Teacher Responses to Education Policy Reforms: Case Studies of In-service Processes in the Western Cape Province of South Africa.

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DECLARATION:

I, the undersigned, hereby declare that the work contained in this dissertation is my own

original work and has not previously in its entirety or in part been submitted at any university

for a degree.

ABSTRACT

In South Africa the transformation process in education has placed tremendous pressure on teachers, redefining roles, functions and imposing new levels of accountability on education professionals. This thesis is based on research examining teachers' experiences of and responses to the recent policy changes and their implications for teachers' work at primary school level. The research captures a small selection of the diverse views and reflections of teachers in case studies of in-service teacher education processes set against the backdrop of major educational changes driven by structural and policy changes in a changing socio-political context. The participants in the research project consisted of a selection serving (working) teachers who attended in-service teacher education programmes voluntarily. The interpretations of events reflect my own perspectives and are informed by both the participants in the research and the specific period in which the research took place.

Data produced suggests that while the initial legislative changes took place fairly quickly, the implementation of more systemic, structural, curricular and administrative changes posed a greater challenge. Hastily introduced changes related to practice about which teachers were not consulted resulted in professional uncertainty being induced and teachers experiencing confusion, anxiety and doubts about their competence. Large numbers in classes, poor resources, micropolitical issues at schools, were mentioned as contextual constraints affecting implementation of changes as prescribed in policies. Small pockets of compliance with and support for change initiatives were however also evident in the responses.

I contend that the overwhelmingly resistant responses of teachers in the case studies conducted are related to contextual constraints and the decontextualised, externally developed policies and externally imposed changes that ignore teachers' experience (as teacher and personal), beliefs, values and local contexts and broader social contexts. Further I posit that planning of change processes needs to involve teachers at all levels including policy development and in-service activities so that teachers are not only informed of changes but are part of the change process.

ABSTRAK/OPSOMMING

Die transformasieproses van die onderwys in Suid-Afrika het geweldige druk op onderwysers geplaas omdat hulle rolle en funksies hergedefinieer is en nuwe vlakke van verantwoordelikheid op onderwyskundiges geplaas is. Die navorsing waaroor in hierdie tesis gerapporteer word, is gebaseer op onderwysers se ervarings van en reaksies op die onlangse veranderinge in beleidsdokumente. Die implikasies vir die werk van onderwysers in die primêre skool word ook betrek. Die navorsing hanteer gevallestudies waarin 'n klein gedeelte aangespreek word van die diverse sienings en refleksies van onderwysers wat deelgeneem het aan indiensopleiding met die oog op die implementering van Kurrikulum 2005. Dit word gestel teen die agtergrond van die grootskaalse onderwysveranderinge as uitvloeisel van die strukturele en politieke veranderinge in 'n veranderende sosio-politieke konteks. Die deelnemers aan die navorsingsprojek was 'n seleksie diensdoende onderwysers wat die programme op 'n vrywillige basis bygewoon het. Alhoewel hulle reaksies as uitgangspunt vir die interpreasie van die resultate gebruik is, reflekteer die interpretasie my eie perspektiewe, gegrond op sowel die ervarings van die deelnemers aan die navorsingsproses as die tydperk waartydens die navorsing plaasgevind het.

Die data wat geproduseer is, sugureer dat, in teenstelling met die relatief vinnige veranderinge van die aanvanklike wetgewing, die implementering van die meer sistematiese, strukturele, kurrikurêle en administratiewe veranderings 'n groter uitdaging gebied het. Veranderinge in verband met die onderwyspraktyk, wat baie vinnig ingebring is sonder om die onderwysers daaroor te raadpleeg, het tot professionele onsekerheid gelei, aangevul met verwardheid, vrees en twyfel oor hulle bekwaamheid. Groot klasse, gebrekkige hulpbronne, mikro-politiese sake by die skole, is genoem as kontekstuele beperkings wat die implementering van die voorgeskrewe beleidsveranderinge beïnvloed het. Slegs 'n klein groepie onderwysers het die beleidsveranderinge aanvaar of ondersteun.

Ek voer aan dat die oorweldigende aantal negatiewe response van onderwysers verband hou met kontekstuele beperkings en die gedekontekstualiseerde, ekstern-ontwikkelde beleidsdokumente. Die veranderinge wat ekstern afgedwing is en wat

onderwysers se waardes en plaaslike kontekste geïgnoreer het, speel volgens my ook 'n belangrike rol. Verder stel ek dit dat onderwysers op alle vlakke by die beplanning van veranderingsprosesse betrek moet word. Daarby word beleidsontwikkeling en aktiwiteite rondom indiensopleiding ingesluit sodat onderwysers nie slegs ingelig word nie, maar ook deel vorm van die proses.

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A thesis is rarely the effort of one individual and this one is no exception. I owe intellectual debts to a range of people who have guided and influenced my work.

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1. Introduction

1.1 The research setting and process

This research was conducted during a period of change and intense ferment in education in South Africa.

Few events in South Africa have been as dramatic and sudden as the demise of apartheid (the institutionalised separation of "races" in all spheres of life) and the introduction of a majority, multi-party government by democratic process in 1994. The events immediately following the demise of apartheid prompted a series of changes in the political and economic systems of the country. While political reorientation and economic redress were of immediate concern, there was also an acknowledgement of the importance of educational change in the rebuilding of the country.

Lotz and Olivier (1998:2) indicate that the change in government in 1994 has enabled fundamental change in the education policy environment in South Africa which is primarily aimed at transformation at systemic, social and methodological levels. Johnston (1997:131) notes that educational policy changes are potentially far reaching in that the proposals for education transformation are situated within a broader strategy for national reconstruction and development. Hargreaves (1997:vii), in writing about educational change in the United States, mentions that:

> Education change is everywhere. Never have so many schools and their teachers had to deal with so much of it. Responding to wide-ranging educational reform is an inescapable reality of teachers' work in the United States and most other advanced industrial nations as well.

Although this quotation refers to the United States, it is applicable and relevant to the current South African context, where widespread changes have been proposed for education at all levels. These changes needed to occur in a very compressed time frame. Polyzoi and Cerna (2001:64) suggest that educational changes under such conditions are like a "living laboratory" that is different from the situation in more developed countries, where change occurs in an "essentially stable societal context".

Blenkin, Edwards and Kelly (1992:v) write that many attempts have been made to create conceptual frameworks for analysing and understanding the process of educational change and a number of different though related perspectives have been offered. They add that such attempts have revealed the conceptual complexities of educational change and that social change has far greater ramifications than might at first be recognised. Change processes are complex and they influence – and are in turn influenced by – many factors and conditions. I use an adapted framework from Fullan (1991:61) (Figure 1on the next page) which outlines the factors affecting the implementation of change processes, which are complex in nature, in order to highlight the factors involved in the change process in the broader context of my research project.

In this framework I locate the policies driving educational change at the centre of the diagram to indicate that these are central to the change process in South Africa. A number of policies and pieces of legislation related to educational change have been promulgated and many documents released since 1994. Box A represents some of the conditions and factors that policies are responding to and intend to change in the socio-educational context. Box B represents broader factors that have influenced policy developments and choices of policies for the education sector. Box C represents the crux of this research project as it deals with local characteristics and examines to what extent change is supported by teachers and communities. These areas are affected by the change process and also had and have an influence on the way that the proposed processes of change plays out. Educational change by way of legislation is not a simple, linear, cause and effect process; it requires support from those directly involved in the process of education.

In essence, policy changes and developments have been influenced by socio-political conditions in the country as well as external political and societal factors, including global shifts in thinking about education and economics. However, implementation of policies occurs at local level and this requires adoption by and the support of educational institutions and professionals. I contend that the responses of teachers are an important indicator of the degree of support and adoption of change initiatives and policies and have located my research around this issue.

Figure 1: A framework for change and reform

A

SPECIFIC NATURE OF THE INNOVATION
- Change in education in South Africa
- Influence of the past: what policies are responding to
- What policies are saying
- Realities into which policies need slot

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IMPLEMENTATION OF CHANGE: POLICIES

EXTERNAL FACTORS
- Global forces
- Government bureaucracy
- Reform organisation

LOCAL CHARACTERISTICS
- The degree to which change is supported by its direct participants: Responses of Teachers
- Pedagogical realities

B   C

Adapted from Fullan (1991:61)

Societal changes and changes in the school system have recently created increasing pressures and developmental challenges for teachers. Hargreaves and Fullan (1992b) argue that teachers are important if not indispensable agents of educational reform, a sentiment echoed by Elmore (1996), who states that if core processes of teaching and learning are not addressed, very little will change in schools. Wood and Bennett (2000:1) note that in an era of radical reform, there are potential tensions between changes that are imposed externally through government policy and changes in professional knowledge and practice that are generated by teachers.

I engaged in research related to in-service teacher education processes in three contexts: a localised disadvantaged community context, an in-service centre attached to a university and a single school setting. I developed an in-service programme which was used as a basis for workshops conducted in the three settings. This programme was intended to familiarise teachers with the new policies and change initiatives, including the introduction of curriculum 2005[1] and outcomes-based education into South African schools. Another aspect of the programme was designed to assist teachers in making the shifts in practice as outlined in the policy documents and discussed in Chapter 2.

1.2 Rationale for the research project

The rationale for the study emanates from the evolution of education policy and the implications for teachers and teaching practice in schools. Kruss (1998:97) indicates that very little has been done by way of consultation with teachers as far as policy development is concerned, and by all accounts planning for in-service teacher education and training (INSET) has been less than ideal. The complex relationships between policy and practice seem to have been trivialised and this can be problematic in the "real worlds" of schools and classrooms in particular. Jansen (1999a:1) states that declaring policy is not the same thing as achieving it and that it is clear that "there was very little consideration given to the complex of resources and support systems needed to move from policy enunciation to policy enactment within schools and classrooms."

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Kruss (1998:99) in turn indicates that teachers have only been involved at implementation level and not at the level of policy development and conceptualisation, reducing them to mere implementers of pre-designed ideas.

This research project, an extension of my work as a teacher educator in a university environment, is an outflow of my curiosity about changes in teachers' work in a new educational and political dispensation in the country. It links up with my own professional work as a secondary school teacher, curriculum innovator and currently a teacher educator. This research was born in this milieu of political, social and educational changes which all impact on the overall change process in education, as illustrated in the diagram above. My most important concern was to ascertain how teachers were responding to the multiple reforms in education and society (located in Box C of the diagram). I contend that teachers are central to the change process in education and, like Datnow (1998), I believe that teacher agency and response (resistance, passive or active support, subversion) are important in the success or failure of implementation of innovations and change.

The questions I address in this dissertation arose from policy changes and the implications of these changes for teachers' work at "ground level". The key research questions are:

- How have teachers responded to the calls for change in their practice mentioned in the multiple policy reforms?

- What are teachers' experiences of and responses to the INSET processes on offer to prepare them for change?

The initial responses of teachers in ad hoc in-service workshops made it evident to me that these questions needed to be explored and that there was a great disparity between the policy rhetoric and the realities of teachers in schools, also noted by Harley and Parker (1999). This research project wants to give a voice to teachers in the bigger scheme of things, a voice that is often denied. Like Datnow and Castellano (2000:777), I believe that teachers are "the centrepiece of

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[1] A new national curriculum for South African schools founded on an outcomes-based framework for teaching and learning. This will be discussed in more detail later.

educational change" and that important insights regarding school reform and the implementation of change initiatives can be gained from teachers.

1.3 Dissertation style, presentation and chapter outline

This dissertation reports on teacher responses in the in-service workshops to the multiple changes and reforms spelt out in policy documents. Teachers' responses to the policy calls for change in practice and pedagogy are described and interpreted as recorded in the workshop sessions, focus group activities as well as personal interviews with individual teachers. The process is described in terms of socio-political change and the complexities of change processes and the description highlights the insights gained regarding the factors that constrain and enable change.

The thesis has a strong narrative tone and direction. Much of the text includes descriptions, anecdotes and vignettes of participants in the various INSET processes. These are presented in a descriptive narrative style and later analysed for themes and interpretation. In Chapter 1, I spell out the story of my own development from a high school teacher to a teacher educator at a university, working as a researcher with teachers at schools. Chapter 2 sketches broad policy changes in South Africa during the period preceding and following the change in government in 1994 and explores the pedagogical realities in which the reform initiatives and policy ideas have to be implemented. Chapter 3 justifies/clarifies my research methodology, choice of data production methods and explains the presentation of the research findings. In Chapter 4 I report on the episodes of in-service case studies in three contexts where I conducted the research, while Chapter 5 is devoted to an interpretation and analysis of data produced. Chapter 6 serves as a conclusion to the research process and poses questions regarding INSET processes and teacher professional development possibilities. I also present the insights I gained as a facilitator in INSET processes with teachers in collaborative workshop settings, draw attention to new challenges that have become apparent around the complex issue of educational change. I also discuss the possibilities for research into teacher in-service processes and policy development in this regard.

CHAPTER 1: REFLECTION ON A PROCESS OF PERSONAL AND PROFESSIONAL DEVELOPMENT

1.1 A story of personal and professional development

Two elements, which form an integral part of any social research process, are the context in which the research process plays itself out and the personal views and values of the researcher.

In this section of the thesis I will discuss (explore) my personal context and how that has impacted on the research project and research question in particular; in Chapter 2 the context of the research will be sketched in terms of policy and socio-political developments.

Participating in research projects is rarely by accident but rather by design and choice. Part of my deliberations in this project involved developing an understanding of my research questions and reflecting on my career as an educational professional prior to and up to the time of my becoming involved in the research. In the course of developing my research proposal I had several opportunities to look back over the years during which I had been a student and a teacher concurrently and became aware of some of the changes in my thinking that had occurred during this time. I began to do some formal recording of my reflections, keeping track of them in a journal in an attempt to reconstruct my growth as a teacher and a learner.

Beavis (1996) writes "with research as with most other human activities, the way we think and talk about what we are doing has a profound influence on the enterprise". She states further that "what becomes of our research, how the research itself is constituted in turn, and even our own role as researchers, is linked to our personal and professional contexts". Ballenger (1992:201) writes that "an important part of the research project is examining where a particular research question comes from in one's own life, why it seems important to the teacher-researcher". Edgar (1999:366, citing Postman 1996) states that we all need narratives, stories or myths to give direction to our lives. He adds that we need narratives that guide our personal and professional paths, speak of where we came from, where we are going and that provide a code of conduct for how we are to behave along the way. Beattie (1995:2), in reflecting on the reason

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for writing her personal narrative, states that "I tell this story because it focuses on some of the narrative threads that link my past, present and future together and because it brings to light some of the tensions that run beneath the surface of my personal and professional life."

In this autobiographical narrative I attempt to clarify how my personal experiences as a student, teacher and currently a teacher educator at a university shaped the development of the research question and research process. I use narrative more as a phenomenon, that is, to describe events in my development process and to make links to the research project as opposed to narrative as a form of enquiry that would have a stronger focus on reflexive accounts and questioning (cf. Hanrahan *et al* 1998). The account describes developments related to my political positioning, curiosity about practice and a deepening interest in education research related to the transformation of teachers and education.

1.1.1 Shaping a political consciousness

In South Africa it was difficult to avoid political debates around education, as this sector was a smouldering cauldron of resistance, which boiled over at various times. My story is set in an era of defiance and resistance in schools and other educational institutions in South Africa. My experiences at high school played an important role in focusing my attention on the political disparities and injustices that prevailed in South African society. Much of my political thinking and consciousness was shaped at high school, where teachers constantly made us aware the policy of apartheid and its effects on society and how it in fact deprived us of a fair deal in life through discriminatory legislation that systemically privileged white South Africans. However, a strong message that always came through was that a good and sound education was a powerful weapon against institutionalised discrimination and deprivation.

