THE IMPLEMENTATION OF THE OUTCOMES-BASED CURRICULUM 2005 IN PRIMARY SCHOOLS IN THE REITZ DISTRICT

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SUMMARY

This study investigated the implementation of the outcomes-based Curriculum 2005 in the primary schools of the Reitz region of the Northern Free State. A literature study was conducted to gather information about the outcomes-based Curriculum 2005 and the implementation thereof. This information was used to develop a questionnaire that was completed by a representative sample of educators who were implementing Curriculum 2005 in their schools.

It was found that the South African C2005 is the first and only transformational OBE model to be implemented in the whole world. To try and overcome the design flaws of C2005 the Minister of Education announced the Revised National Curriculum Statement (RNCS) in April 2002. To enhance the relevancy of this study the new RNCS was also discussed and compared with C2005.

It was found that teachers play a dynamic role in every aspect of curriculum design but their most active involvement is as the actual implementers of the curriculum in the classroom. With the discussion of curriculum change management it was found that the INSET for both the implementation of C2005 and the RNCS often got stuck in the unfreezing phase. It was also found that the gains made by INSET that happens without classroom support are questionable as teachers are often left to deal with daunting conditions including overcrowded classrooms, the lack of textbooks and other basic resources.

It was found that the implementation of C2005 was influenced by the abilities of the schools and that teachers were struggling with the implementation of the basic principles, policies and guidelines. It was also found that the assessment policy of OBE was regarded as too demanding and beyond the capacity of the most dedicated primary school teacher and that the assessment seems to be too time-consuming for the teachers to implement the OBE effectively in their classrooms.

OPSOMMING

In hierdie studie is die implementering van die uitkomsgebaseerde Kurrikulum 2005 in die primêre skole in die Reitz-distrik van die Noordelike Vrystaat ondersoek. Aan die hand van 'n literatuurstudie is inligting oor die Kurrikulum 2005-projek en die implementering daarvan ingesamel. Hierdie inligting is gebruik om 'n vraelys saam te stel wat deur 'n verteenwoordigende monster van opvoeders wat K2005 in hulle klaskamers implementeer, voltooi is.

Daar is bevind dat Suid-Afrika die eerste en enigste land ter wêreld is wat die radikale transformasionele uitkomsgebaseerde model implementeer. Weens spesifieke strukturele foute in die ontwerp van K2005 het die Minister van Onderwys in April 2002 die Hersiene Nasionale Kurrikulum Verklaring (HNKV) bekendgestel. Ten einde die relevansie van hierdie studie te verhoog, is die HNKV ook by die ondersoek betrek.

Daar is bevind dat onderwysers 'n dinamiese rol in elke aspek van kurrikulumontwerp speel maar dat hulle belangrikste rol die van die kurrikulum-implementeerders in die klaskamer is. Met die bespreking van die proses van kurrikulum-verandering, is bevind dat die indiensopleiding vir beide K2005 en die HNKV dikwels in die ontvriesingsfase vasgesteek het. Daar is ook bevind dat indiensopleiding wat sonder verdere ondersteuning in die klaskamerpraktyk geskied, bevraagteken word omdat onderwysers dikwels met oorbevolkte klasse, 'n tekort aan handboeke en ander basiese hulpmiddels gelaat word.

Die effektiewe implementering van K2005 is beïnvloed deur die geriewe en vermoëns waaroor skole beskik. Talle onderwysers ervaar probleme om die basiese beginsels en beleidsriglyne van K2005 in die klaskamer te implementer. Daar is ook bevind dat onderwysers die assesseringsbeleid as so veeleisend, tydrowend en bokant hulle kapasiteit ervaar dat die basiese onderrigtaak dikwels agterweë bly.

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CHAPTER 1 INTRODUCTION AND STATEMENT OF THE PROBLEM

1.1 Introduction: The outcomes-based Curriculum 2005

In the past five years the education landscape in South Africa was dominated by radical changes with regard to the school curriculum. The new outcomes-based Curriculum 2005 (C2005) was often described as a paradigm shift that is a change or shift from the way in which educators were used to teach and control, manage and lead the quality of teaching and learning within the traditional content-based approach. This study will evaluate the effectiveness of the implementation of C2005 at primary schools in rural areas of the Reitz region of the Northern Free State District.

In March 1995 the South African Government announced their plans to implement an outcomes-based education and training system: "An integrated approach to Education and Training linked to the development of a new National Qualifications Framework based on a system of credits for learning outcomes achieved, will encourage creative work on the design of curricula and the recognition of learning attainments wherever education and training are offered" (SA, 1995:4). Outcomes-based Education (OBE) views itself as a drastic break from past educational practices and as a means of providing educational success for all students. Though not stated in overt terms, OBE also positions itself "...as a means of emancipating students and teachers from traditional practices which lead to educational inequity" (Capper & Jamison, 1993:427).

In February 1997 Professor Bengu, the Minister of Education announced the implementation of Curriculum 2005 Project as: "...our new national curriculum for the twenty first century". In his official announcement (DoE, 1997a:1) he gave, among others, the following reasons for the new approach:

- The goal of the review process was to phase in, with effect from 1998, a new curriculum, which is based on the ideal of lifelong learning for all South Africans.
- Essentially, the new curriculum will affect a shift from one, which has been content-based to one, which is based on outcomes.

For the Department of Education (DoE, 2001a:21) C2005 is arguably one of the most progressive of the outcomes-based policies in the world. "Guided by principles of outcomes-based education and learner-centred education and the critical outcomes of the NQF, it defined specific outcomes and standards of achievement in eight learning areas. The critical and specific outcomes, together, represented major shifts in what is to be learned in schools, emphasising competencies rather than particular knowledge". The Department of Education (DoE, 1997a:31) stated: "South Africa has embarked on transformational OBE. This involves the most radical form of an integrated curriculum. This implies that not only are we integrating across disciplines into Learning Areas but we are integrating across all 8 Learning Areas in all educational activities".

This new approach can be defined as a curriculum that puts more emphasis on outcomes, with specific references to skills related to different learning areas, and also the emphasis is more on the learner as active participant than to be a recipients of information (DoE,1997a:1). Educators and School Management Teams (SMT) as advocated by the new approach, would no longer be the main source of information and the role model with regard to setting norms and standards, for reasons that outcomes-based approach is a learner-centred, result-oriented approach to education and training that builds on the notion that all learners need to and can achieve their full potential.

1.1.1 The implementation of Curriculum 2005

In July 1997 Minister Bengu announced that C2005 will be implemented in 1998 in Grade 1; 1999 in Grades 2 and 8; 2000 in Grades 3 and 9; 2001 in Grades 4 and 10; 2002 in Grades 5 and 11 and 2003 in Grades 6 and 12. The

implementation in the FET (Grade 10-12) was later postponed to 2004 (Asmal, 2002a:2). After further postponement the new Minister of Education, (Pandor, 2004a:1) announced that the "new curriculum would be put in place for Grade 10 from 2006, Grade 11 the next year, and Grade 12 in 2008".

The Review Committee (Chisholm, 2000:i) described Curriculum 2005 as probably the most significant reform in South African education of the last century and as an innovation both bold and revolutionary in the magnitude of its conception. It also stated: "Implementation was not always carefully thought through, properly piloted or resources and enormous stresses and strains were consequently placed on already over-burdened principals and teachers in widely-divergent educational contexts".

According to the Department of Education (DoE, 2002a:i) the implementation of C2005 took place in an environment characterised by enormous infra-structural backlogs, resource limitations, inadequate supply of quality learning support materials and absence of common national standards for learning and assessment. The review of Curriculum 2005 in 2000 found shortcomings in the cascade-training model that was used to train educators for the implementation of C2005 (DoE, 2002a:155).

According to Bertrams, Botha, Desmond, Dlamini, Johnstone, Ntshigila-Khosa & Seery (1997:5) the outcomes-based C2005 involves a new way of looking at teachers: as facilitators, assessing learners to help them improve, nurturing and supporting, working in a team; guiding learning and not transmitting knowledge. For Zietsman (1997:40) the role of the teacher is crucial to the implementation of C2005. "Present and prospective teachers need to be trained to be fully equipped to deal with the OBE techniques of teaching. The teaching method will relate to the learner's personal experience, which will require specific skills from the teacher. The innovative curriculum may be wasted should teacher presentation be inadequate. "Teaching and learning will have to change for OBE to be successful". This means that teachers and learners will have to make changes. (Bertrams et al.1997:8). The Review Committee (Chisholm, 2000:10) refers to an official report that states that the

paradigm shift required of C2005 cannot be accomplished in a few weeks of training. "Curriculum change is an ongoing process that takes many years to achieve".

Since the quality of the education system is measured by the quality of its educators, it is imperative that the preparation and educator development be put in place to enable them to meet the demands and expectations of the outcomes-based C2005 as a new approach, and in turn be able to apply these skills to serve the society (Duke, 1990:132). The implementation of the original C2005 from 1998 and of the Revised National Curriculum Statement from 2004 demands a well-planned and effective in-service training (INSET) programme for all educators. In this regard the Review Committee (Chisholm, 2000:10) states that the implementation of an outcomes-based curriculum framework ultimately rests on adequately prepared teachers motivated to teach and supported in their work. Spady, the director of the "The High Success Network" that markets OBE world-wide has said that it took schools and communities in the USA several decades to develop the OBE system to its full potential (Farr, 1997:8).

With the introduction of the new "spiral model" of in-service training for the Revised National Curriculum Statement (RNCS) the Free State Department of Education (FDE: 2004a:1) refers to the "serious flaws which became apparent during the implementation" of the original C2005. Pluddeman, Mati and Mahlalela-Thusi (In Taylor & Vinjvevold, 1999:317) found that teachers in the Western Cape were critical of the abrupt introduction of C2005, and resentful towards the provincial education authorities for providing inadequate support and training. The national Department of Education, (DoE, 2003:69) states in their national report on the Systemic Evaluation of the Foundation Phase that "...although educators have received in-service training on OBE, many do not feel confident enough to implement it".

It seems that problems with the implementing of C2005 are harming the three main components of the learning and teaching situation: the learner, the teacher and the learning content:

Schlebusch & Baxen (1998:4) asked: "Who is being privileged in the new curriculum?" and Ramphele (1997:25) describes it as: "...a tendency with a terrifying familiar ring to it: sacrificing sound educational principles and practises for short term political gain. Black pupils continue to pay the price for the political games played by the Department of Education in the name of equity." Steyn (2004:1) reports: "Vice-principal Rodney Cupido of Lentegeur High School on the Cape Flats said some Grade 8 pupils 'read so badly. They couldn't read question papers, and they spelled so badly, they couldn't write their own names'. He said the problem was caused by outcomes-based education, which caused pupils to be 'put through' whether they had the basic skills or not".

With the launch of the process to streamline and strengthen C2005 the Minister (Asmal: 2000:3) stated: "...that there is a fear that unless there is greater guidance for teachers as to what they should do and how they should do it, we as South Africans will continue having results such as those manifested in the TIMMS Survey. This survey reinforced the view that our teachers lack basic subject knowledge in its finding that there is a major lack of emphasis in science on knowing basic science facts and understanding science concepts." The training offered by both national and provincial departments from 1997-1999 reinforced Minister Bengu's (Rapport, 1998:6) controversial view that teachers and learners do not need textbooks. Teachers were encouraged to design and produce their own learning materials. The Chisholm Report (2000:66) indicated "most teachers do not have the time, the resources or often the skill to be involved in the development of high quality, educationally appropriate learning programmes and materials. "Furthermore, the idea was created that the old textbooks had no value in an OBE classroom. This has led to a shortage of reading materials in most Foundation Phase classrooms, which has serious implications for the teaching of reading. In the Chisholm Report (2000:58) high quality textbooks is described as "an invaluable safety-net" and as "the most cost-effective way to improve classroom practice". Teachers are advised to use "old materials in new and appropriate ways" (Chisholm, 2000:57-61). The Minister of

Education (Asmal, 2000b:17) is of the opinion that teachers "are ill-prepared, for example, for the massive pedagogic and curriculum changes that flow from Curriculum 2005, the changes in organisation that flow from the SA Schools Act and the changes in conditions of service that flow from the Employment of Educators Act."

In the past most teachers were used to very specific subject syllabuses in which particular knowledge, skills and attitudes were stated in the form of teaching aims and prescribed by means of a broad curriculum, subject curriculum and subject syllabuses. In the past most of the provincial and other departments used the prescribed national core-syllabuses to develop and supply teachers with work-schemes that involved detailed subject (learning) content and guidelines for relevant teaching and evaluation methods. These work schemes also served as a control mechanism (monitoring and review) to ensure that teachers are teaching and learners are learning. The Chisholm Report (2000:43) describes C2005 as a curriculum that is "technically over-designed yet (the content) remains under-specified". In March 2001 the Department of Education (DoE, 2001b:3) reported: "What South African education needs to do is go forward by improving the alternative modes of teaching and learning that have started to be put in place. In the process the 'what' of learning needs to be integrated with the 'how' and the 'when' with the 'whether'. 'Basics' cannot be polarised from 'outcomes'; this is as much a false opposition as those polarisations set up in some formulations of outcomes-based education".

1.1.2 In-service training for the implementation of the curriculum

In official documents (Ministry of Education, 1997:5) the outcomes-based C2005 was often described as a paradigm shift that necessitates the retraining of all educators. The North West Department of Education (NWDE, 1997:6) described the paradigm shift as a competence-based curriculum and "...a new attitude to education where the emphasis is on learning not teaching on demonstrating competence, not cramming for exams, where competence is valued not partial knowledge; where the emphasis is on what learners are

able to do, rather than what they cannot do. The system becomes outcomes-based or results oriented rather than input driven". The radical changes brought on by the outcomes-based C2005 necessitate urgent attention to the retraining of educators.

Fullan (1992:82) states the necessity that the members of the SMT should also be trained as the principal is often cited as a key figure in promoting change in schools, and as such represents a fertile ground for considering the concepts of implementation in actions. As the quality of the education system is measured by the quality of educators as mentioned earlier in the above paragraphs, SMTs in schools should be introduced and be familiarised with any changes that are to be effected in schools, as their actions carry the message as to whether a change is to be taken seriously and also serve to support educators. The degree of implementation of innovation is often different in different schools because of the actions and the concerns of the principals. All principals are unique, functioning and managing in unique schools, and this in-service training may change their role in influencing the implementation of specific innovations to their role in leading changes in the schools as an organisation. Training in the original cascade model was limited to classroom-based educators and the lack of a paradigm shift by education managers at all levels of the system impacts negatively on teacher training (Chisholm, 2000: 3/7).

Asmal (2000b:2) confirmed at the first meeting of the Curriculum Review Committee "we may not have prepared well enough. We have to acknowledge that pressure for visible change provoked hasty responses". According to Mohamed (2002:14) the Revised National Curriculum Statements (RNCS) are being introduced in a context of two curriculum systems being operative until the end of 2004 – NATED 550 (current matric), and the existing Curriculum 2005.

If the streamlined C2005 is introduced in 2004 (for Grades R-3) as proposed, the system will have to deal with three curriculum systems for the years 2004 and 2005 and with two systems until the end of 2008. This will put severe

pressure on the system. Also, there are indications that the Further Education and Training System (FET, Grades 10-12) will also be introduced after 2004. Limited capacity in provincial and district offices will be presented with further tough challenges. According to Potenza (2001b:20) it will take at least two more years for teachers to be trained in this new policy and for new textbooks to be developed. "Formal implementation of the revised Curriculum 2005 was therefore likely to begin in 2004. C2005 in its present form would continue to be implemented until it was overtaken by the revised policy. Several educators questioned the value of continuing (until 2004) to implement policy that had been found to be flawed."

Before 2001 the Gauteng Department of Education (GDE) utilised a cascade model to train educators. District officials were trained during June and July, and the district officials then trained the educators during the last half of the year. From 2001 the GDE has changed the training model. Training was now outsourced to tertiary institutions (Khulisa Management Services and the Centre for Education Policy Development, Evaluation and Management, KMS & CEPD, 2002:1) from 2001. School-base educators and managers (SMTs) from Sedibeng West were trained at the Sebokeng College of Education by experienced teachers and staff from the North West University (formally Potchefstroom University) and Sebokeng College of Education.

One of the major problems with the initial training for the implementation of the original Curriculum 2005 was that it was limited to the educator in the classroom. The National Report on Systemic Evaluation: Foundation Phase, Mainstream (DoE, 2003:46) reported that on average 68% of the Foundation Phase educators indicated that they attended INSET programmes on OBE.

The average duration of the INSET courses attended by educators from GDE before and during 2001 was 37,8 hours and in 2002 it was 17,6 hours. In-service training programmes presented by fellow educators and outside agencies were regarded as less successful than those presented by departmental officials. Also, nearly two-thirds of educators (62,6%) did not feel

fully confident to implement OBE in classes. According to the report the low level of confidence in implementing OBE can be the result of:

- Not all educators attending in-service programmes;
- School-based training (by teachers and principals) being rated lower than training by departmental officials; and
- The limited length of the in-service training courses.

The Review Committee (Chisholm (2000:16) recommended that all educators including school principals, teachers and managers should be trained as curriculum developers. The National Report (DoE, 2003:53) concludes that it is clear that with regard to the implementation of the outcomes-based curriculum strong school management and leadership are crucial to the smooth running of a school. It is essential, therefore, that the school management team (SMT) is able to plan, lead, organise and control the implementation of a new curriculum.

1.2 Statement of the problem

In the previous paragraphs the outcomes-based Curriculum 2005 was described as probably the most significant reform in South African education of the last century and as an innovation both bold and revolutionary in the magnitude of its conception. The outcomes-based C2005 involves a new way of looking at teachers and learners and the implementation thereof placed enormous stresses and strains on already over-burdened principals and teachers in an environment characterised by enormous infrastructural backlogs, resource limitations, inadequate supply of quality learning support materials and absence of common national standards for learning and assessment. The review of Curriculum 2005 in 2000 found shortcomings in the cascade-training model that was used to train educators for the implementation of C2005. In this sense this study intends to focus on the implementation of C2005, whether teachers were able to implement C2005

and in this process also highlight possible problems that were experienced by teachers and other educators in the Reitz Region of the Free State.

1.3 The objectives of the research

The objective of the study is to describe the implementation of the original outcomes-based Curriculum 2005 in the classrooms of primary schools in the Reitz region. It will also help to make proposals for the more efficient implementation of future curriculum changes in primary schools. This objective can be operationalised into the following aims:

1.3.1 To determine the general principles and prescriptions of the outcomes-based Curriculum 2005 and of the Revised National Curriculum Statement (RNCS)

1.3.2 To determine whether teachers in the primary schools of the Reitz Region were able to implement Curriculum 2005

1.3.3 To identify possible problems that teachers experienced with the implementation of Curriculum 2005.

1.3.4 To make specific recommendations for the implementation of future curriculum changes with special references to the Revised National Curriculum Statement (RNCS).

With regard to the set aims this study will attempt to answer the following questions:

- What is the nature and scope of outcomes based education policies as stated by the national Department of Education and the provincial Free State Department of Education?
- Were the teachers able to implement C2005 in their schools and what was the affect of the implementation on the teachers and their learners?
- What problems did the teachers experience with the implementation of outcomes based education and the assessment thereof?

- What can be done for the successful implementation of a new curriculum in the future?

1.4 Research methodology

The aims of this study will be achieved by means of the following research methods:

1.4.1 Literature study

A review of both primary and secondary literature sources will be done in order:

- To determine the general principles and prescriptions of the outcomes-based Curriculum 2005
- To determine the theoretical and practical aspects involved with implementing a new curriculum
- To identify in general problems that teachers in South Africa experienced with the implementation of Curriculum 2005

1.4.2 Empirical research

An empirical research was conducted to determine the nature, extent and quality of the implementation process at primary schools in the Reitz region of the Northern Free State. The aims of the empirical research were:

- To gather biographic information about the teachers involved with the implementation of Curriculum 2005
- To determine the teachers perceptions about the in-service training that they received for the implementation of Curriculum 2005
- To gauge teachers' knowledge and understanding of the principles and methodology involved with Curriculum 2005

- To determine whether teachers were able to implement C2005 in their classrooms and to identify specific problems that they encountered in the process
- To determine possible differences between the implementation processes in previously advantaged (Ex Model C) and previously disadvantaged (Ex DET) schools.

1.4.3 The measuring instrument

Information gathered from the literature was used to develop and design a questionnaire. The questionnaire was used to gather information from members of the School Management Team (SMTs: principals, deputy principals, and heads of departments), and post level 1 educators in 18 primary schools in the Reitz district.

The questionnaire was used to gauge the perceptions and understanding of issues pertaining to the implementations of Curriculum 2005 and the current status of implementation in their classrooms and schools of teachers and members of the SMTs. The questionnaire consisted of 12 closed ended questions (mostly concerning implementation and knowledge seeking). 1 open-ended question and 11 yes/no questions were written in English and were positively phrased. In February 2001 a trial administration of the questionnaire was conducted and certain changes were made to improve the questionnaire. The final questionnaire was completed by 176 respondents – 146 Grade 1-7 teachers and 30 members of SMTs in the Reitz region.

1.4.4 The population

The population includes all members of the SMTs and Grade 1-4 and 7 teachers who were at that stage (2001) involved with the implementation of C2005 in their schools and classrooms. It includes both the former disadvantaged (ex DET) and former advantaged (ex Model C schools) in the Reitz region. The region can be characterized as rural and the schools include

village, township and farm schools. The following are some of the towns and their townships, which are found in the Reitz region: Reitz, Vrede, Villiers, Tweeling, Cornelia, Frankfort, and Petrus Steyn.

1.4.5 The sample

A representative sample of teachers was selected by means of stratified random sampling using a table of random digits. The sample is considered to be large enough to be representative of the schools and teachers in the Reitz region of the Northern Free State District of the Free State Department of Education (FDE). No claims are being made that the sample is not the representative of all teachers in Reitz region (FDE), but the 176 teachers of Foundational, Intermediate, and Senior Phase implementing OBE assessment who completed the questionnaire were representative of the following types of schools and Grades in the Reitz region:

Table 1 Teachers represented in the sample (176)		
Origin of the schools	N	%
Former DET schools	13	72,22
Former Model C schools	5	27,77
Types of schools		
Primary schools (Grade 1,2,3,4 and 7)	14	77,77
Combine schools (Grade 1-12)	4	22,22
Teachers		
Grades 1, 2, 3, 4 and 7 (ex DET)	143	81,25
Grades 1, 2, 3, 4 and 7 (ex Model C)	33	18,75

1.5 *Feasibility* and relevance of the study

The study is feasible in the sense that there are sufficient literature sources available on the topic and that the study will be conducted in the Reitz region of the Northern Free State district where the researcher is also involved as a deputy principal at one of the schools. DIALOG and ERIC searches have been conducted using the following key words: implementation, curriculum change, in-service training, outcomes-based education and Curriculum 2005.

The study is relevant to the current trends in the implementation and the assessment development in the South African educational transformation and as a result will elicit genuine and useful responses from the research population. The study has tried to come up with a possible suggestion as to how the problems experienced by teachers in OBE can be minimized and implemented effectively and efficiently.

1.6 Description of terms

- Outcomes-based education

OBE is based on a more learner-centred constructive teaching and learning approach. OBE provides opportunities to close the gap between the classroom and real life. It focuses on what we want learners to know (knowledge), to be able to do (skills) and what values we want to instill. Outcomes-based education realises also that people learn in different ways and at a different pace. According to Spady (1999:7), OBE is the design and organisation (of a curriculum) and the instructional planning, teaching, assessing and advancement of students concerning successful learning demonstrations for all students. A basic principle of OBE is that all learners are capable of learning and can achieve high levels of competency as educators should specify their expectations.

- Educators / teachers

With the implementation of Curriculum 2005 all professionally qualified staff were referred to as educators. It included classroom-based educators (teachers), educators who form part of the School Management Team (SMT, principals, deputy-principals and Heads of Departments) and also office-based educators at District, Regional and Head Offices. It was also popular to refer to classroom-based educators as facilitators (DoE, 1997c:28). Traditionally teachers were regarded as custodians of knowledge who are responsible to impart all the knowledge to the learner. Since the announcement of the Revised National Curriculum Statement (RNCS) official documents use the term "teacher" to classroom-based educators.

- In-service training (INSET)

Henderson (1977:163) argues that "in-service education and training may be taken to include everything that happens to the teacher from the day he takes up his first appointment to the day he retires which contributes, directly or indirectly, to the way in which he executes his duties". INSET in fact, embraces all the experiences that a teacher may undergo for the purpose of expanding his/her professional and personal education, that is, in-service training is taken to include all those courses and activities in which a serving teacher may participate for the purpose of extending his/her professional knowledge, interest or skill (Yule,1987:64).

- Curriculum 2005 (C2005)

According to DoE (1997b:29) South Africa has embarked on transformational outcomes-based education, which involves the most radical form of an integrated curriculum. This model can be regarded as a teaching philosophy that requires a paradigm shift in the way that we think about teaching and learning. C2005 is defined as a dynamic curriculum because in its design it comprises the involvement of different stakeholders at different levels. It is not a fixed recipe consisting of components and rules, but a process characterised by flexibility.

- Revised National Curriculum Statement (RNCS)

Curriculum 2005 and its implementation were reviewed by a Ministerial Committee in 2000. In June 2000, the Council of Education Ministers accepted the curriculum recommendations of the Review Committee. In July 2000, Cabinet resolved that: The development of a National Curriculum Statement, which must deal in clear and simple language with what the curriculum requirements are at various levels and phases, must begin immediately. Such a Statement must also address the concerns about curriculum overload and must give a clear picture of the learner in terms of knowledge, skills, values and attitudes – that is expected at the end of the General Education and training band. The Revised National Curriculum Statement is thus not a new curriculum but a streamlining and strengthening of Curriculum 2005. It keeps intact the principles, purposes and thrust of Curriculum 2005 and affirms the commitment to outcomes-based education (DoE, 2002b:1).

1.7 Division of chapters

Chapter 1 Introduction and statement of the problem
Chapter 2 The outcomes-based Curriculum 2005
Chapter 3 The implementation of the outcomes-based Curriculum 2005
Chapter 4 The empirical research
Chapter 5 Data analysis and interpretation
Chapter 6 Findings, recommendations and conclusion

1.8 Summary

In the introductory section of Chapter 1 the development and implementation of the outcomes-based Curriculum 2005 in South Africa were discussed. The chapter then briefly outlined the research design with regard to the problem statement, the research objectives, the research methodology, the research population and sampling. The chapter concluded with a statement of the feasibility of the study, a description of core terminology and a proposed chapter division. The emphasis in the following chapter is on a literature study in order to describe the design elements of the outcomes-based Curriculum 2005.

CHAPTER 2 THE OUTCOMES-BASED CURRICULUM 2005

2.1 Introduction: The outcomes–based approach (OBE)

Taylor (1999:108) classifies the OBE approach as a competence model and for Killen (1997:28) OBE has its roots in earlier work on educational objectives (Mager, 1962), competency-based education (Franc, 1978), mastery learning (Block, 1971) and criterion-referenced assessment (Masters & Evans, 1986). To this list of predecessors of OBE we can add the "activity analysis" of Bobbit (1918; Dlugosh et al., 1995:178), the identification of "dominant social ideals" (Charters, 1923), the objectives theory of Tyler (1949; Arjun, 1998:5) and Bloom's mastery learning based on his taxonomy of educational aims (Carl, 1995:53). Towers (1992:293) is also of the opinion that the competence-based and mastery-learning models were the origins of OBE.

According to Brandt (1993:66-67) the OBE approach was the result of the co-operation between Spady, known in South Africa as the "guru" of OBE (Garson, 1999:26), and Bloch who was a member of Bloom's research team. After Bloom's mastery learning fell in disrepute as a result of poor implementation Spady suggested in 1980 that it should be replaced with the term "outcomes-based education". That was according to Spady (1998:68) the birth of OBE and of the worldwide "Network for Outcome-Based Education".

For Spady (1994:1) outcomes-based education means clearly focusing and organising everything in an educational system around what is essential for all learners to be able to do successfully at the end of their learning experiences. Spady (1994:58) describes outcomes as the forms of learning that we can see students do and that we can directly assess. By contrast, the term "goal" is associated with what we call non-demonstration verbs that do not translate directly into observable action. Outcomes-based education means starting with a clear picture of what is important for learners to be able to do, the organising curriculum, instruction, and assessment to make sure this learning

ultimately happens. Spady (1994:10) states that the implementation of an outcomes-based educational model should be guided by the following four "power principles":

- Clarity of focus: The first principle helps teachers establish a clear picture of the learning they want learners to exhibit in a performance demonstration (assessment). This clear picture of the desired outcome is the starting point for curriculum, instruction, and assessment planning and implementation, all of which must perfectly align with the targeted outcome.
- Expanded opportunity: The second principle requires teachers to give learners more than one chance to learn important things and to demonstrate that learning. The key is to redefine and reorganise the patterns of teaching time, learning time, and eligibility in schools by expanding their duration, frequency, and/or timing (Spady, 1997:13).
- High expectations: The third principle means increasing the level of challenge to which learners are exposed and raising the standard of acceptable performance they must reach, called "finished" or "successful". This also means an abandonment of the normal distribution curve (bell-shaped) or quota grading systems in favour of a criterion-based system.
- Design down: The fourth principle means teachers begin their curriculum and instructional planning where they want learners to ultimately end up and build back from there. The starting point of all teaching and learning experiences are the culminating outcomes that define what all learners should be able to do when their official learning experiences are completed (Spady, 1994:18).

Spady and Marshall (1991:67) distinguish between Traditional, Transitional, and Transformational OBE:

- Traditional OBE: Spady and Marshall (1991:67) believe that all of the current OBE approaches in local districts in the USA are using traditional OBE. "Yet it is not strictly speaking, outcomes-based. The reason is simple: the starting point for almost all district OBE efforts over the past 20

years has been the existing curriculum, not a clear picture of intended Outcomes of Significance for students that lie beyond the curriculum. What is taking place in most OBE districts today should actually be labelled CBO (for Curriculum-Based Objectives) rather than OBE, because the curriculum actually precedes the outcomes in the design process". The current curriculum is reviewed, and priorities are set for learning as such traditional OBE tries to render the current educational content and process into a more efficient, streamlined system (Spady & Marshall, 1991:68).

- Transitional OBE: "As it name implies, Transitional OBE lies in the Twilight Zone between traditional-subject-matter curriculum structures and planning processes and the future role priorities inherent in Transformational OBE. It is a viable approach for districts seeking to extend their vision beyond existing subject area content in defining outcomes of significance because (1) these districts usually address higher-order competencies that are essential in virtually all life and learning settings, and (2) they can at least initially postpone the overwhelming challenge of rethinking and restructuring everything about their curriculum and delivery structures while getting into OBE" (Spady & Marshall, 1991:69) Transitional OBE focuses on 'higher order' exit outcomes, in response to the question 'What is most essential for our students to know, be able to do, and be like in order to be successful once they've graduated?' (Spady & Marshall, 1991:69). The result is outcomes which 'emphasize broad attitudinal, affective, motivational, and relational qualities or orientations' as well as 'critical thinking, effective communication, technological applications, and complex problem solving.

- Transformational OBE: Transformational OBE "is a collaborative, flexible, trans disciplinary, outcomes-based, open-system, empowerment-oriented approach to schooling" (Spady & Marshall, 1991:68). According to them transformational OBE is centred on "Why do schools exist in this day and age?" The OBE response is "to equip all students with the knowledge, competence, and orientations needed for success after they leave school. Hence, its guiding vision of the graduate is that of competent future citizen" (Spady & Marshall, 1991:78). To its credit, "transformational OBE takes

nothing about schooling today as a given; no existing features are considered untouchable in carrying out a curriculum design". Districts are asked to "thoroughly examine, critique, and synthesize the best available information about the conditions of life students are likely to encounter in their future".

