques popular scholarship that explains policy failure in terms of resources or teacher resistance to imposed reform concerns the (mis)alignment between the intended curriculum and the cultural values of teachers. Since cultural values are deeply personal and inform pedagogical practice, no reform process can ignore the values of teachers as the agents of change. In educational change, a teacher's role is central and change theories which ignore the personal domain are bound to miss its objectives. Smith, (2001: 68) states:

> *The role of teachers can no longer be overlooked, for policy change will not have the desired effect if they are not accompanied by a supportive process intended to strengthen the role of teachers.*

Fullan and Pomfret (1977:391) pointed out that the effective implementation of social innovations' requires time, personal interaction and contacts, in-service training, and other forms of people-based support. This realisation that teachers are imperative in implementing 'new' policy, to reform, restructure, transform schools and classrooms, calls for a focus on teachers. They are often seen as either impervious or unaffected, or as resistant to the education policy change (Smit, 2001: 68). According to Mata (2012:512) the knowledge and attitudes of teachers regarding curriculum innovation needs to be reported by curriculum designers, education policy makers as well as the teaching community. She states that change in educators is important because the main barrier to curriculum innovation is teacher educator resistance to change.

2.4 CURRICULUM CHANGES IN SOUTH AFRICA

The various curricula policies were briefly presented in the previous chapter. In this section, the reasons for the various curriculum changes, details on the curricula and issues surrounding their implementation are presented.

2.4.1   Curriculum 2005

With the advent of a democracy in South Africa a new curriculum called C2005 was introduced and it embraced the concept of OBE. This curriculum was revisited due to shortcomings and was strengthened with RNCS four years later. RNCS is still being used presently in the Intermediate and senior phases but with another curriculum change CAPS was introduced in 2012 in grades 1-3 and grade 10. Literature review on each of these curriculum changes is presented below so that the merits thereof can be examined.

On 24 March 1997 the Minister of Education, Professor Bengu, announced the Government's intention to adopt policy in the area of school curriculum which was based on

the notion of Outcomes-based education (OBE) and entitled 'Curriculum 2005' (Jansen in De Waal 2004:42).

In 1998, according to the Department of Education (2000: ii), South Africa adopted a policy which aimed to change the curriculum in all schools. This programme was first called 'Curriculum 2005' because it was to be fully in place by the year 2005. C2005 was intended by the Ministry to be a coherent policy initiative that would change the nature of schooling in line with the aim of introducing transformation concerning learning and teaching (Fataar, 2001:21).

> *Curriculum 2005 was probably the most significant curriculum reform in South African education of the last century. It was intended to simultaneously overturn the legacy of apartheid education and catapult South Africa into the 21st century, it was an innovation both bold and revolutionary in the magnitude of its conception. As the first major curriculum statement of a democratic government, it signalled a dramatic break from the past.'* (Review Committee on C2005, 2000:9).

Jacobs, Vakalisa and Gawe (2004: 2) indicate that along with changes in the country, a new curriculum, based on the OBE model of teaching, was introduced to replace the previous curriculum, which was perceived as content- based. C2005 laid down the vision for general education to step away from racist, apartheid, rote learning and teaching, to a liberating, nation-building and learner-centred outcomes-based system.

Its assessment, qualifications, competency, and skills-based framework encouraged the development of curriculum models that are aligned to the NQF in theory and practice (DoE, 2002: 2004). Curriculum 2005 was built on three critical elements: the introduction of eight new learning areas underpinned by the values of democracy, non-racialism and non-sexism; outcomes-based education; and the provision of a foundation in general education up to and including Grade nine. (Kraak cited in Chisholm, n.d., 268)

In order to teach the new integrated learning areas, most teachers would have to take on academic subject matter for which they were not qualified and they had no training in e.g. Technology and Life Orientation. They were expected to change their teaching styles from

teacher centred learning to a more activity-based learning. New concepts also accompanied the curriculum which teachers had to internalise. (De Waal 2004:43)

He goes on to say that C2005 signified a shift in classroom practice and teacher identity which would be very different from the apartheid curriculum and approach to teaching.

C2005 was also expected to place South Africa on the path to competitive participation in a global economy. C2005 demanded a new role from teachers in order to give effect to a learner-centred approach in which the teacher was expected to become a facilitator of learning rather than the sole repository of knowledge (DoE, 1997:8). C2005 was designed to produce citizens with a high level of skills, knowledge and the attitudes and values needed to rebuild our country (Van der Horst and McDonald, 1997:6). The teachers who previously taught on the basis of subjects were now required to develop competence to teach learning areas (De Waal 2004:42). According to John (2004: 41): "Teachers need to change some of their classroom strategies and practices for OBE to be successful"

C2005 was based on OBE. This approach shifted the emphasis of learning and teaching away from rote learning, to concrete educational results called 'outcomes'. OBE has meant different things to different people in theory and practice.

> *OBE is an approach that embraces the capacity of learners to think for themselves, to learn from the environment, and to respond to wise guidance by teachers who value creativity and self-motivated learning.* (Asmal 1999) cited in (Chisholm, n.d.:278)

An outcome-based education system is claimed to promote a learner-centred approach that focuses on outcomes. This is defined in terms of demonstrated ability of learners to do and translate knowledge and skills into performance (Spady, 1994:9). OBE also represented a major paradigm shift from a content-based, teacher-centred approach to an outcomes-based, progressive, learner-centred approach which integrated education with training (Cross et al, 2002).

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The outcome-based approach to curriculum is meant to facilitate equivalence, articulation, flexibility, and progression across different learning institutions and contexts De Clercq cited in Soudien et al. (497: 1999).

Spady (1994:10) maintains that OBE is based on the following four key principles:

- Clarity of focus on outcome; meaning that instruction needs to have a clear focus and intent
- Expanded opportunity; using time more flexibly to expand the opportunity for the pupil to become a successful learner
- Higher expectations; confidence in the capability of learners
- Design down; having the outcomes in mind and then building back from those outcomes.

OBE is a process that involves the restructuring of curriculum, assessment and reporting practices in education to reflect the achievement of high order learning and mastery rather than the accumulation of course credits (Tucker, 2004). The primary aim of OBE therefore is to facilitate desired changes within the learners. This is achieved by increasing knowledge, developing skills and/or positively influencing attitudes, values and judgment. OBE embodies the idea that the best way to learn is to first determine what needs to be achieved. Once the goal (product or outcome) has been determined the strategies, processes, techniques, and other ways and means can be put into place to achieve the goal.

OBE is an approach to teaching and learning that requires a shift from teacher input through syllabi, to a focus on learner outcomes (Jacobs, Vakalisa and Gawe, 2004: 57). An OBE curriculum stresses certain outcomes or results to produce creative, confident and critical thinkers, and citizens who can respond to the challenges of fast changing a multicultural society. This new approach is not a set of rules and regulations handed down by the Department and which schools just blindly follow. It is a set of guidelines for how schools can put the new curriculum into practice. To some extent, provincial departments and

educators can decide for themselves what these guidelines mean for their schools. Individual schools and educators can interpret the guidelines when they draw up their learning programme (DOE, 2000:2).

It is argued by Jansen (1998:1) that OBE will undermine the already fragile learning environment in schools and classrooms of the new South Africa, instead of promoting innovation. Ten reasons why OBE would fail according to Jansen in a discussion in 1998 are detailed below. Jansen (1998:1)

1. The language and concepts associated with the new curriculum (particularly with OBE) is too complex, confusing and often contradictory.

2. Its impact of OBE on society and the economy is unfounded and misleads and misinforms teachers and the public.

3. The OBE policy is based on flawed assumptions about what happens inside the average South African classroom. It requires the development of skills, theoretical understanding and capacity to transfer the policy across different contexts.

4. There are strong philosophical arguments questioning the desirability of OBE in democratic school systems. OBE policy offers an instrumentalist view of knowledge which violates the structure of certain subjects. There is also an inherent contradiction in insisting that students use knowledge creatively only to inform them that the desired learning outcomes are already specified.

5. It is fundamentally questionable to focus on the ends, when much of the educational and political struggle of the 1980s valued the processes of learning and teaching as ends in themselves. This problem extends to the manner in which teachers as a constituency have been limited in their participation around this important policy.

6. OBE, with its focus on instrumentalism, enables policy makers to avoid dealing with a central question in the South African transition viz. what is education for? The learning outcomes barely allude to values and principles - they are bland, de-contextualised global statements which will make very little difference in a society emerging from apartheid and colonialism.

7. The management of OBE will multiply the administrative burdens placed on teachers. Without adequate support such as release time, aide support and smaller class sizes, OBE will fail. With current policies of teacher rationalisation and the subsequent increase in average class sizes, OBE enters an environment which is counterproductive to its success.

8. OBE trivialises curriculum content yet children do not learn outcomes in a vacuum. It also threatens to fragment knowledge by ignoring inter-disciplinary demands encountered in learning a complex task. It further assumes that the way knowledge is acquired is linear.

9. For OBE to succeed even in moderate terms, a number of interdependent education innovations are needed simultaneously:
    a. trained and retrained teachers
    b. radically new forms of assessment
    c. classroom organisation which facilitates monitoring and assessment
    d. additional time for managing this complex process
    e. constant monitoring and evaluation of the implementation process
    f. retrained education managers or principals to secure the implementation as required
    g. parental support and involvement
    h. new forms of learning resources (textbooks and other aides) consonant with an OBE orientation
    i. opportunities for teacher dialogue and exchange as they co-learn the process of implementation

10. OBE requires a radical revision of the system of assessment. Without intensive debates about the reorganisation of the assessment system, traditional examinations will reinforce the curriculum status quo.

The position that Jansen takes above proved to have significant merit as they were corroborated by educators who provide the DoE with feedback and this led to the review of C2005.

Although Curriculum 2005 was a great start to transforming our education system as it was implemented, school managers, teachers and others discovered its weaknesses. According to OECD report (2008:80) C2005 was criticised for being too elaborate, in that it involved new and unnecessarily complex terminology and depended for its implementation on poorly trained and already overworked educators. The curriculum was also heavily reliant on resources, textbooks and even classroom space, whereas many poor schools were already struggling with few and outdated textbooks and minimal resources. According to Jansen and Taylor (2003: 40), '*the conceptual adequacy of curriculum reform was a major weakness of the planned change.*'

The Department of Education (2000: iii) therefore reviewed Curriculum 2005 in February 2000. The then Education Minister Kader Asmal convened a committee to review C2005 and see whether it was in fact developing the kind of citizens we want. The Review Committee was to provide recommendations on:

• Steps to be taken in respect of the implementation of the new curriculum in Grades four and eight in 2001

• Key success factors and strategies for a strengthened implementation of the new curriculum

• The structure of the new curriculum

• The level of understanding of outcomes-based education. Department of Education (2000: iii)

The members of this Review Committee consulted teachers, departmental officials and other stakeholders. They found that C2005 had several weaknesses. These are the main ones:

- **Language:** The language in the policy documents is difficult to understand. As a result, teachers can't always see how outcomes-based education (OBE) can be implemented in the classroom. New words are also used to replace old ones. For example, the word 'educator' replaces the word 'teacher'. Furthermore, people

don't always have the same understanding of the difficult and new language used. This leads to confusion and teachers become de-motivated.

- **Overcrowding**: The original version of C2005 had many design features. There were Learning Areas, Learning Programmes, Critical Outcomes, Specific Outcomes, Assessment Criteria, Range Statements, Performance Indicators, Phase and Programme Organisers. Another feature that was added to C2005 was Expected Levels of Performance. Teachers spent so much time trying to include all of these features in their planning that they do not spend enough time on reading, writing, mathematics and core concepts in science.

- **Progression and integration**: The original C2005 encouraged teachers to combine knowledge from different Learning Areas. Namely it encouraged integration. It does not give enough guidance on what to teach, when to teach it and at what level to teach it. As a result, learners were often taught the same concepts at the same level over and over again. They didn't learn the skills and knowledge that they should and there was no progression (DOE 2000:15).

The report recommended changes to Curriculum 2005 but supported the continuation of OBE. This review of C2005 was done within two years of its implementation and the recommended changes were to be put into practice by the educators even before they mastered the original 2005 curriculum. Chisholm, in John (2004:55) found that although new learning areas were introduced there was no attempt to train educators in the knowledge and skills aspect of these new learning areas. Based on their findings, the C2005 Review Committee suggested that:

• The OBE principles should remain as is
• C2005 in its present form should be phased out
• C2005 should be replaced by a streamlined and strengthened outcomes-based curriculum.

2.4.2 Revised National Curriculum Statement (RNCS)

The review committee proposed the introduction of a revised curriculum which supported changes in teacher orientation, training, and learning support materials. It recommended a smaller number of learning areas, including the reintroduction of history, the development of a Revised National Curriculum Statement. This would promote conceptual consistency; have a definite structure, be written in clear language and design to promote '*the values of a society striving towards social justice, equity and development through the development of creative, critical and problem-solving individuals*'. The Revised National Curriculum Statement was duly produced and became policy in 2002. According to the RNCS policy document (DOE, 2004: 2), RNCS is not a new curriculum but a streamlining of C2005 which affirms its commitment to OBE.

The RNCS consists of eight Learning Areas Statements, which includes Learning Areas and the principles of outcomes-based education (OBE), human rights, caring for the environment, inclusivity, and social justice. The eight Learning Areas include: Languages, Mathematics, Natural Sciences, Technology, Social Sciences, Arts and Culture, Life Orientation and Economic and Management Sciences. (DOE, 2002: 9).