This period in my own life helped me to see through the rhetoric and constant propaganda of the state and set me on a road of defiance against, and rejection of, the policies of the government of the day. While there was very little I could do to change things, I knew that the policies were wrong and that I should not support the status quo, but in fact oppose it in whichever way I

could, even if only in my thoughts. After matriculating from high school I enrolled at the University of the Western Cape (UWC). Initially I had ideals of a career in science or a paramedical profession, like pharmacy or dentistry, as these were fairly fashionable career paths at the time and I therefore enrolled for a Bachelor of Science degree.

The period that I was enrolled at the University coincided with a strong rise in the black consciousness movement (BCM)[2] in South Africa. BCM meetings and student council electioneering dominated political activity on the campus. Issues around the policy of apartheid and how it enabled the suppression of African values and customs were high on the agenda. The South African Students Organisation (SASO) dominated the political spectrum at UWC and controlled much of the political activity through the student representative council. My second year at university coincided with the 1976 national uprising in the country and the University of the Western Cape became embroiled in the political crisis. Action at the University took the form of lengthy student boycotts of classes that were characterised by violence and chaos on the campus. It was the first time that I came face to face with the might of the state. There was a strong police presence on the campus and they were involved in baton charging, tear-gassing and even shooting students. Many of my fellow students were arrested in this process. Those who elected to attend classes did so under police protection. The academic year was in a shambles, with only about four months of classes having taken place. For me it seemed a year lost, a year wasted, but it was a year in which I learnt much and which had a strong impact on me. The national uprising in 1976 strengthened my resentment of the policies of the regime in power at the time.

My experiences of the violent attempts at suppression of the uprising at the university made me aware of the lengths to which people would go to cling to power and enforce ideologies and policies. The message that a "sound education was a weapon against oppression and suppression", which was spread during my high school career, rang strongly in my memory. The next two or so years at university were also characterised by sporadic boycotts and

disruptions which were difficult to avoid. My experiences during my student days made me acutely aware of the political power of the ruling government. I also became aware of the way that the status quo was being maintained and I resolved to oppose the government of the day in whatever way I could. To me the way was to get a good education that could serve as a buffer against the constant propaganda – and to spread that message to others.

1.1.2 Developing a professional consciousness: understanding practice and professional development

During one period of stoppage I left university and worked as an uncertificated (unqualified) teacher in a local high school. This experience made a strong impression on me and I think strongly influenced my decision to follow a career in education and to qualify as a teacher. I had managed to gain credits for enough courses to enable me to enroll for a teacher's diploma which would enable me to teach in a high school on a more permanent basis, so I took this option. After a turbulent undergraduate period at UWC, I completed a secondary teacher's diploma and started teaching Biology and Mathematics in a secondary school. The teacher education course I enrolled for was, like most others in the country, rooted in and based on the epistemological position and philosophy of Fundamental Pedagogics (see Chapter 2 for details).

The school to which I was appointed was one that catered for black children from disadvantaged communities. The school was located in an area that was declared a "white" residential area under the Group Areas Act[3] in the apartheid era. Most of the students were bused in from surrounding townships and with few exceptions came from lower-income groups in Cape Town.

When I entered the teaching arena, this sector was characterised by strongly bureaucratic state control of every aspect of schooling. Political lessons learnt during my school and university education almost made me resist these controls and regulations instinctively and reject them as

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[2] BCM: this movement was sparked off and spearheaded by the late Onkgopotse Tiro in the late 1960s at the University of the North and urged that campaigns be mounted against white supremacy and that black people return to their African roots that were suppressed through colonialism and other forms of oppression like apartheid in SA.
[3] An act of Parliament that restricted ethnic groups to certain geographical areas and often involved the forced removals of "non-white" communities from centrally situated suburbs to desolate outlying areas where high-density cheap housing was provided: often referred to as townships and served as dormitory suburbs.

state-imposed restrictions geared towards oppression. The late seventies and early eighties were fairly turbulent in education, with mass democratic movements all vying for a foothold in schools and other education institutions. I never became aligned with any of the more visible mass movements, but always strongly supported resistance and activism within the education sector. As a teacher I was always keen to improve my own teaching and looking for ways in which I could assist the underprivileged, oppressed children enrolled at our school to get a sound education to act as buffer for them against the onslaught of the oppressor regime.

After a short period of teaching I started to question the relevance of some of the content that we were forced to teach children and also started to question conventional forms of pedagogy (the transmission mode) that was valued in the system of education. As a Biology teacher I became increasingly concerned about learners' lack of interest in the subject and the lack of relevance of the subject matter. I became interested in curriculum innovation and in trying "alternative" approaches to teaching in the classroom. This interest brought me into contact with teacher groups in which like-minded teachers and other educationists were working. I attended ad hoc in-service programmes facilitated by organisations like the Naturalist Society (NATSOC), Science Education Project (SEP) and the Environmental Education Association of Southern Africa (EEASA). It was during this period that I forged a strong relationship with two colleagues, Fadli and Razeena Wagiet, two people who had a strong influence on my direction in education later in my career.

When I was due for long leave I decided to further my studies as part of my own professional growth and development and I enrolled for an post graduate degree in Botany (B.Sc Hons) at the University of the Western Cape in 1989. At that stage of my career I was not too keen to enroll for a Bachelor of Education degree (BEd) as this had become the degree of choice in the headlong paper chase most teachers were involved in at the time. The BEd degree offered at the University of the Western Cape at the time was seen as nothing more than a small extension of the teacher's diploma course work. The other option, a distance education mode with the University of South Africa (UNISA), was a degree that many felt justified and promoted the policies of the government of the day. My decision proved to be fateful as it had an influence on

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what followed in my career. I met Prof. Derek Keats and enrolled for a module on marine education in that year. I saw a wide range of options for more stimulating and interesting directions in Biology education in this area of biology/ecology. Working with Derek made me aware of research-based working methods and different ways of approaching science teaching and I also discovered the joys of writing research reports, assignments and essays based on research articles and personal research.

My friendship with Fadli and Razeena was an important factor that affected my approach to teaching biology and helped me to develop networks with like-minded teachers. The experiences I gained from working with Derek Keats provided me with new insights into theoretical aspects of ecology and biology and made me aware of the option of marine ecology as a vehicle for making Biology teaching more relevant. The combination of these events had a great influence on my growth as a teacher and on my approach to teaching; in short I developed a new consciousness around teaching the subject as well as new skills and the confidence to venture into new approaches and innovations. One of the main ideas that I started to introduce was one of greater student involvement in classroom activities. I provided opportunities for student expression and input by engaging them in research and classroom presentations of research findings. I also involved students in presentation of selected units of work. My intentions here were to engender more democratic practices and to indicate to students that their opinions were valued and important. My practice was influenced by the ideas on critical pedagogy of Giroux (1988) which was underpinned by a quest to empower and liberate students through addressing the teacher –dominated power relations taken for granted in classroom practice.

1.1.3 Renaming and reconstituting practice: an epistemological turn and the drift into INSET

On my return to school the next year I forged ahead full of energy and enthusiasm. I introduced marine education into the biology curriculum and engaged students in more frequent outdoor work. I also initiated an environmental awareness society which promoted "alternative pedagogies" and cross-curricular work. This included group work and student presentations,

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which were quite radical at the time. A nagging issue that bothered me all the time was the restrictions placed on teachers and the tight control the Department of Education exercised over schools through their officials like subject advisers and inspectors of education. I questioned their authority and the grounds for their decisions about what happens in schools. Like Beattie (1997:28), I found myself becoming increasingly uncomfortable over the years with the way teachers were treated and viewed by education department officials, particularly subject advisers and inspectors.

I started to entertain thoughts of a research project that would involve teachers and "give teachers a say" in what was being taught and would be taught in their classrooms. In short I was thinking about involving teachers in a project on curriculum innovation. Around about this time Fadli Wagiet enrolled for a master's degree in environmental education and was preparing for a project he had in mind that would involve teachers in curriculum innovation in Biology teaching. I became closely involved in this project and engaged many other teachers with whom I had networked with over the years.

The project Fadli proposed was one that favoured participatory action research processes as a form of teacher empowerment. My involvement in this project helped me to understand and make meaning of collaborative research processes and increased my enthusiasm for the project I had in mind. As a participant in this project I had access to resource materials from Fadli and Razeena's personal libraries, some of which were not available from other colleagues or even local libraries in the Western Cape. Through engaging with the literature I developed an understanding of participation and the democratic processes and empowerment possibilities inherent in action research. This resonated with my own view that teachers need to be consulted and actively involved with educational research projects and not simply be the objects of research. I also encountered the work of people like O'Donoghue (1990), and Carr and Kemmis (1986), all of whom provided a theoretical academic/intellectual framework for what I had instinctively felt about the professional roles of teachers and the importance of participatory research in school-based projects. I embraced the tenets of critical theory as espoused by authors

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like Giroux (1988) and Freire (1972), who focus on the quest for social change and an end to injustices in an inequitable and unfair world.

Telles (2000:253) asks questions about and clarifies ideas on becoming critical, which I found useful to describe my own changes in this regard. He raises two questions: 1) what do I mean, exactly, by being critical? 2) what is the essence of becoming critical? I found these two questions particularly relevant to my personal context.

His answer was particularly meaningful to me:

> Being critical does not include only a natural curiosity in knowing the world around me. It also means knowing the power systems of the past, present and future that implicitly affect my natural curiosity to know the world. It means to struggle for freedom of questioning and taking decisions, as well as the right to access the information and the education I need to grow.

He adds that becoming and being critical entails a personal movement towards four opposing directions: inward (internal conditions), outward (existential conditions), backward and forward (temporal conditions, past, present and future). He writes: "Once I have been able to perceive myself experiencing oppression in these four directions, I can feel myself becoming critical" (Telles 2000:253). His ideas about being critical and reference to issues of power and oppression relate strongly to my personal experiences and has helped me to understand my own development and the conditions of oppression during my process of growth and development and current situation.

As part of my quest for greater relevance in what is taught in Biology, and as a long-time proponent of decentralised curriculum development[4], I embarked on a study that investigated the use of the marine environment as a site for teaching the principles of ecology. I enrolled for a master's degree in Science education at the University of Western Cape with Derek Keats as my study supervisor. My personal political position and theoretical viewpoints regarding

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[4] Curriculum development other than central Department of Education processes such as at district- or school-level curriculum development.

participatory research and collaboration with teachers and critical viewpoint strongly influenced the research design and approach to the project. I chose to do an action research-type of project with a strong emancipatory and empowerment agenda: it was to be a project for teachers by teachers. The project provided useful knowledge regarding teachers' views on the use of the marine inter-tidal zone for teaching ecology and proved to be a very valuable growth experience for me as an educator. The lack of in-service opportunities and the top-down, technocratic approaches of education department officials were highlighted by teachers in the project as a constraint to localised curriculum development. Other constraints including general feelings of disempowerment, lack of support and a lack of consultation with teachers regarding innovation and change were also mentioned. Much of the subsequent work I did as a teacher-researcher was informed by the experience gained during this project and in a sense laid the foundations for this research project.

1.1.4 In-service education for teachers by teachers: a process of curriculum development

One of the positive spin-offs of the projects that Fadli and I were involved with was the establishment of a Biology teacher's forum. This informal association of Biology teachers in the southern suburbs of Cape Town came into being partly as a response to a request from teachers in my project for greater networking between and support from their peers. Members of the association started to meet regularly and further curriculum innovation projects developed. We revamped the entire Biology curriculum from Std 6 up to Std 10. This curriculum development process was an attempt to make Biology more relevant to high school learners and more meaningful to teachers. I served as the secretary and the editor of the newsletter of this association and also managed and organised meetings together with Fadli Wagiet. Lesley Le Grange, a participant in both the above-mentioned research projects, was later included in the organising committee together with a few other committed Biology teachers. A strong network of teachers was established through the activities of this association proving that teachers could work as curriculum developers if granted the opportunities to do so. Much of the work done was ad hoc in nature and in a sense in contravention of Department of Education regulations.

The activities of the biology teachers' forum started to attract the attention of other teacher organisations/groupings in the Cape Peninsula. We were approached by a similar organisation operating in the then Cape Education Department. When I was working on my master's research I met Dan Overitt, a member of the South African Teachers of Biology (SATOB), a national association of Biology teachers. In one of our conversations I mentioned the Biology teachers association to him. He was a highly placed person in SATOB, which was based in the old Cape Education Department. He started to hint at an amalgamation of our association with their organisation as a progressive move towards a future organisation that would serve all schools in the Cape Peninsula. We had one or two meetings, but the amalgamation efforts did not go far.

Political changes were being negotiated between the ruling regime and the African National Congress (ANC)[5], in what was then called the transition period. An Educational Renewal Strategy (ERS) was proposed during this period and activities geared towards the establishment of one education department nationally and provincially started to dominate in education. One such move was the development of an interim syllabus that would be implemented by all schools. This interim syllabus was developed nationally, presumably by a variety of stakeholders, and was sent to provinces for scrutiny and adaptation, to a limited extent, to suit the provincial context. As a national organisation, SATOB had official status and could be represented at debates concerning the development of one department and the development of an interim syllabus for biology and other subjects. They were invited to serve on the interim committee for "provincialising" of the national core interim syllabus. Dan lobbied for greater teacher representation and extended an invitation to me to attend a meeting with subject advisers and curriculum officials. I contacted Fadli Wagiet and later Lesley Le Grange and we served as teacher representatives on the interim syllabus committee.

I was enthusiastic about the job and almost felt a sense of recognition for work done over many years. However, there was great tension during our deliberations and the education department officials were clearly uncomfortable at the presence of teachers on the committee. The historical

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[5] One of the resistance movements against the apartheid regime which was regarded as the most representative and sought out for negotiations by the ruling party. They were later voted into power in the 1994 elections.

power gradients were being challenged and eroded because as teachers we were making strong inputs in the discussions and were even asked to address the committee on the issue of continuous assessment. The experiences on this committee were very positive and encouraging to me and in a sense started me moving beyond daily classroom activities into the broader education arena.

Around this time rumblings about the introduction of outcomes-based education were beginning to be heard in the distance. To a person who was constantly trying to keep abreast of developments in education, this proved interesting and challenging. New committees were being set up to organise the establishment of the new structures in the transition period during which greater democracy and representivity were being introduced. As members of the interim syllabus restructuring committee for Biology, we had a natural movement into the Learning Area Committee for Natural sciences (an amalgamation of various science committees). In addition to serving on this committee, I was also a member of the steering committee of the environmental education curriculum initiative (EECI) in the Western Cape. Both these organisations were running workshops for teachers in the Western Cape on the new education initiatives being mooted. I was involved in both initiatives and started developing a stronger interest in professional development for teachers and in-service teacher education.

1.1.5 Teaching teachers: a foray into tertiary education

In 1996 I was approached by Danie Schreuder, an Associate Professor at the University of Stellenbosch (US) and a colleague in the Environmental Education Association of Southern Africa, to present a Biology didactics course on a part-time basis. I agreed and involved my colleague, Lesley Le Grange, with whom I had begun to work closely and regularly. We developed a short course for in-service teachers drawing heavily on our experience as Biology teachers and the expertise honed by regular reading of professional journals and academic literature. This further confirmed my interest in and enthusiasm for in-service teacher education. The following year a similar request was made for us to become involved with the Higher Diploma in Education (HDE) course at the US, which we also agreed to do on a part-time basis.