Outcomes-based education, following a long line of related curriculum work, can be characterised as traditional, transitional, or transformational, and pivots on objectives tied to learner outcomes, core and extended curriculum, mastery learning, accountability via information management systems, and criterion-referenced assessment (Capper, 1993:432).

Spady & Marshall (1991:70) experienced that districts go through three stages of maturity in implementing Transitional Exit Outcomes:

(1) Incorporation. The typical need involves getting staff to recognize that textbooks and subject matter outlines are neither the only nor the primary focus of their instructional efforts. OBE staff development shows teachers how to focus on these outcomes with their existing content as the base.

(2) Integration. In curriculum redirection and redesign, Transitional Exit Outcomes become the prime goal of all departments and programs; teachers use content as the support base for addressing and facilitating these outcomes. Interdisciplinary work becomes much easier because people with different specialities can jointly integrate their work and address the same outcomes.

(3) Redefinition. The most advanced stage of Transitional OBE begins to open the door to Transformational approaches. Schools and districts further subordinate subject content priorities to the emergence of key concepts, issues, problems, and processes. With this broader focus, the purpose and meaning of the content take on a higher form. Here, shared concepts and problems, not content per se, are linked to ever higher-order forma of demonstration and application in the fulfilment of what truly do become Outcomes of Significance" (Spady & Marshall, 1991:70).

2.2 The outcomes-based Curriculum 2005

In 1997 Bengu (DoE, 1997:2) announced Curriculum 2005 as "a shift from one, which has been content-based to one which is based on outcomes". In this regard the Department of Education (DoE, 1997b:29) stated: "South Africa has embarked on transformational OBE. This involves the most radical form of an integrated curriculum. This implies that not only are we integrating across disciplines into Learning Areas but we are integrating across all 8 Learning Areas in all educational activities".

On a recent visit to South Africa Spady (Farr, 1997:7) admitted that the South African Curriculum 2005 project is the first and only transformational OBE model to be implemented in the whole world. In contrast to C2005 most countries decided on a gradual implementation from Traditional to Transitional to Transformational OBE. The implementation of the most radical form of OBE in South Africa is the result of the government's preference for more radical revolutionary changes and not for more gradual evolutionary changes. In this regard a Dutch scholar after a visit to Kwazulu-Natal stated: "In Holland, the process was more evolutionary, whereas here it appears to be more of a radical, overnight change" (Mommers in Bridgray, 1999:5). Taylor (1999:118) also classifies C2005 as the most extreme form of a radical and progressive competence model with a total rejection of different subject disciplines (school subjects). For Van der Horst & McDonald (1997:6) the introduction of OBE in South Africa is typical of a social reconstructionist view of schooling where schooling is regarded as changing and improving society. For Lawton (1980, in Singh & Manser, 2000:110) it is undisputable that OBE is attractive to politicians, policy makers and administrators during a period of educational reform, which follows socio-political reform.

Since the first implementation in Grade 1 in 1998 the outcomes-based C2005 had an immense influence on the teaching practice of teachers in South Africa (Smit, 2001:72). According to Booyse & Swanepoel (1999:221) changes concerning the teaching role of teachers (changes in policies or practice pertaining to teaching aim, content and/or method) had the strongest effect on

the work life of teachers. For Berkhout & Hodgkinson (1998:287) C2005 is a complex and far-reaching initiative with the ultimate aim of reforming the total South African education and training system in line with the provisions of the National Qualifications Framework (NQF). The implementation of C2005 affected every single aspect of the school and classroom practice.

For Taylor (1999:126) C2005 is "highly prescriptive in terms of policy and pedagogy, and vague in the extreme in the area of content" and the Chisholm Review Committee (2000:48) reported: "Content knowledge is conspicuous by its absence in C2005 policy documents. This is largely because C2005 designers, have taken excessive care not to prescribe content". For Potenza (2000:1) the focus is on the critical and specific outcomes in our version of transformational OBE. "Schools are expected to choose any content and use a wide range of teaching methods as long as these develop citizens who display the agreed-upon outcomes". Potenza is of the opinion that "it is misguided to give schools carte blanche to develop their own curricula (rather to select content). Why not provide a core curriculum (sic, this rather refers to a core syllabus) for each grade in each learning programme?" With the launch of the Foundation Phase Systemic Evaluation Report the Minister of Education (DoE, 2003a;10) stated: "The average achievement for listening comprehension was 68%, while it was 39% for reading and writing. This bears out the concern I raised when I became Minister of Education in 1999. I was then concerned that the curriculum did not explicitly mention the need for students how to read and write".

As will be discussed in this chapter each one of the five essential and interrelated components of the curriculum is constantly influenced by the other components, so that no reflection on the curriculum can one-sidedly emphasise any particular component.

2.3 The Revised National Curriculum Statement (RNCS)

To increase the relevance of this study it is important for this discussion on the structure of an outcomes-based curriculum design, to take into account

the changes that were brought about by the introduction of the Revised National Curriculum Statement that was implemented in the Foundation Phase in 2004.

On 8 February 2000 the Minister of Education, Asmal (2000a:1-6), appointed a Review Team to study the national outcomes-based Curriculum 2005 and progress with its implementation. For Asmal (2000:1) the appointment of "this Review Team comes out of our confidence in the correctness of our curriculum policy" and he concluded his observations on the appointment of the team with: "Outcomes-based education is here to stay. Anyone or any political party that believes otherwise has a misplaced hankering for the past - of state sanctioned and funded quality education for the minority elite and gutter education for the majority poor". In response to accusations that the Ministerial Project Committee is not committed to transformation the Committee stated in March 2001 (DoE, 2001b:2) that their commitment "to the basic goals, values and thrust of C2005 remains intact. Its commitment is evident in its desire to see a curriculum that is less complex, uses terminology that is user-friendly, accessible and clear. On the basis of available evidence, outcomes-based education in the form described in the Minister of Education's Call to Action is here to stay."

After May 2000 the department has responded to the recommendations of the Chisholm Review Committee. "We have retained the broad vision of Curriculum 2005, but are refining policy documents. A set of National Curriculum Statements will be ready by the end of July 2001, for public discussion. The revisions will simplify the structure, redefine the outcomes, and give closer guidance on progression and content. As part of the National Statement, assessment standards are being prepared for each grade level, in each outcome."

On 30 July 2001 the Minister (Asmal, 2001b:1) stated that "we are now in Phase Two of C2005" when he released the Draft Revised National Curriculum Statement for public comment. He gave the following implementation timeframe:

- 2004: Implementation in Grades R-3.
- 2005: Implementation in Grades 4 to 6.
- 2006, 2007, 2008 Implementation in Grades 7, 8 and 9.

On 15 April 2002 Minister Asmal (2002b:5) announced the new "revised, streamlined, strengthened" outcomes-based Curriculum 2005 in the form of "an overview, and detailed statements with assessment standards for each of the eight learning areas. The Council has approved that the revised National Curriculum Statement for Grade R-9 in schools be declared as policy, and this will be done shortly".

For the Department of Education (DoE, 2001a:20) the RNCS for the GET phase builds on the C2005 policy documents and in particular adopts an outcomes-based approach to curriculum and on the principles of progression, integration, relevance, access, redress and equity. The C2005 Review Committee (DoE, 2001c:22) suggested the following key design features for the RNCS:

1. Twelve Critical Outcomes: The 7 critical and 5 developmental outcomes guide the overall development of the NCS
2. Learning Area Statements (LAS): Define the learning area and its essential features, that is, what is unique about the learning area and its role in producing the kind of learner required in the 21st Century
3. Learning Outcomes: They should specify the sequence of concepts, content and skills to be taught in each learning area at each grade level and represent an integrated skill and content statement
4. Assessment Standards: They describe the expected level and range of performance for each learning outcome at each grade and include assessment exemplars.

Table 2 Components of the Revised National Curriculum Statement (DoE, 2001b:39)

Original C2005	Revised National Curriculum Statement (RNCS)
The design features were reduced from the following 8 to 3 components	
1. 12 Critical and Developmental Outcomes	1. Remain
2. 66 Specific/ Learning Area Outcomes	2. Learning Outcomes reduced from 66 to 36
3. Phase Organisers	3. The six on the left replaced by new Assessment Standards for each grade, that are pegged per grade and are linked to the Learning Area outcomes; allows for benchmarking at grades 3, 6 and 9 and represent integrated skill, content and value statements of expectations (DoE, 2001f:19)
4. Programme Organisers	
5. Range Statements	
6. Assessment Criteria	
7. Performance Indicators	
8. Expected Levels of Performance	
The Revised NCS aims at clarity and accessibility both in its design and language (DoE, 2001f:20)	
The assessment standards specify more complex, deeper and broader knowledge, skills, values and understanding to be achieved in each grade as well as from grade to grade (DoE, 2001f:19)	
The revised NCS specifies knowledge, skills and values to be achieved (DoE, 2001f:18-19)	
Each learning area also demonstrates how conceptual progression is to occur through the assessment standards (DoE, 2001f:19)	
Assessment standards describe the level at which learners should demonstrate achievement of the learning outcome(s) and ways (depth and breadth) of demonstrating achievement (DoE, 2001f:22).	
Assessment standards are grade specific and show how conceptual progression will occur in the learning area.	
Learners' home language should be used for the purposes of learning and teaching wherever possible. This is particularly important in the Foundation Phase where children learn to read and write" (DoE, 2001f:42).	

2.4 What is a Curriculum?

For Clarke (2000:1) a curriculum is "everything that happens in the school and what doesn't. In other words curriculum is about how schools are managed, what is learnt and what isn't, how the learning takes place, why assessment methods are used, and so on". For Bantock (1980:1) schools are concerned to transmit a digest of adult intellectual culture (in the evaluative sense of the word): "A curriculum, therefore, implies that part of the adult culture thought important enough to be transmitted to the younger generation and within its grasp". Human beings organised in groups, communities or organisations have a need to pass on their knowledge and skills and the way to develop

them to newcomers and members of future generations. The fulfilment of this need gradually developed into systematic education and an educational system in the form of schools (Dijkstra, 1997:2).

The Latin origins of the word "curriculum" lie in the word "currere", which means "to run", thus "curriculum" implies a relatively fixed "track", "route" or "racecourse" (learning content, learning opportunities, activities and evaluation) which must be covered (mastered) by the participant (learner) in order to reach the winning-post (learning results/outcomes). The notion of a set path, of something circumscribed and directed to a goal, seems to be built into its meaning. Figuratively, the word is used by Cicero to designate the "course of our life (curriculum vitae)", and again the notion of integration, as a sense of direction, is implicit in the coherence of a life (Bantock, 1980:2).

For Wheeler (1967) the curriculum is "the planned experiences offered to the learner under the guidance of the school" and Barlow defines the curriculum as "the content of education" (Steyn, 1993:4). For Barrow (1999:139) the fundamental question in educational matters is "What is it to be educated?" and from that question we can derive appropriate curriculum, teaching methods and research. For Gunter, Estes & Schwab (1995:3) the teacher in designing a teaching / learning programme should consider:

- the needs of learners,
- the nature and needs of the society in which the learners are presently living and
- the one(s) in which they will live as adults, and
- the requirements of the subject matter to be taught.

The problem of the curriculum is and always has been to select what is best, namely what should be selected and taught from the wider world of knowledge. The amount of 'objectified' knowledge has increased to such an extent that it is impossible for human beings to master all of it in their lifetimes. For Holcomb (1995:1) schools must be places where we pass on the accumulated knowledge of previous generations in order that future

generations will not have to learn everything through trial and error. "There is not time. There is too much to learn." For Steyn (1993:3) all the definitions "boils down to the answer to the question what should the teacher teach? The knowledge, skills and attitudes that are most worth to the arena (race course) of life is the best curriculum" and he defines the curriculum as "the concept by which these worthwhile content and learning experiences are being labelled". To complicate the matter further we are living in an ever-faster changing society. According to Holcomb (1995:1) two-thirds of the jobs described in the Dictionary of Occupational Titles did not exist a generation ago. "We have more learned people than society can absorb. The children entering our kindergartens today will spend their entire adult lives living and working in another century. All this change ...new values, new systems, new technology ...and the only thing we do not want to change is the school!"

The modern constructivist viewpoint considers the traditional perspectives on the curriculum to be flawed, as they are essentially "closed-systems" which constitute fixed agendas. For the Free State Department of Education (FDE, 2004b:16) "the underlying philosophy for delivering the curriculum is that of Social Constructivism". Social Constructivism is described as "the construction of knowledge in a social context" and within "an OBE context the following methodological techniques must be pursued: learner-centeredness; inductive techniques; independent learning; solving real life problems; group work activities; intervention of trainers; transfer of responsibilities and reflection and feedback" (FDE, 2004b:10-16). For Holcomb (1995:1) the most important task in a changing world is to teach children to be lovers of learning. "The illiterate of the future is not the one who has not learned, but the one who has not learned how to learn".

What is important is not the question about changing the curriculum but rather what do we want to replace it with. First a decision has to be made about which knowledge will be passed on and whether it will be obligatory for all members of a community to acquire it or only for those persons who will prepare themselves for a profession or a special position in an organisation. Once this decision is made, the curriculum, that is the needs of the learner

and society and the organised content for a certain subject, has to be designed and the number of years necessary to master it has to be estimated. Moreover this knowledge is organised in conceptual systems and theories often in a hierarchical nature, which means that to master the knowledge a certain sequence in the mastery of concepts and theories is necessary. Then the learners have to acquire the knowledge. The problem for education is how the students can develop or construct the 'objectified' knowledge for themselves in such a way that it will be remembered, understood and used, that they can communicate about it with colleagues and teachers and that the process of development of the knowledge (and skills) will take place effectively and efficiently (Dijkstra, 1997:2).

According to Brady (1986, in Prawat, 1992:383) curriculum development within an outcomes-based model starts with formulation of educational aims in the form of learning outcomes: "Once the ends are fixed, decisions about content, methods of institution, and forms of evaluation can be made in a rational way". Killen (1997:30) regards the outcomes that all students are to achieve as the centre-point of this model. Once the outcomes have been defined, individual teachers have to describe in details the knowledge, skills, values, attitudes and dispositions that learners must develop in order to achieve those outcomes. Content needs to be seen as a support base for addressing and facilitating learner's achievement of the outcomes, rather than as an end in itself. Spady (1994:53) states that specific content and skills are important: "And the golden rules of design down require that staff build into their curricula both the knowledge and competence bases that are critical for students to develop and ultimately apply".

Within their OBE-approach both the Gauteng Department of Education and the (national) Department of Education initially had a very limited view of a curriculum. They regarded the national list of 12 Critical and 66 Specific Outcomes as a curriculum: "This curriculum is what must be implemented" (GDE/GICD, 1998:1). In the Green Paper on Further Education and Training the national department (DoE, 1998b:4.1.5) sees "...the identification and adoption of seven critical outcomes and five lifelong learning developmental

outcomes as the basis for the development of learning programmes, curricula and qualifications." The national Department of Education (DoE, 1997b:1) and the Gauteng Institute for Curriculum Development (GDE/GICD, 1998:I) regard the list of 12 critical and developmental outcomes and the 66 specific outcomes as "the National Curriculum". "In other words the 12 Critical Outcomes, the 66 Specific Outcomes and their associated range statements, assessment criteria and Performance Indicators as contained in the National Policy document remain the approved curriculum for the GDE".

In a later publication the Department of Education (DoE, 2000:11) takes on a much more traditional approach to the curriculum that they define as: "all teaching and learning opportunities that take place in learning institutions. It includes the aims and objectives of the education system, the content taught, the skills imparted, strategies for teaching and learning, forms of assessment and evaluation, how the curriculum is serviced and resourced, and how it reflects the needs and interests of those it serves, including the learners. In other words, curriculum is concerned with what institutions teach, and with what, how, and under what conditions learners acquire the required knowledge, skills, values and attitudes". According to the Department of Education (DoE, 2001c:12) the new National Curriculum Statement will "represent an integrated skill and content statement" and the learning outcomes by grade will specify the sequence of core knowledge, content and skills to be taught in each learning area at each grade level. The new proposals could be described as a movement from Transformational OBE back to Traditional or Transitional OBE (the more traditionalists will refer to it as a movement back to a core syllabus). With this definition they have moved back to the traditional curriculum model as depicted in the following paragraphs and moved away from the idea that only the 66 Specific Outcomes comprise the National Curriculum.

2.5 Models for curriculum development and design

At this stage it is imperative to distinguish between curriculum design and curriculum development. Curriculum design is but one step in the total

curriculum development process. For Carl (1995:47) the curriculum development process is characterised by various possible phases, of which initiation, design, dissemination, implementation and evaluation are but a few.

He regards the curriculum development process as an umbrella, holistic and ongoing process in which orderliness and systematic planning figure strongly from design to evaluation and stakeholders at all levels have a role to play. The identification of outcomes forms part of curriculum development at macro-level. The development of learning programmes is what Carl (1995:39) refers to as curriculum development or instructional planning at micro-level: He views the classroom situation as the place for curriculum development at the micro-level and sees it as an integrated part of the whole process of curriculum development.

Carl (1995:39) sees curriculation as the action in terms of which each phase of curriculum development is actually brought into being and curriculation can therefore be regarded as synonymous with curriculum development.

- For Carl (1995:40) curriculum development is an umbrella and continuing process in which structure and systematic planning methods figure strongly from design to evaluation.
- It comprises a number of phases, viz those of curriculum initiation, design, curriculum dissemination, curriculum implementation and curriculum evaluation.
- The final goal of curriculum development is to bring into being more effective education by means of a more effective and meaningful curriculum, and for that reason any change requires thorough consideration.

Curriculum design is regarded by Carl (1995:39) as the systematic and effective planning action during which components such as inter alia objectives, goals, situation analysis, selection and classification of content, selection and classification of teaching experiences, planning of teaching

methods and teaching media, planning of the instructional learning situation, implementation and pupil evaluation figure strongly.

The process whereby these components are being constructed and integrated is called curriculum design. The curriculum components are interdependent in a manner analogous to the systems of the human body (muscular, respiratory, and circulatory) - any alteration in one system (component) affects the structure and functioning of the others (Eash, 1991 in Steyn, 1993:16). For the curriculum to function properly they must all be well co-ordinated, yet, they may be separated for purposes of description, study and research.

After implementation of the curriculum, the effectiveness of these adjustments must be judged with respect to the various components of the curriculum. Thus diagnostic and remedial action is constantly taking place and a progressive cycle is established which makes provision for all the basic components of the didactic situation and of the curriculum. In designing a curriculum the different curriculum components are organised in so-called curriculum models. The following is a broad overview of prominent models of curriculum design. We will concentrate on a traditional model as explained by Fraser, Loubser and Van Rooy (1990) and the outcomes-based models for curriculum design as explained by Killen (1997).

2.5.1 The traditional curriculum design model

Dewey (1902:40) identified the fundamental factors in the educational process as: the learner (the immature, undeveloped being); society (certain social aims, meanings, values incarnate with the matured experience of the adult); and organised subject matter (the specialisations and divisions of the curriculum). Dewey warned that if we treat these factors in isolation or we focus on one at the expense of the others, we end up with an insurmountable problem of antagonisms, such as the child versus the curriculum, individual nature versus social culture, and so on. Dewey stressed how the curriculum must be constructed so as to be in harmonic interaction with the nature and needed growth of the learner and with the goals and ideals of a democratic

society (Dewey, 1902:8). In this regard not one of the integrated components of a curriculum can be absolutised to such an extent that a syllabus could be considered to be outcomes-based, or content-based or objectives-based because there is an interrelated structure between the different components of a curriculum.

Ralph W. Tyler is probably the father of curriculum studies in international literature because he stimulated scholars like Taba, Wheeler and Nicholls to lay the foundation for curriculum studies. Tyler published his "Basic Principles of Curriculum and Instruction" in 1949. Reflecting trends in social behaviourist, intellectual traditionalist, and experientialist thought, Tyler's model has served as a rationale for curriculum deliberation and prescription for over forty years. Tyler laid down the following steps in his model for curriculum development and for Arjun (1998:24) no substantial difference (paradigm-shift) exists between an outcomes-based curriculum and Tyler's means-end (objectives-based) paradigm.

1. Identifying aims
2. Select learning experiences to reach these aims
3. Structure the teaching and learning experiences
4. Evaluate the outcomes of the curriculum

Taba was a scholar of Tyler and presented the following 7 steps in her model for curriculum development:

(1) Diagnosis of needs
(2) Formulation of objectives
(3) Selection of content
(4) Organisation of content
(5) Selection of learning experiences
(6) Organisation of learning experiences
(7) Determination of what to evaluate and how.

Wheeler proposed the following five phases for curriculum development:

(1) Selection of aims, goals and objectives

(2) Selection of learning experiences in order to attain these aims, goals and objectives
(3) Selection of content (subject matter) through which certain experiences may be offered
(4) Organisation and integration of learning experiences and content with respect to the teaching-learning process within the classroom
(5) Evaluation of the effectiveness of all aspects of phases 2, 3 and 4 in attaining the aims and goals.

Each one of the five essential components of the curriculum is constantly influenced by the other components, so that no reflection on the curriculum can one-sidedly emphasise any particular component. The aims, objectives and outcomes (results) of the curriculum follow, for example, from the situation analysis that is based on facts obtained through evaluation of the learners' performance in the society. Steyn (1993:16) and Eash (1991) compare a curriculum with the human body: "Just as the effective functioning of the human body is a product of the interactive orchestration of the component systems, the holistic effect of a curriculum derives from the integration of its components". For this reason a curriculum cannot be described as either content-based or outcomes - or objectives-based as a curriculum consists of five equal important and interrelated components.

Once particular teaching-learning needs have been identified by means of a situation analysis, consideration is given to the selection of learning content, the planning of teaching-learning opportunities, activities and experiences aimed at meeting these needs. The results envisaged for such didactic involvement are stated in the form of explicit curriculum aims and outcomes, and the realisation of these aims is monitored by means of process and product evaluation. The particular form that the teaching and learning activities take is co-determined by the selection and organisation of appropriate learning content (Fraser et al, 1993:93).

For Carl (1995:39) particular situations and circumstances can determine which component may serve as point of departure. Over the years specific

philosophies of education have emphasised different components and have used that specific component as point of departure. We can distinguish the following approaches:

- Situation analysis (Behaviouristic needs-approaches)
- Aims and objectives (Objectives-based approach)
- Learning content (Content-based approach)
- Teaching and learning experiences (Activity-based approach)
- Evaluation/Assessment/Results (Outcomes-based approach)
- Learner (Learner-centred approach)

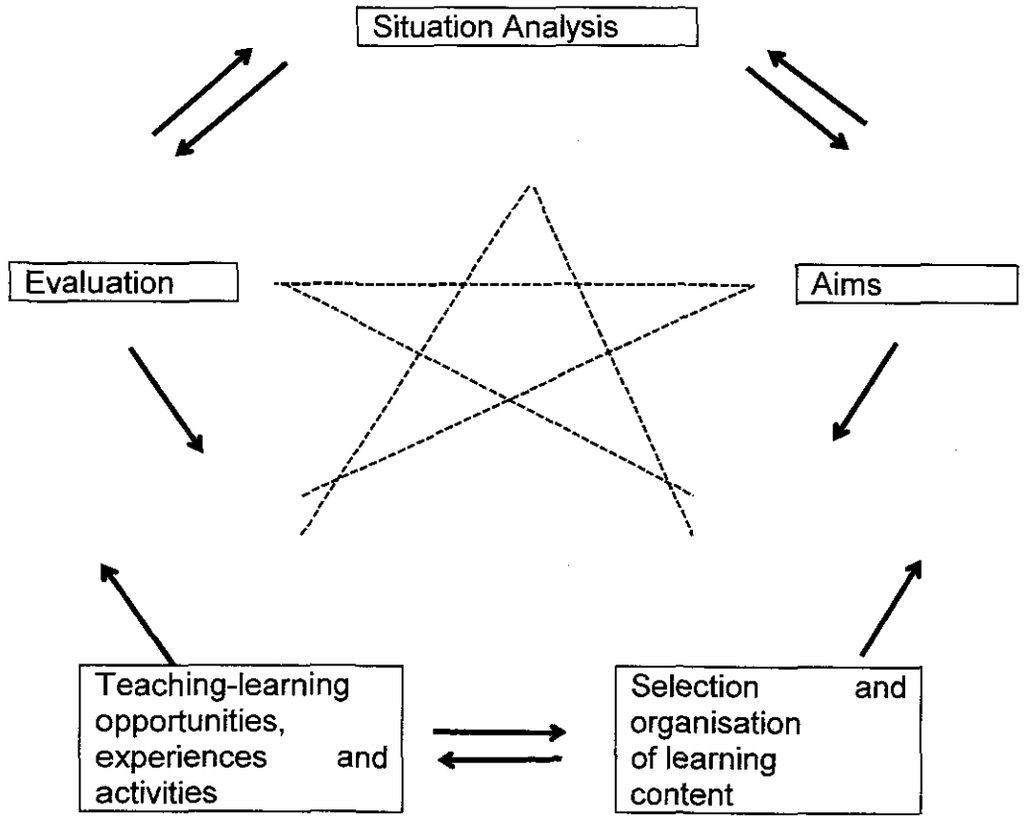
The most important implications of the interrelation between the components of the curriculum are that

- curriculum development *cannot be directed at a single component* (e.g. content-based or objectives-based or outcomes-based) of the curriculum, but all the components of the curriculum must be considered.
- Fraser et al., (1993:94) suggest an interlinking of each component with all the other components - study in this regard the arrows in FIGURE 1 and compare it with Carl's (1995:95) dynamic model (FIGURE 3) and Killen's (1997:30) outcomes-based curriculum model (FIGURE 2).

Furthermore curriculum design can *never be linear and one-directional*. You cannot design a curriculum only *"backwards"* with the outcomes or assessment standards as the starting point. For example, when identifying an outcome it must be considered in terms of the broad social and educational situation (teachers' abilities, classroom facilities, class sizes, etc.), in terms of the stated broad educational aims and more specific lesson objectives, in terms of the possible teaching and learning experiences (laboratories, workshops, libraries, teaching methods) and lastly in terms of the assessment or evaluation procedures available. Curriculum design can never be a one-directional (a clockwise or anti-clockwise) process - like a spider's web there is an integrated and interrelated relation between the five components.

For Carl (1995:47) the curriculum development process is characterised by various possible phases, of which initiation, design, dissemination, implementation and evaluation are but a few. Curriculum development is the process of translating curriculum policy statements into an educational program. This concept of curriculum is viewed broadly: it includes the objectives, content, and general methods of instruction in a subject area or in a state's, or school's total educational program. In this sense, a curriculum is only partially contained in a curriculum document; the detailed decision-making about methods and content of instruction necessary for classroom teaching also constitutes an important element. He views the classroom situation as the curriculum at micro-level and as an integrated part of the whole process.

FIGURE 1 THE TRADITIONAL CURRICULUM MODEL (Fraser et al., 1990:94)



2.5.2 Design of an outcomes-based curriculum

In 1997 Bengu (DoE, 1997b:2) announced Curriculum 2005 as "a shift from one that has been content-based to one which is based on outcomes". For Taylor (1999:126) C2005 is "highly prescriptive in terms of policy and pedagogy, and vague in the extreme in the area of content" and the Chisholm Review Committee (2000:48) reported: "Content knowledge is conspicuous by its absence in C2005 policy documents. This is largely because C2005 designers, have taken excessive care not to prescribe content". Spady (1994:18) is of the opinion that die "design down principle might make teachers' or publishers' favourite curriculum content unnecessary, optional, or subject to elimination from a curriculum design". However, Spady (1994;18) also warns that "...if this content is truly important to students accomplishing significant culminating or enabling outcomes, it must remain in a curriculum design". On the question of what teachers expect from the new Revised National Curriculum Statement Potenza (2001:20) states: "They were unanimous in expressing the desire to be given a clearer indication of what knowledge and skills they needed to focus on in each grade. 'Though we are not supposed to talk about a syllabus anymore', said one teacher. 'at least we knew what we were expected to teach in each grade when we had a syllabus". That in essence refers to a core-syllabus and is what the DoE (2001c:11) envisaged for each learning area booklet: "The learning outcomes by grade should specify the sequence of core knowledge / content and skills to be taught in each learning area at each grade level".

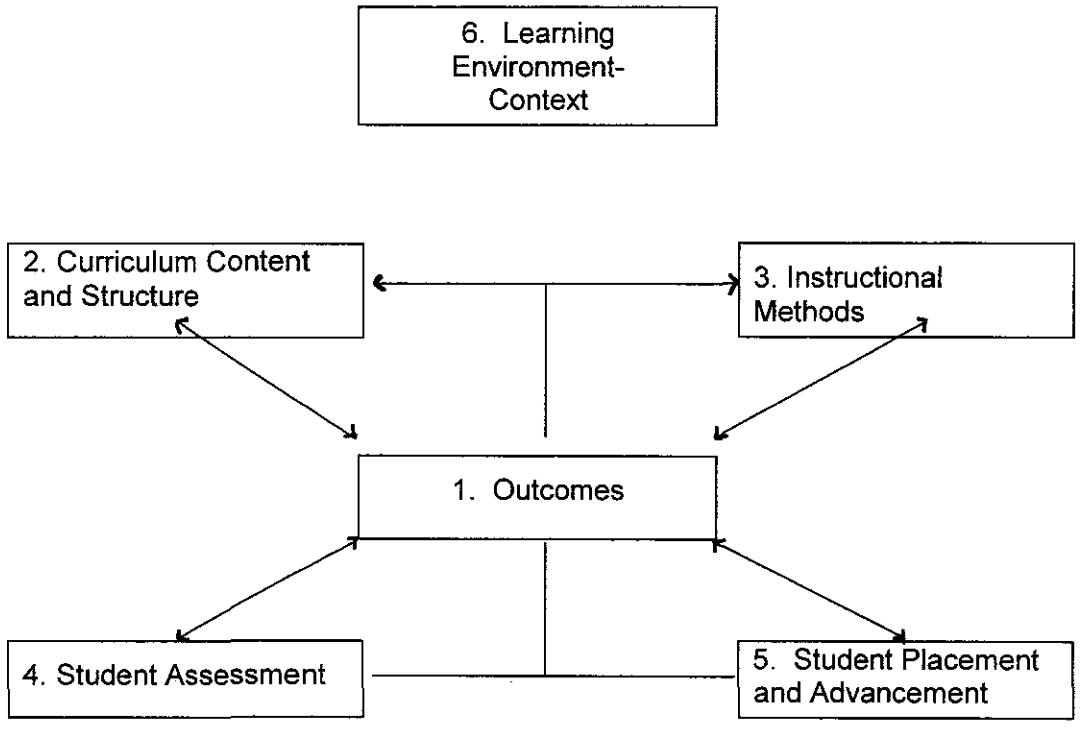
For Killen (1997:30) the following figure (Figure 2) represents one model that can be used to describe either the organisation of the total school curriculum, or the curriculum or syllabus in a particular subject area in an outcomes-based approach. As such Killen not only see it as a model for outcomes-based programming (micro-curriculating), but also as a model for curriculum design. Killen (1997:30) explains this model as follows:

- The centre-point of this model is the outcomes (1) that all students are to achieve. Once the outcomes have been defined, the outcomes then influence all other components of the curriculum. The specificity of these

outcomes will depend on the scope (total school, subject area or classroom planning) of the curriculum that is being represented by the model.