Research done on the experiences of intermediate phase educators of RNCS, revealed that they experienced problems with the amount of training they received, the quality of the trainers and the lack of learning support materials (Selesho and Monyane, 2012:111). According to Hofmeyr (2010:2) the problems with RNCS, which has led to its revision and streamlining can be summarized as follows:

- Level of disciplinary and pedagogical understanding that the RNCS requires, and its implementation and assessment.
- There is a mismatch between the demands of RNCS and the capacity of the teaching corps as a whole.

- Proliferation of policy documents from national, provincial and even district departments trying to make it more understandable for the average, poorly trained South African teacher with limited subject knowledge – a legacy of apartheid and the uneven quality of teacher education today.

- The OBE terminology was also found to be too sophisticated and unfamiliar for most teachers.

- RNCS was implemented without enough targeted teacher training that was subject-specific or enough resources for teachers and learners in most schools.

- In addition, it over-emphasizes assessment and associated administration, and so overloads teachers with tasks that are not related to their teaching.

2.4.3   The National Curriculum and Assessment Policy Statement (CAPS)

2.4.3.1 Reasons for CAPS

Reference has already been made to some of the reasons for the introduction of CAPS. This section explores these and other reasons in greater detail. According to the Minister of Basic Education, Mrs Angie Motshekga in the Foreword of the English Home Language Foundation Phase CAPS document (DBE:2011a) the Revised National Curriculum Statement (2002) was reviewed in 2009 and revised due to on-going implementation problems and the CAPS was introduced.

CAPS stands for Curriculum Assessment Policy Statement which was announced on the 3rd of September, 2010 by the South African government. It is not a new curriculum according to the Minister of Basic Education but a revision of RNCS. Du Plessis (2012: 1) views CAPS as an adjustment to what we teach (curriculum) and not how we teach (teaching methods). She goes on to discuss the methods to be used in CAPS in light of the debate and discussion about outcomes based education (OBE) being removed, stating that OBE however is a method of teaching not a curriculum and that It is the curriculum that has changed (repacked) and not the teaching methods. This study acknowledges Du Plessis' view that the way the curriculum is written now in its content format rather than outcomes format lends

itself to more traditional teaching methods rather than OBE methods. According toMotshekga the problems experienced by educators with OBE, has led to a new curriculum statement being formulated (Masondo: 2010). This is believed to be the proposed way forward for education in South Africa as from 2012.

As a response to comments from teachers, parents, teacher unions, school management and academics over a period of time on the implementation of the National Curriculum Statement, the Minister appointed a task team in 2009 to investigate them. The brief of the Task Team was to identify the challenges and pressure points that negatively impacted on the quality of teaching in schools and to propose the mechanisms that could address the challenges (DBE 2011e: 5). Although there was positive support for the new curriculum (RNCS,) there has also been considerable criticism of various aspects of its implementation. This resulted in teacher overload, confusion, stress and widespread learner underperformance in international and local assessments. These were the reasons stated by the Minister for the re-evaluating of the curriculum and have been documented in the media (The Times: July 7, 2010).

- The inability of a large number of pupils to read and write and
- The complaints from pupils, teachers and parents.

The minister was reluctant to call OBE an abject failure in the media, although she did concede that OBE had major flaws which included:

- A weak and superficial curriculum that was 'unrealistic' and lacking in 'specific objectives'.
- The assumption that pupils had access to research facilities such as telephones, the Internet, libraries and newspapers; and
- It being open to a wide variety of interpretations, and teachers had no clarity about what was required of them. (Masondo, 2010)

The Department of Basic Education (2011) in Pinnock and in Du Plessis, E (2012:2) indicated that there were four main concerns of NCS which contributed to the change to CAPS:

- Complaints about the implementation of the NCS
- Overburdening of teachers with administration
- Different interpretations of the curriculum requirements
- Underperformance of learners

The ANC Health and Education chairman Dr Zweli Mkhize, said the party was pushed into rethinking its education policies due to the large number of pupils who could not read or write. '*We are removing the last ghost of 1998*,' said Motshekga, referring to the year in which OBE was implemented by her predecessor, Sibusiso Bhengu (Masondo 2010).

Themane and Mamabolo (2011:8) state that the RNCS:

- Failed to assist teachers to select socially valued knowledge, which is the scope, sequence, depth, skills and content
- Concentrated on nation building and the broad philosophy underpinning the education system, and left schools and teachers to apply it to their contexts.
- There were no clear policy guidelines on assessment, resulting in confusion with its implementation.
- The use of various forms of assessment resulted in too much paper work and became onerous for teachers. The training of teachers was inadequate to cover the workload.

The task team appointed by the Minister consulted widely with teachers and other stakeholders through hearings and interviews. Three main issues were identified contributing to the difficulties experienced. They are as follows: The contribution of NCS documents to teacher overload, problems in the transition between grades and phases, and the need to question whether there was clarity and appropriate use of assessment. Two other areas were added to the review, namely teacher support and training and support materials. In July 2009, The Report was presented to the Minister who after consultation

with senior officials in the Department of Basic Education implemented the recommendations of the Report (DBE task-team-briefing: 2009).

CAPS was the result of the review of RNCS. The following is a summary of the three arguments that emerged from the review process:

- The need for strong leadership to address the unequal levels of provision in relation to curriculum implementation. The central role of the DOE in the development, dissemination and support of curriculum should be asserted.
- Since Teachers are weary of change, and their confidence in their teaching has been compromised, their authority in the classroom needs to be re-established. Attention must be given to the amount of time and energy teachers have to teach and guidance given on what they are required to teach.
- The third issue that the report argues for is greater alignment in curriculum processes.

The task team recommendations as presented in the review report (DBE, 2009:7-10) are detailed below:
- That there be uniform grading descriptors for grades R to 12
- That annual external assessments of mathematics, home language and English (FAL) be conducted in grades three, six and nine.
- In order to reduce the workload on learners and teachers projects must be reduced to one per learning area and learners' portfolios were to be discontinued.
- The Department should provide targeted in-service development training and the higher education institutions (HEI) should align their teacher training programmes with the national curriculum.
- The nature of classroom and school support by the subject advisor to be specified.
- It suggested that the role of the textbook should be reasserted, and in this regard called for the development of a catalogue of textbooks aligned to the NCS. All textbooks must be provided to learners.

The Minister outlined how 'Bantu Education' and the Christian National Education of the old administration could not continue, and had been replaced with new values prescribed by the new Constitution. These values were the outcomes desired by the Outcomes Based Education (OBE) system and they would remain but, the manner in which the outcomes would be obtained was in review (DBE, 2009).

The Ministerial Task Team identified key areas for investigation, based on the major complaints and challenges encountered since 2002, when the National Curriculum Statement was introduced for the first time. The key areas were identified as:

- Curriculum policy and guideline documents
- Transition between grades and phases
- Assessment, particularly continuous assessment
- Learning and teaching support materials (particularly textbooks)
- Teacher support and training (for curriculum implementation)

2.4.3.2 Changes introduced through CAPS

The changes made to RNCS attempted to relieve teachers and schools of some of the challenges experienced as a result of the current curriculum and assessment policies. This would free up more time for teaching and learning. The report recommended targeted support for teachers and schools. The following were some of the changes that were recommended:

- Develop syllabi for implementation in 2011
- Discontinue the use of portfolios from 2010
- Reduce the number of learning areas in Intermediate Phase
- Emphasize the use of English from as early as possible for the majority of our learners that use English as language of learning
- Require only one file for administrative purposes from teachers
- Clarify the role of subject advisers
- Reduce the number of projects required by learners

TABLE 1: The differences between the old NCS (RNCS) and the new NCS (CAPS)

RNCS	CAPS
TERMINOLOGY Learning Programmes, Learning Areas in GET Phase Subjects in FET Phase	**TERMINOLOGY** Subjects across the all the phases
Foundation phase Learning Areas: o Numeracy o Literacy o Life skills	o Home Language 6 hours o First Additional Language 5 hours o Mathematics 5 hours o General Studies (6 hours)
Intermediate phase o Home Language o First Additional Language o Mathematics o Natural Science o Social Sciences o Economic and Management sciences o Life Orientation o Arts and Culture o Technology	o Home Language 6 hours o First Additional Language 5.5 hours o Mathematics 6 hours o Natural Science (including aspects of Technology) 2 hours o Social Sciences 2 hours o General Studies (5 hours)
Learning Outcomes and Assessment Standards	Aims and specific aims
MANY DOCUMENTS e.g. National Curriculum Statement; National Learning Programme Guidelines; and Subject Assessment Guidelines	1 DOCUMENT - Curriculum and Assessment Policy for each Subject
Three levels of planning – learning programmes, work schedules and lesson plans	Single *Teacher File* should consist of an annual work schedule; assessment plan; formal assessment tasks and memoranda; textbook to be used; and a record of each learner's marks per formal assessment task. National work schedules provided. Week by week planning is given.
Educator draw up own programme using many sources	Use of textbooks and workbooks

Educator partly responsible for drawing up the curriculum	Curriculum is prescribed nationally
Different codes for grades R-6 and grades 7 to 12.	The current set of Grade 7 to 12 percentages and codes should be used from grades 4 to 12.
Common Tasks for assessment (CTA's) for grade 9's	Annual National Testing (ANA) for grades 3, 6 and 9
Learner portfolios	All learners' work must be kept in their books or files

Adapted from the 2009 Report of the Task Team for the Review of the Implementation of the *National Curriculum Statement.*

The following changes according to the Department of Education have been or will be made as part of the review of the NCS and implementation of CAPS on the dates specified. Times allocated to subjects for all phases according to the policy are only for the minimum required NCS subjects and may not be used for additional subjects. Additional time must be added for learners wishing to do additional subjects (DBE, 2011a:7).

TABLE 2: Timeline for the Implementation of CAPS (DBE, (2010:1)

Current	Change	Timeline for implementation
A heavy administrative workload for teachers	Reduction of recording and reporting. Reduction of the number of projects for learners. Removed the requirement for portfolio files of learner assessments. Discontinuation of the Common Tasks for Assessment (CTAs) for Grade 9 learners	With effect from January 2010
Learners are introduced to the First Additional Language in Grade 2 language in the early grades.	The language chosen by the learner as a Language of Learning and Teaching shall be taught as a subject at least as a First Additional Language, from	Introduced in 2012

	Grade One (1). English will not replace the mother tongue or home	
In the General Education and Training Band, subjects have been called Learning areas and programmes and subjects in the Further Education and Training Band.	All learning areas and programmes will be known as subjects	This will take effect from 2012
In the Intermediate Phase (Grades 4-6)	The number of subjects in Grades 4-6 will be reduced from eight (8) to six (6). learners have to do eight (8) learning areas	These changes will be introduced in 2013, after the necessary teacher orientation and development of appropriate textbooks in 2012.
The place of textbooks as crucial to quality learning and teaching has been de-emphasized. Teachers were encouraged to prepare their own content, lesson plans and forms of assessment	The importance of the place of textbooks in the achievement of quality learning and teaching has been re-emphasized.	Workbooks for all learners in Grades 1-6 will be distributed in 2011. A national catalogue of learning and teaching support materials from which schools can select textbooks is being developed for
The National Curriculum Statement designed learning areas in terms of outcomes and assessment standards.	The National Curriculum Statement is being repackaged so that it is more accessible to teachers. Every subject in each grade will have a single, comprehensive, and concise Curriculum and Assessment Policy Statement (CAPS) that will provide details on what content teachers ought to teach and assess on a grade-by-grade and subject –by subject basis. There will be clearly delineated topics for each subject and a recommended number and type of assessments per term.	The Curriculum and Assessment Policy Statement (CAPS) was phased into the Foundation Phase (Grades R-3 & grade 10) in 2012 and will be phased into the Intermediate Phase (Grades 4-6) and Grade 11 in 2013 and the rest of the Senior Phase in 2014.
Assessment of learners' performance in the GET Band (Grades 1- 9) has been done entirely at school level	From 2010, there will be externally-set annual national assessments for Grade 3 and 6 learners.	Full scale implementation for Grades 3 and 6 (November 2010). ANA for all Grade 9 learners was fully implemented -2011.

Immelman (2010:1) puts it very aptly when she states that to the '*higher-ups in education*' curriculum review was necessary because the political and social imperatives which is to

build a generation of young South Africans who need to be equipped to meet the dynamic challenges of our the world, remain the same.

2.4.3.3 Caps Policy Documents

Following her decision to implement the recommendations of the Report of a Ministerial Task Team on the implementation of the *National Curriculum Statement Grades R* - 12 in schools, the Minister of Basic education appointed a Ministerial Project Committee to develop National Curriculum and Assessment Policy Statements for each subject listed in the *National Curriculum Statement Grades R -12. (DBE 2010:6).*

Each of the subject documents opens with background and an overview section to highlight the general aims of the curriculum. The document explains the commitment to social transformation and to fostering critical thinking. The commitment to progression from grade to grade and to the development of more complex knowledge is also highlighted. The existing curriculum's outcomes and assessment standards were reworked into general aims of the South African curriculum, the specific aims of each subject, clearly delineated topics to be covered per term and the required number and type of assessments per term with the view to making it more accessible to teachers. Each subject now has a grade by-grade and term-by-term delineation of content and skills to be taught and learnt.

The content (knowledge, concepts and skills) contained in the (NCS) has been organised in the (CAPS), per term, using these headings. This CAPS provides teachers with:

• An introduction containing guidelines on how to use the document (for whichever phase
   and subject)
• Content, concepts and skills to be taught per term
• Guidelines for time allocation
• Requirements for the Formal Assessment Activities and suggestions for informal
   assessment
• Recommended lists of resources per grade.