My work at school was increasingly characterised by frustration. This was rooted in and related to the lack of opportunities and limited career pathways within the school setting. Most of my "productive" activities and the work from which I was gaining job satisfaction were increasingly being done outside of the school environment. I was approached by people to be part of resource development projects and also to serve on the author panel of a new series of Biology books. In addition to this, I was also becoming more involved with in-service work as a result of my involvement with the Environmental Education Curriculum Initiative and the Natural Science Learning Area committee and had started to co-author a book on assessment. In essence, my work in education was beginning to take on a different slant and I was beginning to define a new role for myself. All these factors were beginning to make me question my role as a teacher at school level and to consider possibilities in education outside of the formal school sector.

Another important factor that influenced my decision was the apparent inertia in the Education Department at local and area level. My role in the syllabus committee gave me the impression that the Department of Education was operating in a "business as usual" fashion with all important decisions being made at central (national) level and some of the less importance decisions being passed on to provincial level with some involvement of teachers. An appointment with the Athlone area manager (the Education Department official) for a one-hour meeting clarified two important things for me. The first was that the possibilities for movement in the school sector was almost zero for me, and the second was that the approach adopted to change and transformation by the officials of the Education Department was conservative and lacking in conviction or commitment to change.

I started feeling that I had served my purpose in school and decided to move into the broader arena of education, with an emphasis on teachers' professional development and teacher education. An important factor that inhibited my move out of teaching was the "right-sizing" strategy that was developed as part of the Educational Renewal Strategy (ERS) of the Education Department. I felt that this was an incorrect way of doing things because there was no real surplus of teachers and I would be aiding and abetting the government's rationalisation programme, which I rejected in principle. After much thought and quite a few "morality

attacks", I eventually took a decision to leave formal teaching by way of a voluntary severance package.

The decision taken was in my personal interests and was based on the desire to work in a more stimulating educational environment than that offered by the formal education sector. It was a bit of a leap into the dark as there were no firm job offers or other employment prospects at that stage, except possible freelance work in resource development and some in-service workshops. The ERS ironically made the move possible financially as the retrenchment package would at least serve as a kind of "cushion" while no permanent work was available. The milieu of change gave one the feeling that freelance work was at least a viable option in which one could grow and develop academically while still making a contribution to education, especially in the time of rapid change we had begun to move into.

I started working at Stellenbosch with Danie Schreuder and my colleague Lesley Le Grange on a part-time basis in 1997 after leaving the teaching profession. This involved both teaching and research responsibilities at the University of Stellenbosch. My initial feelings were that this was a foreign place with strange people with whom I often did not feel at home. As a team person who had earned a positive reputation amongst colleagues, I felt that I had lost my footing and often felt out of place and isolated at the university.

But things got better as I slowly settled into the role of a part-time teacher educator/researcher. Lesley represented a link with what I had been doing in the past and he was someone I could relate to and converse with – someone with whom I could discuss the strange culture around us, things academic and general issues that arose occasionally. We could talk and understand each other and share our individual experiences in this environment. He represented the familiar and helped me cope with what seemed to be a transition phase in my career, from being a teacher in a school to being a part-time teacher-educator. Essentially, he was someone I could feel secure with in this strange place.

The students I came into contact with during lectures represented another sphere of the University of Stellenbosch. It was really an unpredictable set-up working with students who were from very different backgrounds and also working with adults as opposed to young adults /adolescents. When working with students who were predominantly from so-called White race group, there was always the possibility of incidents related to past history and political conflict. I think my commitment to education and the fact that my political thinking is rooted in non-racialism (the non-acceptance of race categories) made me view the students as normal people with whom I had to interact in a classroom situation. I felt driven by the confidence gained from my experience as teacher and from years of dedication to teaching Biology: something I had always cared about and wanted to do well. I think that the students I worked with welcomed my enthusiasm for the subject and the relaxed interactive approach to my teaching. There were some students who reacted negatively to my presence and who did not give their full co-operation, but these seemed to be in the minority. Feedback from students was for the most part positive and this provided a sense of job satisfaction which served to keep me going.

Some of the lecturing staff appeared to be less than pleased with my / our presence in the faculty of education. This was evidenced in the corridors, where people would walk past one and not greet one or purposefully look the other way or act preoccupied. I also felt very unwelcome in the staff tea-room where one could feel the tension and uneasiness, and decided to spend tea breaks in the privacy of the office I shared with Lesley. I carried on undaunted and strove to do the best I could under the circumstances. I think my commitment to education and the fact that my thinking is rooted in non-racialism served me well in these circumstances.

Danie represented some form of security as he was very supportive and treated us as colleagues working in the EEPUS team. We seemed to have a similar orientation to working with teachers and acknowledged the important role teachers could play in the process of change and transformation. I also felt that I could identify with his writings about issues such as relevance in biology education. He introduced us to other staff members and was always on the look-out for opportunities to involve Lesley and me in projects and other activities in the Education Faculty. However, I still felt a need to work in places where there was what I perceived to be a "real"

need for assistance. It felt good working with the students at the US, but something was still missing in my professional life.

1.1.6 Research projects and networks

Working in research projects at the University of Stellenbosch helped me to make meaning of my role as a teacher-educator and the opportunities to develop as a researcher and in a sense this helped me make the transition to this new role. At this time the Environmental Education Curriculum Initiative (EECI) was calling for research proposals for a curriculum research project for which funding was going to be elicited from the Human Sciences Research Council (HSRC).

The HSRC project made it possible to work in a funded project. I gladly accepted the offer to represent the University on this project and opted to work in a disadvantaged community of Grassy Park. I think this project provided the missing link for me. I could be of some assistance where there was a great need and being involved in it helped me to make meaning of the role that a teacher educator could play in a partnership setting. Another project, an institutional links programme funded by AusAid (an Australian Government Aid Programme), further contributed to this process of growth and development in my professional life. This project brought me into contact with South African academics from a variety of tertiary institutions as well as Australian scholars. The research projects and interaction in this project helped me to develop skills and consolidate my position as a university-based teacher-researcher. I think that my involvement in these projects at faculty level were important factors in the next stage of the University of Stellenbosch story.

In 1998 there was talk about opportunities for more permanent appointments in the Education Faculty. Both Lesley and I were asked to apply for tenure through what was called a "staff expansion programme". This programme was developed to provide opportunities for people to become involved in formal lecturing and other activities of the University with the possibility of more permanent status on the staff in the future. The motivation behind the programme was

viewed in a number of ways. It could be seen as an attempt at genuine transformation as the staff complement at the time consisted of only so-called white people. The appointment of two black staff members could also be seen as an attempt to be seen as being concerned about transformation. I would like to believe that the quality of work delivered during lectures and in the research projects played a role in the offer being made in the first place. At the beginning of 1999, I was appointed to a permanent lecturing position at the University in the Department of Didactics.

The switch to an OBE framework for teaching and learning set things up for me and created an opportunity for working collaboratively with both pre- and in-service teachers on the implementation of new policies for education and training. While the new education policies in a sense provided teachers with the freedom to be involved in decision-making about what would be taught in their classrooms, no policy for INSET was in place. This prompted my question: "How would teachers respond to this change in policy which presumably relaxed the controls and gives the initiative to teachers?" Based on personal experience, I instinctively felt that some INSET processes would be needed and work would need to be done with black teachers in particular, as this had been a neglected aspect in the former system. I also felt that the new complicated system proposed for schools would make things even more difficult for teachers from traditionally under-privileged schools. These ideas influenced my thinking and curiosity about teachers' responses to change and the role of INSET in development.

1.1.7 INSET: Developing and presenting programmes

I felt a strong need to be involved with teacher development and in-service education and so became involved in INSET presentations and the development of programmes initiatives in the Western Cape. I think my decision to want to help others in this change process was at the heart of my decision to become a teacher in the first place. Initially I was concerned about my authority to make decisions of this kind and worked on instinct. Bernal (2000) helped me to clarify my position in her writing on Chicanan feminists, a minority group of women of Mexican origin, in California. She points out how researchers can make decisions in seemingly unconventional ways based on unique viewpoints and cites Dillard (1997) who states that

" …members of marginalised (oppressed) groups have unique viewpoints on our experiences as a whole" (in Bernal 2000:563). Bernal develops the notion of "cultural intuition" based on Strauss and Corbin's (1990) construct of "theoretical sensitivity" – a personal quality of the researcher that assists in gaining insights into the context and work. Strauss and Corbin (1990) argue that theoretical sensitivity comes from four sources: one's personal experience, existing literature, professional experience and the analytical research process. Bernal (2000) argues that these four sources contribute to Chicana feminist "cultural intuition" and I see a parallel in my context in that these sources also informed my own cultural intuition and helped me make meaning of the situation. I expand on the categories briefly in terms of Bernal (2000:564) based on the attribute of having the ability to give meaning to the data.

- Personal experience

  Experience as a teacher in a disadvantaged school provided me with insights into and background to the setting in which I now worked. Implicit knowledge helped me to understand the events (in school sand in the workshops) and actions (of teachers), and provided insights upon which I could draw during my research to a greater extent than was possible for someone who did not have this experience.

- Existing literature

  This provided information on research studies. Having an understanding of the relevant literature provides insights into the events and circumstances we are studying. Similar studies helped me make meaning of the research project and the way in which events were unfolding and also assisted with the research design.

- Professional experience

  Years of experience in a field often provide an insider view of how things work in that field (Strauss and Corbin 1990:42). This knowledge, when incorporated into the research process, helps one to understand in a different way than if one did not have this experience. Strauss and Corbin argue further that "the more the professional experience, the richer the knowledge base and insights available to draw upon in the research". I feel that my experience as a school teacher and a researcher and a participant in collaborative research

programmes with other teachers supported me in this context and gave me a certain advantage as a researcher in this project.

- Analytical research process

Strauss and Corbin (1990:43) state that "Insight and understanding increase as you interact with your data." This comes from making comparisons, asking questions and thinking about what you are seeing and hearing. As one idea leads to another we are able to look more closely at the data and bring meaning to the research (Bernal 2000:565). Reflection on workshop summaries and analytical memos, and conversations with colleagues helped me to familiarise myself with the data and to make more meaning of ideas that were emerging from the process by way of interviews and focus group discussions.

McLaughlin (1997) writes that improving the quality and effectiveness of teachers' professional learning has been identified as an essential underpinning in raising standards, implementing new ideas about teaching and learning, and managing change. Writing about Finnish teachers in a period of change in education, Lauralia (1998:53) says that "to cope with the demands and goals stemming from these diverse sources, teachers cannot rely on well established traditions, norms and practices, but need professional development that is continuous, up-to-date and transformative." It is my view that there is a similar need in South Africa, particularly in the context I was working in. For this reason I was keen to work with the Grassy Park teachers in the research programme we developed as an in-service process and also continued the in-service work at the other two sites in the Western Cape Province. This led me to literature on INSET which served to inform the programme I developed and describe in the next section.

1.1.8 An ad hoc INSET programme

I became involved in developing in-service programmes through firstly working on the syllabus committee and then with the EECI regional committee. As indicated earlier, my motivation was strongly influenced by my personal experiences as a teacher in a secondary school for many years, during which I became aware of the consequences of inadequate or lack of INSET programmes. While I acknowledged the value of my experiences as a teacher in the classroom

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and with colleagues in collaborative processes, I did not value the formal professional development activities I had attended. Initially I developed a programme in collaboration with my colleague, Lesley Le Grange, for the Grassy Park teachers and later developed a programme on my own which I implemented in other contexts.

The programme was based on two assumptions: that teachers needed background to understand the broader issues framing curriculum change and that they needed to understand policy and its implications; both these assumptions proved to be partly correct. The programme was divided into two sections: 1) an introduction to changes in education policies and 2) curriculum development in a local context. Later I developed a similar programme for teachers after being requested to do so by the Teachers Learning and Resource Centre (TLRC) attached to the University of Cape Town (see Chapter 4, Case study 2 for more details on this centre). For this programme I decided to take a more practical approach that would firstly be interactive and engage teachers in discussion and deliberation on policy change and broader issues framing change. I also decided to develop activities that would be more illustrative of changing practice, which included practical approaches using suggestion materials and getting teachers involved in "hands-on" activities. In this programme I follow an approach referred to by Little (1992), that focuses on teachers' progress in mastering the complexities of classroom practice and the implementation of specific pedagogical or curricular innovations as well as *overcoming* the organisational and occupational conditions that *hamper* them.

The INSET programme was designed to be collaborative in nature and respected teachers as professionals with opinions and did not view them as passive, defective receivers of ideas and wisdom. My intention was to develop a programme that would get people thinking about change and their practice in the broader sense of socio-political and educational change. The method used was interactive workshops that included group discussions and feedback by teachers. Attempts were also made to involve teachers in the planning process in the later workshops, but time constraints (both for me and participating teachers) prevented this process from developing as planned.

My approach was informed by previous experiences as well as by the theoretical positions and approaches of various authors. Lotz (1997:4), indicates that the new curriculum and outcomes-based approach to education have implications for teachers' work with regards to the way they teach, what they teach and how they will assess learners. I included activities that addressed these aspects in my programme. My working approach, i.e. interactive workshops, was influenced by Shkedi (1996:706), who writes "the optimal way to involve teachers in (curriculum) development is through teachers' curriculum workshops". In discussing curriculum development projects he mentions that the approach of the workshop facilitator is an important factor in the process. He states that the challenge of a teacher's workshop is to maximise teacher participation (in curriculum development) and notes that in order to accomplish this, a curriculum leader who conducts workshops requires a broad understanding of the field of curriculum development and knowledge of group dynamics. In addition he/she needs to have the ability to build up the professional confidence of teachers and knowledge of the subject matter of the curriculum (Shkedi 1999:702). I modelled my programme on this and made a conscious effort to develop the professional confidence of teachers from the start. My own experiences and "cultural intuition" made me aware of the possibility that many teachers felt insecure and disempowered in the period of transition and change we were working in. Like Bell and Gilbert (1994:486), I tried to communicate to teachers that they were "competent teachers who were developing in a process of change, seeking out and striving towards making shifts, teachers who were developing rather than … struggling." To highlight the value of their ideas about teaching I made time in the sessions for them to talk about what they were doing in the classroom as part of the process of communication I tried to foster and enable.

The teachers were also asked to adopt the role of teacher-as-learner so that they viewed their professional development as learning and not as remedial processes. A supportive atmosphere helped to ease the uncomfortable feelings associated with learning, feeling incompetent or inadequate (Bell and Gilbert 1994). Time was also allocated on the programme to enable teachers to learn about the change process and what it entailed broadly in our context as part of clarifying the thinking behind the INSET programme. I developed a general procedural routine that was designed to assure teachers of my support and understanding and that I was a learner as much as they were. I completely rejected a notion of me as an expert, but rather chose to serve

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as a facilitator leading the discussions and conducting research alongside teachers to find common solutions to problems.

At a typical workshop (day 1 of the series) I would open by introducing myself and indicate my preference for being addressed by my first name by the participants. I would then mention my belief in the centrality of teachers in the educational change process and my view that teachers have valuable opinions about their practice and the contexts in which they work. After explaining that my approach was one of participation, I tried to keep things informal and collaborative from the start. Teachers appreciated this approach and it was often mentioned in the evaluation forms and conversations I had with participants.