- Next the teacher must describe, in detail the knowledge, skills and dispositions that students must develop in order to achieve these outcomes (Killen, 1997:30). This phase or step that is not included in Killen's model and it could refer to a needs-analysis of the particular outcome. As a step in the direction of the achievement of outcomes it could refer to intentions (aims and objectives) with regard to knowledge, skills and dispositions needed to master the outcome. It could also refer to the assessment criteria, range statements and performance indicators that describe the specific outcomes as it is in the case of Curriculum 2005.
- The outcomes define the scope and structure of the content (2) through which students will develop the knowledge, skills and values defined by the outcomes. Content needs to be seen as a support base for addressing and facilitating student's achievement of the outcomes, rather than as an end in itself.
- The outcomes focus the instructional methods (3) so that each learning activity has a specific purpose (intention, objective?). Planning becomes a process of anticipating possible activities, rather than predetermining specific activities.
- The outcomes determine how student learning will be (4) assessed (placing emphasis on what learning students can demonstrate, rather than when they are required to demonstrate their learning).

FIGURE 2 A MODEL FOR OUTCOMES-BASED PROGRAMMING (KILLEN, 1997:30)



* The numbers are for reference purposes only and do not indicate a one-directional linear system.

- The outcomes determine the way in which student placement and advancement (5) will be organised (with opportunity for advancement being based on demonstrated learning rather than age).
- The outcomes focus attention on the learning environment (6) that will be necessary in order that the outcomes can be achieved.

At first reading, the above ideas might suggest that OBE programming is a linear operation that progresses in a lock-step fashion from outcomes to content to teaching strategies to assessment. Nothing could be further from the truth. Outcomes-based programming is an interactive (repeating) process in which considerations of content, methods and assessment are integrated around a common concern (outcomes) for what the student will learn. At each step of the process, teachers must reflect on the ways in which the elements of the curriculum influence each other.

Killen (1997:30) compares his model with other curriculum models and states: "Of course the content, methods, learning context, and student assessment interact and influence each other in much the same way as they do in other curricula." Although he describes his model as an interrelated and non-linear model he never states how the all-important definition of outcomes form part of the curriculum design process.

- "Once they have been defined, the outcomes then influence all other components of the curriculum" (Killen, 1997:30). Surely these outcomes would also be influenced by the specific situation (learning environment, societal needs, the job-market, national and local priorities, learner and teacher abilities, facilities like workshops, laboratories and libraries) and by the other components of the curriculum design.
- In other curriculum design models (Tyler, Nicholls, Wheeler, Steyn, Fraser - see Figure 2) the learning outcomes (results), in the form of the intentions of the curriculum (aims and objectives) and the learning results (outcomes in the form of guidelines for evaluation/assessment) of the curriculum, form part of the curriculum design process.
- He refers to outcomes, that all students are to achieve, as the centre-point of his model without stating how these outcomes are determined. He does not say, for example, how a lack of facilities in the learning environment and special local needs could influence the pre-determined outcomes.
- Keeping in mind the big influence of the "desired" outcomes on all the other components, it seems imperative that the determining of the outcomes should form part of curriculum design on all (macro, meso and micro) levels of the educational system.
- Killen (1997:26) agrees, "The fact that the appropriateness of these outcomes should be questioned is often overlooked; so, too, are the practicalities of achieving them." This is not a matter, as stated by Killen (1997:32), of teachers who "...disagree with the idea that someone else might specify the learning outcomes that my students are to achieve", but rather an insistence that the defining of outcomes should form part of the formal and integrated process of curriculum development by educators

and teachers who are faced with the practicalities of implementing it. The selection of outcomes should not be subjected to the agendas (accountability in education, national economic efficiency, rationalisation, central-control, social engineering, economical development, upliftment, equity) of politicians, sociologists, economists, labour union representatives, bureaucrats and administrators. Outcomes should not only be questioned, but the determining of outcomes should form an integrated part of the curriculum development process.

- Compared with Fraser's model (Figure 2) the curriculum components of Killen, with the exception of aims and objectives, are the same and the only difference is the central position given to the outcomes. In OBE the outcomes (results) serve the same purpose as aims and objectives (intentions). Killen also regards "Student placement and advancement" as a curriculum component.

2.5.3 A comparison between the traditional and the outcomes-based design

From both the traditional model (Figure 1) and the outcomes-based model (Figure 2) it is clear that a curriculum consists of several components (Nicholls, 1978 in Steyn, 1993:16). These essential components are:

Table 3 Components of the curriculum

Traditional (Nicholls, Steyn, Fraser)	OBE Model (Killen)
1. A situation analysis – assumptions about the learner and society	1. Context - learning environment
2. Goals, aims and objectives	2. Rational of the learning area, outcomes
3. Content or subject matter	3. Curriculum content and structure
4. Teaching and learning opportunities and experiences – *suggested* methodological guidelines for the teacher	4. Instructional methods
5. Evaluation or assessment – *suggested* assessment guidelines	5. Student assessment
	6. Student placement and advancement

For the "streamlined C2005" the DoE (2001c:11,20) proposed for the new Revised National Curriculum Statement that each of the learning area booklets or Learning Area Statements (LAS) will incorporate inter alia in Section 2 a definition and scope of the learning area, the aims, goals and

purpose of the learning area and an "overview and rationale for the content of the Learning Area Statement". In Section 3 it should include a "Detailed list of learning outcomes and assessment standards by grade (from Grade R to 9). Learning outcomes describe what learners should know and be able to do at the end of a grade or more than one grade". Further: "Learning outcomes by grade should specify the sequence of core knowledge / content and skills to be taught in each learning area at each grade level" and "represent an integrated skill and content statement".

2.5.4 A model for an outcomes-based Learning Area Statement

In the following model for an outcomes-based Learning Area Statement that was adapted from the "Road Map for the Development of the National Curriculum Statement: Principles and Design" (DoE, 2001c:11) the similarities between the components of a traditional and an outcomes-based design model are further developed by:

2.5.4.1 The context of education (Situation analysis)

- Needs of the community/learners
- Kind of learner we want to 'create'
- National Educational Policy
- Principles and goals of OBE
- The 12 Critical Outcomes

2.5.4.2 Rationale of the Learning Area (Aims and objectives)

- Definition, significance and scope of the LA
- Aims, goals and purpose of the LA
- Overview and rationale for the LA content

2.5.4.3 Learning Area Outcomes (LAOs)

- LAOs from Grade R-9
- Detailed list of LAOs by grade
- Describe knowledge and skills of the LA

- Designed down from GET exit requirements
- LAOs describe what learners should know and
- be able to do at the end of each grade
- Integrated skill and content statement

2.5.4.4 Teaching/Learning Experiences (not prescriptive)

- Teaching and learning methods and strategies
- as derived from the principles and goals of OBE
- Learner-centred, constructivistic, experiential
- Self activity, facilitation, co-operative learning, etc.

2.5.4.5 Assessment standards (Give an indication of content)

- Describe the expected level and range of
- performance for each LAO at each grade by
- means of 3-8 assessment standards
- Designed down from GET exit level requirements
- Seen as minimum knowledge, skills and values
- Specify sequence of core knowledge
- content and skills at each grade
- Assessment exemplars to demonstrate competence
- Include both formative and summative assessment
- Combination of continuous assessment and exams

2.5.5 The design components of C2005/RNCS

In the following paragraphs the six components of an outcomes-based curriculum design that were identified in the previous paragraph will be discussed in more detail.

2.5.5.1 The context of education (Situation analysis)

Needs of the community:

Societies and their culture(s) are significant variables, which must be taken into consideration during a situation analysis. A society has particular didactic needs and in this respect makes specific demands on the curriculum. Contemporary society is dynamic and is characterised, inter alia, by rapid social, political and technological change. Society expects the curriculum to be up to date with current developments and future trends, especially as they manifest in technology.

The Ministerial Project Committee (DoE, 2001b:2) declares that it is fully committed to "the basic goals, values and thrust of C2005 and to transformation". The aim of the national Department of Education (DoE, 2001e:2) is "to reconstruct a fragmented and deeply discriminatory education system, and establish a unified national system underpinned by democracy, equity, redress, transparency and participation. This social reconstruction had to be linked to economic development in the context of global economies and internationalisation. The dual goals are captured in the mission statement of the Department of Education:

> "Our vision is of a South Africa in which all people have equal access to lifelong education and training opportunities which will contribute towards improving the quality of life and build a peaceful, prosperous and democratic society" (SA, 1996b:1)

The kind of learner we want to "create"

In a learner-centred approach the first question asked should not be the commitment to political and ideological ideas but about what is in the best interest of the learner (child). Within a constructivistic approach there can be no idea that a learner can be "created" or changed by education – the child is a free subject and never an object to be created. This also implies a situation analysis of the persons (learners and teachers), learning content, society (needs of the country, province, community, job market) and institutions (schools) to which the curriculum relates.

It involves a detailed study of the target group at which the curriculum is directed. This means that first of all aspects of the learner's everyday milieu should be taken into consideration. This implies the following aspects:

- Social, cultural and economic milieu
- Level of cognitive (intellectual) development
- Level of affective (emotional) development
- Level of psychomotor development

The Ministerial Project Committee (DoE, 2001b:9) stated that the National Curriculum Statement (RNCS) should consist of eleven Learning Area Statements (LAS) (8 for the learning areas plus 3 for the Foundation Phase = 11). In Section 1 for each LAS the following aspects should firstly be considered:

- The principles and goals of OBE that had been accepted as National Policy
- The 12 Critical and Developmental Outcomes guide the overall development of the NCS
- Human Rights and Inclusivity in the school and classroom
- The kind of learner we want to "create".
- The teacher and didactic environment (school)

The Ministerial Project Committee (2001b:1) refers to 'teachers' when talking about classroom-based teachers and 'educators' when referring to everybody else involved in providing education. The personality, subject scientific and subject didactic training, as well as the professional competence and behaviour of the teacher are co-determiners of the meaningful course of the didactic activities. When developing a curriculum the following aspects of the teacher should be taken into consideration:

- Personal qualities and teaching style
- Subject training
- Subject didactic training
- Professional competence and commitment

Many of the influencing factors that must be considered when planning the curriculum are inherent in the particular didactical situation, educational institution and system in which the curriculum must be implemented. Some of these factors are the following:

- Logistical potential. This includes factors like the available funds, class sizes, number and type of classrooms, available time, supporting services, libraries, laboratories, workshops, availability of electricity, etc.
- Administrative structure. The nature of the internal administrative structure and the efficiency of the general organisation of the institution also determine the effective functioning of the curriculum.
- Mission and aims. The mission and general aims of the school echo the school's perception of its mandate from the community. These mission and aims determine a school's academic policy.

2.5.5.2 Rationale of a learning area (Aims, goals, purpose)

For the Ministerial Project Committee (2001c:11) this section deals with the following aspects:

- Definition and scope of the learning area – the essential features, that is, what is unique about the learning area
- The aims, goals and purpose of the learning area
- The significance of the learning area in the GET band – how the learning area will promote the 12 Critical and Developmental Outcomes and its role in producing the kind of learner required in the 21st Century
- An overview and rationale for the content of the learning area.

Aims and objectives refer to the intentions of a curriculum whereas outcomes refer to the products (results) that the learners should attain. The question of why particular learning content is selected seeks clarity regarding the general aims and the more specific objectives of the curriculum. It can also be stated in the form of learning outcomes (results) as specific knowledge (learning content), skills and attitudes that the curriculum aims at. Teaching and learning are intentional activities. This means that they are not performed

randomly, they are guided by aims and objectives with a particular outcome (result) in mind. In Australia according to Brady (1999:1), the sequence of goal, aim and objective have generally constituted an increasing order of specificity. In 1991 with the emergence of the national curriculum in Australia, outcomes were defined as: "...the intended results of teaching and learning expressed as a set of broad, comprehensive, assessable and observable indicators or benchmarks of student achievement at each stage of a course."

2.5.5.3 Learning Area Outcomes (LAOs: Objectives, learning results)

The Ministerial Project Committee (DoE, 2001c:11) states that Section 3 should include the following:

- A summary overview of all the learning outcomes for the learning area – a list of LAOs from Grades R to 9.
- A detailed list of LAOs and assessment standards by grade (from Grade R to 9) that describe what learners should know and be able to do at the end of a grade or more than one grade.

For Arjun (1998:24) the term outcome is very similar to the term objective and hence it finds its natural home in the product model. Both deal with what pupils should be able to do as a result of the learning opportunities presented by the teacher.

- Short-term objectives, intermediate outcomes and long-term aims: Whilst behavioural objectives are short-term objectives (i.e. what the learner should be able to do as the end of a lesson), outcomes refer to what the learner should be able to do at the end of a series of lessons or at the end of a module or course.
- Outcomes therefore occupy an intermediate position between short-term behavioural objectives and long-term aims. Thus:
- aims are long-term
- outcomes are intermediate and
- objectives are short-term intentions/results.

For Killen (1997:26) the real issue is that a statement of goals, aims or objectives describes the intent of some educational process. If these intentions are realised, the end product of the educational process can be referred to as an educational outcome. It is this link between intentions and results that is at the heart of outcomes-based education. "Statements of intent or statements of desired educational outcomes focus attention on the purpose of instruction, rather than on the content or learning experiences that are the vehicles for instruction".

For Brady (1999:1): "Outcomes, as distinct from the more general statements of educational intent like aims and objectives, provide a means of system and organisational accountability because they are overt, observable and therefore assessable indicators of student achievement". Brady (1999:3) states the following distinctions:

- Objectives as statement of teacher intent and outcomes as statements of student achievement
- Objectives as statements of short-term intent and outcomes as statements of long-term intent;
- Objectives as the specific steps in achieving the long-term outcomes.

The didactic activities are not only planned, but also guided by and evaluated by means of explicitly formulated and didactically justified aims and objectives. Thus aims and objectives (and for that matter the corresponding outcomes) serve as a basis for selecting the learning content of the curriculum and also act as co-determiners of the teaching methods and learning activities by means of which the learning content is taught. In the form of outcomes they also provide the necessary guidelines and criteria for evaluating (assessing) the effectiveness of teaching. The particular aims that must be considered and strived for in particular didactic situations follow from a situation analysis of the learner's life-world (community, reality) that precedes reflection on the particular didactic situation.

2.5.5.4 The learning content

It is seldom the case that the development of an entirely new curriculum has to be undertaken. Usually existing subject matter, although differently organised and probably with different aims (or outcomes), can be used to design new modules for an existing curriculum. As is the case with the Curriculum 2005 project existing curricula, in the form of critical and specific outcomes, from other countries could also be considered in the light of local needs and resources. The scope and sequence of the existing subject matter against the background of its rationale and aims would be of great value to predict the suitability thereof in the target curriculum. It would be senseless to try and develop a new curriculum from scratch. The learning content should be in correlation with all the other components. The Ministerial Project Committee (DoE, 2001b:3) states: assessable outcomes focussed on what qualifying scholars can do (their applied competence) are only a fraction of the real outcomes which have to do with the why and how they will do things". For the proposed new National Curriculum Statement for schools in the GET band the Department of Education (DoE, 2001c:21) states that it should detail "which knowledge and skills within each learning area should be taught when, in what sequence and at which level of competence".

In March 2001 the Department of Education (DoE, 2001b:3) reported: "What South African education needs to do is go forward by improving the alternative modes of teaching and learning that have started to be put in place. In the process the 'what' of learning needs to be integrated with the 'how' and the 'when' with the 'whether'. 'Basics' cannot be polarised from 'outcomes'; this is as much a false opposition as those polarisations set up in some formulations of outcomes-based education".

As already stated the LAOs serve as a basis for selecting the learning content of the curriculum and the Ministerial Project Committee (DoE, 2001c:12) states that:

- The LAOs should specify the sequence of core knowledge, content and skills to be taught in each area at each grade level

- It should represent an integrated skill and content statement.

The question of what is taught focuses on the learning content selected and organised for the purpose of attaining the aims and outcomes of the curriculum. For Killen (1997:26)

- content and learning experiences are the vehicles for instruction.
- Thus learning content is the means for teaching and educating the learner with a view of achieving the aims and outcomes of the curriculum.
- The selection of learning content involves singling out and demarcating the content that may contribute meaningfully towards achieving the aims and outcomes.
- This also implies relevant and contemporary learning content that is able to accommodate the potential, aspirations and needs of the learner, the teacher and society.

According to Bruner (In Lawton et al., 1978:99) the curriculum should be concerned with the business of knowing, not just with knowledge. It was commonplace in the sixties to point to the rapid obsolescence of knowledge and maintain that we needed to educate for flexibility, creativity, and adjustment to change. The present climate seems to remind us that there are, after all, particular skills and kinds of information (basics) that all learners need.

- Holcomb (1995:1) states "Schools are designed, or should be, to teach children how to cope in an adult society. Schools must be places where we pass on accumulated knowledge of previous generations in order that future generations will not have to learn everything through trial and error. There is not the time. There is too much to learn."
- For the Ministerial Project Committee (DoE, 2001b:3) "...the basics that children need to know now have also expanded. It is no longer sufficient that children learn to read, write and do mathematics, although that is the basis of all education. Higher levels of reading, writing and numeracy are required at earlier levels".

- Arguments have been advanced to show that the principles embedded in the notion of democracy itself point to the need for a core curriculum. There is a need for the institution of certain essential elements (basics) in the curriculum as a way of preparing learners for participating fully in a democratic society (Kirk, 1986:32).

The central idea in the theoretical position of constructivist scholars is that learners construct knowledge for themselves (Winn, 1993:112) and that each person knows the world in a different way. In the extreme case this means that there is no shared objective world that can be analysed and selected for instructional purposes. According to Dijkstra (1997:1) there is much evidence that there is a need to know and that human beings develop or construct knowledge for themselves and that the world is known in different ways, but these differences don't mean that reality cannot be 'objectified'. Whatever we teach should increase the power of learning. We should be concerned with the process, rather than the product. Knowing, however, involves knowing something, and it is possible that Bruner underestimates the importance of what we should teach.

Potenza (2000:1), however untransformational it may sound, "...believes that the knowledge base of the curriculum matters. Each of the learning areas assumes a spiralling of certain content and concepts, skills, values and attitudes. Why not make these explicit to teachers? Why not provide a core curriculum for each grade in each learning programme? This could be done in such a way that the essentials would be compulsory for all schools in South Africa but time and space would be left for teachers to develop other areas of particular relevance to their learners". And according to Potenza in this way, we could get the best of both worlds. The revised National Curriculum Statement consists of an overview document and eight Learning Area Statements. A Learning Area is a field of knowledge as well as connections with other fields of knowledge and Learning Areas. In the Revised National

Curriculum Statement, the Learning Areas are:

Languages	Mathematics	Natural Sciences
Technology	Social Sciences	Arts and Culture
Life Orientation	Economic and Management Sciences	

The relationship between human rights, a healthy environment and social justice is addressed in each Learning Area Statement. The Learning Area Statement provides a guideline of requirements and expectations from Grade R to 9 for schools in the General Education and Training band (Asmal, 2002b:12).

In terms of Section 4 of the Employment of Educators Act, (1998), the formal school day for teachers will be seven hours. In terms of the National Education Policy Act, (1996), the formal teaching time per school week is 35 hours. The time-allocations for the different learning areas are set out in the following figure:

Table 4 Time-allocation for the phases

PHASE	GRADE	TIME	
Foundation Phase	R, 1, 2	22h	30min
	3	25h	
Intermediate Phase	4, 5, 6	26h	30min
Senior Phase	7	26h	30 min
	8, 9	27	

- Foundation Phase

The formal teaching time allocations for the Foundation Phase are presented below as percentages of the times in the table above:

Literacy	40%
Numeracy	35%
Life Skills	25%

- Intermediate and Senior Phases

The allocations as percentages of time (presented in the table above) for Intermediate and Senior Phases, are:

Languages	25%	Technology	8%
Mathematics	18%	Economic and Management Sciences	8%
Natural Sciences	13%	Life Orientation	8%
Social Sciences	12%	Arts and Culture	8%

2.5.5.5 Teaching-learning opportunities and experiences

The learning area outcomes (LAOs) also act as co-determiners of the teaching methods and learning activities by means of which the learning content is taught. In the form of outcomes they also provide the necessary guidelines and criteria for evaluating the effectiveness of teaching. The question of how the learning content should be taught requires information regarding the teaching-learning experiences, opportunities and activities appropriate for teaching the selected learning content in order to reach the predetermined objectives and outcomes. Learning experience is characterised by interaction between the learner and the learning content. During this interaction the learner obtains knowledge and practices skills. In the selection of learning content and the planning of teaching and learning opportunities the available facilities (e.g. laboratories, libraries, workshops, electricity, computers) at schools should be considered.

For Steyn (1993:19) not even subject curricula (read syllabi) can proceed to the point that curriculum specialists prescribe teaching-learning situations for teachers. "Teachers are professionally trained and have to interpret the subject curriculum according to the specific characteristics of students in their class and community needs." In traditional syllabi these suggested teaching methods and evaluation strategies were always meant to be only guidelines for the teacher. In this regard the original C2005 has been described as "highly prescriptive in terms of policy and pedagogy and vague in the extreme in the area of content" (Taylor, 1999:126).

2.5.5.6 Assessment standards

Within the RNCS each Learning Area Statement includes a detailed section on assessment. Within an outcomes-based framework the most suitable assessment methods that accommodate divergent contextual factors are used. Assessment should provide indications of learner achievement in the most effective and efficient manner, and ensure that learners integrate and apply knowledge and skills. Assessment should also help students to make

judgments about their own performance, set goals for progress and further learning. The Revised National Curriculum Statement aligns the curriculum with assessment policy contained in the Assessment Policy (Government Gazette No 19640 of 1998). A common guideline for teachers is contained at the end of each Learning Area Statement.

For the Ministerial Project Committee (DoE, 2001c:12) the assessment standards that form part of each one of the learning area outcomes "describe the minimum level at which learners should demonstrate the achievement of learning outcomes and the range (breadth and depth) of demonstrating the achievement. In other words, the assessment standards should describe the expected level and range of performance for each learning outcome at each grade.

- The assessment exemplars that should accompany the RNCS (LAS) will suggest assessment tasks, assessment strategies and the kinds of answers that can be expected at a range of grade levels.
- The level and range of performance will be presented together with each learning outcome having three to eight assessment standards.
- These will be cross-referenced to assessment exemplars that should accompany the RNCS.
- The assessment standards will detail what kinds of tasks can be set, what assessment strategies adopted and the kind of answers that can be expected.
- The LAOs and accompanying assessment standards should be seen as minimum knowledge, skills and values to be covered but should not be all that is taught.
- They indicate what is essential for progress through the system. The assessment standards are multiple, varied examples of opportunities for learners to develop and demonstrate their competence or progress in each of the learning outcomes or a combination of learning outcomes
- The RNCS for each Learning Area will include brief sections on the role of the teacher in formative and summative assessment and the "role and

relationship of and between continuous assessment and exams" (DoE, 2001c:12-16).

In Curriculum 2005 the word assessment is preferred and it should be a continuous process. The subject teacher will want to evaluate the effectiveness of the RNCS for his/her learning area (LAS – Learning Area Statement) as measured by the progress of his/her learners. It is often said that the implementation of a new curriculum is not completed before the first matric examination paper on that curriculum is not written and marked. More than any other component assessment is the final determining factor for the way in which a new curriculum will be implemented in our schools. In the past concept examination papers were often included in core subject syllabuses to serve as guidelines to teachers. Evaluation is the process of determining the extent to which the aims and learning outcomes of the curriculum have actually been achieved and the learning outcomes have been mastered. In particular, evaluation reflects upon and provides value judgements concerning the quality and the effectiveness of the teaching and learning activities. The following four types of assessment (evaluation) are distinguished by various researchers:

(1) Formative (process) assessment is directed at diagnosing shortcomings in the actualisation of the teaching and learning activities with a view of remediation, adjustment and improvement. Formative assessment is in essence informal continuous assessment and it should be part of the every day teaching and learning programme. Immediate feedback is applied to improve teaching and in this way also the performance of the learners and according to Oliva (1988, in Carl, 1995:121) this may take place in a formal or informal manner.

(2) Summative (product) assessment is carried out on completion of certain stages in the didactic process, for example, at the end of a lesson, in order to determine whether the objectives of the lesson were achieved. For Oliva (1988, in Carl, 1995:121) this is mainly a summarising evaluation that takes place at the end of the instructional learning process. Calitz et al (1982,

in Carl 1995:121) equates summative evaluation with product evaluation as the achieved gain (product, learning outcome) is evaluated.

(3) In Norm-based assessment a learner's achievement is compared with the average achievement of the group or class. Coetzee (1985, in Carl, 1995:122) is of the opinion that the emphasis is not so much on full or absolute mastery of the content/skills but rather on personal progress.

(4) In Criterion-based assessment the learner's performance is compared with one or other objective criterion and not with the class average. The emphasis is on total mastery and the pass level is often very high. A symbol allowed on a criterion basis would be an absolute reflection of the learner's abilities in regard to the required goals and objectives (Coetzee, 1985, in Carl, 1997:123).

As a component of the curriculum assessment performs, inter alia, the following functions:

- It supplies feedback on individual learner's learning experiences and learning gains.
- It diagnoses the nature and extent of possible teaching and learning problems.
- It indicates weaknesses and strengths in the didactic abilities of both learner and teacher.
- It determines whether the learner has mastered the learning outcomes.

The policy of C2005 commends 'continuous formative assessment', in which both learners and teachers accept responsibilities for assessment, to promote continuous learning and enable assessment of competence and complex performances. Continuous assessments become also a basis for judging overall achievements and reporting to learners, parents and the system. In a later report the department (DoE, 2001e:21) states: "Continuous assessment was interpreted by some as frequent testing, becoming a nightmare of

accounting and record keeping in the classroom, interfering with teaching and learning".

2.6 Curriculum development

With the announcement of the Curriculum 2005 project the Minister of Education (Bengu, 1997:29), stated that in future curriculum development will be the task of the teacher in the classroom: "This is outcomes-based education rule number one: curriculum development is the task of teachers at the site of delivery". With regard to learning content the Department of Education stated that "...it does not matter what content helped them to do so or where, when and how they acquire such ability" (DoE, 1996a:48). Since then the national and provincial departments have issued prescriptions for not only learning programmes but also phase-organisers, and programme organisers. For some learning programmes teachers have been supplied with learning materials for specific lessons. With reference to the teacher's task to select teaching and learning methods Taylor (1999a: 126) states: "In short, Curriculum 2005 is highly prescriptive in terms of policy and pedagogy, and vague in the extreme in the area of content".

2.6.1 The task of the teacher in the development of a curriculum?

For Prawat (1992, in Carl, 1995:9) teacher empowerment is manifested in the measure of consultation, freedom and involvement with curriculum development. What must they be empowered for? Specific areas in which teachers may be empowered are in respect of development of the curriculum, evaluation of students, the selection of instructional material, personnel development programmes, and the determination of instructional styles (DuFour & Eaker, 1987:85, in Carl, 1995:14). Traditionally teachers' role in curriculum development was limited to a high degree to the implementation of a curriculum, or syllabus, coming from somewhere else, and to the assessment of learning results, mostly for grading purposes.

It is evident that teachers need to be "empowered" to fulfil a new transformed role in curriculum development, as both Carl (1995) and Steyn (1993) rightly indicate. Whenever teachers build together they take ownership of the curriculum. It takes time to include genuine contributions from each participant, but as we begin to create a vibrant learning community where people pool gifts, talents, abilities, and interests to solve common problems, probe deeper issues, and add more enthusiasm for better results, we each grow from the process (Weber, 1999:57). On the other hand empowerment is not about turning people loose and then hoping for the best. For Carl (1995:7) there is still a premium on output, outcomes and productivity. There is no climate of carelessness and meaningless freedom, but rather a freedom with responsibility and within specific boundaries because a specific purpose is pursued.

No "empowered" professional person (engineer, doctor, attorney, architect, plumber) enjoys absolute freedom to "exercise his craft" as he pleases - in his actions he is held accountable and he can expect to be punished if he encounters problems by not adhering to the general accepted and legalised standards, rules and regulations that govern his profession. Teachers like policemen and other civil servants, work within a specific bureaucratic structure and more than 90% of them are paid with taxpayers' money. The final accountability rests not with the teacher but with his principal, his departmental head and ultimately with the Minister of Education. Schools do not exist in the first place to enhance the professionalism, status and self-image of the teacher but are there for the benefit of the learner - to prepare him for a meaningful life.

The eventual purpose of the school according to Cunard (1990:34, in Carl, 1995:12) is to prepare pupils more effectively for the society within which they will have to make a living. Freedom is not the absence of structure - or letting employees go off and do whatever they want - but rather a clear structure which enables teachers to work within established boundaries in a creative

and autonomous way (Kanter, in Carl, 1995:7). Maerhoff (1988, in Carl, 1995: 8) states that there is no risk attached to giving teachers greater control over the curriculum, but the product ought to be carefully controlled.

Carl (1995:117) states that in order to ensure dynamic curriculum development, the curriculum developer must identify and utilise working methods that will ensure maximal teacher and pupil participation. Carl (1995:83) refers to "instructional teaching/micro curriculum development in the classroom" as one of the 7 levels on which curriculum design takes place. The subject or phase teacher will be more involved with micro curriculum development (lesson planning) and the selection of lesson objectives, goals, contents, media, methods, and evaluation for a specific pupil or group of pupils.

2.6.2 The teacher's dynamic role in curriculum development

The curriculum development functions of the teacher is not only limited to the micro-level (the development of Learning Programmes and Lesson Plans). In Figure 2 Carl (1995:247) describes the involvement of the teacher in seven different fields. The teacher will have a varying degree of involvement and input - relatively little in respect of the uppermost levels (broad philosophy, legislation, etc.) and a great deal at the lowest levels (school curriculum, and classroom/micro curriculum). The more advanced the level of empowerment is, the higher the level and standard of involvement will most probably be.

To increase the level of relevance of this study the researcher had indicated or replaced the original terminology as used by Carl (1995) and others with the corresponding terminology of the Revised National Curriculum Statement (RNCS).

Table 5 Levels of curriculum development and teacher involvement (Carl, 1995:267)	
Level of curriculum development	Degree of teacher involvement
1. Philosophy of the broad community	Limited to co-determiners of the philosophy and to evaluate own teaching
2. Broad education policy and legislation	Limited to taking note of relevant legislation and to make proposals within the democratic process
3. School-phase planning	As a teacher of the school the teacher can make an input in the organisation of the teaching-learning programme in line with the official (national) policy.
4. Core syllabus development	Input awareness; participate in co-ordinating, subject and syllabus committees on district, provincial, and national levels.
5. School curriculum development	Proposals for amendments, utilise opportunities, knowledge of requirements, propose subject combinations for a school.
6. Subject curriculum (Learning Area) development	Extension and development of the subject curriculum (Learning Program) and enhancement of the subject (Learning Area) through all the grades in a school.
7. Classroom/micro curriculum development	Highest degree of active involvement as actual implementers of the curriculum – lesson planning, implementation, experimentation, research and development.

Level 1: Philosophy of the broad community

The broad philosophy of life usually has a directive function in regard to determination of goals that may be seen in the broad community's educational goals, in local communities' and schools' aims, and in subject, lesson unit, lesson aims and instructional and learning objectives. The teacher has the following responsibilities:

- Teachers should be co-determiners of the philosophy of life in the broad community (Carl.1995:267)
- The teacher is required to have a thorough knowledge of the relevant community's view of education.
- Teachers should continuously evaluate whether their instruction is still in agreement with this broad philosophy of life.