The content framework focuses on the ideas, skills, concepts and connections between them rather than a listing of the facts and procedures that need to be learned. Particular instructional strategies or methodologies are not prescribed. Teachers have the freedom to expand concepts and to design and organise learning experiences according to their own local circumstances (DBE: 2011b).

The Catholic Institute of Education (2010) presented the following as key summary points and issues on the CAPS :

- The key aim was to provide more specific guidance for teachers. Teachers need to know what the degree of difficulty is and how best to prepare learners for exams. However, this is not provided for in the CAPS documents.
- The guidance across subjects is very varied and the cognitive challenge dimension is only taken note of in some subject documents.
- The organizing principles of the particular curriculum are not spelled out.
- The curriculum documents themselves are all different and there has been no attempt to standardize these documents. In some documents there is no page numbering therefore making it difficult to follow its contents.
- It is essential to provide teachers with guidance on how to work with the new documents. The key concepts, depth, scope and range needs to be specified in each of the documents and more guidance is needed on levels of cognitive challenge.
- The guidance offered on assessment varies from subject to subject. Some documents offer broad guidelines while others are more specific. Little use has been made of assessment examples in the documents.

Based on experience as a teacher and school manager and discussions with other teachers, the researcher agrees with the above comments and with Du Plessis (2012:11) who state that although the CAPS documents have some common categories and headings, they do not have a specific format or layout. Furthermore each subject is

divided into topics with content outlines but the way the information is presented is different for each subject.

2.4.3.4 Assessment in CAPS

The policy document for assessment, called the National Protocol for Assessment Grades R-12, commenced on the day of its promulgation in the *Government Gazette* and became effective from January 2012 in Grades R – three and Grade 10, January 2013 in Grades four – six and Grade 11; and will be effective January 2014 in Grades seven – nine and Grade 12. DBE (2011d)

Learners will be assessed internally according to the requirements specified in the *Protocol.* School-Based Assessment (SBA) is a compulsory component of the promotion marks. The difference between the assessment in RNCS and CAPS is the emphasis placed on continuous assessment. The notable change now is the weighting of School-Based Assessment (SBA) and the end-of-year examination. Pupils will be evaluated through school-based assessments and final examinations.   Previously the foundation and intermediate phase promotion was based on 100% SBA. Intermediate phase learner's final mark will now comprise 75% from their continuous assessment tasks and 25% of their examination mark. The midyear examination forms a part of the SBA mark (75%).   (DBE, 2011d: 06)

Learners' performance in all school phases will be indicated as marks and descriptors on a seven-point rating scale which was previously used for grades seven to 12.

2.4.3.5 Planning in CAPS

Currently teachers are required to engage in three levels of planning which consist of, constructing a learning program, a work schedule and a lesson plan. They are also required

to have the following: A related school assessment plan, a teacher assessment plan, a teacher portfolio, CASS marks, mark schedule, as well as learner portfolios (DBE: 2009).

Heinemann (2012: 8) provides a breakdown of the three main levels of planning in the teaching plan in CAPS:

1. Overview: - previously known as the Subject/Learning Area Framework which showed the topics and content to be covered in a subject/LA for the phase. An example of the overview is provided below.

TABLE 3: Example of an Overview: Extract from overview for Personal and Social Well-being (PSW)

Topics	Grade 4	Grade 5	Grade 6
1.Development of the self	Personal strengths Respect for own and others' bodies Emotions: understanding a range of emotions Dealing with conflict Personal experience of working in a group Bullying: appropriate responses to bullying Reading for enjoyment	Positive self-concept formation Receiving and giving feedback Coping with emotions Relationships with peers, older people and strangers Reading skills: reading with understanding and using a dictionary	Positive self-esteem: body image Abilities, interests and potential Peer pressure Problem solving skills in conflict situations Self-management skills Bullying: getting out of the bullying habit Reading skills: reading with understanding and fluency

DBE (2011e:11)

In the previous curriculum educators would were required to develop a learning programme. This was time consuming as the educators for the phase had to sit together to discuss and document this for their subject (learning area). In CAPS there is no need to do

so as the overview is contained in the policy document. The overview provides educators with the scope for their subject and grade.

2. Annual Teaching Plan: Previously known as the work schedule. The annual teaching plan breaks up the topics per school terms and weeks and is grade specific. The following information will be found in a good annual teaching plan:

- Term breakdown
- Week breakdown
- The time (in hours)
- Topics for the grade
- Content for each grade
- Resources
- Assessment details (including Formal Assessment Tasks)

The above aspects are provided in the example below which is found in the subject policy documents. This provision by the DBE makes the work of the educators much lighter and it provides them with clarity on to the content to be taught, the time frames in which to achieve this and the resources that should be used.

TABLE 4: Example of an ATP.

TERM 1	GRADE 4	Recommended resources
Topic 1: Development of the self	6 hours	Textbook, pictures from magazines, books on role models, successful people or confident people, newspaper articles
Personal strengths: identify, explore and appreciate own strengths -- Strengths of others -- Successful experiences as a result of own strengths: achievements and exciting experiences at school and home -- Less successful experiences -- Ways to convert less successful experiences into positive learning experiences: use strengths to improve weaknesses Weekly reading by learners: reading for enjoyment -- Reading about role models or successful people or confident people		
Development of the self	4½ hours	Textbook, books on care and respect for body,

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		newspaper articles
- Respect for own and others' bodies: privacy, bodily integrity and not subjecting one's body to substance abuse - How to respect and care for own body - How to respect others' bodies - Reasons for respecting own and others' bodies - Weekly reading by learners: reading for enjoyment Reading about care and respect for body		
Development of the self	3 hours	Textbook, books on conflict situations
• Dealing with conflict: examples of conflict situations at home and school -- Strategies to avoid conflicts -- Useful responses to conflict situations • Weekly reading by learners: reading for enjoyment -- Reading about safe environments and how to avoid conflict situations		

Adapted from DBE (2011e: 15)

3. Programme of Assessment: - consists of all the formal assessment tasks for each grade.

The number and forms of assessment are provided in the CAPS document for each subject.

DBE (2011(b):63)

The Programme of Assessment gives:

- Numbered Formal Assessment Tasks

- Breakdown of Assessment tasks for the four terms

- Weighting of marks of the tasks

- Page references from the Teacher's Guide and Learner's Book.

These three levels of planning are all found in the subject specific CAPS documents. There is however differences in the way they are presented for the different subjects. Teachers are required to use all the information presented in the document and develop a daily lesson plan. An example of a lesson plan is not given in the CAPS document, but samples are given in some of the textbook and teacher guides that educators can adapt and use. With CAPS teachers will be required to develop a single 'Teacher File' despite the number of subjects taught.

- Pinnock, (2012:10) provides this list of items that have to be included in the teacher's file: Annual teaching Plan

- Assessment Plan

- Formal Assessment Tasks

- Memoranda

- Indication of Textbooks and other Resources

- Record sheets with learners' marks

- Informal notes or any interventions that are planned to assist learners.

In future CAPS does not require all learner portfolios as separate, formal compilations of assessment tasks, instead learners work would be kept in their books or files. These must be kept in school for moderation purposes. School-based formal assessment for promotion and progression must be kept in relevant mode. Formal tasks must be clearly marked or indicated and must be available at all times on request (DBE: 2011). CTAs were discontinued with effect from 2010. CAPS provides week by week planning for teachers to follow.

2.4 LEARNER TEACHER SUPPORT MATERIAL (LTSM)

Learner Teacher Support Material (LTSM) for the purpose of this study refers to textbooks. Many studies regard adequate learning support materials as essential to the effective running of an education system, and in particular textbooks and stationery. They have been found to be the effective way to improve classroom practice (Themane, 1997; Taylor and Vinjevold, 1999). This is in line with the findings by Boulanger (1981) and Mbangwana (1998) in Themane and Mbasa 2002: 275) who found that teachers relied more heavily on textbooks in their teachings. This is clearly explained in the Report of the Review Committee on Curriculum 2005 (2000:62) where it states that the DOE regards adequate learning support materials as essential to the effective running of an education system and asserts that these materials are an integral part of curriculum development and a means of promoting both good teaching and learning.

The President (in his 2011 State of the Nation address) emphasised the importance of learner support material in the curriculum calling on his administration to 'ensure that every child has a textbook on time'. All educators will remember and as pointed out in the Task Team's Review Report, the use of textbooks was discouraged and undermined by C2005. Teachers were required and encouraged to produce their own materials. This however is a contradiction as *'local and international research has shown that the textbook is the most effective tool to ensure consistency, coverage, appropriate pacing and better quality instruction in implementing a curriculum*.' (DBE: 2010:51) During the curriculum review hearings, teachers complained that they were expected to perform tasks, such as developing learning materials (which were best placed in the hands of experts). Teaching time was eroded by the need for 'curriculum development'. Other LTSM related complaints were that some provinces have for a number of years not provided sufficient textbooks for learners, and that some provincially developed catalogues contained LTSM of questionable quality.

The DBE (2009) recommends that the quality assurance and catalogue development for textbooks and other LTSM need to be centralized at National level. The useful role and benefits of textbooks needs to be communicated at the highest level, and each learner from Grade four to Grade 12 should have a textbook for every learning area or subject.

2.5 EDUCATOR ORIENTATION

A key factor according to Mata, (2012:512) on which the success of curriculum innovations depends is the in-servicing of teachers in the use of new approaches. In order for any sort of change to be successfully implemented, educators need to receive orientation and training. Policies devised by the policymakers can be viewed as useful in theory but can be ineffective in practice if educators are not allowed adequate time to study and comprehend them before implementation. Williamson and Payton (2009: 4) argue for the synergy between curriculum design and classroom routines, pointing out that innovation in the arrangement

and composition of the curriculum implies an innovation in practice. Training is required to change teacher thinking and behaviour in its application.

This is time consuming, especially at the outset of the process. Some form of professional development is necessary for teachers to understand the introduced reform and they need to be given time to understand what is expected of them and time to reflect on it. Teachers need to be afforded opportunities to share their successes concerning the reform initiative to maintain momentum and '*sell*' the idea to their colleagues and even to students. The time element is a crucial, but often an overlooked aspect of school change.

Ancess in Hinde (2003) emphasises the importance of professional development which should be connected to teacher learning and practice being done at the beginning stages for reform to be enacted. Hinde (2003:153-154) provides a summary of Little's (1997) six statements concerning effective professional development:

- Professional development offers meaningful intellectual, social, and emotional engagement with ideas, with materials, and with colleagues both in and out of teaching.
- Professional development takes explicit account of the contexts of teaching and the experience of teachers.
- Professional development offers support for informed dissent.
- Professional development places classroom practice in the larger contexts of school practice and the educational careers of children. It is grounded in a big-picture perspective on the purposes and practices of schooling. This will provide teachers with a measure to gauge and act upon the connections among students' experiences, teachers' classroom practice, and school wide structures and cultures.
- Professional development prepares teachers (as well as students and their parents) to employ the techniques and perspectives of inquiry… It acknowledges that the existing knowledge base is relatively slim and that our strength may derive less from teachers' willingness to consume research knowledge, than from their capacity to generate knowledge and to access the knowledge claimed by others (emphasis in original).
- The governance of professional development ensures bureaucratic restraint and a balance between the interests of individuals and the interests of institutions.

Bloch in Mclea (2010), one of the 'architects' of OBE, welcomed the proposed Schooling 2025 system he never the less issued a warning in the media: '*The minister can announce until she's blue in the face in Pretoria, but the provinces have to deliver*.' He emphasized the importance of proper teacher training by making the following comment: '*Saying that the system is doing away with paperwork is not going to mean that our Maths teachers are suddenly brilliant. It will help teachers to focus but it is not enough.*'

Du Plessis (2005:96) concurs with other authors that training is a prerequisite for meaningful and successful implementation of change. The education authorities (DBE :2011c) stated: '*We will intensify teacher development to prepare educators for the implementation of the Curriculum and Assessment Policy Statement and pay special attention to the training of principals, particularly those in underperforming schools*' . They have delivered on their promise by conducting training for Subject Advisers from all nine provinces. This was done in order to prepare for the introduction and to ensure that other stakeholders were equally well versed on the implications of the introduction of CAPS in the Intermediate Phase. The training was attended by more than 3000 officials to receive orientation on Further Education and Training CAPS and more than 1000 General Education and Training officials also received orientation in 2012. In her Opening address of the workshop, Mrs. Marie-Louise Samuels who is the Chief Director for Curriculum at the DBE, stated that the education sector should not be complacent in any of its achievements as there is still lots of work to be done.

Mrs Samuels empathised '*We can only count a District as successful if every school in that District is performing well. We have to strive to continuously improve*,' adding that the education sector's strategic direction is guided by the Minister's Delivery Agreement and the Action Plan to 2014: Towards the Realisation of Schooling 2025. '*We need to address strategic problems. Anyone working in the education sector should be using the Action Plan to work out a strategic plan*' (DBE: 2012).

2.6 CONCLUSION

The purpose of this chapter has been to present literature that is relevant in answering the research question: '*What are the challenges and implications of the implementation of Curriculum Assessment Policy Statement on teaching and learning*?' The background to curriculum change in South Africa and its implication for educators was touched upon as it impacts on the current curriculum changes. The literature reviewed on curriculum policies pertaining C2005 with its outcomes based methodology and RNCS indicated that the intentions for curriculum change were to generate social and economic change in South Africa. The implementation of these policies by educators in schools proved to be problematic. Each time these problems were dealt with by making revisions to the existing policies. These curriculum policy changes imply changes to teaching practice, teacher training and the use of support materials. Chapter 3 will introduce the current study in terms of the qualitative paradigm, the site selection and a detailed account of the methods employed in gathering data.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 INTRODUCTION

In the previous chapter literature that was relevant to the research was reviewed. Reasons for curriculum change, the various curriculum policy changes namely C2005 and RNCS and the latest revision to the curriculum (CAPS) were presented. The literature also showed that curriculum changes can be effectively implemented with proper teacher orientation and training.