Lotz's (1997:3) assertion that "besides the systemic changes, specific changes to curricula, to teaching and learning approaches and assessment practice seem to be the most obvious areas of change" informed the framework for the "content" of the programme. My work with Cliff Malcolm, a visiting Professor from Australia, contracted to develop a text for a certificate course in outcomes-based education for the University of Stellenbosch, was a valuable experience. Not only did he provide ideas for the content of my course, but also helped me to gain a broader perspective on OBE and curriculum 2005. I also gleaned many ideas from my involvement with the EECI work in the Western Cape and nationally and included these in the programme I presented. This also gave me the confidence and knowledge to present programmes on my own at other centres, schools and other institutions.

Ideas vary about the value and effectiveness of INSET provided for teachers. Effective INSET, according to Fullan (1991), should take cognisance of and respond to various issues; he suggests that INSET should be:

- integrated with and be part and parcel of a concrete programme of change;

- intensive and ongoing;

- linked to organisational development efforts.

While the programme I was presenting did not meet with the above criteria entirely, it was an important point of departure for teachers and served as the basis of my research programme. It was my intention to be part of the development of INSET processes that are responsive to teachers' needs on the basis of my "cultural intuition" (Bernal 2000). As Hargreaves (1998:10) states – though his views are somewhat moderated in my case – "teacher development for me is not only an item of detached intellectual curiosity but a focus of missionary purpose and passionate desire." I was keen to provide opportunities for teachers to develop professionally and also to gain insights into how teachers were experiencing the change process in education. The INSET workshops seemed the most logical approach to achieve both aims I had set in this instance.

Hutton-Jarvis (1999: 646) in drawing on the work of Franco (1986) and Goodson (1995), writes that "… an individual's autobiography or a researcher's story is constructed and situated. It is not and cannot be raw experience, however personal and detailed it may be. No one ever really tells it like it is. People's accounts of their experiences are shaped by the narrative forms available to them within their culture." In retrospect I locate my narrative in critical pedagogy, which Lather (1998:487) describes as "a sort of big tent for those who were interested in doing academic work toward social justice." I still find myself drawn to critical pedagogy today, where conditions in education and society in general are still inherently unfair and unequal power relations abound in education. Even in the hour of liberation when all are asked to respond to the clarion call of change for a better future, teachers are being derided and deprofessionalised by policy developers, reformers, politicians and education department officials. In my opinion, academic work still needs to contribute to the struggle for social justice and empowerment in the arena of education.

In this chapter I outlined my personal journey as an educator and researcher and how my personal and professional context impacted on my decision to pursue the research I chose to do. In the next chapter I discuss the policy process in South Africa that was the impetus behind the large-scale reform in education.

Chapter 2: A context of socio-political change: policy background and context of the research process

2.1 Introduction

Many aspects of the apartheid legacy in South Africa's education system have been thoroughly documented and are widely understood. My discussion in this chapter will be restricted to areas of past policies related to schools and schooling that came into question during discussions on policy redevelopment and the process of socio-political transformation. I provide some background to what the policies calling for changes in South Africa are responding to, and I outline and briefly analyse the process of development of some of the policies driving the transformation process in education in South Africa.

2.2 Overview of the education context prior to April 1994

The new policies developed for South African education are to a large extent a response to past policies and circumstances that prevailed in the education arena. In this section I explore some of the main points of contention that policies are responding to and describe the process of policy development.

The South African schooling system was officially segregated until the abolition of apartheid in 1994 and it is a well-known fact that education in South Africa was an integral part of the plan to build and maintain the system of apartheid. Constas (1997:682) indicates that education policies and pedagogical practices were specifically designed to ensure the political, economic and social domination of one racial group over others. Mickelson, Nkomo and Smith (2001:14) mention that an ethnically differentiated school system had already been institutionalised by the mid-1920s. Nkomo (1990 in Mickelson, *et al.* 2001:12) captures the essence of the story of South African education succinctly when he writes:

> Separation of schooling according to ethnicity was a practice that commenced with the white colonial settlement in South Africa in 1652. In the early period there was no well-developed legislative support for ethnically differentiated schooling; in fact some

schools were integrated. Over time the changing political, economic and cultural life of South Africa, as defined by a greatly mobilised white consciousness among the dominant group, fashioned a philosophy of separation that was later enforced through the legislation of racial segregation in schooling.

During the period of apartheid education the education system was run strongly along lines of race and ethnicity with the locus of effective power and control vested in the macro policy making body, the Ministry of National Education and various ethnic departments of education. The major ethnic groups defined were the people of European ancestry, referred to as Whites, those of Indian descent, called Indians and those supposedly of "mixed" origin called Coloureds, and the majority of the population called Africans or Bantu. Education and welfare issues for Indians and Coloureds were dealt with within separate departments called, Coloured Affairs and Indian Affairs, but which were still controlled by the minority white national government.

In the 1980s the minority government of the day embarked on a referendum that sought to give broader parliamentary representation under the banner of power sharing to some of the defined ethnic groups in the country. A new constitution came into effect in terms of Parliamentary Act 110 of 1983 and a Tri-cameral parliament was introduced. This was a parliament with three separate chambers, for Whites, Coloureds and Indians respectively, and brought with it the idea of "own" and "general" affairs which were consolidated by the Own and General Affairs Act 76 of 1984. This Act separated certain parliamentary functions into those controlled by the national government (general affairs) and those by the ethnic chambers (own affairs). Sedibe (1998:2) describes how education was subsequently administered through three "own affairs" houses and one "general affairs" sub-cluster. The White, Indian and Coloured people were represented in Parliament in separate chambers: the Houses of Assembly, Delegates and Representatives respectively, which had their own education departments which administered education at all levels for the ethnic group nationally. African people had no direct representation in parliament and education for African people was clustered amongst the government's "general affairs",

together with defence and health, and was under the central management of the Department of National Education through the Department of Education and Training (DET) (Sedibe 1998:2).

Mickelson *et al.* (2001:15) write that "financial allocations to schools reflected the ethnic hierarchy of the social system." Disparities existed between schools in the various departments and Sedibe (1998:2) confirms this statement by indicating that expenditure and resource provision for public schools in each of the racially divided departments varied widely, with notable inequalities related to teacher salaries and per capita expenditure for learners. The figures were high for Whites and progressively lower for schools for Indians and Coloureds, with African schools right at the bottom. According to Hofmeyer and Hall (in Sedibe 1998:5), White schools had the lowest pupil-teacher ratios, while African schools had very high pupil-teacher ratios and large classes. Mickelson *et al.* (2001:15) show that in 1990, for example, student teacher ratio for whites was 20:1 and 48:1 for Africans. They add that almost 100 percent of white teachers were qualified (certified), while only 27 per cent of African teachers were qualified. Citing the United Nations Education, Science and Cultural Organisation (UNESCO) Statistical Yearbook (1990:206), they point out that "roughly 12 times as much money was spent per capita on whites' education compared with Africans' education. Education for Indians and Coloureds fell between the other two groups."

According to the National Education Policy Investigation (NEPI)[6] framework report (1993:104), South Africa did not have a core curriculum for all schools, but separate curricula for the different ethnic departments. After negotiations between the government, opposition parties and other political organisations began in 1992, a national core curriculum was developed that could be adapted at provincial level with the aim of developing an interim syllabus for all schools. This development was part of what was then called the Education Renewal Strategy (ERS), a government-initiated process that many felt was a process of symbolic change which proceeded by way of a facade of democracy. The national department decided on representation at national meetings and these included representatives of provincial education departments, existing

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[6] A national body consisting of members of stakeholder organisations with the task of assessing the current curriculum and making recommendations for a future curriculum for South Africa

teacher organisations, teacher unions and representatives of 42 designated subject committees. The core curriculum developed in this process had very strong links to the old House of Assembly curriculum (Sedibe 1998:4) and was difficult to implement due to resource disparities amongst schools in the departments that had been deliberately under-supplied. For example, the Science courses called for practical approaches and demonstrations, but the majority of schools did not even have the most basic apparatus, let alone laboratories and specially designated rooms for Science teaching.

In 1994 a new constitution was developed for the country and tenets of the constitution were important considerations for all policy developments subsequent to this. The map of South Africa was redrawn and the country was divided into nine provinces (previously there had been four: Western Province, Natal, Transvaal and Orange Free State. Sedibe (1998:3) indicates that this geographical set-up led to the establishment of one national ministry and nine provincial departments of education. School-level education (general /primary and further/ secondary education) were to be the concurrent responsibility of the national and provincial departments of education, while higher or tertiary education became the responsibility of the national ministry. This meant that policy development occurred in a shared way between the different stakeholders at national level.

Two main stakeholder groupings were established in terms of the Education Act of South Africa (1996a) namely, the Council of Education Ministers and the Heads of Education Departments Committee (HEDCOM). The nine provincial heads of education sit on the council and the nine heads of provincial education departments are members of the HEDCOM. The functions of the council and the committee are to ensure that national and provincial education policies are in line with the SA constitution, to ensure that provincial interests and needs are met and to co-ordinate matters of mutual national and provincial interest. The function of the HEDCOM are to facilitate the development of the national education system and to advise the national education department on educational matters relating to the proper functioning of the national education system. Sedibe (1998:3) observes that the transition from the old system of many departments to the one plus nine set-up was complex. Reasons for this include problems with staffing and

integration of former departments, particularly in provinces where many ethnically based ex-departments operated. Another problem was the unclear boundaries between national and provincial functions and national powers and provincial autonomy (Sedibe 1998:4).

The development of a massive body of policies has dominated educational reform in the post-apartheid period and included the Education White Paper of 1995, which was the official government framework for the restructuring of the education system in line with the Constitution. Some of the contributory factors related to policy development are discussed in the next section.

2.3 The policy process

Pape (1998: 259) notes that the major changes in education in South Africa are strongly policy driven, and policies have been developed to guide transformation in all sectors of education and training. The policy process was initially intended to be an open process involving all stakeholders, in keeping with the practices of the emergent democratic dispensation in the country. It soon evolved into a closed process, which De Clerc (1997) describes as technically oriented and expert driven. The new policies which were developed expressed strong ideas for change in teaching practice and specified new roles for teachers in all education institutions. To ground the study, I highlight policy reforms and reform contexts in South Africa at the time the research project was initiated and conducted. The policy process, which forms the backdrop to the change process, is then discussed briefly and I then describe the main tenets of the new policies affecting schools and teachers' practice in particular. I also allude to ideas related to international / global influences but briefly, as that issue is beyond the scope of this study.

2.3.1 The policy story: tracing a process of policy change and development: 1990 and beyond.

One of the key policy changes in SA after the 1994 democratic elections has been a fundamental change in the educational system of the country. For many years many teachers and other educators, political organisations and teacher organisations in South Africa have been pressing

for a new educational system which is based on the principles of equity, access and relevance. The expressed intention of the new government was to transform education and to develop an education system that provides all South Africans with equal access to education and training, something that the repressive former government had denied the majority of the population. To achieve this the government developed a large number of policy documents to guide transformation of the education system by way of what Pape (1998:260) calls a "committee-riddled process driven by experts." These included the White Paper on Education and Training (1995), the Curriculum 2005 curriculum framework document (1997), and the Norms and Standards for teacher education (1998), a policy document related to teacher education.

Kraak (1999:21) writes that great controversy and confusion characterise the education and training (ET) policy terrain today. He argues that in part this has to do with the proliferation of "bureaucratic detail" which unavoidably accompanies the implementation of new state policies and programmes. He claims that this also has to do with a wide set of "competing policy discourses with divergent policy propositions", many of which have generated opposition within the ET sector and the general public.

Jansen (1999b) emphasises that it is important to recognise the year 1990 as a critical turning point in curriculum debates in South Africa. At this time unprecedented political and economic pressure from the liberation movements and the international community forced the South African government to enter into negotiations with extra-parliamentary organisations which included liberation movements. According to Jansen (1999b:4), the significance of the political moment defined by the 1990 turning point for curriculum development is that competing political movements "began to stake their curriculum claims".

Kraak (1999:21) posits that no single policy discourse has ever been dominant in SA in the post-1990 era, when negotiations aimed at transforming education started. He identifies three distinct policy discourses which have shaped the debate about alternatives to apartheid-based education since the mid-1980s. These are 1) radical "people's education", which dominated the mid eighties; 2) systemic discourse related to structural change, which was dominant in the

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transition period in South Africa, early nineties up to 1994; and 3) an outcomes based education and training approach (OBET) which has seemed to occupy centre stage from April 1994 to the present. A question often asked is "What are their competing goals and divergent impacts of the discourses on the ET system?"

The three discourses Kraak (1999:22) identifies are described in terms of his analysis. Firstly "People's education" is seen as a political movement which viewed the school classroom as a site of struggle against the regime in power. He argues further that it also became a fledgling radical pedagogic alternative to the "Bantu education" enforced by the previous regime. Some of the central propositions of people's education included:

a) democratisation of education through the participation of a cross-section of the community in decision-making on the content, quality and governance of education;

b) the negation of apartheid in education by making education relevant to the democratic struggle of the people;

c) the development of a critical consciousness;

d) the bridging of the gap between theoretical knowledge and practical life.

In short, according to Kraak (1999:22) people's education became,

> an educational pedagogy encompassing the development of critical thinking, interdisciplinary curriculum content, learner-centredness, participatory teaching methods, community involvement and a concern to link the focus of formal education with the world of work.

With the dawn of the period of negotiation much of the language of people's education was discarded and other discourses, notably economic and systemic ,were prioritised. The demise of the discourse of people's education was followed by a less radical and more reformist or systemic project which, according to (Kraak 1999:24), coincided with a shift in the political climate from a period of revolutionary struggle in the 1980s to one of negotiation and compromise in the 1990s. In the South African context systemic reform represented a more

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consensual form of reconstruction and development (Kraak 1999:24). An expert-led, multi-stakeholder, policy-making process (Kraak 1999) was set in motion to develop new policies and that would drive systemic change.

A key construct of systemic reform is the assumption that policies will be coherent and aligned (Furnham 1993), and one way to achieve that end is by the development of a core set of ideas about curriculum, teaching and assessment. The ANC together with its alliance partner, Council of South African Trade Unions (COSATU), played a pioneering role in the evolution of a systemic discourse in SA. This represented the ANC-COSATU view on educational reconstruction in the 1990-1994 period.

What emerged after the ANC government was voted into power was a national policy focused on an outcomes-based education and training discourse. Kraak (1999) views this new policy approach as the combination of three historical antecedents. The first was the ascendancy of the competence-based modular education and training in the industrial sector in 1985. Secondly, this was followed by the adoption of Australian and British elements of 'outcomes' models in the policy development work undertaken in the early 1990s. The third was the resurrection of the radical rhetoric of people's education. The three have been combined into a hybrid educational methodology, outcomes-based education and training (OBET). Jansen (1999:9b) writes that this new OBE policy approach has been loosely linked to "something called curriculum 2005", which has been a highly contentious development in itself.

2.3.2 Globalisation and the SA policy process

A question often asked is whether there has been some influence of globalisation in the policy process in South Africa and whether reform can be better understood using the conceptual lenses of globalisation. Davies and Guppy (1997:436) write that at its broadest level globalisation refers to the description and explanation of social processes that transcend national borders. They further refer to the coincident nature of recent reforms in many Western countries, notably New Zealand and Australia, England and Canada. This they explain in terms of

economic globalisation, which they indicate stresses the imperatives of market competition and global capital in promoting a convergence of institutional arrangements among core nations and hence among education systems. Davies and Guppy (1997:444) state that "Notions of economic globalisation affect education most squarely in the area of skills training, where policy makers are calling for closer links between school and the workplace." Similar sentiments were echoed in South Africa during the policy process and affected the eventual policy documents.