- As subject heads and as teachers this interpretation function will also be carried over to their subject colleagues.
- If there are defects in the subject teaching they should bring the subject teaching once again into agreement with the broad educational goals.

Level 2: Broad education policy and legislation

A community's attitude to education is often embodied in education goals and to give lawful acknowledgement to it, it is often recorded in legislation. It is improbable that practising teachers will actively participate in drawing up legislation but within a democracy they can exercise their democratic right to steer the government in a certain direction. The teacher's responsibilities will be limited to taking note of the relevant educational legislation and carrying it out.

Level 3: School phase planning

School phase planning refers to the different school phases (in the RNCS the it refers to the different phases (Foundation, Intermediate, Senior and FET) and especially the development of the Learning Programmes) offered by a particular school. The teacher should have a thorough knowledge of school phase planning, subject choice possibilities, matriculation exemption requirements and syllabus development procedures in order to make an input in curriculum development in one way or another.

Level 4: Syllabus or Learning Area development

Syllabus (or Learning Area) development comprises the design of a new syllabus (Learning Programmes) as well as the revision or change of existing subject syllabi (Carl, 1995:250). (In the new RNCS this refers to the rationale, Learning Outcomes and Assessment Standards of a specific Learning Area or programme). Core syllabi (as indicated by the Assessment Standards) are planned at national level but each education department (province) and to a lesser extent every school and teacher, may adapt this core syllabus to local needs by adding more relevant content or by restructuring the official core content. However, for the sake of national standards core content (RNCS

learning outcomes and assessment standards) may not be omitted. According to Carl (1995:250) the teacher could become more involved in the provincial and national syllabus development process through the following functions (adapted for the new educational structures):

- Thorough awareness of the relevant learning area's review procedures.
- Thorough awareness of input channels to serve amendments and proposals.
- Active utilisation of these input channels by lodging proposals and suggestions for amendments and reacting to proposals.
- Awareness of the functions and activities of the respective curriculum and learning area committees on local (district and regional), provincial and national level.
- Active participation in the activities of the relevant co-ordinating learning area committees.
- Active participation in the activities of the local teacher centres.
- Writing school textbooks should the opportunity arise.

Level 5: School curriculum (Learning Programme) development

For Carl (1995:253) it is a misconception that it is only the responsibility of the School Governing Body, the school principal and persons in promotion posts to see to the planning of the school curriculum. School curriculum development for the GET Phase refers to the combination of Learning Areas into unique Learning Programmes and for the FET Phase it refers specifically to the selection of subjects offered by the school.

The teacher may act as an agent for change and he may make suggestions for extension of the broader school curriculum. When opportunities for co-planning and involvement arise the teacher must react positively to it and utilise these opportunities maximally. Teacher involvement is not only limited to subject curriculum (or Learning Area) development but this responsibility also has broader implications for the school curriculum as the Learning Programmes offered by the school. In RNCS the teachers teaching in a specific phase (i.e. Foundation Phase) should co-operatively plan the

teaching and learning activities for each one of the three prescribed Learning Programmes of the Phase.

Level 6: Comprehensive subject curriculum (Learning Area) development

The extension and development of the Learning Area to a more complete Learning program will require various specific responsibilities from the teacher. All of these functions should lead to the enhancement of the particular subject (Learning Area) through all the grades at the school. For Carl (1995:255) his further extension and development of the subject syllabus (Learning Area/Programme) includes the following:

- The selection of suitable and relevant textbooks and supplementary textbooks.
- The interpretation of the syllabus (outcomes and assessment standards).
- The extension of the core learning contents (as derived from the Assessment Standards).
- The development of subject reference works in the library and the building up of a classroom library.
- The identification of community based sources.
- Collecting films, posters and video material for utilisation.
- Drawing up of supplementary notes and setting up a question bank.
- Remaining informed of departmental syllabus requirements and examinations.
- Planning, completing and regular checking of work report books.
- Experimentation with media and renewing teaching methods.
- Planning and holding subject meetings at scheduled times.

Level 7: Classroom or micro-curriculum development (Lesson Planning)

Gunter et al., (1995:3) state that careful planning in the classroom is essential if students are to enjoy a successful journey towards knowledge and understanding and for them good instruction is founded in good instructional planning. As will be indicated in this paragraph the teacher's instructional planning forms an integrated part of dynamic curriculum development. In the RNCS idiom this refers to the development of Learning Programmes and

Lesson Plans for a specific phase and grade in terms of the prescribed learning outcomes and assessment standards.

For Gunter et al. (1995:3) the most general steps of instructional planning are the following:

- Set goals and develop a rationale for instruction
- Define objectives
- Construct a means of evaluation
- Create units of study that will encompass the content of the course of study
- Design lessons for instruction using a variety of instructional models
- Select instructional materials.

The classroom is the level at which actual implementation of the curriculum takes place and for Weiss (1980, in Carl, 1995:257) teachers must have the primary responsibility for what takes place in their classrooms. In the RNCS this refers to the development of Learning Programmes and Lesson Plans.

Level 7 in Figure 2 refers to classroom or micro curriculum development as the highest degree of active involvement by the teachers as actual implementers of the curriculum – lesson planning, implementation, experimentation, research and development.

Steyn (1993:19) distinguishes the following two frames of reference in the field of curriculum design:

- The first group does not make a distinction between curriculum design and instructional design. Instructional design (lesson planning) is sometimes conceptualised as curriculum design on a micro level. According to Steyn (1993:19) curriculum specialists (i.e. Tyler, Taba, Wheeler, Nicholls) regard the writing of objectives for lessons, prescribing learning experiences and evaluation in the classroom as part of curriculum design.
- According to a second group, Beauchamp in Steyn (1993:19), "...designing a curriculum (the corpus of subjects in the school curriculum) has nothing

to do with learning activities and evaluation in the classroom. Only situation analysis, setting of aims and selection of areas of knowledge (content in the form of subjects or learning areas) are applicable phases in designing a curriculum".

If Steyn (1993:19) limits this observation to the broad school curriculum and only to the selection of learning areas (areas of experience or subjects) he may be right but he also refers to subject curricula: "Not even the design of subject curricula, to my view, can proceed to the point that curriculum specialists prescribe teaching learning situations for teachers. Teachers are professionally trained and have to interpret the subject curricula according to the specific characteristics of students in their class and community need". Nevertheless, he still includes "suggest guidelines for the selection of teaching methods and evaluation strategies" in the steps he proposed for the design of subject curricula. "In the last instance the curriculum designer should formulate some guidelines for the teacher/lecturer in connection with teaching methods and evaluation strategies" (Steyn, 1993:35). In identifying aims and selecting content it is imperative that the specific learners, the classroom situation and the methods of instruction and evaluation should be considered and suggestions in that regard have always been considered to be only guidelines and not prescriptive.

One of the major problems with the implementation of the original C2005 was that the unqualified statements to the effect that teachers will in future be responsible for curriculum development created the idea that teachers will be responsible for all seven levels of curriculum development or design (See Figure 2). With the introduction of C2005 Bengu (1997:29) stated: "Teachers will no longer be passive recipients of a curriculum that is built within the walls of a distant Department of Education but will have access to the construction and production of knowledge that is meaningful for a globally competitive and successful nation. This is outcomes-based education rule number one: curriculum development is a task of teachers at the site of delivery. There is nothing that enhances the authority of the teacher other than the control of the curriculum itself". In this regard the North-West Department of Education

(NWDE, 1997:9) stated: "The educators, as curriculum designers, will receive enhanced status. Educators should be equal partners in curriculum and materials development, while employers and other stakeholders have a major responsibility in helping to determine how learners should be prepared for adult life including the world of work".

As was indicated with the discussion of the seven levels of curriculum design teachers play a dynamic role in every aspect of curriculum design but their most active involvement as the actual implementers of the curriculum, is on the level of classroom or micro curriculum development (lesson planning, implementation, experimentation, research and development). Carl (1995:257) describes the following particular curriculum actions with regard to the classroom activities of the teacher:

(a) Planners of lessons and lesson units

To plan a lesson the teacher must be able to identify and formulate goals/objectives (in RNCS from the prescribed outcomes and assessment standards), analyse content, plan learning experience opportunities, consider teaching methods and the sequence of constructional learning events and to evaluate them effectively. For the planning of lessons and lesson units Carl (1995:258) presents the following model developed by Cawood, Carl and Blanckenberg (the column on the left depicts the original model of Carl et al. and on the right the researcher indicated the corresponding RNCS terminology):

Table 6: Micro-curriculum (classroom) planning
Planning of the instructional-learning situation

Traditional curriculum	Revised National Curriculum Statement
Goals	Rationale of the Learning Area
⇩	⇩
Content	Content as derived from Assessment standards
⇩	⇩
Objectives	Learning Outcomes
⇩	⇩
Methods and techniques	Methods and techniques
⇩	⇩
Educational media	Educational media
⇩	⇩
Learner activities	Learner activities
⇩	⇩
Evaluation	Assessment

(b) Implementation of instructed planning

The next function is to implement (or facilitate) the lessons that have been planned. Carl (1995:258) distinguishes between actions that have a direct connection with instruction while other actions would have a more indirect link.

- Direct instructional activities:

- Direct transfer of learning content
- Utilisation of educational methods and media
- Evaluation of effectiveness of the instructional-learning situation
- Evaluation of suitability of lesson content
- Distributing homework

- Instruction-linked activities

- General classroom organisation
- Checking and correcting homework
- Diagnosing learning errors and taking remedial action
- Additional instruction, e.g. outside normal school hours

- Evaluation (assessment) activities, e.g. drawing up and marking test and examination questions (Continuous formative and summative assessment)

- Personal self-evaluation

(c) Experimentation with subject matter

For Taba (1962, in Carl, 1995:258) teachers need help to try out new and unfamiliar ideas and they should feel free to experiment.

- Experimental thought is reflected by teacher actions within the classroom and it appears to be an important component of curriculum development and change. There should however be sufficient support and opportunities for this, which must take place within a special climate (Carl, 1995:259).

(d) Classroom research in relation to subject matters.

- It is necessary to extend the pool of knowledge by means of classroom research, especially when changes are envisaged.
- Research may deal with handling slow pupils, gifted pupils, and the relevance of contents, educational methods and working methods.

(e) Development of subject curriculum (Learning Areas/Programmes)

- The teacher should make a direct contribution to the development of the subject curriculum (learning programmes).

2.7 Decentralised, Centralised or Co-operative Curriculum Development?

In the previous paragraphs we discussed different conceptions of what a curriculum is and when we discussed the curriculum development process it was clear that authors often refer to a broad curriculum when they are actually dealing with a more specific subject syllabus or learning area programme. Furthermore, politicians and other commentators usually do not distinguish between curriculum development on the macro (national), meso (provincial

and school) and micro (classroom planning) levels. When the former Minister of Education speaks about curriculum development as "a task of teachers at the site of delivery" (Bengu, 1997:29) it seems that he refers to curriculum development in the light of what Steyn and Carl refer to as the teacher's micro-curriculating (instructional or lesson planning) in the classroom.

Curriculum development is for the department (DoE, 1997:12) merely "...a generic term for the development of learning programmes, learning materials, lesson preparation, etc." and does not include the other six levels of curriculum development indicated in Figure 3,2. Killen (1997:27) also sees programming in the old paradigm as the need for teachers "...to translate curriculum guidelines into specific teaching programs of sufficient detail to guide their day-to-day activities. Basically, each programme is an interpretation of the syllabus and it will reflect the way in which the principles embodied in the syllabus have been adapted to meet local needs. Programmes, then, are sets of plans that guide individual teachers in their selection of objectives, content, teaching strategies, resources and assessment procedures". In outcomes-based programming the focus is on what students will learn and be able to do on completion of the programme. Programming for outcomes is simply organising teaching to achieve predetermined results. It starts with a clear specification of what students are to know what they are to be able to do, and what attitudes or values are desirable by the end of the programme. With these outcomes as a guide, the programme is constructed to give all students an equal opportunity to achieve each outcome. Of course, no approach to programming should ignore practical things such as the total amount of time available for teaching (Killen, 1997:28). The original confusion about who is responsible for curriculum development finds its origins in the fact that the national department did not distinguish between curriculum design and curriculum development and between curriculum development on the macro (national), meso (provincial or school-based) and micro (classroom) levels.

2.7.1 Decentralised curriculum development

In contrast to present day developments in England (national curriculum) and the USA (national standards), it seemed that Bengu, the former South African Minister of National Education had opted for a grass roots or decentralised curriculum. "Teachers will no longer be passive recipients of a curriculum that is built within the walls of a distant Department of Education but will have access to the construction and production of knowledge that is meaningful for a globally competitive and successful nation. This is outcomes-based education rule number one: curriculum development is a task of teachers at the site of delivery. There is nothing that enhances the authority of the teacher other than the control of the curriculum itself" (Bengu, 1997:29). With regard to learning content the Department of Education stated that "...it does not matter what content helped them to do so or where, when and how they acquire such ability" (DoE, 1997c:48).

With regard to History in the Learning Area: Social Sciences, Asmal (2001a: 2) states: "It is, for example, inconceivable to me that ...we do not consciously ensure a certain non-negotiable content whose selection is linked to its role in nurturing a spirit of critical inquiry and conscious historical consciousness". Potenza (2000:1) regards it as misguided to give schools carte blanche to develop their own curricula: "Firstly, as a country South Africa has a national agenda to transform a fragmented and impoverished society into a healthy and prosperous one. It is the responsibility of the state to ensure that the curriculum in all schools reflects these goals. Secondly, curriculum development is a specialised activity. Most teachers do not have the skills, the resources or the time to develop their own curricula. Thirdly, most teachers don't want the burden of being saddled with this difficult task". One or other form of a core syllabus is according to Taylor (1999:126), a prerequisite for teaching and learning: "In short, Curriculum 2005 is highly prescriptive in terms of policy and pedagogy and vague in the extreme in the area of content". For the development of learning programmes and for the selection of learning content the Free State Department of Education (FDE, 1999:145) advised schools to use "old textbooks" and the Western Cape Education

Department (WCED, 2000:3) advised teachers to use the prescribed learning content from the 1995 Interim Core Syllabi. "We need to ensure a curriculum that enables teaching and learning by providing guidance to teachers as to how this should be done within subjects and learning areas, when it should be done and in what possible ways it can be done" (Asmal, 2001a:2).

Whether we call it a syllabus or a learning area statement (with more specific learning outcomes and assessment standards), there is clearly a need to give teachers some idea of what they should be teaching in each learning programme in each grade. This goes against the grain of transformational OBE, in which every school (and every teacher) is supposed to design their own curriculum. And so teachers have begun implementing the new curriculum with a very hazy idea of what to focus on. The complexity of the policy has led them to exclaim in despair at the end of training sessions: "Instead of all this new terminology, why can't we just be given the new syllabus and told to get on with it" (Potenza, 2000:1). Teachers received learner support materials – exemplars produced by the national and provincial departments of education for a few programme organisers. For Potenza the textbooks, though uneven in quality, "were in fact the most coherent curriculum offering available to teachers. And so, de facto, textbook writers and publishers became the curriculum developers rather than teachers." In spite of the development of so-called Progress Maps and expected levels of performance (ELP) the simple question of what it is that teachers are supposed to be teaching in each grade remains unanswered. To try and solve the problem the national and provincial departments have issued prescriptions for learning programmes, phase-organisers, and programme organisers accompanied by so called Illustrative Learning programmes. In order to supply more guidelines with regard to learning content teachers have been supplied with learning materials for specific lessons.

2.7.2 Centralised curriculum development

By May 2001 the Department of Education (DoE, 2001e:19) was not so sure anymore of the idea that curriculum development is solely the task of teachers at the site of delivery (Bengu, 1997:29) and asked the following questions:

- "Could the curriculum celebrate and built on the diversity of learners' experiences and dreams and at the same time provide for the 'common outcomes' necessary for equitable access to employment and higher education and develop a vision of common nationhood?
- Could we strike a sensible balance between centralised design and control of the curriculum (with inevitable reductions in diversity) and devolution of curriculum responsibilities to schools, districts and provinces?
- If we encouraged diversity across schools and classrooms, how would we monitor, at a national level, standards and learners' achievements? (We knew, for example, that accountability based on national testing would be problematic if the details of what is learned varied greatly from one school to another)?
- Then there were questions of capacity. What would be the consequences of defining a curriculum vision that was too far from schools' existing experiences and capacities, or too close (regardless of the desirability of new goals and recommendations from educational research?) (DoE, 2001e:19)?

The Task Team (DoE, 2001c:39-41) states: "For this reason the curriculum should make explicit and not hide the 'rules of the game' from disadvantaged teachers and learners, leaving them without visible and defined scaffolding for progress. The identification of expository texts, learning support materials, assessment exemplars and examples of learners' work will assist teachers to teach to the learning requirements, assist government, parents and learners to monitor teaching and learning, and help those allocating resources to understand the consequences of their actions in terms of learner performance". In the official publication "Road Map for the Development of the

National Curriculum Statement the Ministerial Project Committee (DoE, 2001c:42, 45) for the streamlining and strengthening of Curriculum 2005 states: "The curriculum documents need to make explicit the link between the what and the how – the knowledge and skills to be attained and the resources and means required. This will provide a 'ladder of learning' that teachers, in different ways in different circumstances, can use to structure their teaching and therefore monitor progress".

For the Committee (DoE, 2001c:56) the stipulation of knowledge or 'content' in South African curriculum circles is a highly contested issue. "Much of the controversy around content appears to derive from the association of content with rigid control over what is to be taught and not what is to be learnt. In other words it is associated with not providing the teacher with opportunities to choose the content or knowledge to be taught and learnt. In this document and the NCS, content refers to the knowledge of key concepts, information and values of the learning area. Coverage of this content cannot be left to chance. Of course, the choice of which content or knowledge is included in the GET band is extremely difficult and contentious. These hard choices should be made on the advice of the professional community and on the needs or social projects of the country. In summary each learning area statement should be demarcated into a number of core 'strands' which ensure coverage of critical knowledge, skills and values in the learning areas".

2.7.3 Co-operative curriculum development

Connelly (1972, in Johnson, 1993:419) advanced a framework for curriculum development that draws upon strengths of both administrative (centralised) and grass-roots (decentralised) models. It provides a co-ordinated basis for curriculum development (characteristic of the centralised model) as well as attending to development for individual teaching situations (in accordance with the user-developer view). Connelly acknowledged the differing goals, images, and motivations of teachers and central administrators and their curriculum specialists and sought a means to mould their differing stances. The administrative model draws on the strengths of the external developers but it

neglects the contribution of teachers. The grass-roots models overlook the theoretical contribution of external developers in its attendance to the practical concerns of teachers. On the one hand, curriculum specialists recognise desirable student learning outcomes and possess knowledge of subject matter and learning processes; they are equipped to construct curricula that are logical and worthwhile and that may reflect any one of a variety of learning approaches. On the other hand, teachers have current knowledge of their own skills and their students' behaviour, and personal ideas about how teaching may be improved. They alone are aware of the specific needs and abilities of pupils, so they seek materials and methods to correct inadequacies and promote those practical ends.

Connelly contended that external developers' "major contribution" should be to "translate involved ideas into a form useful for teachers and students." Each teacher, then, can be an "arbitrator between the demands of the curriculum materials and of the instructional situation." This can be achieved initially through centrally initiated, expert production of curriculum alternatives. Each option adopts a distinct view of how children learn a particular content area, and teachers can be informed about the compatibility of each with differing conceptions of classroom teaching methods. Teachers are called upon to "deliberate" about the alternatives and to make rational, knowledgeable, curriculum choices from those available - choices that are grounded in understanding of theoretical intents and matched with personal instructional techniques (Johnson, 1993:419).

In a later report the Department of Education (DoE, 2001e:21) asked: "Could we strike a sensible balance between centralised design and control of the curriculum (with inevitable reductions in diversity) and devolution of curriculum responsibilities to schools, districts and provinces? Curriculum 2005 defines particular balances between central control and devolution, between common, national outcomes and learner-centred education. Consistent with the strategy of the NQF, our guiding principles were to set the outcomes centrally, but devolve responsibility for inputs (learning programmes, teaching, choice of resources, etc) to schools. The outcomes had to be defined loosely enough to

enable flexibility at the school level but tightly enough to represent common achievements".

With the development of the RNCS the department (DoE, 2001e:20) rejected both the decentralised and centralised curriculum development processes and propagates a new form of co-operative curriculum development at local school and district level. "This focus on learner-involvement, in turn, requires that schools take major roles in curriculum design; teachers know, more closely than anyone else in the system, learners' experiences and needs. They are in a position to decide what is locally relevant, and implement with devotion programmes they have designed or chosen themselves. To support the curriculum functions of schools as centres of professional activity, schools and provincial departments must be reshaped. School managers have to provide professional leadership in curriculum, not only administrative efficiency. Provincial departments – especially at the district level – have particular responsibilities to provide professional support and leadership in curriculum, management and quality assurance. Outcomes-based education provided a technology for managing curriculum design and accountability at the local level (DoE, 2001e:20).

From a later report it seems that the Department of Education (DoE, 2001e:20) had opted for a co-operative model for curriculum development. "The focus on learner-involvement, in turn, requires that schools and teachers take major roles in curriculum design: teachers know, more closely than anyone else in the system, learners' experiences and needs. They are in a position to decide what is locally relevant, and implement with devotion programmes they have designed or chosen themselves. To support the curriculum functions of schools as centres of professional activity, schools and provincial departments must be reshaped. School managers have to provide professional leadership in curriculum, not only administrative efficiency. provincial departments – especially at the district level – have particular responsibilities to provide professional support and leadership in curriculum, management and quality assurance. Outcomes-based education provided a technology for managing curriculum design and accountability at the local

level. We had then to develop policies and frameworks that measured the vision and connected it to existing conditions in the system".

It seems as if a more balanced approach to learning content has developed with the development of the RNCS. The recommendation of the Chisholm Review Committee (2000:4) for the development of RNCS for each grade/phase is the recognition of the need for more guidelines with regard to learning content. "Content knowledge is conspicuous by its absence in C2005 policy documents. This is largely because C2005 designers have taken excessive care not to prescribe content" (Chisholm, 2000:48).

2.8 International trends: An overview

All over the world education authorities have realised that prescribed learning content in the form of a "National Curriculum" (UK), "National Standards" (USA) and core syllabus content (Australia) is necessary in order to attain equal standards in all schools. Johnson (1993:407) distinguishes two traditional stances - the administrative (centralised) and grass-roots (decentralised) models - and neither has been able to accommodate concurrently the theoretical and practical objectives, skills, and needs of central administrators, teachers, and curriculum specialists. "In many respects, (decentralised) curriculum development approaches employed in Canada, Australia, Britain, and other countries over recent years have been unsuccessful". Curriculum development approaches have been classified along a continuum of initiative and responsibility ranging from production by "outside experts and administration", through varying degrees of teacher and central office participation, to "co-operative efforts of staff" in a school setting. The administrative model falls at one extreme, the grass-roots model is at the other (Verduin, 1967:15; in Johnson, 1993:410). Carsons (1978 in Johnson (1993:415) concluded (prior to the 1980 reforms in Britain): "In Britain it was assumed that teachers knew best, and in North America that just about everyone but the teacher knew best". According to Johnson (1993:418), the latter (centralised) view now seems to be favoured by policy makers in most locations.

2.8.1 England (UK)

The trend towards centralisation is nowhere more apparent than in Britain during the last two/three decades. Both the Conservative and Labour Governments have moved to institute detailed national curricula in mathematics, science, and English, and curriculum guidelines for other subjects (Cuttance, 1988; Manefield, 1988; in Johnston, 1993:415). In 1976 the British Prime Minister, Callaghan (in Kirk, 1991:19) was concerned about growing public concern about education and the work done in schools and he opted for the "... the institution of a core or common component in the curriculum of all pupils." He implicitly and explicitly asserted that the aims of education and the content of the curriculum were legitimate matters for public discussion and could not be looked upon as the exclusive concern of professionals. "Parents, teachers, learned and professional bodies, representatives of higher education and both sides of industry, together with the government, all have an important part to play in formulating and expressing the purpose of education and the standards that we need."

In 1988 Thatcher and her Tory (Conservative) government introduced the Education Reform Act, mandating a national curriculum and corresponding system of testing. Ten years later with a new Labour Government under Blair, the national curriculum and tests are still going strong (Tell, 1998:64). With a National Curriculum the British Government wishes "...to secure for all pupils in maintained schools a curriculum which equips them with the knowledge, skills and understanding that they need for adult life and employment. Pupils should be entitled to the same opportunities wherever they go to school (DES, 1987 in Willan, 1999:271). It is important to mention that many of the new policy makers in South Africa were exiled in England during the more liberal (social-democratic) 1960s and 1970s and that many of them returned to South Africa in the late 1980s and early 1990s before the new reforms in the UK came into effect. According to F&T (2000:7) Minister Asmal was an exile in the UK during the height of the social-democratic era in the Northern Hemisphere. Educational policies in the UK have changed considerably since his own children went to so-called "OBE schools" in the UK (Asmal, 2000a:2).

In this regard Matshikiza (2001:22) notes: "The party (Liberal Party) that The Times is endorsing is scarcely recognisable from the days of Aneurin Bevan, Harold Wilson, Michael Foot, or even the gamely bumbling Neil Kinnock. New Labour has a breezy, Euro-style soft-right image that the Tories wish they had thought up first."

In 1998 the British Secretary of State (Baker, 1998) explained the need for the implementation of a centralised national curriculum as follows: "We saw the need for "...a national curriculum which is broad, balanced and relevant to pupils' needs at school and in adult life; a curriculum with clear objectives and national assessment at the ages of 7, 11, 14 and 16. This will end the huge variation in standards between different schools and different areas. The national curriculum - a new statutory framework - is the cement which binds all our reforms together...we had plenty of evidence that such a framework was needed. The National Curriculum will first ensure that all pupils study a broad and balanced range of subjects from the age of 5 to 16".

Curricula are important means for imparting social norms and moral attitudes to forthcoming generations and a centralised curriculum development allows this function to be controlled by society's elected representatives (White, 1981; in Johnson, 1993:412). A centralised curriculum eliminates duplication of curriculum production effort and provides a convenient arena for engaging expert curriculum advice. Children may conveniently transfer among schools without fear of experiencing disconnected or repetitive instruction. Teachers are relieved of the onerous task of creating curricula - one that is of no interest for some and time consuming for all. Centrally imposed curricula act as security for teachers, protecting them from political interference by other stakeholders such as politicians, parents, administrators, universities, and trade and commercial interests. In England every school is subjected to a detailed, in-depth external inspection according to nationally published criteria. These reports are long, and they look at the whole of the curriculum - test results, lessons, and particular departments. The reports are published and are available to parents.

2.8.2 The United States of America

In the USA the Assistant Secretary of Education, Ravitch, explains the rationale for national standards in a straightforward way: "Americans ...expect strict standards to govern the construction of buildings, bridges, highways, and tunnels; shoddy work would put lives at risk. They expect stringent standards to protect their drinking water, the food they eat, and the air they breathe. Standards are created because they improve the activity of life. Educational standards can improve achievement by clearly defining what is to be taught and what kind of performance is expected" (Ravitch, 1995:25, in Marzano & Kendall, 1999:2). The work of all professional people - doctors, lawyers, engineers, architects, builders, mechanics - are constantly supervised and are subjected to stringent standards. To regard a national curriculum and standards as "...depriving teachers of the discretion that professionals in other occupations enjoy" (Koopman, 1968, in Johnstone, 1993:419) is to award a professional freedom to teachers that no other profession can afford to enjoy. Most teachers are paid with government funds and every government and individual taxpayer has the right to demand that the teacher's professional activities should adhere to specific standards.

2.8.3 Canada

The administrative approach has long characterised curriculum development at the provincial level in Canada (English, 1978; in Johnson, 1993:411). Standards and the content of what students are taught and expected to learn will continue to be set by the provincial government but school boards and individual schools and teachers will have flexibility in responding to local needs (Alberta Education, in Johnson, 1993:411). Herbert and Hersom (1974:13 in Johnson, 1993:411) highlighted a nation-wide dependence on the administrative model and commented that centrally produced curricula "are legally binding and cannot be modified or changed without the approval of the Minister".

2.8.4 Australia

Curriculum production strategies have varied considerably among states and over time in Australia. Substantial attention has also been paid to the grass-roots approach in that country. Writing in a 1970s context Musgrave (1973) noted: "Centralised regulations on what should be taught are now rare in such countries as Britain and Australia." The decision in 1970 to abandon year 12 examinations in the State of Queensland supported the trend towards school-based curriculum control (Sharpe, 1988; in Johnson, 1993:414). However, in the 1980s Ralph (1983:138) concluded in his study that there is a move to increase regional office control over school curriculum after 13 years of decentralised curriculum decision-making. In South Australia the department ruled: "Schools are encouraged to develop their own curricula according to the needs of their students, but they should ensure that they operate within the policies and guidelines provided by the Education Department" (Education Department of South Australia, 1981:36; in Johnson, 1993:415). Also Queensland (in 1988 and 1990) and New South Wales (in 1991) are moving towards national curriculum guidelines in core areas (Australian Education Council, 1991; Dawkins, 1988). The extent to which such guidelines will generate nation-wide uniformity in classroom activities is currently being debated (Francis, 1991; Kennedy, 1990). Ralph (1983:36; in Johnson, 1993:415) observed that "South Australian schools have more freedom to choose courses and content..." but acknowledged the presence of "curriculum implementation deficiencies" such as:

- limited central control over the translation of broad curriculum guidelines into specific programmes in schools;
- intentional conferral of discretion and the presence of implementation monitoring problems combined to grant individual schools and teachers extensive freedom in the design of curricula and materials;

Subsequently, the Education Department of South Australia (1985) formalised roles in and responsibilities for formulating and approving curricula; it tightened central control over school-level curriculum development by

prescribing procedures for regional ("area") approval of all school curricula. In Victoria, Australia the ministerial review of curriculum stated: "Over recent years, it has become apparent that the responsibility for determining the content of courses has become an added burden on teachers, ...we believe that teachers would be greatly assisted by the availability of curricula guidelines sufficiently precise and concrete to offer them guidance regarding the structure and content of courses, favoured processes for learning and criteria for assessment (Bessant, 1988:11).

The Education Department of South Australia believes that "the question of balance of the curriculum for an individual child or a particular school is best answered at the school level by teachers with full knowledge of the specific situation." Those who commend school-based curriculum development are also concerned for grass-roots teacher initiative in curriculum production. Teacher initiative in curriculum development is consonant with the reality of teachers' existing roles in interpreting curricula and making practical decisions about implementation strategies (Johnson, 1993:419).

2.8.5 South Africa

In South Africa prior to 1994 there were several departmental, provincial subject and national curriculum committees representative of teachers and subject superintendents of education that make proposals for the revision of all syllabuses within a four-year cycle. Before these subject syllabuses could be implemented they were approved by so-called national core-curriculum and core-syllabus committees. The four provincial departments (Cape, Natal, Orange Free State and Transvaal) and the four national departments (Department of Education and Training, the three Departments of Education and Culture (of the House of Representatives, House of Delegates and House of Assembly) and other stakeholders like the industry, universities and colleges sectors were members of the (national) core-curriculum committees. The core-curriculum and syllabi approved by the national core-curriculum and core-syllabus committees were declared national policy by the Minister of

(National) Education and implemented by the eight different departments of education.