Chapter three provides insights into the research design and the research method that will be utilized in gathering and analysing the data to answer the research questions. The qualitative research paradigm, purposeful sampling, site selection, the participants, research methodology, data analysis and ethical issues are discussed in detail.

3.2 RESEARCH DESIGN

Yin, (2003:21) states that a research design is a blueprint or a detailed plan the method on which one intends conducting a research. According to Trochim, (2006) a design is used to structure the research and to show how all of the major parts of the research project (the samples or groups, measures, treatments or programs, and methods of assignment), combine in an attempt to address the central research questions.

Schumacher, (2006:117) confirms that the goal of a sound research design is to provide findings that are deemed to be credible. The researcher concurs with these definitions and goals of research design as addressed in the literature above and for this reason, selected the qualitative research design. As the character of the research topic of this study is

descriptive and explanatory, the researcher chose to use a qualitative research design. This research design reveals the purpose of the study which is characterised by exploration. This design, according to Van Wyk:

> *'is the most useful (and appropriate) research design for those projects that are addressing a subject about which there are high levels of uncertainty and ignorance about the subject, and when the problem is not very well understood (i.e. very little existing research on the subject matter)'.*

Since CAPS has just been introduced, educators are only now coming to terms with the adjustments to the curriculum it implies. This study is exploratory in nature as it provides insights into a new phenomenon of CAPS and its implications for teaching and learning. It explores the experiences of educators with this new phenomenon.

3.3 QUALITATIVE PARADIGM

Denzin and Lincoln as cited by Ospina (2004:1), claims that qualitative research involves an interpretive and naturalistic approach- '*This means that qualitative researchers study things in their natural settings, attempting to make sense of, or to interpret, phenomena in terms of the meanings people bring to them*'. McMillan and Schumacher (1993: 479) defined qualitative research as, '*primarily an inductive process of organizing data into categories and identifying patterns (relationships) among categories*'.

This definition implies that Qualitative research is by design exploratory, and it is therefore used when confronted with the unknown. This will help to define the problem or develop an approach to the problem. Qualitative studies aim to provide illumination and understanding of complex psychosocial issues and are most useful for answering humanistic 'why?' and 'how?' questions (Marshall, 1996:522). The accepted method of data collection used in qualitative research is focus groups, triads, dyads, in-depth interviews, uninterrupted observation, bulletin boards, and ethnographic participation/observation.

While quantitative research focuses on cause and effect and prediction collecting data through surveys, qualitative research is useful for exploring and understanding a central phenomenon and the way people interpret their experiences of their world. In view of the definitions and characteristics of qualitative research and the researcher's need to understand the participant's experiences with the phenomenon of curriculum change, the use of Qualitative paradigm was the obvious method of choice.

To learn about this phenomenon, Creswell (2002:58) proposes that 'the inquirer asks participants broad general questions, collects the detailed views of participants in the form of words or images, and analyses the information for description and themes.' According to Bogdan (2003) those who practice qualitative research in education have the following in common:

1. Their data is descriptive (e.g. field notes, interview transcripts).
2. Their analysis is inductive (the questions and focus are not predetermined but evolve as the data are collected).
3. Their data are typically collected in natural settings, in classrooms, and in other places teachers and students spend their time. They try to conduct interviews on location and in a conversational style. In this study teachers will be interviewed.
4. Their data are not reduced to numbers and they do not employ advanced statistical procedures. During data analysis some qualitative researchers use frequency counts and other simple quantitative procedures, but, for the most part, their reports are descriptive and conceptual. The main purpose of this study is to describe teachers' understanding of policy changes and provide a conceptual framework from their experiences.
5. Their goal is to understand basic social processes (e.g. how children play and learn in a group) and in developing insights into the form of sensitizing concepts. In addition they attempt to understand the view of the world from the participants' perspective (the teachers, students and others related to the classroom). Their concern is not with prediction and the relationship between discrete variables. This study seeks to explore the need for and implications of curriculum changes from the teachers' viewpoints.

The qualitative research design proved to be flexible, allowing for the interaction between the researcher and the participant to be more natural. It had many features that provided the researcher access to information-rich sources to better understand the phenomenon under investigation. Open ended questions were utilized in the interviews to allow participants to air their own responses and express their experiences concerning the curriculum as presented in the previous chapter, the training and implementation of CAPS.

3.4 SAMPLING

Choosing a study sample was an important step for the researcher as in any research project, since it is rarely practical, efficient or ethical to study whole populations (Marshall, 1996:522). As stated by Hardon, Hodgkin, Fresle, (2004:57) in qualitative studies researchers aim to identify information-rich cases or informants.

Information-rich cases are those from which one can draw information about issues of central importance to the purpose of the research. The term purposeful sampling is used when such people are selected. For the purpose of this study purposeful sampling methods will be used to draw rich information from participants. Marshall points out that although random sampling is '*well defined and rigorous and provides the best opportunities to generalize the results to the population. It is not suited for qualitative research because it is not the most effective way of developing an understanding of complex issues relating to human behaviour*'.

He recommends the use of '*judgment*' sampling, also known as purposeful sample, where the '*researcher actively selects the most productive sample to answer the research question*' (1996:523). In qualitative research, the research sites and participants are selected following a strategy called purposeful sampling. Purposeful sampling, in contrast to probabilistic sampling, is '*selecting information-rich cases for study in depth'* (Patton,

1990:169). This sampling is used when one wants to understand something about those cases without needing or desiring to generalize to all such cases. The researcher chose criterion sampling (Patton, 1990) above the many types of purposeful sampling techniques that are available. The criterion of '*primary school educators implementing and those who are currently being trained on the new CAPS*' was set by the researcher and all cases that met this standard were selected. This method of sampling according to Patton, is very strong in quality assurance.

3.4.1   Site Selection

The research site and participants for this study were selected using purposeful sampling. The site is a public primary school in the Richards Bay Ward. This school caters for grades R to seven. It has a learner population of 910 with 25 educators, and five management members. The majority of educators at this site have been teaching for many years. Eight educators have between 20 to 30 years' teaching experience, seven have less than 10 years and 15 have been teaching between 10 to 20 years. This school has implemented CAPS in the foundation phase as it is the requirement from the Department of Education. The researcher selected this school because they have also partially introduced CAPS in grades four to seven form 2012. Permission was sought from the ward manager and the school principal to conduct the study at this site. (Appendix 2)

3.4.2   Participants

12 Participants were selected using purposeful sampling. Two educators for each grade from grade one to six were selected. The researcher chose the participants carefully ensuring that they were experienced and had attended CAPS workshops. The foundation phase educators received CAPS training in 2011 and the intermediate phase educators attended workshops in September and October 2012. They were therefore able to provide relevant data through focus group interviews on the question of the implications of CAPS being studied.

3.5 RESEARCH METHODS

3.5.1 Case Study

In a case study, a single person, program, event, process, institution, organization, social group or phenomenon is investigated within a specified time frame. A combination of appropriate data collection devices (Creswell, 1994, p. 12) was used. Case studies are constructed to richly describe, explain, or assess and evaluate a phenomenon [e.g., event, person, program (Gall, Borg and Gall, 1996: 549). The researcher chose the case study method because one school and a single phenomenon (CAPS) were being studied. The researcher's intention in this study was not to generalise findings of the sample to all schools, but to understand the effects of curriculum change (CAPS) and its implications for the educators at the particular school selected.

3.5.2 Semi-Structured Focus Group Interviews

Merton, Fiske, and Kendall in Grim, Harmon and Gromis (2006:516) contend that a '*focused group interview*' is a qualitative method in which researchers interactively question a group of participants in order to test theory-driven hypotheses. Carey cited in McLafferty (2004:184) defines focus group interviews as '*using a semi structured group session, moderated by a group leader, held in an informal setting, with the purpose of collecting information on a designated topic*'. For this study the researcher brought together a small number of subjects (Six to 10 people) as suggested by Hancock (1998:11) to discuss the topic of interest.

The group size was kept small, so that its members did not feel intimidated but could express opinions freely. Two focus group interviews were conducted. The two groups comprised of individuals who had in common, their profession and the phase in which they teach. Krueger (Rabiee, 2004: 656) believes that rich data can only be generated through the use of homogenous groups so that the individuals in the group are prepared to engage

fully in the discussion. Each group interview lasted approximately an hour, based on the number of questions and the number of participants.

The participants were invited to participate in a focus group interview. They were either handed a written invitation or it was e-mailed to them. The venue selected for the interviews was the school. The interview followed a semi-structured format. Although the key questions were pre-planned, the interviews were conversational, with questions flowing from previous responses when possible.

Semi structured interviews tend to work well when the interviewer has pre identified a number of aspects he/she wants to specifically address. The interviewer can decide in advance what areas to cover but is open and receptive to unexpected information from the interviewee. This can be particularly important if limited time is available for each interview and the interviewer needs to ensure that the '*key issues*' are covered (Hancock, 1998:10).

The semi-structured interviews contain a blend of closed-ended and open-ended questions in order to cover fairly specific topics or themes (Kielmann, Cataldo and Seeley, *2011*:28) suggest that in a semi-structured interview, the interviewer works with a topic guide that is loosely structured or checklist of topics he or she wants to cover. They proceed in proposing that this guide include some questions that are more structured. As a rule these tend to be followed up by less structured '*probes*' which is a method of following up on a topic in order to generate more information. The interviewees responded freely to questions. These questions will be asked in the order given in the guide. Additional questions will be introduced to get more information about the understanding, training and implementation of the policy and implications for teaching and learning.

3.5.3   Document Analysis

Document analysis is a systematic procedure for reviewing or evaluating documents-- (both printed and electronic computer-based and Internet-transmitted material). Like other analytical methods in qualitative research, document analysis requires that data be examined and interpreted in order to elicit meaning, gain understanding, and develop

empirical knowledge (Corbin and Strauss, 2008). Document analysis is often used in combination with other qualitative research methods as a means of triangulation ('*the combination of methodologies in the study of the same phenomenon*') (Denzin, 1970:291).

Field documents that were perused and analysed included the following:

- Annual teaching plans
- Lesson preparation
- Class and personal time-tables
- Assessment plans

3.6 DATA PROCESSING AND ANALYSIS

Ary, Jacobs, and Razavieh, (2006:490) asserts that qualitative data analysis involves attempts to comprehend the phenomenon under study, synthesise information and explain relationships, theorise about how and why the relationships appear as they do, and reconnect the new knowledge with what is already known.

In the present study, data was collected by means of focus group interviews from the purposefully selected participants and sites.

In qualitative research, data analysis involved '*expanding notes from interviews and/or transcribing tapes, and then ordering, describing, summarizing, and interpreting data obtained for each study unit or for each group of study units*.' This required the researcher to '*analyse the data while collecting it*'. Therefore questions that remained unanswered (or new questions that come up) were addressed before data collection was over (Hardon *et al.*, 2004:67). Data processing and analysis during this study was on-going. Interviews were tape recorded and transcribed as soon as possible by the researcher. Data was ordered to make the analysis easy. Ordering is best done in relation to the research questions or discussion topics. Codes were used for ordering the data. Hancock (1998:17) calls this coding (labelling) and categorising '*content analysis*'. She defines '*Content analysis*' as '*a procedure for the categorisation of verbal or behavioural data, for purposes of classification,*

summarisation and tabulation.' She continues by suggesting two levels of analysis which was used by the researcher in this study:

- Descriptive account of the data: this is what was actually said with sub meaning and no assumptions made about it
- Higher level of analysis is interpretative: it is concerned with the meaning of the response and what was inferred or implied. (1998:17)

The list of topics/questions in the interview guide served as an initial set of codes. The researcher read through the expanded notes of the interviews and transcripts of tapes to add to this list of codes. Where unexpected topics emerged, codes for these topics were included in the analysis. Data was reviewed several times before the researcher decided on the final coding system.

The interpretation of the findings was reported in a narrative form which was substantiated by direct quotes from the participants. The adopted data analysis process guided the researcher to draw empirical conclusions and recommendations.

3.7 RELIABILITY AND VALIDITY OF DATA

Reliability and validity are ways of demonstrating and communicating the rigour of research processes and the trustworthiness of research findings.

Validity is a component of the research design that consists of the strategies used to identify and attempt to rule out alternative explanations, like validity threats. It is therefore important to think of specific validity threats and to try to think of what strategies are best to deal with these (Maxwell, 2005:9). In qualitative research design validity concerns these questions: Do researchers actually observe what they think they observe? Do researchers actually hear the meanings that they think they hear?

The internal validity of qualitative research is the degree to which the interpretations and concepts have mutual meanings between the participants and the researcher Schumacher (2006:324). Researchers are conflicted about the use of the terms reliability and validity in qualitative research (Agar in Krefting, 1990:3), '*the concept of reliability is even misleading in qualitative research*' (Stenbacka in Golafshani, 2003: 601). Accordingly, Newman (2003: 184) asserts that '*most qualitative researchers accept principles of reliability and validity, but use the terms infrequently because of their close association with quantitative measurement*'. Some other scholars nonetheless, have introduced different labels with close association to the same content. As Guba and Lincoln (1994) in their work '*Competing Paradigms in Qualitative Research*' propose two key criteria for assessing validity in qualitative study; *credibility*, whether the findings are believable and *transferability*, whether the findings apply to other contexts.