Pape (1998:254) notes that since the demise of the Cold War the International Monetary Fund (IMF) and World Bank have emerged as the new managers of international politics and economics. He adds that the ideas they promote on deregulation and privatisation have become the norm in developing countries, as was seen in South Africa in the post-election period. He adds that World Bank planners, party bureaucrats and business chambers outflanked trade unions, civic and student organisations in terms of policy decisions and states that experts were taking over education. The policies that were developed and the ideas that developed around these policies had strong features of the structural adjustment programmes normally imposed on countries by the IMF and the World Bank. In his opinion global influence was definitely a factor in the policy process equation in South Africa in the transition period after the 1994 democratic elections.

2.3.3 What do the new education policies propose for SA?

The new outcomes-based curriculum, referred to as Curriculum 2005, was described as follows by Minister Bengu, the first minister of education in the democratically elected government:

Essentially the new curriculum will effect a shift from one which has been content-based to one which is based on outcomes. This aims at equipping all learners with the knowledge, competencies and orientations needed for success after they leave school or have completed their training. Its guiding vision is that of a thinking, competent future citizen

(Department of Education 1997a:1).

One of the first decisions in the education policy arena was to develop a National Qualifications Framework (NQF) to replace the various accrediting bodies of the old education system. A joint inter-ministerial committee of the education and labour ministries developed this framework. The prime reason was to develop an integrated approach to education and training, and secondly to bring all qualifications under one umbrella body that accredits all qualifications in SA[7]. The national education department also became engaged in efforts to develop new learning programmes and learning frameworks to comply with the outcomes-based approach of the National Qualifications Framework.

A set of critical outcomes that were to serve as the driving force for all education and training processes was developed nationally in terms of the outcomes-based approach of the NQF. Eight learning areas replaced the 42 subjects previously offered in schools and these were also driven by the critical outcomes of SAQA and the outcomes-based approach of the NQF. Specific outcomes were developed for the 8 learning areas. A framework document for Curriculum 2005 (Department of Education, 1997b) was developed by a government-appointed technical committee and served as a national guideline document for all educators and trainers. This document spelt out the rationale for each learning area as well as the specific outcomes, assessment criteria and range statements associated with each. In total there were 12 critical outcomes and 66 specific outcomes (addendum I) that guided teaching and learning.

The appointed technical committee recommended that each learning area develop a national statement so as to give some direction for a more or less uniform approach by the majority of teachers and learners (Department of Education 1997b:20). They also suggested that this statement be developed by the learning area committees and that it should be descriptive rather than prescriptive, so as to provide a framework around which schools and provinces can build their learning programmes. They suggested further that it should not provide a syllabus for schools.

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[7] Details in the NQF document of the South African Qualifications Authority (SAQA) 1997.

2.3.4 Implications for teachers' work

Harley and Parker (1999) indicate that, with the shift towards OBE and Curriculum 2005, there has been a radical shift in what is expected of teachers – with even more being expected from them, from their employers, from parents and from local businesses and communities. Questions have been raised about the radical changes in the identity and roles of teachers as spelt out in documents such as the one quoted below:

> Teaching will become a far more creative and innovative career. No longer will teachers and trainers just implement curricula designed by an education department. They will be able to implement many of their own programmes as long as they produce the necessary outcomes
>
> (Department of Education 1997a:29).

Lotz (1997:4) suggests that the implications for changes in teachers' work written in policies can be classified into three broad categories:

- How teachers teach

- What they teach

- How they will assess.

Lotz had been active in in-service programmes related to OBE at the time of the research and we worked together on a programme of in-service workshops developed for the EECI. The policy implications developed by Lotz, namely how teachers teach, what teachers teach and how teachers will assess, are echoed by Helsby (1999), who develops these (amongst others) as areas in which teachers will have to consider making changes in their approaches to their work in England and Wales.

I used three main policy documents in developing the analysis of changes proposed for teachers' work and these were classified in terms of the categories developed by Lotz (1997) above. These are:

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- Department of Education (1996) *Curriculum Framework for General and Further Education and Training (draft)*. Pretoria: Government Printers.

- Department of Education (1997a*). Lifelong learning for the 21st Century (Pamphlet)*. Pretoria: Government Printers.

- Department of Education (1997b). *Curriculum 2005: Specific outcomes, assessment criteria and range statements Grades 1-9 (Discussion document)*. Pretoria: Government Printers.

Some aspects of the way that teachers will need to teach are examined firstly. Department of Education (1996:19) states that "to help learners acquire, integrate or find meaning in knowledge, educators can help them to create analogies, construct outlines, develop visual presentations, build concept maps compare/ classify and abstract." It further states that to help learners use knowledge and skills, educators can "provide learning experiences where they (learners) need to make decisions, problem solve, teach others, create products, critique/defend and predict". Similar ideas are expressed in Department of Education document (1997b:28), which states that teachers and trainers are central to the implementation of an OBE approach and OBE:

- Requires teachers and trainers to focus on the outcomes of education rather than merely teaching information. The teacher will plan all activities around outcomes and assessment will be ongoing;

- Encourages teachers to translate learning programmes into something achievable. There will be a shift away from content-based programmes, where teachers aim to cover the curriculum in a predetermined amount of time;

- Encourages teachers to find ways of providing conditions of success in the classroom. A positive learning environment is seen as essential to educator and learner motivation.

It further states that "teachers and trainers will become facilitators rather than transmitters of knowledge. They will use a variety of methods of instruction to help learners to learn. In OBE

teachers are encouraged to broaden their perspectives, be proactive, interactive and share their ideas with one another". (Department of Education 1997a:21)

What teachers have to teach is examined next. This has strong implications that seem to indicate a role in curriculum development for teachers. The issue of curriculum development is alluded to in various policy documents. According to Department of Education (1996:11), curriculum development occurred "outside of the public domain, as an in-house largely non-participative activity without representation of major interest groups such as corporate capital, labour and other civil society groupings". This seems to suggest that the groupings mentioned need to be involved in such processes, a new approach in the South African context. Department of Education (1997a:13) suggests the development of learning programmes, described as a set of learning and teaching activities and ways of assessing a learner's achievement, based on national guidelines which will replace the syllabus which currently exists as a guideline document for teachers.

This implies that teachers will be free to develop their own learning programmes as long as they take into account the various kinds of outcomes defined and complement the needs of learners. The Department of Education (1997a:19) document suggests a "flexible curriculum: planned by parents, teachers, education authorities and learners, in fact as many people as possible are encouraged to participate. This means it will vary from place to place and respond to specific community needs and wants". In terms of materials this document states (1997a:24) that "Learning support material will be provided for teachers and learners and will take the form of notes, textbooks or workbooks. Teachers will draw from their own experience to facilitate the development of learner support material to ensure that it is relevant and effective".

Changes in approaches to assessment are mentioned in all three documents. Department of Education (1996:28) states that "The norm-referenced assessment practices used in schools will need to be reconsidered and integrated with an outcomes-based approach to assessment. Teachers will need to assess learners on a continuous basis using a variety of strategies and

techniques and schools are being asked to assess and report on what students actually understand, know and can do".

Department of Education (1997a:19) mentions that an OBE system defines very clear outcomes that must be attained by the learner. It is further mentioned that, educators and learners are able to determine whether these outcomes have been achieved through assessment as the learner's progress is measured against outcomes rather than his/her performance. Teachers will therefore need to assess learners on a continuous basis by employing strategies such as peer and self-assessment, initiating projects and assisting learners in putting together portfolios. Department of Education (1997b) spells out the details of assessment criteria related to each specific outcome for each learning area. Range statements and performance indicators are provided for 66 specific outcomes for the 8 learning areas and this forms a complex system of "loosely" defined assessment processes for teachers, who have on the whole been used to administering "pen and paper" tests and examinations.

Lubisi, Wedekind, Parker and Gultig (1997:25), in referring to ideas reflected in Department of Education (1996) indicate that learning will have to be directed towards acquiring abilities and skills rather than memorising information. They add further that the ability to solve problems, communicate effectively, work in a group and so on, mentioned in the list of critical outcomes, cannot be developed except by practising those activities and constantly refining performance in response to assessment of progress by either teachers, peers or self. According to Lubisi *et al.* (1997:26), this suggests that there will need to be:

- an emphasis on activity-based learning, with opportunities for learners to explore ideas and approaches to learning and to practice skills;

- co-operative as well as individual learning contexts so that learners can develop skills of working collaboratively in a group, and individually, and the ability to recognise when each mode is appropriate;

- an emphasis on formative assessment, so that the process of developmental learning as well as the products are seen as important;

- the setting of tasks that integrate theory and practice; and manual and mental learning where practicable, and which link classroom learning to the broader society in which it is located.

These are definite departures from the current practice of most teachers and from what was expected from teachers in a more traditional content-based system, and they will require a whole new set of practices and skills to be developed by teachers. In addition the realities of schooling already impose pressures on teachers and these were seemingly ignored during policy developments. In the next section some of the pedagogical realities into which the new system needs to be integrated are highlighted and discussed. There were also reforms to encourage greater involvement by parents (South African Schools Act of 1996) in school governance, policies regulating teacher education and educator practice These all provided additional pressure on teachers in the process of change, but did not form part of the research process and the effects, while probably relevant, fall outside of the ambit of this process.

2.4 Pedagogical realities and policy implementation

Harley and Parker (1999:193) express concern about the introduction of a new curriculum into a context that may be unsuitable. They draw our attention to the need for a better understanding of teachers' contexts when introducing and working with new policies. They note that policy assumptions about the contexts into which policy is to be implemented are problematic as teacher roles are clearly affected substantially by different school contexts. In other words, Curriculum 2005 is being implemented in a context which is unsuitable. The intention of the introduction of this approach is to develop a context which is actually necessary for the system to work in.

Lotz (1998:4) indicates that the new curriculum requires fundamental shifts in teachers' perceptions of their own roles as well as real changes in what and how they are expected to teach and how they evaluate learners. Added to this problematic set-up, the emphasis evident in Curriculum 2005 has been on designing learning outcomes with little attention paid to the inputs necessary to achieve the outcomes. The crucial role of educator as designer, manager and

teacher has not been addressed in this process. Yet teachers are expected to play a leading role in the change process. She also raises the importance of suitable INSET for teachers to cope with the radical change in roles envisaged for teachers in the policy documents as mentioned above. At this point it is important to touch on the dominant approach to teacher education to highlight the complexity and difficulties related to the issue of the multiple shifts required by teachers in an OBE system in South Africa.

The concerns raised by Lotz above were issues which I had grappled with during my research design as these were fundamental to my research questions. The two main elements of this research project, namely teachers responses to policy changes and experiences of INSET processes are directly related to these concerns I felt with regards to the teachers and the change process.

2.5 Pre-service teacher education in SA

Most teachers in South Africa attended teacher education institutions which based their training programmes on the discourse of fundamental pedagogics. Enslin (1990 in Nkomo 1990) provides some background to fundamental pedagogics, and I use her ideas as a basis for this brief discussion. According to Enslin (1990:86), fundamental pedagogics provides a false view of education by presenting it as a theoretical discourse from which the political has been removed. She writes "the science of education is exorcised of all influences leaving only the phenomenon of education, the science." Education is viewed as an independent phenomenon that is exempt from external factors and influences, like political and social issues. She adds that only those schooled in the phenomenon are allowed to enter into discussion about the phenomenon, which in her view perpetuates the myth of education as a science, free from outside influences. She argues further that there appears to be a hierarchy within, which silences voices. Those who have studied the phenomenon speak with authority and lower down we have the unquestioning and uncritical individuals who respect the authority of those higher up in the hierarchy.

Central to the content of the educational doctrine endorsed by fundamental pedagogics is the claim that education universally entails leading the helpless dependent child to adulthood by the adult pedagogue. By means of fundamental pedagogics teachers become subjected to a theoretical discourse and act as agents of subjection by perceiving and treating children as helpless and incompetent, in need of authority to save them from their own evil inclinations (Enslin 1990:86). She adds that it is also an ontology which produces "docile and useful teachers and students."

According to Sebakwane (1997:193), the teaching methods that are encouraged are authoritarian and are based on rote learning and regurgitation of lecture notes. Most teachers in South Africa and almost all black teachers were educated within this approach and this has had an effect on the way teachers teach and perceive children. Enslin (1990:86), in relating to Foucault's study of the modes of objectivism which make human beings into subjects, alerts us to the role of fundamental pedagogics as practices of subjection as a means of controlling individuals by creating them as subjects of specific kinds. By means of fundamental pedagogics teachers are subjects themselves and agents of subjection. They are subjected to a theoretical discourse from which the political has been exorcised and they are required to perceive and treat children as helpless, incompetent and in need of authority to save them from their own evil inclinations.

Enslin (1990:90) cautions against the deep-seated and lasting effects of a teacher education based on fundamental pedagogics. She mentions that the effect will remain even "when the regime and its apparatus are gone"; those who have been educated by the dominant discourse remain in their classrooms exercising what Foucault (in Enslin 1990:90) calls "capillary power." This means that they still have an influence on and their views permeate current practices and will not readily change. The teacher education programmes that most teachers participated in are an important factor in teachers' responses and a reality in SA schools that cannot be ignored.

2.6 INSET in South Africa

The policies and practice of in-service teacher education in South Africa needs to be focused on as a reality in the change process. What kind of INSET and how and when it was practised is important in trying to understand teachers' responses in the present setting of change and transformation. I will briefly discuss INSET in SA up to the adoption of current practices.

Hatsthorne (1985:1) states that in South Africa there are two main areas of or domains of operation. Firstly the traditional, centralised course structures offered by official INSET providers such as education departments, and secondly universities, voluntary associations and private sector bodies playing a dominant part in trying to fill the gaps left by departmental programmes or offering alternatives to the traditional centralised courses. However these "outside" bodies often have to operate on the periphery of the education system with little or no support and co-operation from official authority.

Moreover, Hatsthorne (1985:2) indicated that it appears as though formal systems are unable to cope with the wide range of INSET needs in education, a statement that appears true to this day. He also stated that there is often covert resistance to non-official programmes unless "they can be controlled by the education department (concerned)." According to him there is the unspoken assumption that departments are in the best position to decide what is good for their teachers and what they need. He wrote that there is little perception of the potential inherent in co-operation and partnership among teachers associations, universities, outside agencies and departments at this stage of INSET (1985) in South Africa.

INSET policies in SA (pre 1994) were not common in the black (non-white) education departments, so teachers in these departments in particular experienced change at a time when they were an embattled and largely static profession. Hatsthorne (1985:1) writes that in the former separate and exclusive departments of education, each education authority was "doing its own thing." The main concern was with its needs as an employer of teachers and not with the needs of the country as a whole, nor in many instances with the development of teachers as

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mature professionals. Wagiet (1996) concurs and indicates that no generic policies existed for the provision of continuous education for teachers and INSET provision varied from one education department to the other. He mentions "post mortem" examination sessions, which focused on improving learner performance rather than teachers' development as the most important activity in the schools administered by the House of Representatives education department. Reddy (1994) indicates that the other two departments, the Houses of Assembly and Delegates, provided INSET by way of "professional days", when teachers would be given time off from school to attend courses provided by the respective education departments or by organisations sanctioned by the education department. Teachers who were chosen to attend then reported back to their colleagues at school and often to colleagues from groups of schools in their district.