After 1994 a committee with Rees, Volmink and Hindle revised the old syllabi as co-ordinators and these 1995 Interim Core-Syllabi were declared national policy by the then Minister (Sibusiso Bengu). The new "National Curriculum" (the 66 specific outcomes) was designed by so-called Learning Area Technical Committees appointed by the minister. For the FET the Ministry (DoE,1998b:2.6.2.4) has already established a Curriculum and Qualifications Task Team, "...which will be responsible for re-conceptualising and rewriting the subjects, learning programmes and instructional frameworks for senior secondary schools and technical colleges." The DoE has already begun a review of existing learning programmes, curricula and qualifications (DoE, 1998b:4.1.10). An analysis of the members of these committees shows that they were not representative of the new nine provincial departments of education and that a substantial number of so-called foreign consultants designed the new curriculum for South Africa.

In October 2000 the Ministerial Project Committee (MPC) for the development of the "streamlined and strengthened" Curriculum 2005 consists apart from head office officials of Chisholm and Volmink of the University of Natal, Magi of the University of Zululand and Vinjevold a consultant with the Joint Education Trust at Wits. In the selection of working group members a balance of 50/50 official/non-official participants was sought and broad provincial, teacher union, racial and gender representation was also taken into account (DoE, 2001a:1).

The latest moves towards greater centralisation in Britain, Australia and the Americas is evident that there are major problems with the de-centralised or grass-roots approach to curriculum development where there is minimal direction on the part of the central authority and excessive teacher discretion. According to Steyn (1993:54) not a single example could be found where a totally decentralised system of curriculum development functioned educationally satisfactory. The following deficiencies are very evident in the

way that schools are implementing the so-called grass roots Curriculum 2005 model in South Africa. Parents, tertiary institutions and employers may feel that students from a school based curriculum development school (SBCD-school) are inferior to nationally required standards and discriminate against them regarding awarding of bursaries and employment (Steyn, 1993:54). Classroom teachers are both permitted and obliged to assume a role for which they are often unprepared: the development of coherent, educationally purposeful curricula. The most prevalent sources of concern have been in connection with teachers' lack of expertise and access to information.

2.8 Summary

In Chapter 2 the origins, basic premises and principles of an outcomes-based curriculum was discussed. It is in this chapter where the term curriculum has been discussed in detail. This chapter has actually dealt with issues such as, the principles underlying the outcomes-based curriculum (both C2005 and RNCS), its effect on the classroom situation, the outcomes of the Curriculum 2005, factors influencing curriculum development, and trends in the development of a curriculum.

The curriculum design of the traditional curriculum was compared with the design of the original Curriculum 2005 that was implemented in South Africa since 1998. To enhance the relevancy of this study the new Revised National Curriculum Statement (RNCS) was also discussed and compared with C2005. For reasons of practicality the emphasis was on the design features of the RNCS that was implemented in the Foundation Phase in January 2004. In the light of a world-wide move from a more decentralised, to a more centralised or co-operative curriculum development process the curriculating task of the teacher was investigated.

Lately the new Minister of Education stated that: "Over the next five years the Department of Education will focus on consolidation. The hard work has been done and the challenges ahead mainly require the harnessing and consolidation of programmes that are already underway" (Pandor, 2004:10).

The following chapter investigates the implementation of the outcomes-based approach in South African schools.

CHAPTER 3 IMPLEMENTATION OF THE OUTCOMES-BASED CURRICULUM 2005

3.1 Introduction

The implementation of the original Curriculum 2005 (C2005) from 1998 and of the Revised National Curriculum Statement (RNCS) from 2004 demands a well-planned and effective in-service training (INSET) programme for all educators. In official documents (Ministry of Education, 1997:5) the outcomes-based C2005 was often described as a paradigm shift that necessitates the retraining of all educators. The North West Department of Education (NWDE, 1997:6) described the paradigm shift as a competence-based curriculum and as "...a new attitude to education where the emphasis is on learning not teaching on demonstrating competence, not cramming for exams, where competence is valued not partial knowledge; where the emphasis is on what learners are able to do, rather than what they cannot do. The system becomes outcomes-based or results oriented rather than input driven".

With regard to INSET the Review Committee (Chisholm, 2000:10) states that the implementation of an outcomes-based curriculum framework ultimately rests on adequately prepared teachers, motivated to teach and be supported in their work. From the lessons learned from 1997 it is imperative that this should involve all educators. This includes all classroom-based educators (teachers), educators who form part of the School Management Team (SMT, principals, deputy-principals and Heads of Departments) and also office-based educators at District, Regional and Head Offices. The radical changes brought on by the outcomes-based C2005 and RNCS that were discussed in the previous chapter necessitate urgent attention to the retraining of educators. The success of the implementation of the curriculum depends on the extent to which all consumers are informed and have been exposed to in-service training for the envisaged change and whether they are also prepared to associate themselves with it. The National Department of Education issued a mandatory objective to all provinces to complete the implementation of

C2005 by the year 2005 (Rogan, 2000:118: Singh & Manser, 2000:108). In July 1997 Minister Bengu announced that C2005 will be implemented in 1998 in Grade 1; 1999 in Grades 2 and 8; 2000 in Grades 3 and 9; 2001 in Grades 4 and 10; 2002 in Grades 5 and 11 and 2003 in Grades 6 and 12. The implementation in the FET (Grade 10) was later postponed to 2004 and Grade 12 to 2006 (Bengu, 1997:18; Zietsman, 1997:40; Asmal, 2002:2). However the project dates for implementation was not followed as it was initially planned.

In 2001, four years after the implementation of the original C2005 the Department of Education (DoE, 2001a:19) doubted their own decision to implement this most radical form of transformational OBE as propagated by Spady: "We had to decide whether we wanted a system driven by outcomes (especially learning outcomes), inputs (including syllabuses, texts and teaching methods), or some combination. In February 2000 the Minister of Education (Asmal, 2000a:1) appointed a Review Team to study the "national outcomes-based curriculum and progress with its implementation". In his press statement he concludes: "Outcomes-education is here to stay. Anyone or any political party that believes otherwise has a misplaced hankering for the past – of state sanctioned and funded quality education for the minority elite and gutter education for the majority poor." Asmal (2000a:2) stated that they are reviewing Curriculum 2005 and not OBE. "I am convinced that OBE as a philosophy and approach to active learning is here to stay. C2005 as a planned process of curriculum change produced by fallible human beings can change from time to time".

In April 2002 Minister Asmal (2002:5) announced the new "revised, streamlined, strengthened" outcomes-based Curriculum 2005 (RNCS) in the form of an overview, and detailed statements with assessment standards for each of the eight learning areas. "The Council has approved that the revised National Curriculum Statement for Grade R-9 in schools be declared as policy, and this will be done shortly". Asmal (2002:2) also announced that the "implementation of OBE in the FET band (Grade 10-12), and decisions on the FET band have had to wait for decisions regarding implementation of the new

GET curriculum". He indicated that nothing ("including the time frames for implementation") would be held as sacred or cast in stone and postponed the implementation of a new FET curriculum in Grade 10 to 2004: "In terms of this plan the Grade 10 cohort of 2004 will be the first to write the Further Education and Training Certificate (the FETC) in 2006. The 2003 cohort will continue to write the benchmarked matric exam in 2005, which has been significantly improved since 1994, including the setting of five national examination papers and the use of continuous assessment to evaluate learner achievement".

In July, 2001 the Minister (Asmal, 2001:2) stated that "we are now in Phase Two of C2005" when he released the Draft Revised National Curriculum Statement for public comment. He gave the following implementation timeframe:

- 2001: Public comment, revision and finalisation of the NCS (expected in June 2002)
- 2002: Piloting, preparation for educator orientation, development of learning support materials and learning programme guidelines.
- 2003: Incorporation of pilot results into a detailed implementation strategy, teacher orientation and development, development of learning support materials, orientation of school and district-based management, development of learning programmes at school level.
- 2004: Implementation in Grades R-3.
- 2005: Implementation in Grades 4 to 6.
- 2006, 2007, 2008 Implementation in Grades 7, 8 and 9.

The Gauteng Department of Education (GDE, 2000c:2) emphasised in March 2001 that in 2001 all learning and teaching in Grades 1, 2, 3, 4, 7 and 8 will still be based on outcomes-based education according to the existing National Policy (C2005) and they (GDE, 2000c:1) also trained educators for the continued implementation of the original C2005 in Grades 5 and 9 for 2002 and Grade 6 for 2003.

If the streamlined C2005 is introduced in 2004 (for Grades R-3) as proposed, the system will have to deal with three curriculum systems for the years 2004 and 2005 and with two systems until the end of 2008. This will put severe pressure on the system. Also, there are indications that the Further Education and Training System (FET, Grades 10-12) will also be introduced after 2004. Limited capacity in provincial and district offices will be presented with further tough challenges. According to Potenza (2001:20) it will take at least two more years for teachers to be trained in this new policy and for new textbooks to be developed. "Formal implementation of the revised Curriculum 2005 (RNCS) was therefore likely to begin in 2004. C2005 in its present form would continue to be implemented until it was overtaken by the revised policy. Several educators questioned the value of continuing (until 2004) to implement policy that had been found to be flawed."

3.2 The implementation of a new curriculum

Implementation in the context of this study is that phase during which a new curriculum design is applied in practice. Fullan (1992:216) defines implementation as the process of putting into place an idea, programme, or set of activities which is new to the people attempting to bring about change. Implementation focuses on what happens in practice and is concerned with the nature and extent of actual change, as well as the factors and processes that influence how and what changes are achieved (Fullan, 1992:21). Schubert (in Carl, 1995:166) says that curriculum implementation was regarded as "the delivery process, a system of engineering that takes design specifications through various channels to the teacher and classroom. At present, a policy document states that "...training is an essential component of the successful implementation of the curriculum" (GDE, 2000a:24).

The Review Committee (Chisholm, 2000:10) refers to an official report that states that the paradigm shift required of C2005 cannot be accomplished in a few weeks of training. "Curriculum change is an ongoing process that takes many years to achieve". Since the quality of the education system is measured by the quality of its educators, it is imperative that the preparation

and educator development be put in place to enable them to meet the demands and expectations of the outcomes-based C2005 as a new approach, and in turn be able to apply these skills to serve the society (Duke, 1990:132).

3.2.1 Change management

The implementation of a new curriculum means change and change could be a struggle between what is and what is desired. Changing the curriculum could affect all aspects of an educator's life, bringing about alterations in both personal and employment spheres. Before any change can be effected the primary stakeholders like the educators should be convinced of the need for change and of the merits of the new curriculum. Lewin (1947:363-364) identifies three steps in the change process, namely, unfreezing, movement and refreezing:

3.2.1.1 Unfreezing

Capper and Jamison (1993:432) state that the outcomes-based approach positions itself as a means of emancipating students and teachers from traditional practises which lead to educational inequity. "An outcomes-based approach will free them from the shackles of that oppressive and ineffective system". As a result of this, a great deal of the initial training for the implementation of C2005 was spent on discrediting the existing national core curriculum and the current teaching practises of educators. In this regard Taylor (1999:126) noted: "In short, Curriculum 2005 is highly prescriptive in terms of policy and pedagogy, and vague in the extreme in the area of content". Only two of the eight nationally prescribed outcomes for the training of Intermediate Phase teachers (NWU, 2004:15) deal with practical aspects such as the development of Learning programmes, Work Schedules and Learning Units. The training accentuated aspects such as: Reasons for change, Principles of OBE, Goals of educational transformation, and Principles of the RNCS.

The objectives of unfreezing are to discredit the existing system and to convince teachers of the need for change. The unfreezing process is seen as the replacement of old ideas and practices by new ones within a school (Davis & Newstrom, 1985:245). By implication, unfreezing means that the existing forces in the education system that give a school its character have to be altered. Singh & Manser, (2000:111) refer to Naicker (1999) and Van der Horst & McDonald, (1997) and state that the existing comfort zone may resist change and the TTWWADI syndrome (That's The Way We've Always Done It) may need to be challenged. With regard to the implementation of C2005, this process refers to changing the content-based approach to an outcomes-based approach as a new system of teaching and learning. The Review Committee (Chisholm, 1999:44) also noted that in most cases the training has played an advocacy rather than a skills development role and often what was called training was actually orientation in which the emphasis were on policies and principles.

3.2.1.2 Movement

After the need for change had been established a process is set in motion that would change the established practices in favour of new procedures and behaviour. During this step, the new ideas that are to be implemented are subjected to close scrutiny, developed and then applied in practice (Davis & Newstrom, 1985:245). Movement involves the development of new norms, values, attitudes and behaviour through the identification with changes in the structure. What is important here is the action of several forces that enable movement and change to occur. As soon as the forces of change have sufficient impact to bring about the desired changes, the next step, refreezing can commence.

It seems that the INSET for both the implementation of C2005 and the RNCS often got stuck in the unfreezing phase. The Review Committee (Chisholm, 1999:44) noted that the main problems experienced by teachers with the INSET for C2005 revolved around the training being too abstract and insufficiently focused on what the theory meant in practice. The training had

provided increased levels of understanding of OBE but there were real difficulties with what it meant in practice for designing learning programmes, integration and continuous assessment.

Pludderman, Mati and Mahlalela-Thusi (In Taylor & Vinvjevold, 1999:317) found that teachers in the Western Cape were critical of the abrupt introduction of C2005, and resentful towards the provincial education authorities for providing inadequate support and training. In a study of the nature and effectiveness of in-service teacher training and support of the implementation of OBE in the Sebokeng, Lanseria and Diepkloof areas, Gigabi and Mphuti (in Taylor & Vinjevold, 1999:342) found that the gains made by INSET that happens without classroom support are questionable as teachers are often left to deal with daunting conditions including overcrowded classrooms, lack of basic resources including manipulative material and lack of textbooks. The latter mentioned conditions cause frustration among educators.

3.2.1.3 Refreezing

Refreezing is the final step in the change process. In this step, all that was learned during the previous steps of unfreezing and movement is realised in practice. Since 1998 the implementation of the original C2005 had been subjected to several changes that culminated in the implementation of the Revised National Curriculum Statement (RNCS) in the Foundation Phase in 2004. South African educators need to be given the opportunity to implement the RNCS in the classroom and to return to the core task of teaching. The new Minister of Education (Pandor, 2004:10) stated that over the next five years the Department of Education would focus on the consolidation of existing programmes.

The quality of the planning, design and dissemination done beforehand largely determine the real measure of success during this application phase. Curriculum implementation comprises aspects such as involvement of all

consumers, credibility, acceptable pupil responses and competencies, and the accentuation of the following factors (Carl, 1995:167-169):

- Continuous contact with consumers in order to give them advice and help, to encourage mutual contact between consumers as well as effecting contact with pupils and parents;
- Clear communication to illustrate roles, to explain terminology, illustration of possible means of evaluation and to supply answers to the queries such as Who?, What?, When?, Where?, How? and Why?
- Provision of a support service, like, supplying materials, setting one's own example, creating a climate within which trust and security figure and through encouragement of teachers;
- Compensation, like, financial gain, praise, acknowledgement and other intrinsic aspects of compensation;
- Development of educators' active involvement and the offering of support during implementation are key factors;
- Participation such as active involvement in the classroom is essential, and a relationship of confidence between initiators and implementers is necessary;
- Adoption, that is, consumers should accept the new or revised curriculum, as necessary;
- Pratt (1980:158) stresses pupil needs for the purpose of a curriculum design is still to supply the needs of pupils. It must make a real contribution in the school and classroom, whatever the educational level at which a curriculum is initiated.

3.2.2 Different levels of curriculum implementation

In Chapter 2 the 7 levels of curriculum development and teacher involvement was discussed (See Figure 2, Chapter 2.6.2). For the purpose of curriculum implementation these 7 levels could be divided into three main levels: macro-implementation, micro-implementation and meso-implementation (Jordaan, 1989:392 in Carl, 1995:169):

3.2.2.1 Macro-implementation

This is the level of implementation that mostly takes place at national level. Macro-implementation is the application of policy and curriculum initiatives as determined at national level by curriculum authorities. This level includes an interaction between the national authority and the practice (teachers) within which it is implemented.

3.2.2.2 Meso-implementation

Meso-implementation takes place at the provincial level. It is the role of the provincial departments to be a link between the national department and the schools. According to the Constitution (South Africa, 1996) education is a provincial matter and it is the responsibility of the provincial department to supply schools and teachers under their jurisdiction with inter alia:

- Information of the ministerial approved national core syllabi, and how and when it will be implemented;
- New syllabuses and teaching and learning material;
- The relevant financial support for the acquisition of new learning materials and revised textbooks;
- In-service training for educators by means of courses on provincial, regional and district levels;
- Personnel like additional teaching staff, subject advisors and co-ordinators.

3.2.2.3 Micro-implementation

Micro-implementation refers to school and classroom based implementation.

- It is a process during which local decisions are taken that leads to application in practice and the eventual institutionalisation;
- It is the level at which the so-called curriculum consumer applies the curriculum;

- In practice it means that core syllabi must be implemented at school and classroom level by subject teachers;
- Educator participation and initiatives are normally high at this level;
- Micro-implementation may therefore in practice also include the implementation of a subject teacher's subject curriculum or the design of specific lessons in a particular classroom.

3.2.3 Steps in the implementation process

Steyn (1993:49) distinguishes the following steps for the implementation of a new curriculum:

3.2.3.1 Create a climate for change

Educators are familiar with the existing curricula and are not quite sure if they would succeed in teaching the new curriculum. A climate for change should then be created to prepare teachers mentally to accept changes in curriculum and to move out of their existing comfort zones.

3.2.3.2 Communication

Communication is important to all phases of curriculum development. During the implementation phase, it reaches peak importance, from the try-out stage until final dissemination. The educators must be oriented towards the new curriculum in connection with the rationale for and the line of reasoning in designing the curriculum. Ways of communicating change to teachers are: workshops, small groups, bulletins and handouts.

3.2.3.3 Staff development

Teachers should receive in-service training to prepare them for new aspects of the curriculum.

3.2.3.4 Instructional planning

Guidelines for selection of teaching methods and evaluation strategies, which are part of the curriculum design phase, are instrumental towards instructional design.

3.3 The influence of the OBE approach on the learning and teaching situation

For the Review Committee (Chisholm, 2000:18) the outcomes-based C2005 signalled a dramatic break from the past. The key-principles of the outcomes-based approach that were discussed in the previous paragraph have especially an influence on the learning and teaching activities in the classroom. Although educators endorse the underlying principles of learner participation, activity-based education, emphasis on group work, relevance, flexibility, critical thinking and integration teachers are often confused about the design and implementation of the new curriculum. Notions of sequence, concept development, content and progression were poorly developed, and the scope of the outcomes and learning areas resulted in crowding of the curriculum overall. There was a lack of alignment between curriculum and assessment policies and insufficient clarity in both areas (NWU, 2004:21)

Learning and teaching activities take place within a particular didactic situation. In this context, a situation can be defined as a coherent set of circumstances in which man finds himself at a particular time, in which he is in a specific relationship with other people or objects (aspects of reality) and which demand or suggest particular activities. The particular relationship in which the persons in the classroom situation find themselves is characterised by the learners' needs and expectations and the educator's willingness to supply educative teaching. To take part in the learning and teaching activities in the classroom is the reason why children go to school (to learn) and why the teacher is paid (to teach) by the state and/or the parents. The teaching-learning situation indicates the activities that take place in the classroom of the school. The child (or learner), who is by nature a being craving for knowledge, attends school that holds the key to open up the world of knowledge for him. The educator and the learner communicate with each

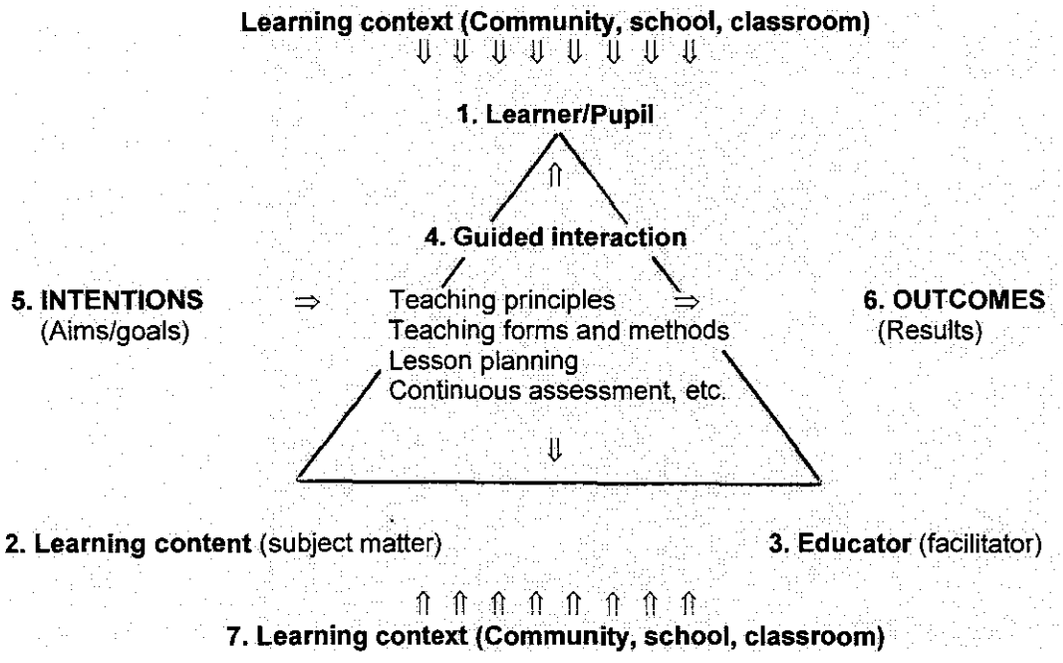
other by means of the learning content (subject matter). From this interaction between the learner and the learning content the learner constructs his own meaning by means of the integration of new knowledge into his existing cognitive structure (Vermeulen, 1998:7).

To the didactic triangle of Duminy & Söhnge (1987:6) with its basic three interactive elements: teacher, content and pupil Steyn (1988:160) adds two more aspects, Guided interaction and Goal/Intention, for his "Ontological-contextual model of the teaching situation" which takes place within a specific context/environment. "Traditionally the teaching or 'didactic situation' is treated in terms of the so-called 'didactic triad'. The 'ontological-contextual' view of the teaching situation as advocated by Steyn (1988) and Nieuwoudt (1998) is both a criticism and an extension of the 'triad-view' of teaching" (Drinkwater & Nieuwoudt, 1998:13).

Ontology is the branch of metaphysics that deals with the nature of existence (Cowie, 1989:864) and has been made popular by the Phenomenological Approach (from phenomenon - object of perception) to teaching and learning. Ontology refers to the doctrine of being (reality); that part of metaphysics, which investigates and explains the nature of all things or existences and in this sense it refers to a study of the phenomenon of teaching as it reveals itself in practice. "The first presupposition of pedagogical thinking is the acceptance of the ontic fact of the pedagogic. In other words negation of the reality of the pedagogic means negation of the possibility of pedagogical thinking" (Kilian & Viljoen, 1974:23 in Vermeulen, 2003:13). In explaining the phenomenon of teaching we should study the authentic (fundamental, actual, ontic) and basic structures of teaching with the aim of systematising them in a scientifically accountable and coherent structure. The ontological-contextual view means a study of teaching (as a phenomenon) as it reveals itself in a specific context or situation. Steyn (1988:160) defines a teaching situation as follows: "A particular situation can only be conceptualised as teaching when the following characteristics appear simultaneously and in an interrelated way: A teaching aim/intention (outcome); curriculum/content; teacher; learner(s); and a live, guided interaction between teacher and learner."

Nieuwoudt (1998:iii) developed a constructivist-based post-positivist view of effective teaching as an integrated ontological-contextual view of teaching in terms of six identified ontological essential features, and their contextual coherence, namely: (1) intention, (2) teacher, (3) learner, (4) interaction, (5) content and (6) context and to these six components Vermeulen (2003:8) added the outcomes as learning results as a seventh component.

Figure 3: Structure of the teaching-learning situation adapted from Duminy & Söhnge (1977:6); Steyn (1988:160); Fraser et al. (1993:100); Drinkwater & Nieuwoudt (1998:21), Nieuwoudt (1998:3), and Vermeulen (2003:8)



The three main components (didactic triad) of the teaching-learning situation are therefore the learner, the teacher, and the learning content (subject content). The sides of the triangle represent the interactive and unique relationships (guided interaction, intentions, results, outcomes) that exist between the constituent components of the didactic situation. The other components of the didactic situation, which are related to these constituent components, operate in a particular way within the framework of this triangle. They include educational aims, teaching methods and evaluation (Fraser et al., 1990:10). Figure 3 is a representation of the seven different components involved in the teaching-learning situation as derived from the models of the

above-mentioned authors. Please note that it is only a representation of the situational structure and not a teaching-learning model.

As will be discussed in the following paragraphs the implementation of the outcomes-based C2005 had a profound influence on all the components of the learning and teaching situation. In this regard the Free State Department of Education (FDE, 2003b:11) states that the elements of outcomes-based approach call for a fundamental change in the beliefs, attitudes and mentality of all involved in a leaning setting.

3.3.1 Influence on the learner

The outcomes-based approach is often described as a learner-centred approach and Bertrams et al. (1997:3) describes it as a system in which: "Every learner can succeed. A new way of looking at learners: Every learner is unique. Every learner can succeed. Not empty vessels. Not in competition. Not clever or stupid". In the new system, learners are central to the learning process. What has been learnt becomes important (outcomes), and not only what is taught (inputs). Teaching will become learner-centred, with emphasis on group work and developing the ability of people to think critically and research and analyse things for themselves.

With regard to the learner Spady (1994:9) states that the outcomes-based approach is based on three key assumptions or premises"

- "All students can learn and succeed, but not on the same day and in the same way.
- Successful learning promotes even more successful learning.
- Schools control the conditions that directly affect successful learning".

For the Free State Department of Education (FDE, 2003b:12) the Social Constructivism supplies the underlying philosophy for the curriculum and they define it as a process whereby learners have an essential urge to construct a body of meaningful knowledge: "This always happens in a social context – learners among learners – but in the presence of the teacher/lecturer/ facilitator".

Outcomes-based learning and teaching is characterised by the following aspects with regard to the learner (FDE, 2003b:12):

- Learning is constructive and therefore learners are not passive recipients of information.
- Learners construct their own knowledge and skills in an active, mindful and effort demanding process.
- Learning is cumulative in the sense that the learner actively processes new information and evaluates and assimilate it with their formal and informal prior (existing) knowledge.
- Learning is self-regulated in the sense that the learner is able to provide his own feedback and perform judgements to keep him concentrated and motivated.
- With the development of meta-cognitive skills the learner becomes less dependent on instructional support for regulating the learning process.
- Learning is goal orientated and thus learning is most productive when learners determine and state their own goals or accepts the goals and objectives stated by the teacher.
- Learning is situated in the sense that it occurs in interaction with a social and cultural context and artefacts, and especially through participation in cultural activities and practises.
- Learning is co-operative. Social interaction is essential for building individual knowledge, because it occurs through the process of interaction, negotiation and co-operation.
- Learning is individually different in the sense that processes of learning and the outcomes vary among students because of individual differences and due to a diversity of aptitudes that are relevant for learning.

3.3.2 Influence on the teacher

According to Bertrams, et.al. (1997:5) the outcomes-based C2005 involves a new way of looking at teachers: as facilitators, assessing learners to help them improve, nurturing and supporting, working in a team; guiding learning and not transmitting knowledge. For Zietsman (1997:40) the role of the

teacher is crucial to the implementation of C2005. "Present and prospective teachers need to be trained to be fully equipped to deal with the OBE techniques of teaching. The teaching method will relate to the learner's personal experience that will require specific skills from the teacher. The innovative curriculum may be wasted should teacher presentation be inadequate. Bertrams et al. (1997:5-8) states: "Teaching and learning will have to change for OBE to be successful. This means that teachers and learners will have to make changes. Present and prospective teachers need to be trained to be fully equipped to deal with the OBE techniques of teaching. The teaching method will relate to the learner's personal experience that will require specific skills from the teacher".

In the old curriculum teachers used the "transmission style" of teaching and the outcomes-based approach demands a "facilitation style" of teaching. Bertrams et al. (1997:5) note: "Most participants prefer the facilitation lesson". They see the "teacher" as being better prepared in this context. Many will comment on the fact that this "teacher" allows learners to ask questions, and lets them give their own opinions and ideas on things. Most will also appreciate the praise and encouragement given to learners throughout the "lesson". They see the facilitative teacher as one who is obviously prepared to learn new things from his/her learners. As role models, rather than 'givers of information', educators will need to implement a new framework of bringing teaching material alive for the pupils. As active facilitators, teachers will be able to utilize their skills creatively and initiate more than was the norm in the past (Zietsman, 1997:40).

The Free State Department of Education (FDE, 2003b:16) emphasises that within a social constructivistic OBE context the following methodological techniques must be pursued: learner-centeredness, inductive techniques, independent learning, solving real life problems, group work activities; intervention of trainers; transfer of responsibilities and reflection and feedback".

The teachers, as curriculum designers, will receive enhanced status. Educators should be equal partners in curriculum and materials development, while

employers and other stakeholders have a major responsibility in helping to determine how learners should be prepared for adult life including the world of work (NWDE, 1997:9).

3.3.3 Influence on the learning content

With the introduction of C2005 the advantages of the OBE approach were to such an extent exaggerated that it left no room for prescribed learning content. With an outcomes-based approach we move from an emphasis on learning content to specific outcomes and from the memorisation (rote learning) of facts to the demonstration of outcomes (Spady & Marshall, 1991:68).

In the previous chapter it was noted that it seems that South Africa has opted for a grass-roots or decentralised curriculum in contrast to present day developments in England and the USA regarding a national curriculum and national standards. "Teachers will no longer be passive recipients of a curriculum that is built within the walls of a distant Department of Education but will have access to the construction and production of knowledge that is meaningful for a globally competitive and successful nation. This is outcomes-based education rule number one: curriculum development is a task of teachers at the site of delivery (Bengu, 1997:29). The outcomes-based approach grants schools and teachers a larger degree of freedom to adopt the curriculum to meet the needs of the particular learners and community (Sampson, 2002:4).

On the other hand the Department of Education regards the 7 critical, 5 developmental outcomes and the 66 specific outcomes, as identified by SAQA and the Technical Committees, as the "National Curriculum" (DoE,1997f:i). The Gauteng Department of Education (GDE/GICD, 1998:3) declares: "In other words the 12 Critical Outcomes, the 66 Specific Outcomes and their associated range statement, assessment criteria and performance indicators as contained in the National Policy document remain the approved curriculum for the GDE".

The question of what is taught focuses on the learning content selected and organized for the purpose of mastering the outcomes of the curriculum. Thus learning content is the means for teaching and educating the learner with a view of achieving the outcomes of the curriculum. The selection of learning content involves singling out and demarcating the content that may contribute meaningfully towards achieving the outcomes. This also implies relevant and contemporary learning content that is able to accommodate the potential, aspirations and needs of the learner, the educator and society. In OBE the shift is away from objectives and prescribed content towards outcomes. An outcome is the result of learning hence we talk of outcomes-based education. It describes what learners should know, should be able to do, and should value because of their learning experiences. Teaching for outcomes develops the skills, knowledge and attitude of learners (Bertrams et al., 1997:8).