For the purposes of this study the researcher chose to use Guba's constructs, (cited in Shenton 2004:63) of credibility (in preference to internal validity) and transferability (in preference to external validity/generalisability) to address the issues of reliability and validity since the intention is not to generalise the results to a larger population although the findings can be applicable to another context but attempts to determine the degree to which the findings of this inquiry can apply or transfer beyond the bounds of the project and to ensure that the research findings represent a '*credible*' conceptual interpretation of the data drawn from the participants' original data (Lincoln and Guba, 1985:296).

3.7.1   Credibility

The credibility criteria involve establishing that the results of qualitative research are credible or believable from the perspective of the participant in the research. From this perspective, the purpose of qualitative research is to describe or understand the phenomena of interest from the participant's view. The participants are the sole judge about the legitimacy and credibility of the results. It is necessary for the researcher to request participants to read the transcripts and comment on the interpretation of their views on the research question. In order to ensure credibility the researcher ensured that

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the multiple realities revealed by informants were represented as adequately as possible. In this study the researcher used the following strategies to enhance credibility (internal validity):

- Participants' verbatim language: participants' words were transcribed as they were spoken
- Comparison of data: all data collected were compared to check for validity
- Feed-back from participants: each participant was given a copy of the transcript of the interview to check if it was valid

3.7.2 Transferability

Merriam (cited in Shenton, 2004:69) claims that external validity 'is concerned with the extent to which the findings of one study can be applied to other situations'.

Transferability refers to the degree to which the results of qualitative research can be generalized or transferred to other contexts or settings. From a qualitative perspective transferability is primarily the responsibility of the individual doing the generalizing. Lincoln and Guba (cited in Krefting, 1991:216) noted that transferability is more the responsibility of the individual desiring to transfer the findings to another situation or population than that of the researcher of the original study. The argument was that as long as the original researcher presents sufficient descriptive data to allow comparison, he or she has addressed the problem of applicability. According to (Trochim, 2006: 3) the qualitative researcher can enhance transferability by thoroughly describing the research context and the assumptions that were central to the research. The person who wishes to 'transfer' the results to a different context is then responsible for judging the sensibility of the transfer.

3.8   ETHICAL ISSUES

Ethics concerns the morality of human conduct (Edwards and Mauthner, 2003:14).   It pertains to doing good and avoiding harm (Orb, Eisenhaurer and Wayenden, 2001:93). They go on to say that harm can be prevented or reduced through the application of appropriate ethical principles.

3.8.1   Informed Consent

Flick (2009:41) states that if the principle of informed consent is used as a precondition for participation, the following criteria put forward by Allmark (cited in Flick) must be taken into consideration:

* Consent should be given by someone competent to do so
* The person giving the consent should be adequately informed
* The consent is given voluntarily

Informed consent according to Mack *et al.* (2005:9) is a mechanism for ensuring that people understand what it means to participate in a particular research study so they can decide in a conscious, deliberate way whether they want to participate.

In this study, all participants were verbally informed of the purpose of the research and their consent obtained in writing in order to carry out the interviews. During the study, the researcher checked if the participants were still willing to continue. The ward manager and school principal were also informed of the study and their consent sought.

3.8.2   Privacy and Confidentiality

According to Flick the issue of confidentiality becomes problematic when research is done with several members at the same setting. He contends that readers of the report should not be able to identify which persons took part in the study (p 42).

Participants were guaranteed that their identities would not be revealed when reporting on the study to ensure the privacy and confidentiality (Appendix 1). Participants' names were not used and the name of the school was not revealed. Colleagues of participants were not informed about the information provided by the participants. The principal was informed in advance that he would not be informed about the revelations of the educators at the interviews. The recordings, transcripts and field notes were stored in a safe place to protect the identity and views of participants.

3.9   CONCLUSION

In this chapter the research design and methodology adopted to answer the research questions were presented. The qualitative research paradigm was discussed in detail in combination with the focus group interviews and observation methods for the collection of data. The method of participant and site selection was explained. The criteria of credibility and transferability were used in place of reliability and validity to assess the trustworthiness and rigor of the research project. Data analysis techniques and process were discussed. Finally the ethical issues of informed consent and confidentiality were expounded. Chapter four presents the findings and discussion of data collected.

CHAPTER 4: RESEARCH FINDINGS AND ANALYSIS

4.1 INTRODUCTION

The focus of chapter three was on the description of and rationale for the selection of the research design and the methodology used to gather data in this study. This chapter provides an analysis and interpretation of data collected by means of semi-structured focus-groups interviews and document analysis. The data was collected and analysed in response to the problems posed in chapter one. This chapter also aims at reporting on the relevancy of findings. The main research question of this study is the question being: What are the implications of the implementation of CAPS for teaching and learning? It is through the collection and interpretation of data that the researcher attempted to develop a base of knowledge of educators' experiences of CAPS relative to previous policies and to determine the challenges of curriculum implementation for teaching and learning. The data was interpreted using an inductive approach which will be briefly explained in section 4.3 below.

4.2 BRIEF OVERVIEW OF THE RESEARCH METHODOLOGY

Data in this study was collected by means of semi-structured focus-group interviews and document analysis. Two focus groups were established. Each focus group comprised six educators from a purposefully selected school in the Imfolozi Circuit. These focus groups were representative of the Foundation Phase (Grades R to three) and the Intermediate Phase (grades four to six) and had a shared experience with the phenomenon of curriculum change. The groups comprised of mixed gender, race and age. The overarching aim of these group interviews was to understand the educators' experiences with the curriculum change in the form of CAPS.

Focus group interviews were conducted at the school which was a familiar venue for the participants. All interviews were conducted face-to-face and lasted approximately an hour. An interview schedule was used by the researcher which served as a useful guide during the

focus group interviews (see attached appendix). Although questions and issues were preselected, the researcher allowed participants the opportunity to discuss issues that were relevant to the research question. The semi-structured focus group interviews were centred on issues drawn from the literature review.

Interviews were recorded and transcribed. In order to corroborate the data obtained at the interviews, the researcher used document analysis as the secondary data gathering instrument. Document analysis was conducted from the records kept by educators on the implementation of CAPS in the classroom. There were specific items that the researcher was looking for in the educator records. It is the belief of the researcher that what was collected, in spite of limitations, represents the reality of the experiences of the participants on the phenomenon of curriculum change.

The main objective of the interview process was to obtain the insights and thoughts of the sample of participants on their experiences and their views regarding the implementation CAPS in their classes at the site. The next section focuses on the process of analysing data.

4.3 ANALYSIS PROCESS

The aim of data analysis is to transform information or data into an answer to the original research question. According to Ary *et al*., (2006:490) cited in 3.6 qualitative data analysis involves attempts to comprehend the phenomenon under study, synthesise information and explain relationships, theorise about how and why the relationships appear as they do, and reconnect the new knowledge with what is already known. The analysis process involved interpreting the participants' responses to the interview questions using the inductive approach.

This, according to Thomas (2003:3) is intended to aid in an understanding of meaning in complex data through the development of summary themes or categories from the raw data ('data reduction'). Categories were developed from the raw data that captures key themes that the researcher considered to be important. The interview data was transcribed and coded by grouping the responses of the participants into common themes or similar

ideas that emerged. Hancock (1998:17) calls this coding (labelling) and categorising 'content analysis'. The categories are: Curriculum Change, Implementation of CAPS, Adequacy of Training and Use of Resources and subcategories were determined from these codes.

CATEGORY	SUBCATEGORY
Curriculum Change	- Feelings on curriculum change - Experiences with C2005 (OBE) and RNCS
Implementation of CAPS	- Educator views on CAPS - CAPS versus C2005 and RNCS - Challenges with implementation. - Implications of CAPS on teaching and learning
Curriculum training	adequacy of curriculum training
Use of resources	Views on use of textbooks and workbooks

4.4 PRESENTATION OF FINDINGS AND DISCUSSIONS

Data collected from the focus group interviews and the analysis of documents is presented and discussed in this section. The findings from the interviews are discussed under the themes presented in the table above. The focus groups one and two will be referred to as FGI 1 and FGI 2 respectively and the participants as P1 and P2. Findings from the document analysis are presented under the educators' documents that were viewed.

4.4.1   Curriculum change

4.4.1.1 Feelings about curriculum change

Some of the participants in both FG 1 and 2 agree that curriculum change in general is necessary at times to keep up with the changes in education while others felt that too many changes have a negative effect on teaching and learning. Some of the general comments from participants were: '*I feel good about curriculum change.*' '*It is supposed to be like*

that'. 'We implement things for change'. 'The mistakes discovered during implementation need to be corrected.' 'I feel positive about curriculum change.' 'I believe it will improve the areas we are lacking in.'

There was consensus among these educators on the necessity for curriculum change which is in keeping with literature. Amimo (2009:2), Cañas, Novak and González (2004:1) as well as other authors (cf. 2.2) support the view that curriculum change is necessary at times. Some of the reasons given for the need for curriculum change are: changes in society, to correct social and educational problems and change in political and social priorities.

It was the view of some participants that they welcomed curriculum changes but changes that occur to frequently can create stress.

Further comments were: *'Change is good, however changing the curriculum every two or three years causes disruption, insecurity and there is a cost factor.'*

Participants feel that it is a time consuming process to adapt a new curriculum (cf. 2.3) and as they become familiarised to the changes, new adaptations are introduced to the system:

'There is a problem of adapting. During this period you can't teach properly because you're still learning things.'

They also agree that each time the curriculum changes it leads to additional administration work such as, work schedules, assessments and lesson plans.

'Although change is good too many changes become confusing and lead to too much admin work.'

Continuous curriculum change has resulted in some educators becoming frustrated, disillusioned and de-motivated as captured in the following statements:

'Curriculum change is frustrating. There is always on-going change to curriculum, which de-motivates educators.'

'I feel very disillusioned with the constant change.'

'It affects the culture of learning and teaching because of the transformation of the curriculum by the philosophers.'

This educator felt left out of the curriculum change process and that others make the policies which educators are just supposed to implement.

4.4.1.2 Experiences with C2005 and RNCS

All participants agreed that they had experienced problems with the implementation of C2005 and RNCS which is collaborated with the literature study. C2005 was reviewed (DOE 2000:15) as a result of educators experiencing problems with language, progression and integration.

The problems experienced ranged from Implementation:

- Lack of resources
- Large classrooms
- Inadequate training
- and Uncertainty on teaching contents

They felt C2005 and RNCS concentrated too much on skills and the processes of learning, without sufficient specification of content and knowledge. Educators highlighted the fact that the content in OBE and RNCS lacked progression and sequence (cf. 2.4.1 and 2.4.2). P 3 in FGI 2 pointed this out when she commented:

'There was no order in the concepts we taught. It did not go from the simple to the complex. In phonic the single sounds are not completed and they skip to blends.'

Problems were experienced with complex terminology. P2 of FGI 1 stated:

'I experienced problems with the terminology and the outcomes. There were too many new terminology introduced in C2005 which I did not understand.'

Other comments from focus group interview 1 were:

'The range was too wide and the curriculum too flexible. The focus was on achieving outcomes, the teacher could do any activity to achieve these outcomes. These activities could be of poor quality or of a low level. There was no emphasis on content delivery.'

The views of other participants confirmed this. P 4 pointed out that as a result of the learning outcomes that were too general, they were interpreted differently by different teachers. Participants agreed that their experiences with C2005 and RNCS did affect the performance of educators.

P3 stated:

'I had problems understanding certain aspects of the old curriculum. …difficult to teach if you are not clear about something.'

Participants pointed out that they had spent more time with administrative functions than on their core function which is teaching.

Additional criticism were levelled at the previous curriculums in that the focus was more on assessment and less on the content.   Participants explained that when C2005 was introduced they had to research the content of the teaching material. Participants in FG 2 concurred that teachers simply did away with the traditional methods of teaching in the foundation phase.   The Break-Through Method for example which was used to teach vocabulary and new words was done away with by the participants at this site. This led to large gaps in the learner's knowledge.

P2 pointed out that OBE and RNCS have stunted development in our learners. Learners who passed through the system had not received the basic or minimum content and as a result we are producing students who are not ready for university. Participants in both interviews agreed that RNCS was an improvement on C2005:

'RNCS wasn't as confusing as C2005' said P7 of FGI 2 *'but there were too many documents that we had to consult'.*

P5 of FGI 1 pointed out that teachers still had to develop their own material from a number of sources.

When asked what were the positives of curriculum change on educator performance one participant in FG 1 commented that the teachers should by now be experts in curriculum development as a result of all the changes. According to (DOE, 2000:2) in C2005 the individual schools and educators could interpret the guidelines when they drew up their own learning programme (c.f. 2.4.1).

Overall, educators' comments on C2005, OBE and RNCS indicated that they experienced problems with these policies and this had a negative effect on teaching and learning. The implication of these comments is that the amendments and revisions made by the DBE were in fact necessary ones to improve teaching and learning in South African schools. These problems have been discussed by Hofmeyr (2010:2) (cf. 2.4.2).

4.4.2   Implementation of CAPS

4.4.2.1 Educator views on CAPS

Most of the participants were optimistic about the changes that the implementation of CAPS would imply for teaching and learning. They view CAPS as a policy that gives the educator more direction and guidance when it comes to teaching which was lacking in C2005 and RNCS (cf. 2.4.3.1; 2.4.3.2). While educators were of the opinion that curriculum change in general increases their administration duties but they do agree that their workload will decrease with CAPS because the policy document contains work schedules and prescribes the content of subject matter (cf. 2.4.3.3).

Some of the responses from focus group interview one were:

'*I embrace the change but am sceptical that if CAPS does not work then a new curriculum will be introduced,*' said a participant 3 in FG 1.