This was done by way of a cascade model and often focused on new ways of approaching classroom teaching in various subjects or to explain new syllabus changes introduced by the curriculum departments in these education departments. The focus of INSET seemed to be on dissemination of different /new approaches to teaching and syllabus changes facilitated by education department officials at their discretion. Teachers, however, work in contexts and paying attention exclusively to technical approaches and skills will certainly not be sufficient to enable the multiple changes being instituted through legislation. The context in which teachers work also needs to be examined.

INSET post 1994 has followed a similar pattern of the official INSET provision by the Education Department and formal INSET providers in the form of tertiary education institutions as well as NGO's and other private INSET providers. The Education Departments provided structured programmes for teachers as introductions to the new policies and practices they advocate (interview with subject advisor, chapter 4). Essentially these courses represent what Bagwandeen and Louw (1993:69) refers to as "deficit" and Dadds (2001:50) "delivery" models which view teachers as deficit participants, who bring nothing to the situation and who need to be informed. This model also implies that teachers have deficits or defects of some kind that need to be corrected by INSET programmes/processes. These sessions involved intensive

learning over a limited time period (3-5 days) and seemed to fit what Day (1999:133) refers to as processes of the additive type, which take "knowledge, skills and understanding forward a step." Teachers in the Western Cape were obliged to attend these workshops which are arranged at central venues. In contrast to the above the "growth model" of INSET (Bagwandeen and Louw 1993:69) aims to be more transformative in nature working towards major changes in beliefs, skills, knowledge and understandings. The programmes provided by the education department seem to favour the deficit or additive model (interview data-see chapter 4) over the growth model.

Often there is a distinction between two arbitrary categories of formal or informal/ad hoc inset programmes. Dyasi and Worth (1998:104) in discussing programmes for science teachers regard formal courses as those with a set schedule and development of teachers science education knowledge as a goal. These include two to three week workshop programmes during school vacations. Few have academic structures that use two –three week programmes during school vacations followed by weekly or monthly sessions during weekends or after school. These usually require teachers to complete a two-to three-year sequence of sessions for a professional qualification. Other courses are run during evening and afternoon sessions and over holidays and weekends. The common factor is that the courses are structured and often lead to a formal qualification Occasionally one-off workshops and short courses are run but these serve only for dissemination purposes, and tend to focus largely on the introduction of new techniques or resource materials for teachers.

Informal inset according to Dyasi and Worth (1998:104) take the form of a large variety of ad hoc activities often lead and planned by teachers, NGOs and organisations not directly related to formal education structures. These would include short courses provided by universities that do not lead to a formal qualification but in which case teachers are often awarded certificates of participation or attendance. Mainly includes courses offered by NGO's and sometimes education departments. The courses offered by the Education Department in the Western Cape were informal short courses that did not lead to any qualification but which teachers were obliged to attend.

2.7 Broader school context

Meerkotter (1997:54) writes that the present South African government follows an economic policy based on free market principles, which include tight control over government spending. Pape (1998) sees this as following the pattern of structural adjustment programmes imposed by the World Bank on developing countries to ensure repayments of loans granted. The policy of fiscal prudence linked to the neo-liberal approach to governance had a vicious effect on service areas like health and education, and led to large-scale rationalisation of staff and down-scaling of operations. With equity as one of its goals, the present government decided that the teacher-student ratio should be 1:35 for secondary and 1:40 for primary schools by 1999. Provincial education departments decided to reduce teacher numbers in an attempt to solve what became a funding crisis. Permanent teachers were given the option of accepting financially attractive voluntary severance packages and leaving the public service – and in many cases effectively the profession – or being placed on a redeployment list if the school where they were teaching had more than the required number of teachers. By the end of 1996 the Western Cape had reduced its teacher numbers by 6000 (*Sunday Times* 11 January 1998), with another 8000 to leave by the end of 1998. Effectively this meant a drop of about 36% in the permanent teacher corps and in addition 3000 temporary teachers also lost their jobs.

Many well- and better-resourced schools lost many qualified teachers, but black schools did not necessarily benefit from the redeployment process that was supposed to assist in establishing equity. Schools in the wealthier areas were better able to appoint temporary teachers and pay them from school funds. These schools generally draw learners form wealthy sectors of the population who are able to pay school fees regularly and assist with fundraising efforts, ensuring a healthy financial state at the schools concerned. Other schools experienced a period of financial crisis, which had implications for staffing and resource availability to teachers. Because these schools are located in low income areas parents are not always able to contribute to the financial well-being of the school. In most cases these schools were unable to replace staff members lost due to the rationalisation process of the government resulting in smaller staff numbers, large classes and difficult conditions that results from such setups.

In the period prior to 1994 many schools experienced disruptions due to political activities and resistance to policies of the ruling regime. This led to an erosion of the culture of teaching and learning in many schools after years of struggle against apartheid, which manifested itself as a lack of discipline amongst teachers (bad teaching) and disorder and lethargy amongst students. Years of poor discipline and order had had a negative impact on schooling and most schools degraded into states of what Meerkotter (1998:57) calls the "intellectual and material state of disrepair in which education finds itself." This resultant unstable situation in many schools coupled with job insecurity as a result of rationalisation programmes found many schools largely unprepared for and uncommitted to the widespread changes proposed in policy documents and rhetoric.

In a country like South Africa teachers can either impact negatively on or contribute greatly to the improvement of educational practices in schools. Fullan (1991:90) states that "educational change depends on what teachers think and do. It's as simple or as complex as that." Many authors such as Datnow and Castellano (2000), Elmore (1996) and Hargreaves (1994) see teachers as critical change agents who need to be involved closely in change initiatives. New policies and a new curriculum on their own will not turn things around; teacher agency has a great role to play. But this requires a concerted effort to assist teachers in the process of change, an effort to provide in-service and professional development opportunities. Teachers' voices need to be heard and taken into account in change processes.

The policy changes and implications for teachers' work and the realities of most schools are in stark contrast to each other. Major changes in teaching styles, including more learner-centred approaches to teaching are certainly going to be influenced by the school contexts in which teachers work. These factors and their interplay were important factors that informed my research questions. The context of the schools I worked in also influenced my research design and approach. In Chapter 3, I discuss my research design and process, and justify the choices made in this regard in terms of my research questions and the broader context (socio-political and educational change) I was working in.

Chapter 3: Research design and process

3.1 Introduction

In this chapter I briefly outline my choices of and personal experiences related to the theoretical understanding as well as the theoretical constructs and techniques associated with and related to the research process. I spell out the research procedures followed to produce data, explain the analysis procedures and also discuss the unfolding of the research process in this dissertation.

The research was born out of a curiosity about and an interest in teachers' responses to the new roles prescribed for them in recent policy documents. I was particularly interested in the role teachers would need to fulfil as curriculum developers, a role hitherto not expected of nor given to teachers. The programme I developed was intended to assist teachers in making meaning of new policy changes as well as act as an induction into the role of curriculum developer. I intended to provide a learning experience for teachers and in turn saw this as an opportunity for research into the way that teachers would cope with this role, as pointed out in Chapter 2. The research process involved the detailed documentation and reporting on the in-service programme with selected schools in various contexts. The in-service programme involved an eight-week workshop programme with the opportunity for schools to exercise their option to continue with further curriculum development processes. Some schools and also individual teachers became the research participants who acted as the respondents in this research.

3.2 Methodology / methods

Harding (1987) distinguishes between three important constructs associated with research processes, namely epistemology, methodology and method. According to her, epistemology refers to the nature, status and production of knowledge, or what counts as useful and important knowledge. In this research the knowledge produced by teachers about their experiences is of paramount importance and was what I wanted to produce and contribute to. I use the term methodology, after Harding (1987), to refer to the theory and analysis of the research process, how research questions are framed and the criteria used to evaluate research findings. The term method is generally used to refer to techniques and strategies for producing data.

Theoretical positions or traditions exist which serve as useful guidelines to researchers. The choices of tradition as well as the research methods are in a sense determined by the theoretical position chosen or privileged by the researcher. However, the theoretical positions are in no way fixed or rigid rules, but guiding frameworks which can be adapted to the research context and emergent process. I found it difficult to situate this research neatly within the existing theoretical frameworks as at some stages the research fitted one approach and at others it fitted another. On the one hand, I wanted to know about and make meaning of (interpret) teachers' responses to the changes. On the other hand, I had clear ideas about openly ideological research (Lather 1986) that would lead to empowerment and the enlightenment of what I consider a marginalised group in education in South Africa, i.e. school teachers. The research methodology and methods I found appropriate for this research are discussed next.

3.2.1 Research Methodology

Essentially this research was conducted and located within an interpretive paradigm with an emphasis on qualitative information. This approach deals with the acts and meanings ascribed to events by the actors situated in their socio-cultural and physical settings. The aim of interpretive research is not just to develop an explanatory theory which can predict outcomes, but rather to encourage understanding, giving some teachers a voice so that they can explain how they see their situation. Terre Blanche and Kelly (1999:124) mention that "interpretive research relies on first-hand accounts, tries to describe what it sees in rich detail and presents its findings in engaging and sometimes evocative language." I developed detailed accounts of the contexts of the case studies and the workshop programmes with the intention of portraying these as vividly as possible to readers.

The research design was more one that entailed exploration rather than testing theory (Hatton 1997), one where grounded theory was generated (Glaser 1978). I saw this as a process in which the teachers and I as a participant researcher make meaning of the social situation through our experiences. I believe that it is important to hear and make meaning of the experiences of teachers at school level against the backdrop of policy and societal change. This would be more in keeping with what Terre Blanche and Kelly (1999:126) describe as a phenomenological perspective: "… the commitment to understanding human phenomena in context, as they are

lived, using context-driven terms and categories..." An interpretive research methodology was also chosen because my aim was to ascertain the meaning of role changes for teachers and how teachers were responding to policy changes that had implications for their work.

3.2.2 Methods and techniques

Case study was chosen as a method for the research and in this study I used Walker 1980 description of a case study:

> The study of particular incidents and events, and the selective collection of information on biography, personality, intentions and values allows the case study worker to portray those elements of a situation that give it meaning
>
> (Walker 1980:33).

The choice of case study as a method was also influenced by Merriam's (1998) description:

> A case study design is employed to gain an in-depth understanding of the situation and meaning for those involved. The interest is in process rather than outcomes, in context rather than a specific variable, in discovery rather than confirmation.
>
> Merriam (1998:18)

I consider these case studies to be what Yin (1994:5) calls descriptive case studies, since I attempt to present a complete description of the phenomenon (teachers' responses to policy change) within specific contexts. The three case studies I develop represent a multiple case study with predictably different replications (Yin 1994:5), as the context and research approach varies (somewhat) in the three contexts.

Case study was seen as an appropriate method as it encompasses a bounded study related to a specific topic in a specific area. As such it could illuminate moments of teachers' responses in the research through the examination of "instances in action" in specific contexts and thus provide insights into specific instances, events or situations (Walker 1980:33). Huberman and Brooks (2000:33) write that case studies examine phenomena playing out in relatively bounded settings, processes or instances. In this study three case studies are studied in what Huberman and Brooks call "their natural surroundings and in real time to capture their histories, their

contours and configurations their core events and actors and where possible the patterns underlying these dynamics". I link the data produced to the context of the cases in my quest to make meaning of the interview transcripts, focus group discussions as well as workshop interactions and developments.

Each of the case studies chosen for the study has a unique context in which I wanted to explore the research question. The case of the Grassy Park schools and teachers represented a disadvantaged area, the TLRC involved schools and teachers from various contexts (well resourced to poorly resourced), and the individual school represented a single school setting with its particular political and social history. This was a former House of Assembly school for white teachers and pupils only that had become a school open to all learners in the province and underwent staff changes that included members from other groupings. I also feel that case studies would be the most appropriate method to portray and legitimate the idiosyncratic and the particular interactions and responses in these contexts.

A case record (Stenhouse 1978) was developed from the history of the setting in which research occurred, workshop summaries, journal entries and analytical memos, interview and focus group data, photographs as well as artefacts like learning programmes developed and newsprint copies of discussions in the workshop.

3.2.3 Techniques for data production

I use the term data production as opposed to collection because, like Gough (1999:264), I argue that we always produce data by our own acts of will and human intent. Data are always fashioned by human purpose and action. Schwant (1997: 60) states that it is "a common mistake to think that data are somehow collected or discovered (gathered) like picking berries from the vine. On the contrary, what constitutes data depends on one's enquiry purposes and the questions one seeks to answer. Data are generated or constructed by various means that are deemed appropriate to serving those purposes and answering those questions."

Interpretive research makes use of techniques, which are common to many forms of qualitative enquiry. The specific techniques I used for data production were participant observation in workshops, workshop summaries, research journal and interviewing and focus group discussions. Much of the data production relied on techniques that are based on the testimonies of teachers in group or private settings so as to gain a perspective on how teachers were experiencing change in their specific contexts. This does, however, raise the question of reliability of sources, which will be discussed in a later section. This section provides an overview of the use of the research techniques.

- Participant observation

Essentially this involved note-taking during workshop programmes related to observations of teachers in the workshop setting. I kept the protocol fairly unstructured and focused on the contributions of participants, the associations of project participants (who they linked with) and the observation of interactions between teachers in workshops. These formed part of the workshop summaries and assisted in setting up analytical memos, which helped to develop further research by way of interviews and focus groups.

- Workshop summaries

Notes of observations, notes about artefacts collected, important comments made by individuals, lead-in statements and propositions that could inform further development of the project formed the bulk of my field notes and workshop summaries. Inputs during group work, comments during feedback and plenary sessions and the development of collaboration between people were also monitored and noted. I used this in conjunction with my personal journal to record and clarify points of theoretical method, ethical issues and points of uncertainty that still needed to be clarified in the process.

- Personal journal

This was a research journal in which I kept comprehensive notes of the unfolding process, conversations with other researchers, my own feelings and experiences of the process. I used it to clarify and develop ideas as well as a reflective tool to keep track of my progress and focus. Mostly journal entries were made when I considered something that had happened a significant

influence on the process or on me personally. This was particularly relevant during the workshop programme with the suburban school where the workshops were often characterised by heated debates and emotional arguments.

- Interviews

Purposive sampling of interview respondents was done to explore diversity and to ensure representivity. In the TLRC case, individuals were chosen on the basis of the schools they represented and I attempted to include schools from different contexts so as to get a broader picture of the responses of teachers. In the case of the single school, I worked with participants who had volunteered as well as with at least one representative from each school phase (foundation phase, intermediate phase and senior phase) in order to attempt to obtain a school-wide perspective. I also made a point of interacting with specific individuals whom I considered to be key informants in the process.

Interview schedules (see table 1 below) were semi-structured so as to allow for participants to digress and enter into discussion about topics important to them related to the change process. This also allowed me as the interviewer enough space to follow up on responses to questions and to probe some of the answers of the participants. Member checking and discussing transcriptions and interpretations of interviews with interviewees were done with most of the respondents. The interviews became more and more relaxed and were more like conversations in the later part of the research, an experience also noted by Adler and Reed (2000). Formal conversations became long engagements (up to one and a half hours) during which participants would share concerns and feelings spontaneously with me. The notes made and memos developed from these encounters were not always passed back to participants, but were often triangulated with further conversations or other encounters or checked against earlier notes, focus group or interview data.

Table 1: Interview schedule

Interview protocol for individual semi-structured interviews   Topic: Teachers responses to policy and curriculum change   Questions in the interview: • What is your personal view of policy and curriculum change in SA?   • What are the main changes that you think you will need to make / respond to as a teacher?   • Are you happy with the way things are going / have gone thus far at your institution?   • Have you studied policy documents regarding change in teachers work?