In the past lists of learning content (or work schemes) were never regarded as a curriculum. (Young, 1995:174) and with the OBE approach a lists of learning outcomes could not be regarded as the whole of a curriculum. The reality of specific outcomes that are not based on particular learning content in the form of knowledge and skills could be regarded as useless, superficial and worthless (Jansen, 1991;131; Prawat, 1992:364) as has been accepted by education leaders (Asmal in Garson, 1999:3; Chisholm, 2000:48) and other stakeholders. It seems as if a more balanced approach to learning content was one of the objectives of the RNCS. In response to accusations that the Ministerial Project Committee is not committed to transformation the Committee stated in March 2001 (DoE, 2001b:2) that their commitment "...to the basic goals, values and thrust of C2005 remains intact. Its commitment is evident in its desire to see a curriculum that is less complex, uses terminology that is user-friendly, accessible and clear. On the basis of available evidence, outcomes-based education in the form described in the Minister of Education's Call to Action is here to stay." With the launch of the process to simplify and clarify the original Curriculum 2005, the Minister of Education (Asmal, 2001:1) said that the application of C2005 has been constrained by factors related to our state of development and stress the need for a "...clear and simple statement of what is required to be taught and at what levels, so

that it ensures that there is a strong sense of ownership of the principles of outcomes-based education and so that the plan for its implementation is feasible and clearly thought through".

The recommendation of the Chisholm Review Committee (2000:4) for the development of a Revised National Curriculum Statement for each grade is recognition of the need for more guidelines with regard to learning content. "Content knowledge is conspicuous by its absence in C2005 policy document. This is largely because C2005 designers have taken excessive care not to prescribe content" (Chisholm, 2000:48). All over the world education authorities have realised that prescribed learning content in the form of a "National Standards" (USA) and Core Syllabus Content or so-called "fine-grained outcomes" (Australia) is necessary in order to attain equal standards in all schools. According to the DoE (1997m:5.36) the content-based syllabi left no room for the local selection of learning content, were politically-motivated, led to "rote learning" (DoE, 1997m:5.36) and were generally considered to be "outdated, irrelevant and boring" (HSRC, 1997:55). Bengu's (Rapport, 1998:8) statement that existing textbooks cannot be used and that teachers should write and compile their own textbooks gave rise to the "era of schools without (text) books" and this is, according to Diphofa et al. (1999:10) and Chisholm, 2000:57) one of the myths that developed alongside C2005.

3.4 In-service training for the implementation of Curriculum 2005

Khulisa (1999, in Chisholm, 2000:57) states that reviews of the implementation of C2005 indicate that the quality of orientation has been weak. Often what was called training was actually orientation and in most cases the training has played an advocacy rather than a skills development role. The main problems experienced by teachers revolved around the training being too abstract and insufficiently focused on what the theory meant in practice. A study by Jansen (1999b:208) on the implementation of outcomes-based education in the Foundation Phase argued that teachers uniformly feel that their preparation for C2005 was inadequate and incomplete.

3.4.1 The Cascade Model

The review of Curriculum 2005 in 2000 found shortcomings in the Cascade Model that was used to train educators for the implementation of C2005 (DoE, 2001e:155). The national Department of Education (DOE) initially commissioned the Media in Education Trust (MiET), a non-governmental organisation, to provide a core of 20 officials from each province with a basic understanding of C2005. These "master trainers" would then cascade the knowledge and understanding that they gained to district officials. District officials would in turn cascade the information to classroom practitioners and other educators in their respective districts. This training model, commonly referred to as the Cascade Model, became the primary means of preparing the majority of educators for the implementation of C2005 (Chisholm, 2000:47). The Review Committee (Chisholm, 2000:41) stated that the process for training and orientating educators for the implementation of C2005 began in 1997. The INSET programme for educators was to consist of:

- an advocacy phase to prepare for implementing OBE;
- a national mechanism for training Foundation Phase and Intermediate Phase educators;
- the distribution of policy documents, illustrative learning programmes and learner support material; and
- an evaluation and monitoring mechanism.

Training in the original Cascade Model was limited to classroom-based educators and the lack of a paradigm shift by education managers at all levels of the system impact negatively on teacher training (Chisholm, 2000: 3/7). For the Review Committee (Chisholm, 2000:47) the successful implementation of the outcomes-based Curriculum 2005 (C2005) depends on:

- the orientation, training and support process;
- the availability, quality and use of learning support materials;
- national, provincial and district level support for the process; and teachers in particular.

3.4.2 The HEI Model in Gauteng

In the Review Report (Chisholm, 1999:43) the Gauteng Department of Education (GDE) argued that the Cascade Model was discredited and must be discontinued and in 2001 they changed from the Cascade Model to the HEI Model (KMS, 2002:1) that means that training was outsourced to higher institutions (HEIs). Memorandum 419/2002 (GDE, 2002c) states: "Gauteng Department of Education contracted HEIs to deliver 40 hours of OBE training to Grade 5 and 9 educators in 2001, and also to Grade 6 educators in 2002. The 80 hour Formal Inset Programme will be on NQF Level 6 bearing course credits towards an Advanced Certificate in Education (ACE)".

Instead of training educators during the school sessions, training takes place during the school holidays so as not to interrupt the education process and to allow for the undivided attention of educators. Essentially, the role of the GDE and district officials is now that of coordination, monitoring and support (KMS, 2002a:1). This decision of the GDE is in line with the recommendation of the Review Committee (Chisholm, 2000:89) about the statutory location of teacher preparation in institutions of higher education: "It is crucial that higher education (universities and technikons) is involved in the planning of the curriculum and support for its implementation".

The Report on the Systemic Evaluation (DoE, 2003:46) states that in-service training programmes presented by fellow educators and outside agencies were regarded as less successful than those presented by departmental officials. In contrast the Gauteng Institute for Educational Development (KMS, 2002:2) reported: "Training was expanded with each year, it has improved exponentially over time with the switch to HEIs (Higher Education Institutions) and with district officials becoming more knowledgeable and embracing their support role." The Report on the Systemic Evaluation (DoE, 2003a:55) also recommends: "Government must provide in-service training courses through accredited institutions to un-qualified and under-qualified teachers, and ensure that teachers receive credit for these courses." According to this

report (DoE, 2003a;46) the low level of confidence in implementing OBE can be the result of:

- not all educators attending in-service programmes;
- school-based training (by teachers and principals) being rated lower than training by departmental officials; and
- the limited length of the in-service training courses.

3.4.3 The Spiral Model in the Free State

The short workshop training of about 2-3 days for the original C2005 produced dissatisfaction amongst the teachers, which was also aggravated by a lack of follow-up support and monitoring of the implementation of C2005 in the classrooms (FDE, 2001a:2). With the introduction of the new "Spiral Model" of in-service training for the Revised National Curriculum Statement (RNCS) the Free State Department of Education (FDE, 2004b:1) refers to the "serious flaws which became apparent during the implementation" of the original C2005. The Spiral Model consists of a series of contact sessions with reflection sessions scheduled in between. After the contact sessions, teachers must engage, during reflective sessions, with the homework tasks as required for the different manuals. The department (FDE, 2003a:2) proposed Professional Working Groups (PWGs) as school-based structures designed to further the professional development of teachers by promoting co-operative learning among teachers. This will necessarily lead to the formation of PWGs within a specific school like a PWG for the Intermediate Phase teachers or across schools like a PWG for Mathematics in a specific town.

In the RNCS: Foundation Phase Training Manual (FDE, 2004b:3) it is stated that the training will not be a once-off event and that it will consist of the following six phases:

1. Orientation to understand Learning Outcomes (LOs) and Assessment Standards (ASs) – Two days during March holidays.
2. Assignments to enhance understanding of LOs and ASs – Afternoon sessions during second term.

3. Learning Programme Policy Guidelines – Three days during June holidays
4. Development of activities and assessment tools – Afternoons during third term.
5. Development of Learning Programmes – Three days September to December.
6. Implementation 2004 in grade R-9.

Training Manual One for SMTs and Teachers for the RNCS (FDE, 2003:1-5) includes 14 training sessions of which 12 deal with policies and principles (advocacy) and only two with the actual practical implementation in the classroom. Not one of the sessions was devoted to the all-important development of Learning Programmes, Schedules of Work and Lesson-planning:

- Advocacy sessions: The origins of OBE; Principles of OBE; Product of the curriculum review; Summary, revision and reflection; Principle One of the RNCS; Important Policies and Programmes; Classroom Methodologies; Co-operative approach; Classroom environment; Resources; Inclusive Education.
- Practical implementation: Bridging the gap between theory and practice; applying outcomes-based assessment in the classroom.

Singh & Manser (2000,112) state that teachers believe that without adequate formal PRESET/INSET programs to acquire the skills and knowledge pertaining to OBE, a "hocus pocus" approach is being adopted by many ill-informed educators. Inadequate resources on OBE and the lack of an effective support system by the Department of Education at national and provincial levels were cited as the factors impeding the implementation.

3.5 Problems experienced with the implementation of Curriculum 2005

In 1996 the Committee of Heads of Education Departments approved a broad strategy for the implementation of Curriculum 2005. This strategy included a

national pilot project as well as a national in-service training programme for teachers (Chisholm, 2000:1-7;DoE, 2002a:155; Sunday Times, 2000:6). The in-service programme for teachers consisted of an advocacy phase directed at the approximately 300,000 teachers in the education system to prepare for the implementation of the Curriculum 2005. A national mechanism for training the Foundation Phase and Intermediate Phase teachers, the distribution of policy documents, illustrative learning programmes and learner support materials to teachers as part of the training and lastly the evaluation and monitoring mechanism (Chisholm, 2000:8-12).

3.5.1 The in-service training of teachers

Asmal (2000b:2) admitted at the first meeting of the Curriculum Review Committee that "...we may not have prepared well enough. We have to acknowledge that pressure for visible change provoked hasty responses". In their report on the Systemic Evaluation: Foundation Phase the Department of Education (2003a:46) reported that "...nearly two-thirds of educators (62,6%) did not feel fully confident to implement OBE in classes, and that the findings indicated "...that practices related to outcomes-based education were not fully implemented in Grade 3 classes. The average duration of the INSET courses attended by educators from the Free State before 2001 was 23,8 hours and during 2001 it was 13,9 hours. The national average of teachers who attended in-service training was 68% but less that 50% of principals indicated that they attended in-service training courses in school management and administration. With the introduction of the new "spiral model" of in-service training for the Revised National Curriculum Statement (RNCS) the Free State Department of Education (FDE, 2004a:1) refers to the "serious flaws which became apparent during the implementation" of the original C2005.

The in-service training emphasized the underlying principles and policies of OBE and did not address the practical implementation needs of the teacher in the classroom. The office-based educators who were given the task of training the teachers were often not well-prepared and lacked experience of the implementation of the outcomes-based approach in the classroom. Both

Potenza (2000:1) and Chisholm (2000:8-12) refer to a lack of understanding of Curriculum 2005 by some officials who had to cascade information from various levels. The training of teachers was heavily based on advocacy rather than the skills development role. Teachers were trained to understand the OBE concepts, terminology, learning outcomes and principles. Yet the practical sessions were not attended by all the teachers. Teachers are uncertain with what they should do in their respective classrooms (Le Grange and Reddy, 2000:21-24; Chisholm, 2000:1-7).

Training in the original Cascade Model was limited to classroom-based educators and the lack of a paradigm shift by education managers at all levels of the system impacts negatively on teacher training (Chisholm, 2000: 3/7). Fullan (1992:82) states the necessity that the members of the SMTs should also be trained as the principal is often cited as a key figure in promoting change in schools, and as such represents a fertile ground for considering the concepts of implementation in actions. As the quality of the education system is measured by the quality of educators as mentioned earlier in the above paragraphs, SMTs in schools should be introduced and be familiarised with any changes that are to be effected in schools, as their actions carry the message as to whether a change is to be taken seriously and also serve to support educators. Hord & Griffin (1980:26) support the above statement by stating that the degree of implementation of the innovation is different in different schools because of the actions and the concerns of the principals.

3.5.1.1 Problems with the Cascade Model

According to the Review Committee (Chisholm, 2000:43) the greatest strength of the initial Cascade Model lay in the ideological domain. As an advocacy strategy it was a bold attempt to popularise the outcomes-based approach and demystify C2005 at a time when there was a great deal of confusion and anxiety. The Cascade Model has been widely criticised as an inadequate model for delivering effective training. It failed to prepare either officials or school-based educators for the complexity of C2005 implementation.

In the first instance the 'cascading" of information resulted in the "watering down" and/or misinterpretation of crucial information. Whereas in the North-West Province a team of core trainers move from district to district conducting workshops and the Western Cape formed regional teams, the training in Gauteng Province was delegated to individual district offices that often lacked the required expertise on all learning areas. According to the Review Committee (Chisholm, 2000:45) these problems are related in part to the design flaws in C2005, in part to the use of unnecessary jargon in departmental documentation and in part to the shortness of the training. It was also stated that it is unrealistic to expect teachers to change a lifetime of practice after a three-day workshop.

The efficiency of the Cascade Model depends on the quality of the training and especially of the facilitators. Waja (in Chisholm, 2000:43) states: "The weakness of this approach is aptly encapsulated in the proverb: "the blind leading the blind".

- The district officials as facilitators lacked confidence, knowledge and understanding to manage the training process.
- District officials did not understand the terminology themselves and were not using the outcomes-based teaching methodologies
- Too many of the District officials have been out of the classroom for too long (Chisholm, 2000:43).
- Principals have been marginalized and were not in a position to support teachers (Chisholm, 2000:45).
- In 2002 the HEIs (GDE Grade 6 training) used mostly experienced and currently serving educators. This factor alone may have impacted positively on satisfaction for course content, since the educators could provide more practical examples of OBE/C2005 (KMS, 2002b:305).

In the last step of the Cascade Model, lead-teachers from schools or clusters of schools were selected and trained by the district officials and they had to pass this knowledge on by means of in-school training to their peer educators.

The training was enhanced by encouraging schools to form clusters, in order to continue dialogue on C2005 and to develop learning activities and support materials. Two teachers from each school were expected to run the six two-hour sessions with all the staff in their schools after normal working hours, over a period of six weeks (Bertrams et al., 1997:8). Within the Cascade Model school-based INSET formed an integral part. School-based training is also referred to as on-the-job training that gives a choice of activities within the school to enable educators to gain competency and knowledge experientially. These patterns can be supportive in a sense that within the learning community of the school's educators and learners, needs can be identified more easily, in-service experience can be devised and related more closely to their needs, and resistance to implementation of teaching and learning outcomes of the experience is likely to be less.

There are also limitations attached to school-based in-service education such that if the school relies entirely on its own resources, they may encounter severe problems. Members of staff drawing exclusively from their own resources may risk becoming over-insular in their attitudes and outlook, while individual teachers may be confirmed in existing prejudices. In this event, schools may be hindered by practical constraints in mounting in-service activities that could meet all staff requirements. With regard to the development of learning and teaching support material the Review Committee (Chisholm, 2000:4) stated that teachers were desperate for illustrative learning and support material and units developed by the Laerskool Wonderboom in Pretoria were widely used by all schools (including ELSEN schools) visited in the Eastern Cape. Educators found them to be of great assistance to the extent that these materials have replaced the use of policy documents. Although the provinces use different strategies or approaches to strengthen the Cascade Model it still had some flaws (DoE, 2002:155; Garson, 1998:5; 1999:6-7):

- The training was too abstract and insufficiently focused on what the theory meant in practice.

- The training focused on teaching the terminology rather than engaging with the substance underlying the terminology.
- The complexity of the terminology has not allowed teachers to come to grips with the basic implications of outcomes-based education for the classroom.
- Although new learning areas were introduced there was no attempt to train primary school teachers in the knowledge and skills aspects of the new learning areas such as Economic and Managerial Sciences, Life Orientation, Arts and Culture, and Technology.
- The perception was created that in C2005 "everything goes" and educators left the workshops not knowing what they ought to teach.
- The facilitators created misconceptions such as that textbooks, content knowledge and tests and exams were no longer necessary in the new paradigm.
- They also perceived that the trainers of C2005 were not well organised, not knowledgeable about the C2005 and with poor presentation in their workshops (Garson, 2000:6-7; Chisholm, 2000:8-12).

3.5.1.2 Knowledge base and understanding

According to Singh & Manser (2000:112) one of the teachers from a township school echoed the concerns of his colleagues when he stated: "To OBE or not to OBE? How can we implement OBE when we do not have sufficient training and materials? Most of the teachers in the township schools are either unqualified or under-qualified. Instead of enjoying OBE, many are afraid of it!" The most sensitive argument is that most of the teachers in the system are either unqualified or under-qualified, or they have been out of the learning institution for too long especially primary school teachers. Most of them do not have enough time to read newspapers, articles, journals etc., nor can they buy some of the information booklets. These factors contributed to their poor implementation of C2005 in their respective schools.

Educators experienced various problems with the implementation of the outcomes-based C2005 (Jansen, 1997:1). These problems included learning materials that were considered thick and inaccessible, requiring Grade 1 teachers to master a sophisticated and technical exercise of clustering critical and specific outcomes, assessment criteria and performance indicators with the aim of developing learning programmes (Motala, 1997:10). This overload of information not only subvert the intention from OBE practises, but also underlines the reality that changing educators' classroom habits and practices will not occur in one or two training sessions and that much longer-term planning is required, including the proper re-orientation of PRESET courses (Motala, 1997:10). For Taylor (1999:127) the problem with training material does not lie in its paucity for a Grade 1 teacher. In Gauteng, for example, the teacher could have received a total of at least 1 348 pages, if the provincial distribution system was working efficiently. "And these are just guidance materials, designed to assist the teacher in interpreting the curriculum".

The training of teachers was done without understanding the level of acquisition of information of teachers. As some of them in the system have fragile qualifications and others having been out of the learning institution for a long time. Some of them (teachers) have been deskilled and marginalized for longer periods (Le Grange and Reddy, 2000:21-24). Teachers have begun implementing (curriculum 2005 with a haze idea on what to focus. The complexity of policy has led to exclaiming in despair at the end of training sessions, which took four days: Some complain: "Instead of all this new terminology why can't we just be given the new syllabus and told to get on with it" (Potenza, 2000:1).

The Review Committee (Chisholm, 2000:45) noted that the training materials tend to alienate classroom practitioners because they were "peppered with unnecessary terminology" and contain very little practical guidance. The Report expressed a need for more specific and practical training in assessment, designing learning programmes, planning integrated activities, producing support material, handling large classes, cooperative learning and team building.

For the universal principle of the "actualisation of prior knowledge" or "recognition of prior learning" it is essential that new concepts should be developed from the basis of well-known concepts – and this principle is also applicable to in-service training of teachers for the implementation of a new curriculum. It is therefore unproductive and self-destructing to expect from teachers to forget everything that they have learned and done up to the introduction of C2005. For Van der Horst & McDonald (1997:25) OBE is no new fad: "It has essentially been implemented for years by many excellent teachers who have been concerned about moving away from content-driven rote learning to one where pupils discover and construct knowledge". The then Deputy-minister of Education (Mkhatshwa, 1997:22) stated that in many instances teachers have been using outcomes-based teaching strategies for years.

3.5.2 Practical implementation in the classroom

Teachers left the in-service training without exactly knowing what and where to start when they arrived back in their schools' classrooms. Teachers were eager to implement C2005 after training but the poor understanding of C2005, lack of resources, and policy overload add to the frustration of teachers about the implementation of C2005 (Mahomed, 2000:12; Mannah, 2001:12 ; Mecoamere, 2001:10). Also with external issues such as re-deployment and retrenchment that de-motivated them further. They also felt confused and threatened by the barrage of changes, which they perceived as threatening their professional status, job security and deeply held belief. They also saw these as burdens on the part of their work (Le Grange and Reddy, 2000:21-24; Chisholm, 2000:8-12). Singh & Manser (2000:113) state: "What emerged from the second set of interviews was that those teachers who were poorly informed and inadequately prepared for OBE had a phobic reaction towards its implementation. The study clearly indicated the presence of *Tobephobia* amongst these teachers" (*Tobephobia* is derived from: *T(ransformatio)* + *obe* + *phobia*).

With regard to the implementation of C2005 Taylor and Vinjevold (1999:160) stated that C2005 is succeeding well in the ideological domain, with teachers eagerly embracing its intentions. "However, amongst many teachers, particularly those working in poorly resourced schools, there are a vast gap between positive attitudes towards these new ideas and the ability to give effect to them in the classroom". INSET programmes for teachers can have a significant impact on the quality of learning and teaching. Improving the conceptual knowledge and teaching skills of educators is a prerequisite for the successful implementation of C2005.

3.5.2.1 Lack of textbooks, learning material and other resources

The Minister of Education (Bengu in Rapport, 1998:8) stated that: "Existing textbooks cannot be used and teachers should write and compile their own textbooks". The "era of schools without books" is for Diphofa (1999:10) one of the myths surrounding C2005 that was partially promoted by a lack of funds in the national and provincial education budgets. Some of the schools in the Sasolburg district literally dumped brand-new textbooks at a training centre. Other schools that realized that these books were still useful within an OBE approach later collected these books. Later on teachers were advised to use the old textbooks in innovative ways (FED, 1999b:145; Chisholm, 2000:49; WCED, 2000:2). A teacher or a school who throws away any textbook has never used a textbook in the right way.

For Potenza (2000:1) the textbooks, though uneven in quality, "were in fact the most coherent curriculum offering available to teachers. And so, de facto, textbook writers and publishers became the curriculum developers rather than teachers." According to the Department of Education (DoE, 2002a:i) the implementation of C2005 took place in an environment characterised by enormous infra-structural backlogs, resource limitations, inadequate supply of quality learning support materials and absence of common national standards for learning and assessment. How any person can expect a teacher to write his/her own textbook without basic resources like libraries, computers, typewriters, photocopying machines is incomprehensible.

3.5.2.2 The selection of content and the design of Learning Programmes

One of the objectives of the in-service training was to empower teachers to develop and implement their own learning programmes as long as they produce the necessary outcomes (Rogan, 2001:118). Despite the training teachers were not able to design and develop their own Learning Programmes, Schedules of Work (work schemes) and Lesson Plans (Le Grange and Reddy, 2000:24; Chisholm, 2000:16; Bengu, 1997:1-39). The other myth was that subject knowledge was not essential any more but some or other form of a core syllabus is a prerequisite for teaching and learning. In the Free State Department of Education they are using resource and capability tasks as a form of subject knowledge. (FDoE, 1999b:1-62). Again teachers were advised to use textbooks that are at their disposal, not to throw away those old textbooks, but to use them in an innovative way (FDoE, 1999b:145; WCED, 2000:3).

Potenza (2000:1) states that whether we call it a syllabus or not, there is clearly a need to give teachers some idea of what they should be teaching in each learning programme in each grade. This goes against the grain of transformational OBE, in which every school (and every teacher) is supposed to design their own curriculum. And so teachers have begun implementing the new curriculum with a very hazy idea of what to focus on. The complexity of the policy has led them to exclaim in despair at the end of training sessions: "Instead of all this new terminology, why can't we just be given the new syllabus and told to get on with it". Teachers received learner support materials – exemplars produced by the national and provincial departments of education for a few programme organisers. In spite of the development of so-called Progress Maps and Expected Levels of Performance (ELP) the simple question of what it is that teachers are supposed to be teaching in each grade remains unanswered.

Garson (2000:39) states that while the very structure and implementation of Curriculum 2005 are under review, new materials are being hurriedly

developed, and existing (and very dubious) features of the new curriculum are being consolidated with the circulation of follow-up implementation documents to provinces. "Aside from the fact that millions of Rands may be unnecessarily wasted, it is this same hurried and ill-considered process that led to the slapping together of shoddy and downright incomprehensible learning and teaching materials for the other grades, which in turn has led to all the chaos and confusion around the new curriculum the country now finds itself in. Grade seven materials brought out by the national department last year, which cost R1,5 million, were hardly used, according to the provinces, because they were of such poor quality and because teachers did not receive proper training on how to use them."

3.5.2.3 Overloading of teachers

According to Mohamed (2002:14) the Revised National Curriculum Statements (RNCS) are being introduced in a context of two curriculum systems being operative until the end of 2004 – NATED 550 (current matric), and the existing Curriculum 2005. Teachers have been given huge responsibilities for having the final say in their learners' progress within their classroom practices (FDE, 1999b:1-53). Teachers were also tasked to plan their learning activity integral with the assessment in the teaching and as well as the learning fraternity (Sieboger and Nakabugo, 1999:288; Korze, 1999:31-33). The assessment demands for teaching in the C2005 has put a lot of stress on teachers (Fine, 2000:3).

3.5.2.4 Status and authority of the teacher

Since the first implementation in Grade 1 in 1998 the outcomes-based C2005 had an immense influence on the teaching practice of teachers in South Africa (Smit, 2001:72). According to Booyse & Swanepoel (1999:221) changes concerning the teaching role of teachers (changes in policies or practice pertaining to teaching aim, content and/or method) had the strongest effect on the work life of teachers. For Berkhout & Hodgkinson (1998:287) C2005 is a complex and far-reaching initiative with the ultimate aim of reforming the total

South African education and training system in line with the provisions of the National Qualifications Framework (NQF). The implementation of C2005 affected every single aspect of the school and classroom practice and also teachers' perceptions of their working environment with regard to the curriculum, teacher's role, the learner and the learning content. Teachers are seen in the C2005 not as figures of authority or as transmitters of knowledge but as the mere facilitators that have to take the backstage (Gunter et al., 1995:8; Steyn & Wilkinson, 1998:204-205).

For Green (2001:129) the personal and professional identities of teachers are inextricably involved in any significant process of curriculum change and the emotional and cognitive well being of learners depend on the emotional and cognitive well being of the teachers. The renaming of teachers as educators or facilitators is an example of how the professional identity of a group of people may be put at risk. In our zeal to harness education to the task of transformation, we have perhaps been too ready to overlook the very ways in which teachers are not the same. If, for a start, we fail to recognise the diverse backgrounds and expectations that they bring to the profession and career of "teacher", we cannot be surprised at misinterpretations of and resistance to the new curriculum. How, for example, do race and gender influence teachers' perceptions of their profession? (Green, 2001:136).

An emphasis on the errors of the past and the need for a radical paradigm shift may inadvertently have made change more difficult to achieve. Teachers have been encouraged to doubt what they think they know. It would be only reasonable to assume that many teachers in South Africa have fragile academic and professional self-concepts that are likely to be threatened by change. This is particularly so when change is introduced with crusading fervour, complex vocabulary and sophisticated rhetoric.

However, for Smit (2001:81): "Teachers are the silent recipients of policy, and yet the cardinal players in the education policy change process". The work of Konyan (1999) for example, reflects South African teachers' concerns about the loss of their traditional classroom authority. Understanding Outcomes-

Based Education and Curriculum 2005 requires a level of intellectual sophistication that many teachers in South Africa have not had the opportunity to reach. Not understanding Outcomes-Based Education can only contribute to their sense of inadequacy - hardly a sound basis for effective teaching. Despite the rhetoric of redress, equity and participation espoused by South African policy documents, in reality the new education developments including OBE appear to militate against these very stated ideals. For Le Grange & Reddy (2000:21) expecting teachers (poorly qualified) who have been systematically deskilled for many years to cope with large classes, poor educational resources, new school governance and a sophisticated outcomes-based education system is a tall order. "We observed first hand how top-down curriculum and policy processes as well as contextual realities militate against enabling change".

Some of the teachers are struggling to make assessment transparent to the learners. This is also contributed by the approach of answering and questioning, set by the teachers for the learners (lack of clarity about formulation of assessment strategies for each and every activity in the classes). Lastly learners who are not ready to be assessed are bound to be assessed and to proceed to the next grade (Curriculum 2005).

3.5.2.5 Assessment

With the possible exception of the design of Learning Programmes the implementation of both formative and summative assessment is probably the most time-consuming aspect of the outcomes-based approach. A comprehensive assessment policy did not accompany C2005 in the first year of implementation. Even the National Assessment Policy that has since been developed (DoE, 1998b:100) has some conspicuous gap. The most serious absence was the lack of specification to the destination of the General Education and Training Certificate (GETC). There was also a lack of alignment between C2005 and the assessment policy as well as clarity regarding assessment policy and practice (Citizen, 2000:7).

For the DoE (1998b:100) the key role of assessment is determining whether or not learning outcomes have been attained. Assessment has a developmental and monitoring function, although its fundamental goal is to promote learning. It is through assessment that the efficacy of the teaching and learning process can be evaluated. Feedback from assessment informs teaching and learning, and allows for the critique of outcomes, methodology and materials. All assessment must be fair, valid, reliable and practical.

The new assessment techniques will be largely:

- Formative with a summative component;
- Criterion-referenced with a place for norm-referenced marking;
- Continuous for formative diagnostic purposes.
- For OBE/C2005 assessment it is important to make use of a variety of assessment methods, instruments and techniques on a continuous basis and these methods definitely also includes tests and examinations (WCED, 2000:2).
- Continuous assessment will include tests and examinations but will also rely on learners' portfolios, self and peer assessment, projects and a range of other methods to measure achievement of outcomes (DoE, 1997I:3.1).
- A wide variety of assessment techniques, methods and instruments should be incorporated into the assessment practice.
- Some assessment should be based on working independently, some on working in pairs and some in groups or teams (DoE, 1998:3).
- For the DoE (1998b:9) OBE assessment requires a move away from relying entirely on norm-referenced assessment to largely criterion-referenced assessment.
- Assessment criteria are derived directly from the specific outcome and provide a framework for assessment, while the range statement provides parameters in which assessment occurs (DoE, 1997I:3.2).
- If the learners have met the stated criteria, she/he has achieved the outcomes. If not, the learners are invited to attempt the attainment of the outcomes at a later stage.

- Recognition of Prior Learning allows learners, especially adult learners to accredit learning gained outside formal educational institutions.
- Promotion/Progression: From the beginning of the GET (Grade R-9) learners will progress with their age cohort. As a guideline no learner should stay in the same phase for longer than four years.
- Within an OBE approach there are no promotion requirements in the GET Band until Grade 9, which represents the exit year of the GET Band and the first level of the NQF.
- The national Expected Levels of Performance (ELPs) and the provincial Progress Maps are currently not policy and it is hoped that they will give accurate information about the learning progress.
- At the end of Grade 9 there will be external assessment, which, together with the credits accumulated from Grade 7, will contribute to the attainment of the qualification (DoE, 1998e:5.5). "External assessment which is designed, planned, administered and moderated by an examining body will be undertaken at the end of the GET Band (Grade 9 and ABET Level 4)" (DoE, 1998e:11).

The need that assessment must be fair, valid, reliable, practical, objective and transparent necessitates the verification of the assessment of specific outcomes in terms of more objective and norm-referenced techniques and methods. Kraak (1998, in Taylor, 1999:194) notes that all assessment involves a large subjective element, and criterion-referenced assessment is no exception.

The GDE (1999:33) set up the following structures for assessment:

- The School Management Team (SMT): Members serve on the School Assessment Team (SAT) and promote the school's vision and mission with regard to assessment.
- The School Assessment Team (SAT): Promotes parental and community involvement, develops the assessment policy of the school, evaluate trainee-teachers and in-service training

- District Assessment Team (DAT): promotes provincial policy and supports the SAT.
- Provincial Head Office: Develops provincial policy, co-ordination and training.

The Revised National Curriculum Statement aligns the curriculum with assessment policy contained in the Assessment Policy (Government Gazette No 19640 of 1998). A common guideline for teachers is contained at the end of each Learning Area Statement. For Chisholm (2000:90) Learning Outcomes and assessment standards should be seen as the minimum of core concepts, content and values that should be covered in each grade in each learning programme. They by no means suggest that this is all that should be taught but they indicate what is essential to ensure progress through the GET band and to ensure the attainment of the high levels of knowledge and skills required for lifelong learning.