'*I am positive about these changes. I can say that among the changes made before, this one is much better.*'

These were some comments from focus group interview 2

'*CAPS are much easier. Work schedules have been done; time planned and content is clearly stated.*'

Participants in both groups have been implementing CAPS since 2012: The foundation phase officially with the necessary resources but the intermediate phase unofficially in 2012 without resources commencing officially in 2013. All participants now have one year's experience with CAPS and they are happy with the changes that have been implemented in comparison to C2005 and RNCS.   These views corroborate the information from the literature on the changes brought about by CAPS (cf.2.4. 3. 2).

4.4.2.2 CAPS versus OBE and RNCS

From the comments of the participants the researcher was able to conclude that the participants feel that CAPS is an improvement on OBE and RNCS. They view CAPS as being more focused on content delivery and giving teachers more structure and guidance. There was consensus among educators on their reasoning for CAPS being a necessary curriculum change. Educators feel that there would be uniformity at schools in the country if all educators follow CAPS. Educators expressed relief that CAPS has one document that they need to consult when preparing lessons. They also found the document to be user friendly. According to them C2005 and RNCS had too many documents that were difficult to work

through and understand. There is progression and sequencing in CAPS that was lacking in the previous two curriculums. Section 2.4.3.1 provides the reasons for the revision of RNCS to CAPS. The differences between RNCS and CAPS are also discussed (cf. 2.4.3.2).

Comments made on the comparison of CAPS with C2005 and RNCS from both interviews were similar:

'It is an improvement to RNCS however there is too many assessments in English but less teaching time.'

'The teacher is given more direction or guidelines. The skills and content is prescribed and the policy is user friendly.'

'It will decrease the workload and clearly states what to teach.'

Comments from FGI 2

'There will be less admin work because the work schedules are done. The assessments are clearer.'

'It is still learner- centred but the content is provided. Resources are also readily available.'

'It has been adapted to a certain extent. There has been a content change. It is easier for educators to understand how to teach the various concepts.'

'CAPS ensures that learners acquire and apply knowledge and skills in ways that are meaningful to their daily lives.'

'Children are exposed to a range of skills that strengthen their physical, social, emotional and cognitive development.'

In summary, participants agree that CAPS compared to the previous curriculums is:

- User friendly and easier to understand
- Provides assessment guidelines, content, work schedules and time frames
- Leads to uniformity in schools across the country

- Focuses more on content delivery.

- Reduces the number of assessments for learners

- Textbooks and workbooks have been developed which are CAPS aligned.

These points are aligned to those made in chapter one and two. (cf. 1.1; 1.10; 2.5)

4.4.2.3 Challenges with implementation

Research revealed that while most of the educators experienced challenges in the implementation of CAPS, there were some that did not share this experience. P6 in FGI 2 stated that she was adapting the curriculum in her teaching by incorporating her knowledge of the previous curriculums. P4 from FGI 1 stated, 'So far there are no problems as the content is clearly clarified, assessment guidelines are clear and the paper work is lesser' (cf. 2.4.3.3).

The challenges that the researcher identified from the interviews related to training, workload and the availability of resources.

Educators feel that they were not adequately trained to implement CAPS since the facilitators did not deal with problems experienced in the classroom in a practical manner. Literature (cf. 2.6) supports the fact that time needs to be spent on educator training, focusing on learning, practice and communication with their experiences. This is unfortunately the aspect of curriculum change that is neglected.

'Because of the lack of funding, every learner does not have a textbook. Especially for languages, learners need readers but the Department funding only permits us to buy a few books every year. Teachers have to make lots of worksheets. The language teachers are the

ones that are having a problem because we have too many assessments. The same aspect is assessed twice in a term.'

These were some of the responses of educators on the challenges they face:

'By having mini workshops and subject meetings'

'Some problems are being addressed by the school management team in the form of workshops and meetings.'

'The SMT says that we have to follow the policy with regards to the number of assessments but they allowed us to start our assessments early.'

'More textbooks and resources are bought by the school'

From the responses of educators it is evident that in addition to the support received from the subject advisors and various educator union facilitators at the workshops,(cf. 2,6) educators are supported in curriculum implementation by the school management team within the school. Development workshop by SMT at school and CAPS for the different subjects is discussed at subject committee meetings. It would appear that SMT's need to be trained first in order to provide the much needed support within the schools. Resources for the implementation of CAPS were provided by the DBE, and additional resources were purchased by the school.

Other problems relate to policy in terms of the number of assessments in languages, which will probably be addressed after the DBE has been presented with the views of language teachers.

4.4.2.4 Impact of CAPS on teaching

Educators have divergent views on the impact of CAPS on teaching. Some educators believe that CAPS has not reduced their workload, specifically not in the languages. 'No, CAPS has not reduced the workload of teachers. English teachers are frustrated because there are too many assessments and less time to teach.' The same educators were of the opinion that the content for English was too much and that they were pushed for time to cover content for assessment purposes.

 'I can't perform the way I want to because I have to complete the set content.'

 'The content is too much per term. I had to rush through it so that testing could be done at the end of the term.'

A few educators indicated that beside educators becoming frustrated with the content, learners also have to cope with the vast content. Educators state that they struggle to fit in revision of work covered. *'Learners are inundated with too much content. In English we have too many activities in a two week cycle. There is no time for recap or to have leisure reading.'*

Educators have not changed their teaching styles. *'I am still using activities that involve the learners. But not so many like in OBE*.'   They are still using learner-centred methods and have not resorted to the 'chalk and talk method'. All educators concur that CAPS has impacted on their teaching positively by giving them more direction with regards to content, knowledge, skills and assessments:

'CAPS provides the basic guidelines of what to teach in all subjects.'

'It is impacting teaching positively because I know exactly what is expected of me and I can easily access the information from the guidelines.'

Educators throughout the country have to teach specific content within certain time frames. This ensures standardisation and uniformity at all schools, facilitating movement of learners from one school to another anywhere in the country easier.

The number and the type of assessments are prescribed but not the actual assessment topics. Educators have to come up with the assignment topics themselves. The number of assessments has been reduced in most subjects. *'CAPS has made teaching much easier for me because there are fewer assessments in Maths and Social Science. I think most of the other subjects have fewer assessments but the English teachers have 9 per term.' 'Yes, there are too many assessments in the languages for grades four to six. Grade sevens actually have fewer assessments. The English teachers are frustrated with the number of assessments.'*

The implementation of CAPS resulted in that the DBE has introduced the use of workbooks which has made teaching easier. *'Use of textbooks and workbooks recommended and provided by the department makes teaching much easier,' said one participant.* Workbooks have been provided in Home Language and Mathematics for the Intermediate Phase and in all subjects in Home language, Mathematics and Life skills in the foundation Phase.

Participants believe that the focus of CAPS is on teaching content, and the testing of acquired knowledge is a true account of learners' abilities.

'It gives a true reflection of learners' ability as it focuses more on the knowledge they acquired.'

4.4.3   Curriculum training

All participants attended the workshops provided by the DBE in order to train educators in the implementation of CAPS in schools. Subject advisors have been trained to cascade this training to the educators and principals (cf. 2.6). In general, participants' experiences of this training were inconsistent. The participants considered themselves fortunate in that the CAPS workshops were held at the investigation site which was selected as one of the venues for the training. Other educators in the circuit had to travel long distances at their own cost to attend the workshops. Two workshops were held in the year prior to implementation for both the Foundation and the Intermediate Phases. One workshop is held in the year of implementation and the year thereafter. This pattern is what has been observed thus far. The DBE's intentions to train educators have been discussed in 2.6. The training of educators for a new curriculum has always been considered to be of importance for the success of its implementation (cf. 2.3; 2.6).

4.4.3.1 *Adequacy of training*

Although all of the participants chosen had received training for the implementation of CAPS, the majority felt that they were not prepared well enough to implement CAPS.

P1 in FGI 1 stated *'The training was okay. I know exactly what to do.'*

However the majority of participants felt that the training at workshops was inadequate with in terms of time and quality. Educators felt that the facilitators were not well prepared, and they were therefore not very confident with the subject content. They were therefore underprepared for the questions that educators presented. P 3 in FGI 2 *'The training by the DBE was pathetic. The delivery was poor. The facilitators could not answer questions put to them. They were afraid of being quoted and asked us to follow the policy document religiously. The number of training sessions held was also insufficient.'*

The training according to some educators was not practical but was more a discussion of the policy document. These educators wanted more clarity on the content in their subjects but facilitators only had enough time to provide an overview of CAPS and showed educators how to use the CAPS document.

The educators that attended the English workshop received an educator training pack which is a comprehensive document with many activities that educators were expected to work through to be able to implement CAPS successfully. However the educators felt that the allocated time was insufficient to work through these activities properly because not all educators at the workshop were at the same level of understanding of CAPS. There was a discrepancy with regards to training for the various subjects as some educators did not receive the training packs. Facilitator's preparedness to conduct these workshops were inconsistent. During the course of documenting the results of the findings for this study, the researcher was fortunate to attend a CAPS workshop for grade seven during the June holidays. It was at this workshop that it became evident to her that facilitators were not adequately prepared for the training by their supervisors. This point was illustrated by the fact that the facilitator informed the house that he was supposed to be in possession of the training pack for educators but had not received it. The workshops started with educators stating their expectations and ended with a reflection session.

Participants indicated that they sought clarity at the reflection sessions and raised questions on issues that they needed more understanding on. When issues were raised on various points of the assessments, the facilitators informed educators that they were unable to deal with issues relating to policy. Educators who had negative comments on the training, felt it would have been inappropriate to voice their opinions on the poor quality of the workshops to the facilitators. In the defence of the facilitators the researcher believed they were trained to disseminate information that was provided to them in the facilitator packs. The facilitators as subject advisors were not in mandated to change the policy on the number of assessments, but they could have advised educators on how to fit the numerous assessments into the term without educators becoming overwhelmed.

Instructions given to different subject educators varied. English educators were asked to develop work schedules and were given a term's grace to achieve this. At other subject workshops educators were told that the work schedules for their subjects were available in the policy documents and it was not necessary for them to redo them.

With regards to the frequency of workshops, educators were of the opinion that training should be held more frequently, possibly once in a term where they could meet with the subject advisers to discuss critical issues that they encounter in the classroom. *'DBE officials must train the educators and not the union because we work for the Department of Education and therefore our training is their responsibility.'* Participants complained that the second round of training was organised by the unions. They were of the opinion that the DBE should have demonstrated their commitment to educator training by taking responsibility for their training.

4.4.4 Resources

4.4.4.1 *Resources required for the implementation of CAPS*

Policy documents, textbooks and workbooks were indicated as the resources that are necessary for the successful implementation of CAPS.

It was evident from the interviews that all educators at the site had CAPS documents for their subjects. '*The CAPS document is my bible. I use it every day. It already has folded pages and I make notes on it,*' was a comment by a participant. *'Being an educator at the school, I am aware of the fact that the DBE has supplied foundation phase workbooks for English, Mathematics, Life Skills and Intermediate Phase workbooks for English, Mathematics and Natural Science.'* This was confirmed during the interview sessions. Participants indicated that they did not have sufficient text books. *'I teach three units of plus minus 40 learners each and I have only 10 text books and one reader.'* This fortunately

has not affected the quality of the educator's work as the educator teaches English and the learners have workbooks. The educator also stated that she made copies of the reader which she understands contravenes the copyright act. Some other educators agreed with her, stating that since CAPS was new, all grades needed new textbooks, but department funding restricted the number of textbooks purchased at the site to ten per subject per grade.   When questioned on how they are managing without sufficient text books, participants pointed out that they made worksheets and wrote summaries on the board.

4.4.4.2 *Views on textbooks and workbooks*

All participants felt that the introduction of workbooks by the DBE was an excellent idea. '*The use of textbooks and the introduction of workbooks was an excellent idea by the Department of Education. It makes teaching more structured*.'

They were of the opinion that workbooks should be provided for all subjects, specifically as funding from the DBE is not sufficient to purchase textbooks for all learners. It was felt that the textbooks have been developed in line with the CAPS policy so it makes it easier for educators to teach. '*The workbooks are user friendly and the learners love doing the activities in them*.'

There was no need for educators to consult the policy document constantly since the workbooks and textbooks have been developed according to the CAPS policy for each subject. Educators all agreed that textbooks and workbooks make planning much easier for them since they didn't have to spend time researching material and could apply their time more profitably on teaching. According to the DBE (cf. 2.5) research supports the effectiveness of the textbook as a tool in curriculum implementation.

Some educators indicated that in spite of the fact that they had the text book they still did their own research.

'*Planning is much easier… there will be uniformity across the provinces.*'

From the comments it was clear that educators welcomed the introduction of workbooks which had colourful learner centred activities. Fortunately workbooks have arrived on time at this school. The DBE has kept to their promise to provide workbooks. (cf. 1.1; 2.5). The Foundation Phase received workbooks in all subjects while the intermediate phase has only been provided workbooks for the languages and Mathematics (cf. 4.4.4.1.) Natural Science (NS) workbooks which were provided in 2013 as textbooks for this subject were not ready on time. These will be discontinued in 2014 as textbooks for NS are now available. These workbooks have reduced the burden on Foundation Phase and Intermediate English and Mathematics educators to create their own activities on worksheets.

4.5 INTERPRETATION OF DOCUMENT ANALYSIS

The document analysis was conducted to corroborate the data obtained from the focus group interviews. This meant determining if the participants were in fact implementing CAPS in their classrooms and what impact CAPS had for teaching and learning. An analysis was done on the checklists compiled after reviewing the records maintained by participants on their classroom practices. These records included, lesson preparation files, records of assessments, annual teaching plans (ATP) /work schedules and timetables which are maintained in an Educator Portfolio.