- Focus group discussions

To supplement interview data I engaged participants in focus group discussions. Many participants indicated a preference for this method as opposed to the one-on-one interview. The value of focus groups in this research was that they provided a forum for group discussions between people from varying contexts, often providing new insights into the experiences and "life worlds" of other participants. I was able to conduct what Vaughn, Schumm and Sinagub (1996:16) describe as interactive discussions that can elicit in-depth understandings of perceptions, beliefs, attitudes and experiences from multiple points of view and to document the context from which those understandings were derived. The value of focus groups – as pointed out by Wood (1992:2822) and presented in an adapted form below – were realised in this study:

- The method is economical of time and expense for participants and researcher
- Participants have the freedom to raise issues or be silent.

- The meeting provides a stimulating and supportive environment in which to generate and share controversial topics.
- Disagreement is acceptable and consensus unnecessary.

Sessions were conducted in a relaxed fashion and I provided refreshments for all present at my own expense. There was minimal intervention from me except at the outset, when I provided introductory questions (table 2), and topics to get things going and when I thought I needed to keep the discussions focused and to reach some point of closure. This was largely done because of time agreements that some individuals were quite insistent about. Initially (early in the research process) teachers were not very active in the discussions and I needed to prod quite a bit to get things going. This improved later as we became more familiar with each other and developed relationships of trust.

Kritzinger (1994:105) notes that many focus group studies rely on no more than four or five groups. In this study I arranged two focus group sessions in each case to gain ideas about particular aspects of progress at specific points in the programme. Like Kritzinger (1994:107), I tried to encourage interaction between group participants as much as possible. She indicates – and I experienced the same thing – that when group dynamics worked well, "the participants acted as co-researchers taking the research to new and often unexpected directions and engaging in interaction which were both complementary (such as sharing common experiences) and argumentative (questioning, challenging and disagreeing with each other)." She adds that "the fact that group participants provide an audience for each other encourages a greater variety of communication than is often evident in more traditional methods of data production" (Kritzinger 1994:108). Another positive attribute mentioned by Kritzinger (1994:110) is that "Tapping into such variety of communication is important because peoples' knowledge and attitudes are not entirely encapsulated in reasoned responses to direct questions." She mentions some advantages to be gained from group interaction which were useful to me:

- Encourages a variety of communication, tapping into a wide range and form of understanding;
- Helps identify group norms;

- Provides insight into the operation of group social processes;
- Can encourage open conversation on embarrassing subjects and facilitate the expression of ideas and experiences that might be left underdeveloped in an interview

(Kritzinger (1994:117).

I also adopted her idea that through detailed attention to the interaction between different members of the group a researcher can:

- Explore differences between group participants with them in sutu;
- Use conflict between participants to clarify why people believe what they do; particularly during discussions of a political nature during workshop feedback sessions. This gave me deeper insights into how individuals were experiencing change as well as how groupings seemed to be developing in terms of responses to change in policy.

Table 2: Focus group format

Focus group protocol:
How have you experienced the workshops thus far?
Relate your experiences in terms of content, approach and relationships with other participants.
How are things going at your institution with reference to the implementation of the new curriculum?

The format above was used for the Grassy Park group as an evaluation of the workshops represented an important part of the research process there. It was also important to me as these workshops were part of the first INSET programmes that involved teachers. I later changed the programme for the other centres as well as the questions for the focus group interviews. The first two questions did not form part of the focus group discussions for second and third

workshop programmes. A second question was added that was related to INSET processes and read, " what were your experiences of INSET programmes you attended?"

3.2.4 Data analysis

Data were produced from a variety of sources and I used "grounded theory" (Glaser and Strauss, 1967) to allow ideas (in my case teachers' responses) to emerge from the data. Schwant (1997: 60) states that

> the term "grounded theory" is often used in a non-specific way to refer to any approach to developing theoretical ideas (concepts, models, formal theories) that somehow begins with data. Grounded theory is a specific, highly developed, rigorous set of procedures for producing substantive theory of social phenomena.

Strauss (1987:5) in turn depicts grounded theory as a style of analysis rather than a method or technique when he states that:

> The methodological thrust of a grounded theory approach to qualitative data is towards the development of theory, without any particular commitment to specific kinds of data lines of research or theoretical interests. So it is not really a specific method or technique. Rather it is a style of doing qualitative analysis that includes a number of distinct features such as theoretical sampling and certain methodological guidelines, such as the making of constant comparisons and the use of a coding paradigm, to ensure conceptual development and density.

In my research process I initially started to develop categories from the focus group discussions as well as workshop conversations. I was using phrases and words as guidelines for category development of the responses. This was in keeping with Arskey and Knight (1999:162), who in referring to interview data state that

essentially grounded theory involves constantly searching, interrogating and comparing the first few transcripts to establish analytical categories that address the research questions, that are mindful of research literature and which allow the greatest amount of data to be coded without either forcing them into categories...

Gough and Scott (2000:339) posit that while there are no universally agreed-on views on the coding process, many analyses of qualitative data begin with the identification of key themes and patterns. They add that coding essentially involves assigning tags and labels to our data, based on our concepts and creating categories with and from our data. I followed an approach similar to Henning (2000:8) in coding my data. After systematically working through the data that had been produced by each technique, it was processed into a working format. In her study the coding process then consisted of the labelling of semiotic and semantic aspects of units of text, which meant that she was not just satisfied with naming surface lexical items but that she tried to recognise the semiotic value of the language (Henning 2000:8). I, however, worked only with lexical items and phrases to develop categories and themes. The themes developed covered broader issues and were developed from related texts and not just code words and direct references. My aim, as with Henning (2000:9), was not so much to achieve higher levels of abstraction as grounded theorists generally want to do, but to look for ways to assemble the disparate data into a whole (themes in my case) without creating the whole (themes) forcibly.

I used a matrix / mind map similar to that used by Tilbury and Walford (1996: 60) for coding data. The data from the different sources (workshops, interviews and focus groups) were recorded separately and compared to develop broad categories and then further compared to develop categories further or maintain original categories. I used what Merriam (1998:17) describes as the constant comparative method of data analysis. Basically the constant comparative method involves comparing one segment of data with another to determine similarities and differences. Initially I coded data for positive and negative disposition towards policy change. Later I developed sub categories within the two broad categories. My aim was to sort the data produced by the different techniques mentioned earlier into themes and categories that could be interpreted and analysed. Further interview and focus group discussion transcripts from the case studies at the TLRC and with the single school were also analysed and coded.

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Using the constant comparison method I was able to group data on what Merriam (1998:18) calls a "similar dimension" and by giving the dimensions names I developed categories. By drawing relationships among the categories "grounded theory" was developed related to the data. I maintained the broad categories originally derived from early analysis and decided to further categorise these into sub- or smaller fields with further analysis. The final categories of responses I developed were done partially in terms of analysis related to technical literature (see Chapter 5). I drew on the work of Bell and Gilbert (1994) and Shaine and Gleeson (1999) to develop categories and assist with analysis and sorting of the data produced.

I alluded to the term theoretical sensitivity (Strauss and Corbin 1990:42) earlier in Chapter 2, which I think was a valuable concept in assisting me to analyse the data. My experience as a teacher, reading literature on and doing ongoing analysis of the data served me in good stead in this regard.

Part of the data management process included the systematic reduction of data in terms of the selected questions and conceptual framework. In this research a large amount of data was produced by way of various research methods as described earlier. Only data related to teacher development in the workshop process and responses of teachers to changes in policy and practice were included in the data set that formed part of the interpretation and analysis.

3.2.5 Validity in the research process

Guba and Lincoln (1981) argue that specific techniques of validity are tied to paradigmatic assumptions. Lather (1986:68) states that positivists formulate tidy quantifiable procedures based on the assumption that natural science methods are appropriate for the study of human beings. In these kinds of studies researchers claim neutrality and objectivity (Campbell 1981 in Lather 1986:65) and claim to produce "value free" knowledge.

Hatton (1997) writes that the researcher's personal viewpoints and position are also reflected in the choices they make regarding methods and approaches to research. All research is informed by the theoretical positions of the researcher and can never be a neutral, truly objective process.

This is also noted by Angus (1986:71-72), who writes

> Researchers never simply hang around waiting for something to happen. They invariably
> and inevitably carry around so much theoretical (and cultural) baggage inside their heads
> that what they look *at,* what they look *for*, and how they interpret what they "see" can
> never be totally impartial. (his emphasis)

Angus is emphasising what Kamarovsky (1981 in Lather 1986:85) cautions against in stating
that as researchers we "…must formulate self-corrective techniques that will check the
credibility of our data and minimise the distorting effect of personal bias upon the logic of
evidence." My possible bias as a teacher of many years standing and strong views on imposed
policy changes were potentially a form of bias I was continually aware of. I was vigilant about
letting my bias dilute the trustworthiness and authenticity of the data produced. I do, however,
subscribe to the view of Rheinhartz (1985 in Lather 1986:63) that interest-free knowledge is
logically impossible and I support the argument that we need to be explicit about our interests
and substitute these interests for implicit interests. Kelly (1999:433&434) notes that criteria for
social science research should go beyond categories of reliability, validity and generality which
he considers to remnants from a modernist correspondence theory of truth. He refers instead to
principles of 1) congruence consisting of internal consistency and coherence and 2) plentitude.
In developing the accounts of the workshops and analysis of the interview and focus group
transcripts I strove to adhere to these principles and to develop comprehensive accounts that
maintained what he calls, "a balance between generality and contextual detail".

Lather (1986:65) cautions that we need to be systematic about establishing the trustworthiness
of data. One way of improving the trustworthiness of data was through triangulation. According
to Elliot and Partington (1975), triangulation is not so much a technique for monitoring as a
more general method for bringing different kinds of evidence into some kind of relationship
with each other so that they can be compared and contrasted. The basic principle underlying the
idea of triangulation is that of collecting observations and accounts of a situation or some aspect
of it from a variety of angles or perspectives and then comparing and contrasting them. In this
research triangulation of different data sources, such as interviews, observation, workshop
summaries as well as journal entries, was done. This is in keeping with the view of Huberman

and Miles (1994:438) that "triangulation is less a tactic than a mode of enquiry." They add that "by self-consciously setting out to collect and double-check findings using multiple sources and modes of evidence, the researcher builds the triangulation process into ongoing data collection. I produced data from different sources, using different methods, and by squaring the finding with others I constantly triangulated data.

Later cross-case analyses served as a further process of triangulation. Huberman and Miles (1994:347) write that "technically cross-case analysis is most easily made with 'displays' matrix or other arrays of the data, in a condensed form, the full data set, in order to see literally what is there". I developed matrices and flow charts and tables that facilitated cross-case analysis that highlighted similarities and differences in the responses of teachers in interviews and focus group activities related to context. (see Chapter 5).

3.3 Reflecting on the research process

Research is an untidy and unpredictable process that rarely adheres to the design features or goes according to the original plans. Social reality is unpredictable and, as research is embedded in the contexts of social reality, research processes are also unpredictable. The research methodology I chose lends itself to emergent design, which adds to the unpredictability and iterative nature of the research process.

After completing an in-service workshop programme in Grassy Park I made changes to my approach and to the content of the programme. Teachers indicated that they felt that the programme had too strong a focus on theoretical issues and information transfer and that they would prefer a more hands on approach from the start. I then included more activities in the earlier part of the programme and also reduced the number of handouts I provided as notes. I kept the programme interactive and encouraged discussion and report backs. The programme presented in Grassy Park provided useful insights as to teachers' needs and the way in which they preferred to work and I was able to use these insights to refine the original programme I developed.

I also needed to be flexible and to deviate from plans when necessary. The research schedule and plans had to be adapted and adjusted on many occasions. Teachers' harried and hurried lives led to cancellation of interviews, focus group discussions and even planned workshops, which then required new planning and organisation at short notice. Many formal arrangements were made for data production activities, but there were also many opportunities for informal discussions. Many times the informal discussions by way of conversations, telephonic communication and group discussions during coffee breaks provided opportunities for rich detailed data production.

In this research project I attempted to do collaborative research, to work together with others to make collective meaning. I saw my role as a facilitator, co-researcher and co-learner. I was at great pains to continually emphasise this to teachers and insisted that we all call each other by our first names to introduce some form of informality into the research process. My role in the process was similar to that of Lauriala (1996:55), who describes her role as a researcher with teachers in an in-service programme in Finland, one with which I found many common points. I use her framework in the following account on my role as researcher as it resonates with much of my experiences in this research project and helped me to gain clarity on my role in the process.

- Researcher as listener, interpreter and catalyst

The workshops, interviews and focus group discussions provided teachers with opportunities to talk about things they considered meaningful, and to clarify their own thoughts and experiences. My role was largely that of a "passionate listener" who actively facilitated the articulation and reconstruction of teachers' beliefs (cf. Guba and Lincoln 1994).

- Inter-subjectivity

As Lauriala (1996:56) found, achieving a reciprocal relationship with the teachers required inter-subjectivity, understanding others through ourselves. As Stenhouse (1988 in Laurialia 1996:58) asserts, one needs to approach the interaction "with the assumption that teachers have something of value to contribute, experiences worth talking about and opinions worth talking about". Inter-subjectivity was nurtured through focus group discussions, interviews conducted

at teachers' convenience and encouraging conversations during tea breaks before and during workshops.

- The researcher as a consultant and change-enhancing agent

These roles firstly involved lecturing (facilitation) and discussing with the participants about the political and theoretical basis of the new curriculum framework. Furthermore, it also involved discussions about alternative pedagogical approaches and involving teachers in designing classroom innovations based on these alternatives.

- Involvement versus distance

This was a constant dilemma for me. At times the researcher-participant role was blurred and I tended to assume the role of teacher in the project. Like Laurialia (1996:56 citing Clandinin and Connelly (1994), I was conscious of the need for social distance and the possibility that "too deep an involvement might have led to romanticising the subjects and distorting the results." It was difficult to maintain this balance as teachers expected me to take the leadership/facilitation role, while I was more inclined to be "one of the bunch", taking up the challenge of curriculum development and making meaning of the implications of policy changes for practice.

At this point I want to focus briefly on my increasing understanding of educational research and what I consider to be aspects of my growth as an educational researcher. I started the research process with many ideas and strong feelings about how research should be done in schools with teachers, but with only a vague understanding of the theoretical basis for such activities. However, an important learning experience to me was the recognition of the socially constructed nature of research, research findings and knowledge (Janse van Rensburg 1994) and how social context influences research and researchers, and the particular values and theories to which they (researchers) subscribe (Lather 1991).

Another learning experience was becoming aware of the temporal nature of research and the idiosyncratic nature of research outcomes. Much of what we describe in research output is relevant to a specific time and place and rarely allows for generalisation. These "findings" can,

however, enlighten and raise issues that could resonate with other settings and thus ring true to others in other settings or contexts

Another issue is the importance of understanding the situation in which research occurs. Bernal (2000:457) writes that researchers can develop an understanding of situations they are closely associated with and develop what she calls "cultural intuition" and unique perspectives on situations with which they are intensely familiar. I found that this aspect made data production and analysis more efficient and meaningful and also contributed to the development of relationships of trust between the teacher participants and me.

Much data was produced during the research process. I tried to capture the situations and activities in detail and authentically. In the next chapter I present the research findings and preliminary analysis and interpretation of data produced. I report on each case study individually.