This has been replaced by the National Assessment Standard for "RNCS" (Sunday Times, 2000:6). Assessment seems to be time consuming for teachers to implement OBE effectively in their classrooms (Chisholm, 2000:16). Again the assessment of OBE was regarded as too demanding and beyond the capacity of the most dedicated primary school teacher (Chisholm, 2000:15,17).

3.5.2.6 The influence of OBE on the learners

The most important question in any evaluation of a learning and teaching or curriculum, regards the influence of the practice on the learner for the learner is the most important component in any learning and teaching situation. The ultimate objective and the right of existence of the school are for the benefit of the learner.

Although the review committee has raised some of the problems about the C2005 in-service training. For examples there has been misconceptions

surrounding the Curriculum 2005, some said it will lower the standard of education, due to the policy of passing the learners according to the cohort age groups and number of years the learners has spent in that phase (FDE, 2000a:2). These will give parents, learners and other stakeholders concerned a false impression about the progress made in the teaching and learning process.

3.6 Summary

In Chapter 3 the emphasis was on the implementation of the original Curriculum 2005 since January 1998. It started off with a general discussion of curriculum implementation and change management. The steps in the implementation process were discussed with special reference to the implementation of C2005. One of the findings was that there were serious shortcomings in the in-service training that teachers and other educators received for the implementation of C2005. The effect of the implementation of a new curriculum on the learning and teaching or classroom situation was investigated.

Several prominent stake-holders (Chisholm, 2000:8-12; Asmal, 2000a:1-2; DoE, 2002a:155) confirmed that the implementation of Curriculum 2005, took place in an environment which was characterized by a lot of problems such as huge infrastructure backlogs, insufficient resources, supply of poor quality learning support materials, the absence of common national standards for learning and the assessment thereof. When Asmal was appointment as Minister of Education in 1999 Curriculum 2005 was in its second year of implementation. The majority of views expressed at that time indicated serious problems with the design and implementation of Curriculum 2005 (Chisholm, 2000:1). The objectives of the empirical study in the following two chapters will investigate the problems that teachers in the Reitz district experienced with the implementation of Curriculum 2005.

CHAPTER 4 THE EMPIRICAL RESEARCH

4.1 Introduction

In Chapter 1 the researcher discussed the outcomes-based approach to the curriculum with special reference to the South African Curriculum 2005 Project that was implemented in 1998. To enhance the relevancy of this study the researcher also discussed the Revised National Curriculum Statement (RNCS) that was implemented in the Foundation Phase (Grades R-3) in 2004. In Chapter 2 the researcher discussed the implementation process, the in-service training of teachers and the problems that South African teachers faced with the implementation of both C2005 and the RNCS. This was done through a literature study that includes a study of official policy documents, guidelines, newsletters and training manuals of the national and provincial departments of education and other sources.

In the previous chapters the outcomes-based C2005 was described as probably the most significant reform in South African education of the last century and as an innovation both bold and revolutionary in the magnitude of its conception. The outcomes-based approach involves a new way of looking at teachers and learners and the implementation there-of placed enormous stresses and strains on already over-burdened principals and teachers in an environment characterised by enormous infra-structural backlogs, resource limitations, inadequate supply of quality learning support materials and absence of common national standards for learning and assessment. The Review Committee (Chisholm, 2000) found flaws in the original C2005 design and shortcomings in the Cascade Model that was used to train educators for the implementation of C2005. In this sense this study intends to focus on the implementation of C2005, whether teachers were able to implement C2005 and in this process also highlight possible problems that were experienced by teachers and other educators in the Reitz Region of the Free State. For reasons of practical relevancy the researcher also had to take into

consideration both the design changes and the changes in in-service training that was brought about by the RNCS.

Own experience and information from the literature study indicated that most of the teachers encountered severe problems with the implementation of C2005 and these problems are attributed to major design flaws in the original C2005 and a lack of proper in-service training to facilitate the implementation in the classrooms. The RNCS that was implemented in the Foundation Phase in 2004 tried to rectify the design flaws of the original C2005 and like-wise the latest in-service training of teachers for the implementation of the RNCS tried to solve the problems that were experienced with the implementation of C2005. Empirical research is therefore needed to confirm the assumptions and findings of the literature study.

The objective of the study is to describe the implementation of the original outcomes-based Curriculum 2005 in the classrooms of primary schools in the Reitz region. It also aims to make proposals for the more efficient implementation of future curriculum changes in primary schools and therefore an interpretation of the new RNCS was also undertaken. In this chapter the empirical study will be described. The chapter proposes then to present the research design with regard to the research objectives, approach, methods and steps taken in the development and implementation of the empirical research.

4.1.1 Objectives of the empirical research

In Chapter 1 the objective of this study was operationalised into the following aims:

- To determine the general principles and prescriptions of the outcomes-based Curriculum 2005 (C2005) and of the Revised National Curriculum Statement (RNCS)
- To determine whether teachers in the primary schools of the Reitz Region were able to implement Curriculum 2005

- To identify possible problems that teachers experienced with the implementation of Curriculum 2005.
- To make specific recommendations for the implementation of future curriculum changes with special references to the Revised National Curriculum Statement (RNCS).

With regard to the set aims this study attempts to answer the following questions:

- What is the nature and scope of outcomes based education policies as stated by the national Department of Education and the Free State Department of Education?
- Were the teachers able to implement C2005 in their schools and what was the effect of the implementation on the teachers and their learners?
- What problems did the teachers experience with the implementation of the outcomes based education and the assessment?
- What can be done for the successful implementation of a new curriculum in the future?

The objectives of the empirical research were to determine the nature, extent and quality of the implementation of C2005 at primary schools in the Reitz region of the Northern Free State and to identify possible problems that teachers and schools experienced with the implementation process. From the four general objectives of this study the following more specific objectives were identified for the purpose of the empirical study:

- To gather biographic information about the teachers involved with the implementation of Curriculum 2005
- To determine the teachers perceptions about the in-service training that they received for the implementation of Curriculum 2005
- To gauge teachers' knowledge and understanding of the principles and methodology involved with Curriculum 2005

conclusions can be enhanced if they can be shown to provide mutual confirmation.

For Mouton and Marais (1990:169) the phenomena that are investigated in social sciences are so enmeshed that a single approach can most certainly not succeed in encompassing human beings in their full complexity. De Vos et al. (1998:359) state: "It would therefore be futile to behave as though one approach should be canonised and another excommunicated". Posavac & Carey (1989:242) state that although purists from both camps would object, the best approach is to mix qualitative and quantitative research methods.

4.3 Research methods

The aims of this study will be achieved by means of the following research methods:

4.3.1 Literature study

The main objective of the literature study was to establish a theoretical basis for the discussion of the outcomes-based approach to curriculum design and the implementation of the outcomes-based Curriculum 2005 and Revised National Curriculum Statement (RNCS) in South African schools. The following objectives were identified for the literature study:

- To determine the general principles and prescriptions of the outcomes-based C2005 and RNCS
- To determine the theoretical and practical aspects involved with implementing a new curriculum
- To identify in general problems that teachers in South Africa experienced with the implementation of Curriculum 2005

The literature study included a study of official policy documents, guidelines, newsletters and training manuals of the national and provincial departments of education and other sources. A DIALOGUE and UCTD search was conducted

with the help of the following key words: "outcomes-based education", "Curriculum 2005", "Revised National Curriculum Statement", "in-service training", "curriculum change", "management of change" and "change management".

4.3.2 Empirical study

In this study, a questionnaire and interviews were used as data gathering instruments. The empirical part of this study consisted of three phases. In the first phase face-to-face interviews were conducted with the teachers and members of the SMTs. The information gathered from the interviews and from the literature study was used to design a preliminary questionnaire. In the second phase the preliminary questionnaire was completed by a pilot-group of 20 teachers from three schools to eliminate possible misinterpretations of the questions and to finalise the questionnaire. In the third phase the sample group completed the questionnaire.

4.3.2.1 Interviews

Face-to-face interviews with teachers and members of SMTs were conducted by means of a preliminary questionnaire in order to identify the important aspects with regard to educators' experience with and perceptions of the implementation of C2005. This served, as a preliminary and more investigative study to identify possible aspects in the implementation of C2005 that warrants further investigation and to verify the aspects identified by the researcher from the literature study. The format of these interviews was informal and semi-structured and consisted of both closed and open-ended questions.

Camel and Cahn (in Chadwick, Bahr and Albrecht, 1984:103) define the research interview as "a two-person conversation, initiated by the interviewer for the specific purpose of obtaining research-relevant information, and focused him on content specified by research objectives of systematic description, prediction, or explanation". According to Marshall and Rossman

(1991:82) interviews may range from casual conversation to more formal, lengthy interactions. The format of the interviews used in this case was informal and semi-structured and consisted of both closed and open-ended questions. More specifically the objectives of these interviews were to determine the nature of the implementation process and to identify possible questions for the questionnaire.

Interviews range along a continuum from highly structured interviews, which permit no deviation to largely unstructured, undirected exploratory interviews. Highly structured interviews usually contain a series of specific questions that are to be read to the respondent, along with a set of predetermined response categories. Few or no open-ended questions are asked (Chadwick et al., 1984: 104). The highly structured interviews are best suited for more specific hypothesis testing and for quantification of results. This format also assumes extensive information about the subject and about the respondents. The unstructured format, on the other hand, is best suited for exploratory studies and when detailed information is needed on more complex and detailed issues. Between the two extremes are a variety of other combinations. An interview might consist of specific questions, but asked in a largely open-ended format. Although the questions in this study were structured, they were mostly asked in an open-ended format with the objective to get as much information as possible.

4.3.2.2 Questionnaire

Information gathered from the literature study and from the informal interviews was used to develop and design a questionnaire. The questionnaire was used to gather information from the members of the School Management Team (SMTs: principals, deputy principals, and heads of departments) and from teachers from 18 primary schools in the Reitz district.

Questionnaire surveys are described by Chadwick, et al. (1984:135)., as a situation in which a respondent fills out and returns to the researcher a self-administered "interview" in which the questions and instructions are complete

and understandable enough so that the respondent can act as his or her own "interviewer". Chadwick et al. (1984:137) and Bailey (1982: 156 – 157) mentioned the following advantages of questionnaires:

- The major advantage of the questionnaire survey is that it is more economical in terms of money and time.
- The questionnaire may be completed at the respondent's convenience. With the mailed questionnaire the respondent is not forced to complete all the questions at one time. He is free to answers it whenever time allows it. It also gives the respondent more time to think about the questions.
- Greater assurance of anonymity. Since there is no interviewer present, the respondent may feel more willing to provide honest answers or undesirable answers. It is thus a useful way to collect sensitive information.
- No interviewer bias. There is no opportunity for the respondent to be biased by an interviewer.
- Securing information. The mailed questionnaire allows the respondent to consult his or her records, confer with colleagues or conduct research before answering the questions.
- Accessibility. Respondents who are widely separated geographically can all be reached.

Chadwick et al. (1984:138) and Bailey (1982:156) mentioned the following disadvantages of questionnaires:

- The questionnaire must be relatively brief or respondents may not take the time to complete them.
- Another problem is that somebody else may be asked to complete the questionnaire.
- Lack of flexibility. With no interviewer present, there can be no variation in questions asked and the interviewer doesn't have the opportunity to probe or follow-up on interesting leads.
- Low response rate. Mailed response rates tend to be much lower than interview studies.

- Verbal behaviour only. There is no interviewer present to observe non-verbal behaviour.
- No control over environment. In a mailed questionnaire study there is no assurance that the respondent will have the necessary privacy.
- A complex questionnaire format may not be used. The questions in a mailed questionnaire must be simpler to understand.
- Question wording should be simple enough for the most poorly educated persons to understand.
- Mailed questionnaire yields the most reliable information when closed questions are used, when the order in which questions are answered is unimportant, and when the questions and format are simple and straightforward.

The choice between open and closed questions is a complex one, as each one has its own advantages and disadvantages. A closed or forced-choice question is one in which a number of alternative answers are provided from which the respondent must choose one. An open-ended question is one for which respondents formulate their own answer (De Vaus, 1986:74). Neuman (1997:240) argues that each form has its own advantages and disadvantages, but the crucial issue is not which form is best, but rather under which conditions a form is most appropriate. The researchers' choice depends on the purpose and the practical limitations of a research project.

- Open-ended questions are more time-consuming and they result in data that is very difficult to analyse. The advantage is that they allow respondents more freedom to give the answers they want to give without imposing a restricted set of responses on them.
- The advantage of closed questions is that they result in data that are easy to count and manipulate statistically. A further advantage according to De Vaus (1986:75) is that they do not discriminate against the less talkative and inarticulate respondents. A disadvantage of closed-questions is that it imposes restrictions on how people can answer. Something important may be lost when an individual's beliefs and feelings are forced into a few fixed categories that a researcher

created (Neuman, 1997:240). To learn how a person thinks and feels, and to discover what is important to him or her, open questions may be best.

In February 2001 a trial administration of the questionnaire was conducted and certain changes were made to improve the questionnaire. After the questionnaire was designed, piloted and finalised it was distributed to the sample group of teachers and members of SMTs to be completed. The final questionnaire was completed by 176 respondents consisting of 146 Grade 1-7 teachers and 30 members of SMTs in the Reitz region.

4.4 Structure of the questionnaire

The questionnaire (Annexure A) designed for use in this study consisted of 66 questions divided into the following six sections:

Section A: Biographic and demographic information (13)

- The 14 close ended questions in this section relate to the biographic and demographic information of the respondents such as current post, grade, type of school, home language, language of learning and teaching, teaching experience, class sizes, etc.

Section B: In-service training received (19)

- The 19 close-ended (yes/no, 14 and 5 other close-ended) questions in this section relate to particulars about the training that both classroom-based educators and members of SMTs received for the implementation of Curriculum 2005. Items in this section dealt with the following aspects of the received training: value, effectiveness, length, facilitators and general satisfaction with different aspects of the training.

Section C: Evaluation of implementation in the classroom (14)

- Questions in this section deal with the implementation of C2005 in the classroom. Questions were asked about continuous assessment practices, recording, reporting, progression, criterion referencing, etc.

Section D: Questions on the management of the implementation at schools (11)

- The questions dealt with the implementation process, learner performance, affordability, curriculum design, textbooks and assessment.

Section E: General questions on teaching of C2005 (8)

- The questions (8) dealt with grade specialisation, in-service training, teaching methods, assessment practises and parental involvement.

Section F: An open-ended question (1)

- To obtain teachers' general perceptions about OBE and assessment.

4.4.1 Close-ended and open-ended questions

The questionnaire was used to gauge the perceptions and understanding of issues pertaining to the implementations of Curriculum 2005 and the current status of implementation in their classrooms and schools. The questionnaire consisted of:

- Close-ended questions (65) that were written in English and were positively phrased. These are types of structured questions that Van Dalen (1979:154) believes will keep the respondent's mind riveted on the aim of the research.
- Open-ended question (1). This type of question does not suggest any response to the set question. They are open questions that do not force the respondents to choose between rigidly limited responses, instead permits them to answer in their own frame of reference. This method would allow information about the in-service training to be provided in a wider scope without limitations.

4.5 Administering the questionnaire

The researcher distributed the questionnaires in person to the selected schools for completion by the teachers who were members of the sample group.

4.5.1 The population of this study

The "population" is a term that sets boundaries on the study subjects which also refers to all the individuals in the universe who possess specific characteristics. A population is further defined as the totality of persons, events, organisation units, case records or other sampling units with which a specific research problem is concerned (De Vos et al., 1998:190). This study

targeted the implementation of C2005 by Grade 1-4 and Grade 7 teachers in primary schools in the Reitz region.

The population includes all members of the SMTs and Grade 1-4 and 7 teachers who were at that stage (2002) involved with the implementation of C2005 in their schools and classrooms. It includes both the former disadvantaged (ex DET) and former advantaged (ex Model C schools) in the Reitz region. The region can be characterized as rural and the schools include village, township and farm schools. The following are some of the towns and their townships, which are found in the Reitz region: Reitz, Vrede, Villiers, Tweeling, Cornelia, Frankfort, and Petrus Steyn. The investigation was limited to Grade R-4 and Grade 7 teachers because the implementation of the outcomes-based Curriculum in Grades 5-6 was only implemented in 2003 and in Grades 10 to 12 it was postponed until 2006. The population comprises 895 permanent educators and 28 temporary educators at 54 primary schools in the Reitz district.

4.5.2 The research sample

A sample is the element of the population considered for actual inclusion in the study. Seaberg (1988:240 in De Vos et al, 1998:191) describes a sample as a small portion of the total set of objects, events or persons that together comprise the subject of our study. In this study a representative sample of teachers was selected by means of stratified random sampling using a table of random digits. De Vos et al., 1998:193) state that random sampling is the only technique available that will ensure an optimal chance of drawing a sample that is representative of the population from which it was drawn. Stratified random sampling is suitable for heterogeneous populations because the inclusion of small subgroups percentage-wise can be ensured (Van der Walt 1984:78 in De Vos et al., 1998:197).

In this study a stratified random sample was selected from each one of the following subgroups by means of a table of random digits (De Vos et al., 1998:196). The stratified random sample had to be representative of not only

the different Grades but also of both the former disadvantaged primary schools (ex-DET schools) and the former advantaged schools (ex-Model C schools)

The sample is considered to be large enough to be representative of the schools and teachers in the Reitz region of the Northern Free State District of the Free State Department of Education (FDE). No claims are being made that the sample is the representative of all teachers in Reitz region (FDE), but the 176 teachers of Foundation, Intermediate, and Senior Phase who were suppose to implement C2005 in their grades and who completed the questionnaire were representative of the following types of schools and Grades in the Reitz region:

Table 7 Teachers represented in the sample (176)		
Origin of the schools	N	%
Former DET schools	13	72,22
Former Model C schools	5	27,77
Types of schools		
Primary schools (Grade 1, 2, 3, 4 and 7)	14	77,77
Combine schools (Grade 1-12)	4	22,22
Teachers		
Grades 1, 2, 3, 4 and 7 (ex DET)	143	81,25
Grades 1, 2, 3, 4 and 7 (ex Model C)	33	18,75

4.5.3 The pilot study

According to Creswell (1994:17), a pilot study assists a researcher to detect the validity of the instrument. The questionnaire that was originally developed was pilot-tested at three of the primary schools. The total of 20 respondents were requested to respond to the questions with great care and to make notes of any problems they might notice concerning the phrasing, confusing statements or any ambiguity in the questions. As a result of their comments the researcher adapted the questionnaire and made final adjustments in cooperation with the Statistical Advisory Services at the Vaalpukke Campus of the North-West University.

4.6 Questionnaire distribution

In July 2002 the researcher personally delivered the questionnaires to the principals of the schools that were selected. A covering letter was enclosed to give guidelines for the completion of the questionnaires and to assure the respondents of complete anonymity and confidentiality. A total number of 230 questionnaires were distributed to schools to be completed by 240 classroom-based teachers and 38 members of school management teams (SMTs).

Out of the 230 questionnaires distributed to the 40 schools the researcher was able to collect 176 (76,5%) completed questionnaires from the schools at the end of April 2003. Landman (1980:112) regards a response rate of 70% as sufficient to make reliable and valid conclusions. In most instances, the principals of the Ex-TED Schools initially were not keen to accept the questionnaires, citing reasons that their staff was too busy, though they were the first to return them. The principals from the ex-DET received the questionnaires but the researcher struggled to retrieve them because they were not completed in time. In this regard Molete (2004:119) experienced similar problems at the township (Ex-DET) schools: "...it took four weeks for the distribution, completion and return of questionnaires at ex-Model C schools, while at township schools it took almost six months and some of the questionnaires were not returned. This weak response from township schools was a great disappointment as they were the primary target".

4.7 Data-analysis

The Statistical Services of the Vaal Triangle Campus of the North-West University analysed and processed the data collected by means of the SAS-programme. The programme was used to find frequencies, means and standard deviations. Frequency tables were used to present the results in a graphic format in order to represent the educators' perceptions of the in-service training for the implementation of the outcomes-based Curriculum 2005.

4.8 Summary

This chapter has outlined the research design with regard to the research method, the research population, sampling, pilot study and the administering of the questionnaire. Semi-structured interviews and a structured questionnaire were chosen as the ideal research instruments. A theoretical framework for the design of the questionnaire was discussed and a questionnaire was developed to obtain information from both teachers and members of school management teams from selected schools in the Reitz district. In the next chapter details will be given of the results of the empirical research and this data will be analysed and interpreted.

CHAPTER 5 DATA ANALYSIS AND INTERPRETATION

5.1 Introduction

The objectives of the empirical research were to determine the nature, extent and quality of the implementation of C2005 at primary schools in the Reitz region of the Northern Free State and to identify possible problems that teachers and schools experienced with the in-service training and the implementation process. From the objectives of this study (Chapter 1.3) the following research questions were derived:

- What is the nature and scope of outcomes based education policies as stated by the national Department of Education and the Free State Department of Education?
- Were the teachers able to implement C2005 in their schools and what was the affect of the implementation on the teachers and their learners?
- What problems did the teachers experience with the implementation of the outcomes based education and the assessment?
- What can be done for the successful implementation of a new curriculum in the future?

The first research question was investigated in the literature study (Chapters 2 and 3) and the empirical study was designed to answer the following two research questions:

- Were the teachers able to implement C2005 in their schools and what was the affect of the implementation on the teachers and their learners?
- What problems did the teachers experience with the implementation of the outcomes based education and the assessment?

From these two general research questions the following more specific objectives were identified for the purpose of the empirical study:

- To gather biographic information about the teachers involved with the implementation of Curriculum 2005
- To determine the teachers perceptions about the in-service training that they received for the implementation of Curriculum 2005
- To gauge teachers' knowledge and understanding of the principles and methodology involved with Curriculum 2005
- To determine whether teachers were able to implement C2005 in their classrooms and to identify specific problems that they encountered in the process.

This chapter represents a report of the empirical investigation conducted by means of the questionnaire (see APPENDIX A) to determine the extent and success of the in-service training that the respondents received for the implementation of the outcomes-based Curriculum 2005 (C2005). In order to take possible historical differences into account it was decided to also determine possible differences between the training and implementation processes in previously advantaged (Ex-Model C) and previously disadvantaged (Ex-DET and Ex-House of Representatives) schools. A summary of the data appears in APPENDIX B. The responses to the following sections of the questionnaire will be discussed in line with the four stated objectives of the empirical study:

- Section A: Biographical information
- Section B: The in-service training for Curriculum 2005
- Section C: Implementation in the classroom situation
- Section D: Evaluation of curriculum management in schools
- Section E: General questions on teaching OBE

It is important to emphasise here that the empirical research was conducted in March to July 2002 before the training of educators for the Revised National Curriculum started. In this regard the results refer to the implementation of the original C2005 and the in-service training thereof. However to enhance the possible relevance of the study all interpretations will be discussed against the

background of the provisions of the Revised National Curriculum Statement that was only implemented in 2004.

5.2 Biographic information of the respondents

Due to the enormous varieties with regard to cultural and language groups South Africa is often described as a "Rainbow Country". To cater for these differences the responses from educators from ex-DET and ex-Model C schools were compared.

5.2.1 Schools represented in the research

The 176 respondents from 18 primary schools in this study represent the different groups in the Reitz Region of the Northern Free State District. The 18 schools are representative of town, village and larger farm schools in and around the towns of Reitz, Vrede, Villiers, Tweeling, Cornelia, Frankfort, and Petrus Steyn. The respondents were representative of the following schools (Questions 2 and 4):

- Formerly disadvantage schools (Ex-DET, 13): 143 (81,8%)
- Formerly advantaged schools (Ex-Model C, 5): 33 (18,5%)

These percentages resemble the demography of the region.

5.2.2 Qualifications and experience of the respondents

From the data we can infer that the majority (84%) of the teachers in the region is fully qualified with at least a three year qualification. At the former DET schools there are 28 (19,6%) under-qualified teachers with only a two-year PTC. Of the 176 teachers 119 (67,6%) have more than 10 years experience in the teaching profession. There are only a few (20; 11,4%) relatively new-entrants with less than 5 years of experience at the schools with no experience of the old content-based curriculum.

5.2.3 Grades and Learning Areas / Programmes

The questionnaires were completed by 67 (38%) teachers in the Foundation Phase and 109 (61,9%) from the Intermediate and Senior Phase. The 67 teachers from the Foundation Phase usually do classroom teaching and are responsible for the following 3 Learning Programmes: Literacy, Numeracy and Life Skills. Each of the 109 teachers from the Intermediate and Senior Phases are on average responsible for the teaching of 2,3 Learning Areas. The majority of the teachers are in favour of specialising in the form of learning area/programme teaching in the Intermediate and Senior Phases. From the data we can also infer that the majority of the teachers specialise in teaching a specific grade and only a small percentage will not be teaching the same grade in the following year.

5.2.4 Language(-s) of learning and teaching (LOLT)

Although the questionnaire (ANNEXURE A) made provision for all nine official languages of South Africa only the following 5 languages were represented in the sample group: SeSotho; Afrikaans, English, IsiZulu and IsiXhosa. Language integration is very limited with only 2,1% of the teachers at ex-DET schools who indicated that their home language is Afrikaans. At the ex-Model C schools 6,1% indicated SeSotho as home language and 3,0% indicated English as their home language.

At the ex-Model C schools 84,8% of the respondents indicated that Afrikaans is the home language of the majority of their learners and 90,9% indicated that Afrikaans is the LOLT of their schools. A small number indicated English (3,0%) and SeSotho (3,0)%) as LOLT and this possibly refer to the use of the home language as initial LOLT in Grade 1 of the Foundation Phase. Although a large number of respondents (97,2%) from the ex-DET schools indicated that SeSotho is the home language of the majority of their learners only 35,9% indicated SeSotho as official LOLT. The respondents who indicated SeSotho as LOLT are mostly teaching in the Foundation Phase. Although 40,6% of the respondents were teaching in the Foundation Phase only 35,9%

indicated SeSotho as the LOLT. It seems that a small percentage of the Foundation Phase teachers still opted for the "straight for English" option and thus depriving the learners of the benefits (FDE, 2004b:41) of initial training in the home language.

In this regard the Free State Department of Education (FDE, 2004b:45) states: "Provincial language policy as expressed through circulars (as well as the draft Foundation Phase Language Policy) has stated the following:

- Mother tongue tuition must take place in the Foundation Phase.
- An additional language must be introduced from Grade 1.
- If a school wishes to change to tuition through English from Grade 4, English should have been introduced in the Foundation Phase as an additional language".

At the ex-Model C schools 90,9% of the teachers indicated that Afrikaans is the LOLT but only 81,8% indicates that Afrikaans is used for group discussions in class. They also indicate that both English (9,1%) and SeSotho (9,1%) are used for group discussions and to ask questions. At the ex-DET schools 64,1% of the respondents indicated English as the LOLT and only 61,5% indicated that English is the language that the learners use for group discussions in class. They also indicate that both English (37,1%) and Afrikaans (0,7%) are used for group discussions and that the learners use both SeSotho (55,9%) and English (37,1%) to ask questions in class. These findings are in line with the practice of dual-medium of instruction or "code-switching" that forms an integral part of the language in education practice.

At the ex-Model C schools 84,9% of the respondents indicated Afrikaans as the most general language of communication at their schools and only 39,3% indicated that their teachers are able to teach fluently by means of English. At the ex DET schools the respondents regard SeSotho (95,4%) and IsiZulu (4,9%) as the most general languages of communication. A total of 47,7% of the respondents indicated that their teachers are able to teach fluently in English.

In this regard Vermeulen (2000:133) stated: "In the official 'straight-for-English' classrooms of 80% of South African learners an unofficial version of structured bilingual/dual-medium immersion has been the *de facto* policy for years and it often turned out to be mother tongue/mono-lingual teaching and learning mirroring the linguistic (in-)capabilities and priorities of the teachers. In spite of the official choice of parents for "straight-for-English" the majority of learners in South Africa are already experiencing the perceived advantages and the real disadvantages of an unofficial version of dual-medium learning and teaching in the form of code switching.

5.3 Teacher's perceptions about the in-service training

With regard to teachers' satisfaction with the in-service training there was a significant difference (p value 0,011) between the two groups. The majority of the respondents from the ex-DET schools (62,4%) were satisfied with the training whereas only 36,7% of the respondents from the ex-Model C schools were satisfied. The findings of Question 50 indicate that the majority of the respondents from both the ex-DET (78,7%) and the ex-Model C schools (57,6%) were of the opinion that the teachers were adequately trained for C2005.

5.3.1 Attendance rates

The vast majority of the respondents from both the ex-DET (79,9%) and ex-Model C (90,9%) schools indicated that they have received in-service training for the implementation of C2005. On the question, "Have other teachers at your school received C2005 training?, there is a significant difference (P value 0,030) between the attendance rates for the ex-DET (82,0%) and for the ex-Model C (96,9%) schools. A significant difference (P value 0,001) was found between the number of respondent from the ex-DET (60,9%) and ex-Model C (90,6%) schools who indicated that they have attended the training voluntarily. The conclusion of these findings is that in total the majority of the respondents (81,8%) did receive in-service training for the implementation of C2005 but it

is distressing that more than 20% of the respondents from the ex-DET schools did not receive in-service training.

5.3.2 Organisational aspects and training facilitators

A significant difference (p value 0,003) was evident between the responses on the question: "Was the workshops of OBE well-organised?" A high percentage of the respondents from the ex-DET schools (78,9%) was of the opinion that the in-service training was well organised whereas only 58,1% of the respondents from the ex-Model C schools regarded it as well organised. A significant difference (p value 0,000) was also found on the question whether the respondent would recommend the training to their colleagues. From the ex-DET schools (82,1%) and from the ex-Model C schools (43,8%) indicated that they would recommend the training to colleagues. In contrast (p value 0,004) to the respondents from the ex-Model C schools (38,7%) the majority of the respondents from the ex-DET schools (66,4%) regarded the presenters as experienced and knowledgeable.

From the responses to Questions 16 and 17 we can infer that training material in the form of assessment examples and notes on OBE were available to the respondents. An interesting finding is the high significant difference (p value 0,000) found with regard to the respondents' consideration of further part-time studies in order to improve their knowledge about OBE. In comparison to a vast majority of ex-DET respondents of 91,5% only 34,4% of the respondents from the ex-Model C schools are considering further studies.

5.3.3 Effectiveness of the training

The objectives with Questions 22-27 were to determine the respondents' readiness and willingness to implement the outcomes-based C2005 in their classrooms. The responses to Question 22 indicate that the majority of respondents from both ex-DET (57,8%) and from ex-Model C (61,3%) schools do not feel threatened by the implementation of C2005 assessment principles. A large number of respondents from both ex-DET (48,9%) and ex-Model C

(56,2%) do however lack confidence in assessing the learners according to the OBE approach.

The majority of respondents in both ex-DET (68,1%) and ex-Model C (65,6%) feel supported in implementing OBE assessment at their schools. The respondents from the ex-DET (61,9%) schools feel to a larger extent than their colleagues at the ex-Model C (45,2%) empowered by the OBE approach (Low significant difference, p value 0,187). To a larger extent the respondents from the ex-DET (52,6%) are of the opinion that they are supported by the facilitators or co-ordinators at the District Offices (ex-Model C - 45,2%). Contrary to findings in the literature study (Chapter 3, Paragraph 3.5) the majority of the respondents from both the ex-DET (69,6%) and the ex-Model C (54,8%) schools do not feel exhausted with the implementation of C2005.

5.3.4 General satisfaction with the in-service training

As already indicated there was a significant difference between the general satisfaction of respondents from ex-DET (62,4%) and ex-Model C (36,7%) schools with the in-service training (Question 14). With regard to the responses on five of the questions (28-32) that dealt with the effect of the in-service training for the implementation of C2005 there were also strong indications of significant differences between the respondents of the ex-DET and ex-Model C schools.