4.5.1   Lesson preparation

Analysis of educators' lesson preparation indicated that educators are following the curriculum as set out by CAPS for the different subjects. Educators are using CAPS aligned textbooks and resources for lesson preparation and teaching. The topics indicated in the lesson preparations were in keeping with the topics in the ATP's for the subjects that are contained in the policy document. Educators in the Foundation Phase had more structure in their planning because they already had educator and learner support material from 2011. Educators from grades four to seven struggled at the inception, as they had to research the topics and material for the different subjects. The supply of promotional textbooks from the

different publishers to the school provided educators with guidance when it came to selection of material for teaching. Lesson preparation also revealed that outcomes based methodology was not discarded completely by educators. Although more emphasis in teaching is being placed on content, educators have not resorted completely to *'chalk and talk'* methods. Learner centered activities are being used to teach the content to learners. Educators were required to change certain aspects of their planning to align their lessons to CAPS. These include:

- Learning outcomes and assessment standards have been replaced by specific aims and process skills
- The content is now CAPS aligned
- The sequencing and time frames.

4.5.2   Assessment records

Educators have prepared an assessment plan for the year. These were adjusted according to the number of assessments that were required by the policy for that particular subject. They were made available to the SMT and the district office. An analysis of these plans revealed that educators planned to do the stipulated number of assessment tasks according to CAPS for the different subjects. Educators' assessment tasks are being moderated by their Heads of Department to ensure compliance to policy and also for quality assurance before they are given to learners. The mark schemes for the assessment tasks for the term are in keeping with the CAPS policy as it is also closely monitored by the SMT, and varied from subject to subject. The forms of assessment included: assignments, projects (1 per subject per year), case studies, translation tasks and research activities.

Records of learner performance are captured either electronically or manually on mark sheets provided by the heads of department. Evidence of a learner's assessment is pasted at the back of the learner's workbook. When examining the moderated assessment tasks, the same two participants from focus group 2 (intermediate phase) did not provide these to researcher.

Inspection of the learner's books to check how they are being filed revealed that one of the educators had not completed the required number of assessments and the other had not done formal assessments but informal class activities had been assessed. The researcher also found that English as home language in the intermediate phase had two assessment tasks with nine activities per term. It seemed that educators were spending more time assessing in English Home language than actually teaching which had been a criticism of RNCS also made by Themane and Mamabolo (2011:8) cited in the literature review(cf. 2.4.3.1). Assessments being done are consistent with the policy documents for the various subjects.

4.5.3   Annual teaching plan (ATP)

ATPs for CAPS are made available to educators in the subject policy documents. An example of an ATP is provided in chapter two (cf. 2.4.3.5).   In RNCS these were referred to as work schedules. Educators did not retype these plans but the entire policy document was filed in their portfolios. Educators do however maintain a contents page with topics taken from the ATP and the dates they were completed in their files. This was monitored by the HODs to ensure policy compliance. The three English teachers however, did inform the researcher that they were required to develop their own ATP's in line with the CAPS document. The ATPs contained the time frames for the content to be covered, the topics to be taught and the content for the topics. In addition, it also provided activities and possible assessments.

4.5.4   Timetables

Class and personal time tables of the educators that were interviewed were supplied to the researcher by the educators themselves. From these documents the researcher was able to confirm that the subjects according to CAPS, were being adhered to on the time table (cf. 2.4.3.2). EMS and Technology are not included for the intermediate phase. EMS has been

excluded in CAPS and Technology was incorporated in Natural Science. Fifty five minute periods are used in a five day cycle. Most of the subjects have the correct time allocation as required by policy, while Grade four to six Natural Science is curtailed by 15minutes. This is a result of facilitating extra subjects such as Chess and Computer studies on the timetable. This contravenes the NCS policy that states that any additional subjects must be catered for outside the allocated time. This implies that time must be added to the school day for additional subjects. (cf. 2.4.3.2).

4.6 CONCLUSION

This chapter presented findings and the analysis of the findings, based on the problem statement, research questions and the literature reviewed and presented in chapter two. In the main, data collected from interviews and document analysis confirmed that the curriculum revision in the form of CAPS is being implemented by educators at the site from grades R to six with some challenges. The objective of curriculum innovation or change, including CAPS was introduced to bring about an improvement in teaching and learning. In keeping with research on curriculum change, the findings also show that although curriculum adjustment is necessary from time to time, the implementation process is not without problems and has major implications for teachers. Additionally, data demonstrates how implementation impacts on classroom practice. Furthermore, and in spite of educators experiencing some problems in varying degrees related to inadequate training and lack of sufficient resources, educators were in agreement that CAPS was necessary as an improvement on C2005 and RNCS. They considered the main benefit from the introduction of CAPS to be the reduction of the workload and the clear guidelines on what to teach and assess.

CAPS is also much simpler for educators to understand and implement compared to C2005 and RNCS. Although most educators report that the assessments have been reduced in their subjects, language educators experienced the opposite. Educators, as the key players in curriculum implementation, need to be supported in this role if implementation is going

to succeed. This form of support in the form of curriculum training and monitoring needs to be ongoing otherwise the intended implications of curriculum change will not be realized. The final chapter presents concluding remarks on the research in its entirety. It also focuses on the implications of the study and possible recommendations for further research.

CHAPTER 5: CONCLUSIONS, RECOMMENDATIONS AND IMPLICATIONS

5.1 INTRODUCTION

The year 2012 saw the revision of the Revised National Curriculum Statement (RNCS) to CAPS. The curriculum has since been gradually phased into schools. In this context, this study is significant as it focused mainly on the implications and challenges of CAPS. This study has provided insights into educators' experiences with CAPS at this early stage of implementation. By identifying the challenges experienced by educators the researcher was able to make recommendations to enhance the effectiveness of CAPS.

Chapter four provided an analysis and interpretation of findings. The data was collected from two focus group interviews and the analysis of documents. 12 Participants were selected from a primary school in the Imfolozi Circuit of Kwa-Zulu Natal to be a part of the study. Participants were interviewed in two focus groups and the documents they used in the implementation of CAPS was analysed to triangulate the data. This was done to achieve the following overarching aim of the study: To investigate the challenges and implications of The National Curriculum and Assessment Policy Statements (CAPS) for teaching and learning. The focus therefore was curriculum innovation at school level. Educators' views on curriculum change and its effects on practice were considered to be integral in answering the research question. In order to answer the main research question, the following sub questions were investigated and answered through the literature study, interviews and document analysis.

- What are educators' views on curriculum changes?
- How did educators manage the implementation of previous curriculum changes?
- In which ways did previous curriculum changes, especially the introduction of OBE affect teaching and learning?

- What challenges did educators encounter in the implementation of CAPS?
- What are the implications of CAPS for teaching and learning?

This concluding chapter provides an overview of the study with reference to the literature review, research questions and data analysis. The main conclusions and recommendations, suggestions for further research, implications for theory, practice, and the limitations of the research will also be discussed.

5.2 MAIN CONCLUSIONS AND RECOMMENDATIONS

This study sought to determine the challenges and implications of the implementation of CAPS on teaching and learning in the Foundation and Intermediate phases at a selected school in the Richards Bay Ward of the Imfolozi Circuit.

As indicated in chapters one and two CAPS was first introduced into schools in 2012 for grades R -three and 10, thereafter in the intermediate phase and grade 11 in 2013. It will be implemented in the other grades in 2014. RNCS was revised as a result of educators finding it difficult to understand and implement (DBE: 2011a) and was replaced by CAPS.   To implement CAPS at schools, a single comprehensive policy document for each subject per phase, (which provides educators with content, assessments, sequencing and pace) replaced the RNCS policy document.

The aim of the study was to obtain the views of educators on curriculum change in general and the introduction of CAPS specifically. The focus was on the challenges educators experienced with the old curriculum policies and with the training and implementation of the recently introduced CAPS. The literature study was on-going and extensive. Literature on curriculum change, curriculum implementation and challenges experienced by educators during the implementation process, was reviewed.   In the discussion that follows, conclusions on the research questions together with possible recommendations will be

presented. The following section also demonstrates how the main research question has been answered, with reference to the sub questions stated in 5.1 above.

5.2.1 What are educators' views on curriculum changes?

From the research it was established that educators understand that curriculum changes are necessary. Curriculum revision is seen as a way to rectify problems in its teaching methods, content, educator workloads, resources or the policy itself as explained in section 2.2. of the literature review.

Past changes have been welcomed by many educators, but is felt that too many changes in close intervals frustrates educators' efforts at work. Educators indicated that they need time to adjust to a curriculum change before it is revised. All educators experience and inexperienced have to learn a new curriculum as it is a complex process that has many implications as stated by Marsh & Willis (cf. 1.2).

Curriculum changes have financial implications as new textbooks and resources have to be purchased for its implementation. Educators need to be trained and supported in the implementation of a new curriculum (cf.2.3). This needs to be on-going if the implementation of a new curriculum is going to achieve the required results. Any revised curriculum leads to educators having to do additional administration work. According to Mata (cf. 2.3) the knowledge and attitudes of teachers regarding curriculum innovation needs to be reported by curriculum designers, education policy makers, as well as the teaching community. This author goes on to say that a mind-set and attitude change in educators is important because the main barrier to curriculum innovation is teacher educator resistance to change.

5.2.2   How did educators manage the implementation of previous curriculum changes?

Educators experienced problems with the implementation of C2005 and RNCS as they were introduced without proper consultation. The teachers did not receive adequate training that would have benefited them in the implementation. This was concluded by Chisholm in John (2004:55) of the review committee (cf. 2.4.1) when she stated that although new learning areas were introduced there was no attempt to train educators in the knowledge and skills aspect of these new learning areas.

The training that educators received for the implementation of the curriculum changes was minimal. They viewed this training as a crash course rather than intensive training. Without enough information on C2005 educators 'fumbled around in the dark' relying on the school management team and their peers for guidance and support. It was a case of the 'blind leading the blind'. School managers conducted workshops on the new curriculum to help educators with the implementation. Educators had very strong negative comments about C2005 and the manner in which it was implemented in schools.

Educators had difficulty in understanding the terminology in C2005 and using the OBE methodology. They faced challenges devising learning programmes and integrating learning areas.   C2005 and RNCS required many resources such as material for projects and assignments, computers with internet for research and sufficient textbooks, which the school did not have. According to the DOE (2000: iii) C2005 was revised in 2000 because educators experienced problems with its implementation (cf. 2.4.1). RNCS was an improvement on C2005 but understanding the policy still proved to be problematic and complex for educators (cf. 2.4. 1; 2.4.3.1).

5.2.3   In what ways did previous curriculum changes especially the introduction of Outcomes-based education affect teaching and learning?

Educators felt that previous curriculum changes left them confused and frustrated. This resulted in their delivery and performance in the classroom being affected. Literature already presented (cf. 2.4.2 and 2.4.3.1) discusses the problems of the previous curriculums which led to their subsequent revisions. This is in keeping with the data obtained from educators from their interview sessions.   Educators struggled to make sense of a myriad of terminology and browse through a number of documents preceding the preparation of a lesson. The new curriculum required resources that schools in rural areas and poorer schools in urban areas did not have. Educators were required to obtain these resources to teach, and that put undue pressure on them. They became de-motivated and stressed. The emphasis on skills, outcomes and processes of learning without sufficient specification of content and knowledge led to a generation of learners lacking basic knowledge.

Learners in different schools were taught different content. The choice of the content depended on the educator. Learners transferring from one school to another were placed at a disadvantage as a result of the lack of uniformity. According to the DBE (cf. 2.4.3.1) there were four main concerns of NCS which contributed to the change to CAPS: Complaints about the implementation of the NCS, overburdening of teachers with administration, different interpretations of the curriculum requirements and underperformance of learners. The past curriculum policies have also been blamed for poor achievement of learners (cf.2.4.3.1).

5.2.4   What challenges are educators experiencing with the introduction of CAPS?

As with the introduction of any innovation in the curriculum there is extra administration for all stakeholders involved. Educators pointed out that initially there is added pressure to complete new work schedules, lesson preparations and assessment plans. This increased

workload which comes with curriculum change is an important factor which impedes its implementation. Educators have to learn to adjust to the new curriculum. As pointed out by Fullan and Pomfret (cf. 2.3) educators require time to adjust to social innovations, personal interaction and contacts, in-service training, and other forms of people-based support.

Educational changes imply that educators learn something new. Training in the form of workshops was provided by the DBE. Educators found that this training helped them understand the policy but did not prepare them for the challenges they experience in the classroom. The training of educators for curriculum implementation still remains an issue that needs to be addressed in order to ensure that educators can practice the new curriculum effectively in the classroom.

Educators do not have all the necessary resources for implementation. Not all learners have textbooks. The funding from the DBE is insufficient to purchase textbooks for every learner. This results in the school achieving the full complement of textbooks over a number of years. With the introduction of the revised curriculum, new textbooks for CAPS have been published, resulting in school needing to purchase new textbook stocks. The lack of a full complement of textbooks implies that educators end up making lots of worksheets. The importance of adequate resources for successful implementation of a curriculum has been discussed in 2.5.

5.2.5   What are the implications of CAPS for teaching and learning?

Data from the interviews and the literature revealed that CAPS does not imply a change in teaching methods. It is not a new curriculum but a revision of RNCS (cf. 2.4.3.1). The curriculum will no longer focus on learning outcomes and assessment standards. Outcomes have been absorbed in aims and CAPS strengthens content specification. Broad Learning

Areas have been changed to subjects. The number of subjects for the intermediate phase has been reduced to six (cf. 2.4.3.2). Every subject in each phase has a single policy document which provides educators with details of what they have to teach and assess per term (cf. 2.4.3.3). Assessments have been reduced in most of the subjects except languages in the intermediate phase.

Language educators have expressed their concern that they spent more time assessing and marking in the language subjects than teaching. Although the specification in CAPS of content, pace, sequencing and assessment, has been welcomed by educators they would prefer it to be less prescriptive with reference to time frames. The pace of curriculum in most subjects is too fast. Educators rush through the syllabus in order to complete the content and in so doing do not spend much needed time with slower learners. While some educators are more innovative and would prefer to use CAPS as a guideline and adapt it to suit their learners, others felt they needed clear guidelines and structure.

Research reveals that although CAPS puts more emphasis on teaching the basic knowledge and skills, it is still a learner-centred curriculum and not a teacher-dominated content-based curriculum.   Educators have welcomed the introduction of CAPS stating that it is a much needed change from C2005 and RNCS.

5.3 IMPLICATIONS FOR THEORY AND PRACTICE

This research was conducted to consider the implications of curriculum innovation on teaching and learning. As stated in the literature review (cf. 2.3) curriculum innovation implies innovations in practice. The findings of this study have implications for educators, SMT, the DBE and the academic community. It will help the stakeholders in the primary school to achieve continuity in growth and change. This will assist educators to engage in self-study and reflection on their engagement with a new curriculum and help SMT

understand some of the challenges of curriculum implementation and provide necessary support for educators.

When Educators are required to change their roles and classroom practices, they may need to change previously held attitudes and beliefs before they can successfully implement the required changes. Educators will also reflect on curriculum reform in South African education and understand the important role they play in its successful implementation.

The DBE needs to realize the fact that reforms are highly complex and that there is no simple solution to guarantee successful implementation. This has implications for the change in the kind of training and support teachers will need in order to meet these new challenges. This study provides rich qualitative data to improve education reform efforts. The academic community can use the data obtained from this study to replicate the study at other schools.

5.4 LIMITATIONS

One of the main limitations of the present research was that the case study has been informed by a primary school in a suburb in close proximity to the researcher due to time constraints, fiscal constraints and travelling distances. A further limitation was that the 12 participants interviewed were too few and that all the participants were from the same school in the same education circuit. Their experiences with the phenomenon of CAPS were therefore similar. The views of the educators at the school cannot be generalised to reflect views of educators at other primary schools. A larger number of participants from more schools might have contributed to the variety of responses thus enriching the findings. Another limitation was that only one group interview was conducted with each of the two focus groups. Follow-up interviews could have added to the richness of the conversations.

A final limitation as with any qualitative research projects is that this study is not intended to be generalised as a finding that would necessarily apply elsewhere. Outcomes of similar studies at other schools can however be compared for results and trends.

5.5 RECOMMENDATIONS

In order to avoid curriculum change every few years, the DBE should thoroughly research education systems of other countries. In adopting aspects from these systems, resources available to the majority of South Africans and the dynamics of its people should be considered. The facilities available at rural schools are not comparable to those at ex-model C schools and urban schools. The Government needs to increase funding for the education sector in order for the improvement of the infrastructure of previously disadvantaged schools. Educational transformation will not work without adequate resources.

Educators should be consulted about what is functional in the classroom when considering curriculum change. Research should be conducted by Teacher Unions among their members on the curriculum issues and the results should be forwarded to the DBE. This should be a continuous process to ensure that the DBE knows exactly how the practitioners of the curriculum feel at any given time. Teachers would then take ownership of the changes that are implemented and be more positive about it. Educators would be able to manage the implementation of a new curriculum if they are considered as integral parts of the change process. *'Accepting that changing an educational curriculum can be a challenge, the involvement of all stakeholders, especially individuals who are directly involved in student instruction, is an especially vital piece in successful curriculum revision'* Johnson (4). The DBE must ensure that educators have all the necessary information required for the implementation process. This means that educators must be consulted right from the initial stages of policy conceptualization.

The DBE must also provide schools with the necessary resources for successful implementation of a new curriculum. These resources could include textbooks for every learner, smaller teacher pupil ratio, well stocked libraries, and computers. In South Africa the teacher-pupil ratio is 1:40 and this is not considered ideal by international standards. The ratio includes the Senior Managers and Heads of Department (SMT). Schools that require their SMT to be without form classes have to employ educators using their school funds.

Educators' ability to make sense of curriculum policy must be taken into account. Sufficient time must be devoted to educator training which must be more informative and regular. Training must commence early in the year and be held for a few days each term and not restricted to two days in the year. Senior managers should be trained first, which was not done for CAPS implementation. Once the training from the DBE is concluded, it becomes the responsibility of the school managers to provide follow up training through staff development workshops. They therefore need first-hand information on the curriculum to be implemented. The DBE must apply experience from the previous curriculum changes to avoid the same mistakes with regard to educator training. Facilitators should not be changed from one workshop to the next and they should have to be properly trained. Questions and areas where educators need assistance in must be identified before the training in order for facilitators to be prepared to provide answers. Follow-up workshops should be held to identify areas of concern. This is in line with the statement 'People need to be given the opportunity to talk about their fears and concerns, both in groups and individually' by the Department of Education: (DOE, 2001: 27). The DBE must also take responsibility for this training and not delegate this duty to the Teacher Unions.

5.6 RECOMMENDATIONS FOR FURTHER RESEARCH

In light of the limited scope of this study, it merits further research. This study focused on the implementation of CAPS at a primary school as CAPS was first introduced in grade R to

six in 2012 and 2013. As CAPS is introduced into senior grades, further studies can include secondary schools. Since the researcher's study was conducted at one primary school, this study can be replicated at other primary schools. A comparison can be done of CAPS implementation and implications at rural, suburban and urban schools. This study focused on level one educators' perceptions and experiences of curriculum change with the exclusion of the learners and SMT. Further research can also include views of these two stakeholders as well on CAPS. The study can also be conducted using a combination of qualitative and quantitative methods instead of qualitative design only, so as to ensure generalisation of the results. During the study the researcher came across comments by the Language teachers on the number of assessments in the languages. Research on the phenomenon of assessment in CAPS in relation to specific subjects can be conducted. A study involving departmental officials, facilitators and educators on support for implementation will provide insights into the training of educators for curriculum implementation.

5.7 REFLECTION ON THE SUCCESS OF THE RESEARCH

Within the limitations pointed out in 5.4 this study has been successful in investigating the phenomenon of curriculum Implementation and change, namely the latest innovation: CAPS among participants in the Richards Bay Ward. The research objectives mentioned in 5.1 were achieved within the specified site and among the selected participants. Data that was collected represents the reality of the experiences of the participants on the phenomenon of curriculum change. This valuable information can be used to inform further research in this field.

5.8 CONCLUSION

South Africa has undergone a series of curriculum changes since the Government of National Unity in 1994. When C2005 was introduced in 1998 it was seen as a departure from

apartheid education through the introduction of outcomes based education (cf. 2.2) but it was considered too cumbersome in design and its language too complex. With the recommendation of the review committee, the curriculum was streamlined. RNCS with its simpler language and fewer outcomes was introduced in 2002. Never the less, educators continued to experience implementation problems with RNCS (cf. 2.4.2; 2.4.3.1) which necessitated its revision to CAPS in 2012. A national Curriculum and Assessment Policy Statement (CAPS) implies a specification of content and time frames, is more standardised, and is a single, comprehensive, and concise policy document, which will replace the current Subject and Learning Area Statements, Learning Programme Guidelines and Subject Assessment Guidelines for all the subjects listed in the National Curriculum Statement Grades R - 12.

Although this curriculum change implies more administration work and training for educators, they view it as a welcome change to C2005 and RNCS. Educators agree that the introduction of CAPS has positive implications for teaching and learning since it is user friendly, more structured and focuses on content and skills. Educators are experiencing challenges with the implementation of CAPS which are related to the frequency and quality of training they received and with the shortage of textbooks due to lack of funds. CAPS is intended to improve teaching and learning but its success depends on the educator in the classroom. Educators therefore need to be supported in their roles with the provision of substantive training and resources.

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APPENDICES

APPENDIX 1: COPY OF INFORMED CONSENT FORM

<u>**CONSENT FOR PARTICIPATION IN INTERVIEW RESEARCH**</u>

I volunteer to participate in a research project conducted by <u>Mrs. G Moodley</u> from <u>UNISA</u>. I understand that the project is designed to gather information about the Implications of Curriculum change namely CAPS for teaching and learning. I will be one of 12 people being interviewed for this research.

1. My participation in this project is voluntary. I understand that I will not be paid for my participation. I may withdraw and discontinue participation at any time without penalty. If I decline to participate or withdraw from the study, no one at my school will be told.

2. I understand that most interviewees in will find the discussion interesting and thought-provoking. If, however I feel uncomfortable in any way during the interview session, I have the right to decline to answer any question or to end the interview.

3. Participation involves being interviewed by Mrs. G. Moodley from UNISA. The interview will last approximately 45 - 60 minutes. Notes will be written during the interview. An audio tape of the interview and subsequent dialogue will be made. If I don't want to be taped, I will not be able to participate in the study.

4. I understand that the researcher will not identify me by name in any reports using information obtained from this interview, and that my confidentiality as a participant in this study will remain secure. Subsequent uses of records and data will be subject to standard data use policies which protect the anonymity of individuals and institutions.

5. Managers from my school will neither be present at the interview nor have access to raw notes or transcripts. This precaution will prevent my individual comments from having any negative repercussions.

6. I understand that this research study has been reviewed and approved by UNISA.

7. I have read and understand the explanation provided to me. I have had all my questions answered to my satisfaction, and I voluntarily agree to participate in this study.

8. I have been given a copy of this consent form.

_____ _____

 My Signature Date

_____ _____

 My Printed Name Signature of the Investigator

For further information, please contact:

Mrs G Moodley (Investigator)

_____

Contact Number

APPENDIX 2: CONSENT FROM THE PRINCIPAL

KZN Department of Education

BRACKENHAM PRIMARY SCHOOL

P.O. BOX 1282
Richards Bay
3900

58 ViaDavallia
Brackenham
Richards Bay

Tel / Fax:
Website:
Email:

0357981207 / 0357861674
www.brackenhamp.co.za
brackenhamp@telkomsa.net

Enquiries: B.K. GOVENDER (PRINCIPAL) **Reference**: Permission to Research **Date**: 22nd July 2012

TO: WHOM IT MAY CONCERN

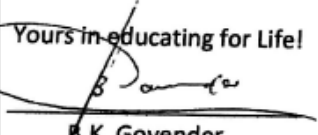**RE: PERMISSION GRANTED FOR RESEARCH IN MASTERS IN EDUCATION**

A request for permission to research for a Masters Degree was submitted on 22nd July 2012 by Mrs. G. Moodley. (Student No: 06032397 - UNISA). Her topic for research is as follows: **Implementation of the Curriculum and Assessment Policy Statements: Challenges and implications for Teaching and Learning**. The research to be conducted is of value and will assist teaching and learning in the classroom and has thus been approved.

On behalf of the School Governing Body and the Staff of Brackenham Primary School we would like to wish Mrs. G. Moodley success in all her endeavours regarding the Research.

Looking forward to your co-operation!

Thank you!

Yours in educating for Life!

B.K. Govender

APPENDIX 3: REQUEST FOR PERMISSION TO CONDUCT RESEARCH

Mrs G. Moodley
PO Box 1282
Richards Bay
3900

2012 -07 -20

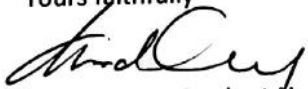The Ward Manager
Richards Bay Ward
P/Bag X14
Empangeni Rail
3910

APPLICATION FOR PERMISSION TO CONDUCT RESEARCH

I Mrs G. Moodley presently on the staff of the Brackenham Primary school am studying for my Masters in Curriculum Studies through UNISA under the supervision of Dr. P Mabunda. My research topic is: **IMPLEMENTATION OF THE CURRICULUM AND ASSESSMENT POLICY STATEMENTS: CHALLENGES AND IMPLICATIONS FOR TEACHING AND LEARNING.**

I would like to do a case study at Brackenham Primary School during the course of 2012 and 2013. 14 participants representing grades 1 -7 will be interviewed during suitable times. Every effort will be made not to disrupt the daily functioning of the school. Confidentiality and anonymity of participants will be maintained at all levels of this research project.

I am confident that my request will be viewed favourably.

Yours faithfully

G. Moodley – Student No. 06032397

APPENDIX 4: SEMI-STRUCTURED INTERVIEW SCHEDULE

1. What are your feelings on curriculum change in general?
2. What were your experiences with C2005/OBE and RNCS?
3. How did these two policies affect your performance as an educator? What do consider the negative and positive effects of these on teaching and learning?
4. What is your opinion of the Curriculum and Assessment Policy statement (CAPS)?
5. Do you think CAPS is an improvement on C2005 and RNCS? Why (Give reasons for your responses).
6. Do you think that CAPS will reduce the workload of educators? Explain?
7. I selected you because you have been trained to implement the CAPS curriculum? What are your impressions of the training that you received? What are the highlights of the training?
8. Any concerns about the training?
9. How have you started implementing CAPS in your classroom?
10. What are the challenges you face with the implementation?
11. How is CAPS impacting on your teaching?
12. Are you experiencing any problems with the implementation of CAPS? What are they?
13. How are problems being addressed by the school management?
14. What resources are necessary for implementing CAPS?
15. Do you have the necessary resources?
16. What are your impressions on the use of textbooks and workbooks for teaching and learning?
17. Do you think that CAPS is prescriptive in nature? What are your feelings on this?