In contrast to their colleagues at the ex-DET schools a larger number of the respondents from the ex-Model C schools were of the following opinions:

- The training did not help them to become more efficient educators (Ex-Model C 56,2; Ex-DET 25,4%)
- The training will not lead to better learner performance (Ex-Model C 59,4; Ex-DET 25,6%)
- Did not improve their knowledge of assessment (Ex-Model C 37,5; Ex-DET 20%)

- Will not improve teaching and assessment strategies (Ex-Model C 43,7; Ex-DET 37,9%)
- Did not lead to a better understanding of OBE assessment (Ex-Model C 34,4; Ex-DET 23,3%)

5.4 Teachers' knowledge and understanding of the OBE Curriculum 2005

The teacher's knowledge and understanding of the OBE principles and methodology play an important role in the effective implementation of C2005. This paragraph deals with the respondents' perception of their readiness to implement C2005.

5.4.1 Willingness to implement

A large number of respondents of both the ex-DET (56,8%) and the ex-Model C (43%) schools are of the opinion that teachers will make a success of the implementation of C2005. All of the respondents from the ex-Model C (100%) and 89,3% of the respondents from the ex-DET schools indicated that they have already implemented OBE teaching methods in their classes.

5.4.2 Implementation of OBE assessment in the classroom

In Chapter 3 it was stated that the assessment of OBE was regarded as too demanding and beyond the capacity of the most dedicated primary school teacher (Chisholm, 2000:15,17). The following findings with regard to OBE assessment were made in the empirical study:

- Question 62: The majority of the respondents from both the ex-DET (75,5%) and the ex-Model C (87,8%) schools indicated that they have changed their assessment methods for the implementation of C2005.
- Question 65: The majority of the respondents from both the ex-DET (89,8%) and the ex-Model C (94,1%) schools indicated that they are using the prescribed symbols for assessment recording and reporting.

- Question 55: The majority of the respondents from both the ex-DET (77,1%) and the ex-Model C (53,1%) schools indicated that they consider external systemic assessment for Grades 3, 6, and 9 as a necessity.
- Question 57: The majority of the respondents from both the ex-DET (67%) and the ex-Model C (57,5%) schools indicated that they are rather confused with the implementation of assessment in C2005.
- Question 53: The majority of the respondents from ex-Model C (65,3%) schools agree that teachers are able to do OBE assessment effectively whereas only 39,6% of the respondents from ex-DET schools share this opinion.

From the responses on Questions 33- 46 that deal with the implementation of OBE assessment in the classroom, it is clear that teachers are struggling with the new principles, policies and guidelines. In spite of the positive assurance from the respondents from the ex-DET schools that they are adequately trained (Questions 50); that they were satisfied with the in-service training (Question 14); that the sessions were well organised (Question 18); that they will recommend the sessions (Question 20) and that they feel empowered by the OBE approach it seems from the following responses (Questions 33-46) that they are experiencing serious problems in the classroom situation with the actual implementation:

- Question 33: The assessment tools are rated by only 30,2% of the respondents as Excellent and Good (Ex-Model C – 39,4%)
- Question 34: The effectiveness of the recording of OBE results is rated by only 30,3% of the respondents as Excellent and Good (Ex-Model C – 41,9%)
- Question 35: The effectiveness of the reporting of OBE results is rated by only 36,5% of the respondents as Excellent and Good (Ex-Model C – 38,7%)
- Question 36: The effectiveness of the Progression Policy is rated by only 25,1% of the respondents as Excellent and Good (Ex-Model C – 42,1%)

- Question 37: The ability to follow the guidelines and principles of OBE is rated by only 30,7% of the respondents as Excellent and Good (Ex-Model C – 61,3%)
- Question 38: The ability to apply the principle of continuous assessment effectively is rated by only 32.1% of the respondents as Excellent and Good (Ex-Model C – 51,6%)
- Question 39: The assessment of group work is rated by only 37,4% of the respondents as Excellent and Good (Ex-Model C – 50,0%)
- Question 40: The ability to implement individual assessment is rated by only 37,3% of the respondents as Excellent and Good (Ex-Model C – 64,4%)
- Question 41: The ability to deliver constant feedback and feed forward about learners' work is rated by only 37,7% of the respondents as Excellent and Good (Ex-Model C – 58,1%)
- Question 42: The ability to manage formative assessment tools is rated by only 24,4% of the respondents as Excellent and Good (Ex-Model C – 54,9%)
- Question 43: The ability to apply criterion-referenced assessment is rated by only 27,1% of the respondents as Excellent and Good (Ex-Model C – 51,6%)
- Question 44: The ability to apply holistic assessment is rated by only 28,2% of the respondents as Excellent and Good (Ex-Model C – 54,8%)
- Question 45: The ability to apply fairness, accuracy, validity and reliability in assessing the learners is rated by only 39,8% of the respondents as Excellent and Good (Ex-Model C – 67,6%)
- Question 46: The ability to identify problems for remedial teaching is rated by only 42,6% of the respondents as Excellent and Good (Ex-Model C – 61,3%).

5.5 The implementation of C2005 in the classroom situation

In Chapter 2 the main components of the learning and teaching situation was identified as the learner, the teacher and the learning content. This paragraph deals with the influence of the outcomes-based C2005 on the classroom situation. The school is situated within a certain social and economic context that influences all activities of the school. In response to Question 63 the majority of the respondents from both ex-DET (65%) and the ex-Model C (84,8%) confirm that the parents of learners are involved with the school. In response to Question 49 the respondents at the ex-DET (55,4%) schools were more convinced than the respondents of the ex-Model C schools that their school could afford the implementation of C2005.

5.5.1 Influence on the learner

In response to Question 29 and 48 on the influence of C2005 on the learners 74,5% and 61% of the respondents from the ex-DET schools indicated that the new curriculum would enhance the performance of all learners. There was a significant difference (p value 0,000 and 0,001) as only 40,6% and 30,8% of the respondents from the ex-Model C schools were of the opinion that C2005 will enhance the performance of all learners. This result is in sharp contrast with other responses where respondents from the ex-DET schools indicate that they were less able to implement individual assessment (Q40), less able to deliver constant feedback (Q41) and less able to identify problems for remedial teaching (Q46).

5.5.2 Influence on the teacher

In Chapter 2 it was stated that OBE involves a new way of looking at teachers: as facilitators, assessing learners to help them improve, nurturing and supporting, working in a team; guiding learning and not transmitting knowledge (Bertrams et al., 1997:5). One of the problems that South African teachers experience with OBE learning and teaching methods arise from the large number of learners in the average class. From the total number of

respondents 61,2% (ex DET – 64,4% and ex-Model C – 36,4%) indicated that the average number of learners in their classes exceeds 40 learners. An official teacher-learner ratio of a maximum of 1:40 is prescribed for all primary schools in South Africa. Despite the organisational and disciplinary problems caused by the large classes the majority of the respondents (ex-DET – 95,7% and ex-Model C – 93,9%) indicated that they do use group discussions as a learning and teaching method in their classes. Other findings with regard to the influence on the teacher are:

- Question 22: The majority (ex-DET 57,8% and ex-Model C 61,3%) of the respondents do not feel threatened by the implementation demands of OBE
- Question 23: A small majority (ex-DET 51,1%; ex-Model C 43,7%; Total 51,3%) of the respondents do not lack confidence in assessing learners according to OBE principles.
- Question 26: With regard to the monitoring and support that the respondent receive from the officials at the District Offices 52,6% of the respondents indicated that they get assistance while only 45,% of the respondents from the ex-Model C get assistance.
- Question 27: Contrary to other findings the majority of the respondents (ex-DET 57,8% and ex-Model C 61,3%) do not feel exhausted by the demands of C2005 assessment.
- Question 28: The majority of the respondents from the ex-DET schools (74,7%) indicated that OBE has helped them to become better teachers. Only 43,8% of the respondents from the ex-Model C schools were of the opinion that OBE has helped them to become better teachers (Significant difference, p value 0,000).

5.5.3 Influence on the learning content

With regard to learning content it was stated in Chapter 3 that Curriculum 2005 is highly prescriptive in terms of policy and pedagogy, and vague in the extreme in the area of content (Taylor, 1999:126) and that teachers are often uncertain about the learning content demands. The vast majority of the

respondents from both the ex-DET (92,6%) and the ex-Model C (90,8%) indicated they still need a core syllabus and assessment standards. In Chapter 3 it was stated that the "era of schools without books" (Diphofa, 1999:10) is one of the myths surrounding C2005. A large majority of respondents from both ex-DET (94,8%) and ex-Model C (96,9%) indicated that learners need textbooks for each learning programme/area.

5.6 Summary

Chapter 5 represents the findings and interpretations with regard to the objectives that were stated for the empirical research. A large number of respondents of both the ex-DET (56,8%) and the ex-Model C (43%) schools were of the opinion that teachers will make a success of the implementation of C2005. All of the respondents from the ex-Model C (100%) and 89,3% of the respondents from the ex-DET schools indicated that they have already implemented OBE teaching methods in their classes. These results will be discussed in the next chapter.

CHAPTER 6 SUMMARY, FINDINGS AND RECOMMENDATIONS

6.1 Introduction

This last chapter represents a summary of the study and will focus on important aspects highlighted by both the literature study and the empirical study. It will also represent the findings of the study and make recommendations for the more effective implementation of the outcomes-based Curriculum 2005 and its successor the Revised National Curriculum Statement (RNCS) and any further possible curriculum changes. The empirical research on the in-service training was due to the late implementation of the RNCS, limited to the in-service training for and the implementation of the original Curriculum 2005. Notwithstanding the limitation to C2005 the researcher is of the opinion that the findings and recommendations could also be relevant for the in-service for and the implementation of the Revised National Curriculum Statement (RNCS) that was only implemented from January 2004.

In Chapter 1 the development and implementation of the outcomes-based Curriculum 2005 in South Africa were discussed in an introductory way. The Transformational outcomes-based C2005 was described as the most progressive of the outcomes-based policies in the world (DoE, 1997d:31). It was also found that the implementation of C2005 took place in an environment characterised by enormous infra-structural backlogs (DoE, 2002a:I) and that the Cascade Model of in-service training also had its shortcomings (Chisholm, 2000:10; DoE, 2002a:155; FDE, 2004a:1). Serious curriculum design flaws also become apparent when C2005 was implemented. The Chisholm Report (2000:43) describes C2005 as a curriculum that is "technically over-designed yet (the content) remains under-specified". In March 2001 the Department of Education (DoE, 2001b:3) reported that the 'what' of learning needs (learning content) has to be integrated with the 'how' and the 'when' with the 'whether'. "Basics cannot be polarised from 'outcomes'; this is as much a false opposition as those

polarisations set up in some formulations of outcomes-based education". In this chapter the objective of the study was stated as an investigation into the implementation of the original outcomes-based Curriculum 2005 in the classrooms of primary schools in the Reitz district.

In Chapter 2 the origins, basic premises and principles of an outcomes-based curriculum was discussed. It is in this chapter where the term curriculum has been discussed in detail. It was found that the South African C2005 is the first and only transformational OBE model to be implemented in the whole world. It is clear that the main objectives with C2005 were more socio-political than educational of nature. It is undisputable that OBE is attractive to politicians, policy makers and administrators during a period of educational reform, which follows socio-political reform (Lawton 1980, in Singh & Manser, 2000:110). To try and overcome the design flaws of C2005 Asmal (2002:5) announced the RNCS on 15 April 2002 as the new revised, streamlined, strengthened outcomes-based Curriculum 2005 in the form of an overview, and detailed statements with assessment standards for each of the eight learning areas. The curriculum design of the traditional curriculum was compared with the design of the original Curriculum 2005 that was implemented in South Africa since 1998. To enhance the relevancy of this study the new Revised National Curriculum Statement (RNCS) was also discussed and compared with C2005. For reasons of practicality the emphasis was on the design features of the RNCS that was implemented in the Foundation Phase in January 2004.

One of the major problems with the implementation of the original C2005 was unqualified statements to the effect that teachers will in future be responsible for curriculum development created the idea that teachers will be responsible for all seven levels of curriculum development or design (See Figure 2.5.3). It was found that teachers play a dynamic role in every aspect of curriculum design (the seven levels) but their most active involvement as the actual implementers of the curriculum, is on the level of classroom or micro curriculum development (lesson planning, implementation, experimentation, research and development). The Task Team (DoE, 2001c:39-41) states that the curriculum should make explicit and not hide the 'rules of the game' from

disadvantaged teachers and learners, leaving them without visible and defined scaffolding for progress. In the official publication "Road Map for the Development of the National Curriculum Statement the Ministerial Project Committee (DoE, 2001c:42, 45) for the streamlining and strengthening of Curriculum 2005 states: "The curriculum documents need to make explicit the link between the what and the how – the knowledge and skills to be attained and the resources and means required. This will provide a 'ladder of learning' that teachers, in different ways in different circumstances, can use to structure their teaching and therefore monitor progress".

In Chapter 3 the emphasis was on the implementation of the original Curriculum 2005 since January 1998. It started off with a general discussion of curriculum implementation and change management. The steps in the implementation process were discussed with special reference to the implementation of C2005. One of the findings was that there were serious shortcomings in the in-service training that teachers and other educators received for the implementation of C2005. The effect of the implementation of a new curriculum on the learning and teaching or classroom situation was investigated. Several investigators (Chisholm, 2000:8-12; Asmal, 2000:1-2; DoE, 2002a:155) confirmed that the implementation of Curriculum 2005, took place in an environment which was characterized by many problems such as huge infrastructure backlogs, insufficient resources, supply of poor quality learning support materials, the absence of common national standards for learning and the assessment thereof. When Asmal was appointment as Minister of Education (Bengu) in 1999 Curriculum 2005 was in its second year of implementation. The majority of views expressed at that time indicated serious problems with the design and implementation of Curriculum 2005 (Chisholm, 2002:1).

With the discussion of curriculum change management it was found that the INSET for both the implementation of C2005 and the RNCS often got stuck in the unfreezing phase. It was also found that the gains made by INSET that happens without classroom support are questionable as teachers are often left to deal with daunting conditions including overcrowded classrooms, lack of

basic resources including manipulative material and lack of textbooks (Gigabi and Mphuti, in Taylor & Vinjevold, 1999:342). It was also found that since 1998 the implementation of the original C2005 had been subjected to several minor changes that culminated in the implementation of the Revised National Curriculum Statement (RNCS) in the Foundation Phase in 2004. South African educators need to be given the opportunity to implement the RNCS in the classroom and to return to the core task of teaching. The new Minister of Education (Pandor, 2004:10) stated that over the next five years the Department of Education would focus on the consolidation of existing programmes.

Chapters 4 and 5 represent a report of the empirical investigation conducted by means of the questionnaire to determine the extent and success of the in-service training that the respondents received for the implementation of the outcomes-based Curriculum 2005 (C2005) and also of the actual implementation in the school situation. From these two general research questions the following more specific objectives were identified for the purpose of the empirical study:

- To gather biographic information about the teachers involved with the implementation of Curriculum 2005
- To determine the teachers perceptions about the in-service training that they received for the implementation of Curriculum 2005
- To gauge teachers' knowledge and understanding of the principles and methodology involved with Curriculum 2005
- To determine whether teachers were able to implement C2005 in their classrooms and to identify specific problems that they encountered in the process.

In order to take possible historical differences into account it was decided to also determine possible differences between the training and implementation processes in previously advantaged (Ex Model C) and previously disadvantaged (Ex DET and Ex House of Representatives) schools. It was found that the implementation of C2005 was influenced by the abilities of the

schools. In this regard Schlebusch & Baxen asked who is being privileged in the new curriculum. Ramphele (1997:25) describes it as: "...a tendency with a terrifying familiar ring to it: sacrificing sound educational principles and practises for short term political gain. Black pupils continue to pay the price for the political games played by the Department of Education in the name of equity."

In the following paragraphs the findings of the empirical study will be discussed in line with the four stated objectives of the empirical study:

- To gather biographic information about the teachers involved with the implementation of Curriculum 2005
- To determine the teachers perceptions about the in-service training that they received for the implementation of Curriculum 2005
- To gauge teachers' knowledge and understanding of the principles and methodology involved with Curriculum 2005
- To determine whether teachers were able to implement C2005 in their classrooms and to identify specific problems that they encountered in the process.

6.2 Findings and interpretations

In order to conclude and make recommendations for the in-service training for and the implementation of an outcomes-based curriculum the findings of this study will be classified in terms of the stated objectives and the derived research questions (Chapter 1.3) of this study.

6.2.1 Findings with regard to the general principles and prescriptions of the outcomes-based Curriculum 2005 and of the Revised National Curriculum Statement (RNCS).

6.2.1.1 It was found that C2005 is highly prescriptive in terms of policy and pedagogy, and vague in the extreme in the area of content and that

majority (76%) have more that 10 years of teaching experience (Chapter 5.2.2).

6.2.2.2 The majority of the teachers at the ex-Model C schools (84,8%) are in possession of a Higher Diploma or degree (minimum of 4 years) whereas only 54,5% of the teachers at the ex-DET schools has a Higher Diploma or degree (Chapter 5.2.2).

6.2.2.3 The original Cascade Model has been widely criticised as an inadequate model for delivering effective training. It failed to prepare either officials or school-based educators for the complexity of C2005 implementation. In the first instance the 'cascading" of information resulted in the "watering down" and/or misinterpretation of crucial information (Chapter 3.5.1).

6.2.2.4 From the attendance rates for the in-service training (ex-DET 79,9% and ex-Model C 90,9%) it is clear that not all teachers that are involved with the implementation of C2005 did receive training (Chapter (Chapter 5.3.1).

6.2.2.5 Although the majority of the teachers (ex-DET 78,7% and ex-Model C 57,6%) indicated that they were adequately trained for the implementation of C2005 a high percentage of teachers (ex-DET 69,3% and ex-Model C 38,7%) responded that they do not have the ability to follow the guidelines and principles of OBE (Chapter 5.4.2).

6.2.2.6 It was found that the in-service training was heavily based on an advocacy rather than a skills development role and that the mostly office-based training facilitators were often not well-prepared and lacked teaching experience in an outcomes-based classroom. As such the training emphasised the underlying socio-political policies and did not address the practical implementation needs of the teacher in the classroom (Chapter 3.5.1).

6.2.2.7 With regard to the implementation of C2005 it was found that amongst many teachers, particularly from the ex-DET schools, there is a vast gap between positive attitudes towards the principles of the new curriculum and the ability to give effect to them in the classroom (Chapter 5.4.2).

6.2.3 Findings with regard to problems that teachers experienced with the implementation of Curriculum 2005.

6.2.3.1 The most serious problems that teachers experience in the classroom situation are with the implementation of the C2005 assessment policy (Chapter 3.5.2.5) and especially the huge demands of the recording and reporting of the continuous assessment results (Chapter 5.4.2).

6.2.3.2 It was found that teachers often left the in-service training without exactly knowing what and where to start when they arrive back at their classrooms because of an inability to develop and implement their own learning programmes, schedules of work and lesson plans (3.5.2.2).

6.2.3.3 It was found that the implementation of C2005 took place in an environment characterised by enormous infra-structural back-logs, resource limitations, inadequate supply of learning and teaching support materials and an absence of clear guidelines for assessment and exemplars of learning programmes, schemes of work and lesson plans (Chapter 3.5.2.1 and 5.5.3).

6.3 Recommendations for future curriculum changes

The last objective of this study is to make specific recommendations for the implementation of future curriculum changes with special references to the Revised National Curriculum Statement (RNCS). The ultimate objective of this

study as a form of action research is to make relevant recommendations to the teaching practice for the implementation of a new curriculum. In order to realize this objective, a literature study was undertaken that served as the foundation for the empirical research that was done in the Reitz district of the Free State Department of Education. In the light of the findings of both the literature study and the empirical research the following recommendations are made:

6.3.1 Recommendations with regard to curriculum design

6.3.1.1 It is recommended that a curriculum should contain a clear and simple statement of what is required to be taught in a prescribed sequence and at prescribed levels as most teachers are unable to develop their own learning programs and schedules of work without adequate resources (Chapter 3.3.3; 3.5.1.1 and 3.5.1.2).

6.3.1.2 It is recommended that the national and/or provincial Departments of Education should provide every teacher with the core content in the form of a schedule of work that should be covered in a specific grade and learning programme (Chapter 3.5.2.2).

6.3.2 Recommendations with regard to in-service training

6.3.2.1 It is recommended that the in-service training should be done by experienced teachers with proven experience of the implementation of the outcomes-based approach in the classroom (Chapter 3.5.1).

6.3.2.2 It is recommended that the in-service training for the implementation of a new curriculum should contain more specific and practical training in the designing of learning programmes, schedules of work, lesson plans, integrated activities and assessment and to implement the more outcomes-based teaching and learning strategies (Chapter 3.5.5.1 and 3.5.1.2).

6.3.2.3 In-service programmes should address the serious problems that educators experience with assessment. Continuous assessment of learners' performance according to OBE principles remains a serious problem for educators in the classroom. Especially with regard to recording and reporting the prescriptions of provincial departments should be aligned with the national policy on assessment to reduce the administrative burden on educators (Chapter 3.5).

6.3.2.4 In-service programmes and the learning material should cater for the vast diversity of languages that are used in South Africa. In accordance with Section 29(2) of the Constitution of the RSA (South Africa, 1996): educators should receive in-service training in the official language or languages of their choice where that education is reasonably practicable. This is especially important for educators in the Foundation Phase who use the home language of their learners as language of learning and teaching (Chapter 3.5 & 5.2.4).

6.3.3 Recommendations with regard to the implementation process

6.3.3.1 The successful implementation of the outcomes-based Curriculum 2005 (C2005) and the RNCS depends not only on a once-off training session but also on more permanent provincial and district level support and monitoring in the classroom situation. Expecting educators to change a lifetime of practice after a three-day workshop is not realistic and short workshops cannot be a substitute for longer-term preparation, support and monitoring (Chapter 3.4.2 & 3.4.3).

6.4 Conclusion

In this study it was indicated that the implementation of Curriculum 2005 in the form of the most radical model of transformational outcomes-based education

had far-reaching implications for all the stakeholders involved with education in South Africa. The former Minister of Education (Asmal, 2000b:2) admitted at the first meeting of the Curriculum Review Committee that "...we may not have prepared well enough. We have to acknowledge that pressure for visible changes provoked hasty responses".

With regard to the effect of C2005 on the learners as the most important stakeholders involved with education the Foundation Phase Systemic Evaluation Report (DoE, 2003a:10) found with regard to Grade 4 learners: "The average achievement for listening comprehension was 68%, while it was 39% for reading and writing. This bears out the concern I raised when I became Minister of Education in 1999. I was then concerned that the curriculum did not explicitly mention the need for students how to read and write". Steyn (2004:1) reports that a vice-principal of a high school on the Cape Flats said: "Some Grade 8 pupils read so badly they couldn't read question papers, and they spelled so badly, they couldn't write their own names. He said the problem was caused by outcomes-based education, which caused pupils to be put through whether they had the basic skills or not".

With regard to the teachers the report on the Systemic Evaluation: Foundation Phase (DoE, 2003a:46) stated that nearly two-thirds of educators (62,6%) did not feel fully confident to implement OBE in classes, and that the findings indicated that practices related to outcomes-based education were not fully implemented in Grade 3 classes. Teachers left the in-service training without exactly knowing what and where to start when they arrived back in their schools' classrooms. Teachers were eager to implement C2005 after training but the poor understanding of C2005, lack of resources, and policy overload add to the frustration of teachers about the implementation of C2005 (Mahomed, 2000:12; Mannah, 2001:12; Mecoamere, 2001:10). External issues such as re-deployment and retrenchment de-motivated teachers further. They also feel confused and threatened by the barrage of changes, which they perceived as threatening their professional status, job security and deeply held belief and they saw these as burdens on the part of their work (Le

Grange and Reddy, 2000:21-24; Chisholm, 2000:8-12). Singh & Manser (2000:113) state: "What emerged from the second set of interviews was that those teachers who were poorly informed and inadequately prepared for OBE had a phobic reaction towards its implementation.

Since 1998 the implementation of the original C2005 had been subjected to several minor changes that culminated in the implementation of the Revised National Curriculum Statement (RNCS) in the Foundation Phase in 2004. South African educators need to be given the opportunity to implement the RNCS in the classroom and to return to the core task of teaching. It is encouraging that the new Minister of Education (Naledi Pandor) stated that over the next five years the Department of Education would focus on the consolidation of existing programmes. "The hard work has been done and the challenges ahead mainly require the harnessing and consolidation of programmes that are already underway" (Pandor, 2004:10).

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ANNEXURE A: Questionnaire

Please answer the following questions on the in-service training for and on the implementation of the outcomes-based Curriculum 2005.

Section A: Biographic and demographic Information

1. Learning programme that you teach:			
Learning Program	Indication X	Learning Program	Indication X
Arts & Culture		EMS (Economics)	
LO/Life Skills		LLC/Literacy (Languages)	
Nat. Sc & Tech		MLMMS/Numeracy (Maths)	
HSS (History Geo)		Technology	

2. Name of your School:

3. What is your highest qualification?			
Other Please specify	Degree/HDE 4 years	Teachers' Diploma 3 years	Teaching Certificate 1-2 years

4. Name of your district:

5. What grade(s) do you teach this year? (Indicate all)				
Grade 1	Grade 2	Grade 3	Grade 4	Grade 5

6. How many years of teaching experience do you have?				
0 – 1 Years	1 – 5 Years	5 – 10 Years	10 – 15 Years	15+ Years

7. What is your home language?					
SeSotho		IsiZulu		English	
Afrikaans		IsiXhosa		Tswana	
Shangane		SePedi		Ndebele	
IsiSwati		Venda			

8. What is the official language of learning and teaching (LOLT) in your school?					
SeSotho		IsiZulu		English	
Afrikaans		IsiXhosa		Tswana	
Shangane		SePedi		Ndebele	
IsiSwati		Venda			

9. What is the home language of the majority of learners in your school?					
SeSotho		IsiZulu		English	
Afrikaans		IsiXhosa		Tswana	
Shangane		SePedi		Ndebele	
IsiSwati		Venda			

10. What language do the learners use for group discussions in your classes?					
SeSotho		IsiZulu		English	
Afrikaans		IsiXhosa		Tswana	
Shangane		SePedi		Ndebele	
IsiSwati		Venda			

11. What language do they use to ask questions in your classes?					
SeSotho		IsiZulu		English	
Afrikaans		IsiXhosa		Tswana	
Shangane		SePedi		Ndebele	
IsiSwati		Venda			

12. What is the most general (in and outside the classroom) language of communication in your school?					
SeSotho		IsiZulu		English	
Afrikaans		IsiXhosa		Tswana	
Shangane		SePedi		Ndebele	
IsiSwati		Venda			

13. What is the average number of learners in your classes?				
0 - 20	20 - 40	40 - 50	50 - 60	60+

Section B: Workshops

14.	Were you satisfied with the in-service training for OBE?	Yes	No
15.	Did you attend the workshops on OBE and C2005 voluntarily?	Yes	No
16.	Did you receive copies of examples of OBE assessment?	Yes	No
17.	Did you receive notes that you can use in class?	Yes	No
18.	Was the workshops of OBE well organised?	Yes	No
19.	Were the presenters experienced and knowledgeable?	Yes	No
20.	Will you recommend the workshops on OBE assessments to your colleagues?	Yes	No
21.	Do you consider studying part time to improve your knowledge about OBE?	Yes	No
22.	Do you feel threatened by the implementation of OBE assessment?	Yes	No
23.	Do you lack confidence in assessing the learners according to the OBE approach?	Yes	No
24.	Do you feel supported in implementing the OBE assessment at school?	Yes	No
25.	Do you feel empowered by this OBE teaching approach?	Yes	No
26.	Are your Learning Facilitators assisting you well with the assessment implementation at your school?	Yes	No
27.	Do you feel bored and exhausted with the implementation of OBE assessment?	Yes	No

Are you of the opinion that the workshops attended has:
1. Definitely 2. Perhaps 3. Doubtful 4. Not

28.	Helped you to become a better, more efficient educator?	1	2	3	4
29.	Will lead to better performance for your learners?	1	2	3	4
30.	Will improve your knowledge of assessment for your learning programme?	1	2	3	4
31.	Will improve your teaching and assessment strategies?	1	2	3	4
32.	Will lead to a better understanding of the OBE assessment?	1	2	3	4

Section C: Evaluation of teachers in their classroom situation

Indicate with an X: 1. Excellent 2. Good 3. Average 4. Poor

33.	Is the implementation of assessment tools in your class effective?	1	2	3	4
34.	Effectiveness of the recording of OBE assessment results.	1	2	3	4
35.	Effectiveness of the reporting of OBE assessment results.	1	2	3	4
36.	How effective is the Progression Policy of C2005?	1	2	3	4
37.	Are you able to follow the guidelines and principles of OBE and assessment effectively?	1	2	3	4
38.	Are you able to apply the principles of continuous assessment effectively	1	2	3	4
39.	How effective is the assessment of group work in your classes?	1	2	3	4
40.	Are you able to implement individual assessment in your classes?	1	2	3	4
41.	Are you able to deliver constant feedback and feed forward about learners' work?	1	2	3	4
42.	Are you able to do formative assessment effectively?	1	2	3	4
43.	Are you able to apply criterion referenced assessment techniques?	1	2	3	4
44.	Are you able to do holistic assessment of values, attitudes, knowledge, and skills?	1	2	3	4
45.	Able to apply fairness, accuracy, validity, and reliability in assessing the learners	1	2	3	4
46.	Able to identify problems for remedial teaching to those learners who are not progressing well?	1	2	3	4

Section D: Evaluation of curriculum management at school

Indicate your view/opinion on the following:

1. Full agree; 2. Agree; 3. Have doubts; 4. Disagree

47.	Teachers will make a success of assessment in Curriculum 2005.	1	2	3	4
48.	Curriculum 2005 will enhance the performance of all learners.	1	2	3	4
49.	Our school can afford the implementation of Curriculum 2005.	1	2	3	4
50.	Teachers are adequately trained for Curriculum 2005.	1	2	3	4
51.	We still need a core syllabus and assessment criteria for each grade and learning programme.	1	2	3	4
52.	Learners should have textbooks for each learning programme or learning area.	1	2	3	4
53.	Teachers are able to do OBE assessment effectively	1	2	3	4
54.	There should be learning programme teaching (or subject teaching) from grade 4–7.	1	2	3	4
55.	External (systemic) assessment for grade 3, 6, 9, is necessary.	1	2	3	4
56.	Our teachers are able to teach fluently in English.	1	2	3	4
57.	Teachers are rather confused with the implementation of assessment in Curriculum 2005 (OBE).	1	2	3	4

Section E: General Questionnaires on teaching of Curriculum 2005

58.	Will you teach the same Grades next year (2003)?	Yes	No
59.	Have you received in-service training for Curriculum 2005?	Yes	No
60.	Have other teachers at your school received Curriculum 2005 training?	Yes	No
61.	Have you already implemented OBE teaching methods in your classes?	Yes	No
62.	Have you changed of your assessment methods for OBE?	Yes	No
63.	Are the parents of your learners involved with the school?	Yes	No
64.	Do you use group discussions as a teaching and learning method in your classes?	Yes	No
65.	Do you use the prescribed symbols for reporting (e.g. B, A, P, N)?	Yes	No

Any suggestion that you wish to make about OBE assessment in your school(s):