Chapter 4: Case Study Reports

4.1. Introduction

Data production was done over a period of two and a half years by way of interactive /collaborative workshops, focus group discussions and personal interviews with teachers in various areas. I present these as episodes of in-service teacher education workshops, which were conducted at different sites. Since the different sites are seen as individual contexts, the reports are presented as bounded case studies. The format of the presentation is narration of case studies of the workshop programmes in which responses of teachers to changes in policy and practice are highlighted through focus group discussions and interviews.

The case studies were all conducted in the Western Cape province of South Africa and involved a group of schools in a formerly disadvantaged area, an in-service centre attached to a faculty of education at a university, and an individual school. I developed a case profile (setting) in which each "site" will be described briefly with reference to its history, development and broad context. I also include detailed accounts of the workshop programmes and edited accounts of focus group discussions and personal interviews held with individual teachers in each case study.

As mentioned earlier, the process involved an in-service programme for volunteer teachers. In the Grassy Park area the duration of the programme was seven months and at the other two venues it was run over a period of eight weeks with one two-hour session per week. During this programme I identified teachers for personal interviews and also arranged focus group discussions during which more detailed ideas about teachers' responses were elicited.

The in-service programme served as the vehicle and access point for the research programme and served a useful purpose of in-service (teacher) development related to the introduction of outcomes-based education and Curriculum 2005. The research was not about an evaluation of the in-service programme, but about teachers' development in the workshop programme and responses to the multiple changes proposed in policy documents for the education system and thus for their own practice. In total personal interviews were conducted with eleven teachers and

thirty-six teachers were involved in the focus groups discussions held at the different venues. Close to one hundred and fifty teachers attended the workshop programme at the three venues.

4.2 CASE STUDY 1: VOLUNTEER SCHOOLS IN THE GRASSY PARK AREA

This part of the research was related to a project funded by the Human Sciences Research Council entitled, *Introducing outcomes-based education to teachers using environmental education materials and case studies*. The initial work was done jointly with a colleague, Lesley Le Grange. We later divided the teachers into senior and intermediate phase groups and I worked with the intermediate phase teachers. A series of workshops was planned for teachers with a view to introducing teachers to outcomes-based education by way of environmental education materials (See letter, Appendix I). Schools Water Analysis Project (SWAP) materials and We Care[8] resource packs for teachers served as suggestion materials for the process.

The workshop programme planned by Lesley Le Grange, and me had two main phases:
- Phase 1: Introducing teachers to OBE and Curriculum 2005
- Phase 2: Involving teachers in a curriculum development exercise using a local environmental issue (learning programme development).

Phase 1 was done jointly and Phase 2 we split into the two groups, namely senior and intermediate phase.

4.2.1 Context of the study

The teachers we worked with taught in schools located in a historically disadvantaged community in a suburb of the Cape Flats called Grassy Park. The Cape Flats is a sprawling area of flat land situated between the Table Mountain and Hottentots Holland mountain ranges and is bordered by a coastal zone called False Bay[9]. This area served as a "dumping ground" for people who were forcibly removed from other more desirable and centrally situated suburbs of

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[8] Environmental education resource materials developed by the Environmental Education Programme of the University of Stellenbosch (EEPUS).
[9] Table Mountain and the Hottentots Holland mountain ranges are prominent mountains in the Cape Peninsula and False Bay is one of the larger bays along the coastline of the peninsula.

Cape Town in terms of the Group Areas Act [10] during the apartheid period. Many of the housing areas developed here consist mainly of low-cost, high-density, government-financed mass housing with pockets of middle-class suburbs in between.

The suburb of Grassy Park is situated approximately 25 km from central Cape Town and about 6 km from the False Bay coastline. Grassy Park is a low-lying area with two rivers meandering through it, which eventually flow into a polluted lake (vlei) called Zeekoe Vlei. This suburb has a mix of low-cost housing and poor socio-economic conditions; some areas are more affluent with some middle-class families in individually owned, good-quality housing. The schools I worked with were scattered across the area and were representative of the socio-economic spectrum of the area.

Grassy Park dates back to the early 1900s, when it was just a piece of flat veld (grassland) covered with grass and heath. There were no tarred roads and no electric lights and also no shops and public transport. Today the area has a multi-cultural and multi-religious community and has progressed from very humble beginnings to a bustling business area supporting a variety of traders and businesses, professional practices (lawyers and medical services) and in the recent past bigger franchise groups have also established business outlets in the area.

In 1912 the Anglican Church missionaries who settled in the area established the first school on the Cape Flats. Between 1912 and 1917 the school had only one teacher and its official name was the All Saints Mission School, Zeekoevlei. The area has grown substantially since then and many more church schools and later state-funded schools were established to serve the ever-increasing population. In the greater Grassy Park area there are five secondary schools and approximately twenty primary schools. The former House of Representatives, one of the 19 apartheid education departments, historically administered most of the schools in the area. The conditions of the school buildings vary from a few that are quite well maintained, on the one hand, to vandalised and dilapidated ones, on the other. Class sizes vary between 40 and 60 learners on average.

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[10] An act of Parliament which restricted ethnic groups to certain geographical areas often leading to forced removal of established communities and relocating people to the windswept undeveloped Cape Flats in Cape Town. The same happened in many other South African cities during the apartheid era.

What follows is a description of the process I was involved in with the schools and teachers in the Grassy Park area which started in 1997, when the first major changes were being introduced in Parliament and subsequently implemented in education institutions. I firstly describe the how we negotiated access to the teachers in the area, followed by a description of the workshop programmes and then summaries of transcripts of focus group discussions conducted with teachers.

4.2.2 Workshop programme

4.2.2.1 Negotiating access to the setting (October – November 1997)

Visits to school principals

During the months of October and November we (Lesley and I) visited schools in the Grassy Park/Lotus River area. We met with school principals and explained to them what the project was about, relying on the principals to share the information with the teachers at the schools. We went to the schools personally without prior arrangement and were uncertain about how we would be received. Discussions were held with the principals during which we explained the nature of the project, the institution we represented and also the reason for the project. Approximately twenty schools were visited in the Grassy Park area within a period of two weeks.

Generally, principals welcomed us cordially and we spent a great deal of time talking about changes in education. This shed light on conditions in schools and sketched the context that existed in the area. The visits to schools also provided us with some insight into the pressing issues facing teachers. What also emerged were the personal feelings of disappointment and resentment towards the Department of Education expressed by the principals, feelings that the system had let them down. Despite what principals shared and the very negative atmosphere in the province, one could sense that they were open to new initiatives and welcomed changes to the curriculum. Most principals indicated that their schools would support the programme. Many of them were critical of the Department of Education's lack of support. What two principals shared is summarised in table 3.

Table 3 : The views of two principals on lack of INSET support

"All the in-service programmes which we conduct at our school are through our own initiative. Nobody (including the Education Department) has approached the school to provide in-service support. The two of you are the first".

"The Education Department provides us with no support. We welcome any assistance no matter how radical it may be. Thank you for thinking about us".

Only one of the principals wanted to know whether the project was "officially sanctioned" by the Education Department. He also stated that he wanted the researchers to go through the department channels to gain access and to legitimise the project in his eyes. Teachers from this school never appeared at the workshops.

Another school was so busy with an open day for parents that the principal could not even spare five minutes to listen to us. We left the letters explaining the reason for our visit. I received a telephone call at 07h00 the next morning from the principal. She indicated the willingness of their school to be part of the project and thanked us for including their school in the project. One of the teachers of the school was present at the next meeting. She reported back positively to her colleagues and this was followed by a request from the school to do a similar talk introducing OBE to the entire staff. Another school also requested us to assist with the staff development programme at their school.

One school refused to become part of the project. The teachers on the staff felt that researchers who had done research with teachers in the area previously only used the teachers and never left anything, some never even returning after the completion of their study. We requested an audience with the staff to clarify the issue, but the principal refused this. After the third visit to his school to deliver notices of workshops, he suggested that we exclude their school and continue with the schools who had agreed to attend the other workshops.

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The venue for the workshops was a local church hall, which was central for most of the schools in the project. What follows are brief reports of the meetings/workshops held with teachers in the period from November 1997 to July 1998.

4.2.2.2 Workshops

First Meeting (26 November 1997)

The first meeting held in the Good Shepherd Church Hall in Victoria Road, Grassy Park, was attended by 43 teachers representing 12 schools. The purpose of this meeting was to introduce the proposed project to the teachers. Teachers were provided with light refreshments on arrival and were asked to complete the attendance register.

Then it was on to business. We provided a provisional plan of the project for teachers to discuss and clarified our position regarding the kind of research we planned to engage in. The aims and the proposed duration of the project were also explained to the teachers present at the meeting. During discussion time teachers enquired about the availability of materials that might result from the process. The researchers also mentioned the possibility of handing out attendance and participation certificates. The meeting ended on a positive note, with the majority of teachers pledging support for the programme.

Teachers were asked to complete a questionnaire requesting biographical details and asking whether they had attended any OBE in-service programmes and what their general views of OBE and Curriculum 2005 were (Appendix II). Of the 43 people present 23 completed the questionnaire. Information gained from the questionnaires is summarised in the table 4 below.

Table 4: Biographical details of teachers

- Twenty-two obtained their professional qualifications through Colleges of Education and one had a university qualification.
- Thirteen teachers had under 10 years teaching experience and ten teachers had more than ten years experience.
- The teachers had 278 years of teaching experience between them.
- Thirteen of the teachers had attended OBE in-service programmes ranging from 1 to 5 hours. Ten of the teachers had never attended OBE in-service programmes.

Other information gained from the questionnaires involved teacher's views on OBE. Teachers views concerning OBE and Curriculum 2005 varied. Some of these are quoted in the table 5 below.

Table 5: Teachers' views of outcomes-based education

"I don't know enough to form solid opinions", "I am still in the dark", "I need more information", "It's a mystery and I am looking for someone to solve it", "All that I know is that learners must acquire certain pre-planned skills", "It sounds good on paper but how do you manage this with 58 learners in your class?", "It should be implemented gradually. Not everything in the old system was negative", "It is a sophisticated system that will take a while before it will be effectively and successfully used in schools", "It is long overdue".

This information was very useful to us as programme co-ordinators and researchers as it shed light on how the teachers regarded their knowledge and understanding of OBE and Curriculum 2005. This information was used as a point of departure for the preparations for the workshops that followed. Teachers in the workshop setting is illustrated by Figure 2 on the following page.

Figure 2: Teachers in workshop setting.

Developmental workshops to introduce teachers to OBE and EE

Workshop 1 (December 1997)

After teachers enjoyed some welcome refreshments after a long day at school, it was on to the business of the meeting, which involved introducing the teachers to OBE and the new curriculum. Before introducing teachers to the NQF and OBE, we asked them to discuss in groups why they believe there is a need for a new curriculum. We asked members of each group to provide just single words or phrases that would typify reasons for a new curriculum. These were recorded on an overhead transparency and are presented in the table below.

Table 6: Teachers' brainstorming session responses.

Lack of resources, new needs, new learners, critical thinking, challenge, relevant, change, self-esteem, confidence, large classes, different approach, teacher-centred, motivation, creativity, uniformity, economy.

We then explained what the NQF was about and where Curriculum 2005 fits into the NQF. We further explained why an outcomes-based approach to education was selected (in terms of government documents), the difference between content-based and outcomes-based curriculum development processes, what outcomes are, critical outcomes and specific outcomes (Appendix II), learning areas, learning programmes[11] and so on.

Workshop 2: January 1998

This was the first meeting for 1998. In this meeting we revisited the idea of a school curriculum. Participants were divided into five groups and were presented with two questions:

1) Where do our present school curricula come from?

2) What role do teachers play at present in schools in terms of the curriculum?

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[11] Details for Curriculum 2005 as presented in the curriculum framework policy documents of DOE 1996 & 1997. Details in reference list.

The responses of the groups varied and are summarised below.

Question 1

Responses included: the government, the Education Department, experts at universities and colleges.

Question 2

Teachers are only involved in development to a limited extent and mainly work with materials already in existence. Teachers are largely working as implementers of curriculum.

After some debate around these questions, two more questions were posed for group discussion. These were

1) What will the future role of teachers be?

2) What support will teachers need in order to fulfil this role?

Again the responses of the different groups varied. The answers to the questions are summarised in below.

Question 1

The term "facilitator" was used to describe teachers' future role. It was also mentioned that teachers would have to become involved in research and materials development.

Question 2

Teachers would require a support system of parents, other colleagues and broader community structures. Teachers centres would need to play a role in providing in-service programmes as well as support materials for teachers.

A discussion of the possible role of teachers in an OBE system followed. The changing role of teachers was emphasised and the possibilities for teacher involvement were also mentioned. The point was made that teachers would have to act as curriculum developers and develop learning programmes. It was then shown that this was the very essence of the project we were engaged in. This was news to many teachers, who indicated that they heard about policy changes and documents only by word of mouth and were becoming increasingly uncertain about their roles as a result of hearing conflicting stories from various sources. No official information had been forthcoming as yet, according to the teachers present.

Workshop 3 (February 1998)

The aim of the workshop was to introduce the teachers to environmental education and to get us started on developing mini-learning programmes. We thought that we needed to be sensitive to the situation teachers found themselves in and so we asked teachers to share their feeling concerning the situation in schools in the Western Cape. Nobody said anything – a response we ascribed to the fact that relationships of trust probably still needed to be developed between us as outside facilitators and the teachers. It was also possible that after only three workshops people may not have known each other well enough to communicate freely.

We then asked teachers to discuss in small groups what they understood by the term "environment" and what they perceived as the major environmental problems globally, nationally, regionally and locally. There was good interaction as teachers shared their perspectives and each group reported back on their discussions. Many similar trends emerged from the different groups.

Some of the issues in the Grassy Park area that teachers identified included vagrancy, drug abuse, alien vegetation and water pollution (of vleis, canals and rivers). We had a brief discussion and on the basis of what the groups shared we concluded that the environment is not only a natural phenomenon, but also included political, economic and social aspects. We then attempted to start working on a mini-learning programme with the environment as a phase organiser (unifying theme). Proformas were provided to guide teachers (see Appendix III) with the development process. It was hot, the ideas were complicated and teachers asked whether they would not be able to take the work back to the school and work with other colleagues. It was agreed that we do this and report back at the next workshop.

Workshop 4: February 1998

The workshop started with a recapitulation of the aims of the project for the benefit of the participants who joined after the initial workshops. This was briefly set out and the ground covered before this workshop was explained. An important point emphasised during this discussion was that the process was an open one, adaptable and responsive to change. It was also pointed out that the facilitators were full participants in the programme, learning with the

process. In conclusion, the aim of the project was summarised as combining principles of OBE as set out in Curriculum 2005 with local environmental issues and using capital materials to develop learning programmes. When teachers were asked for comments, none were forthcoming. Most felt that they understood what was planned and pledged their support.

A short report-back session followed during which teachers were asked how they managed the learning programme outline exercise from the previous workshop. One teacher stated that "we did not know where to start". Another mentioned that he discussed it with his colleagues, but that they were not too keen to participate. He added that they were generally unfavourably disposed to the introduction of the new curriculum and that they were very critical of the Education Department in general. He also indicated, however, that the same people were reluctant to attend initiatives of this kind. Teachers mentioned too that they found it difficult to develop a programme without clear instructions or examples to work from.

But some of the teachers at two of the schools made genuine attempts to develop a programme using the proforma provided. One of the schools was assisted by a worker from an in-service provider organisation, working with the school. These programmes were not discussed as the meeting requested that we go on and try to develop a simple programme together.

One participant suggested that we now move from the theory into a practical exercise of developing the learning programmes. It was felt that we were "moving too slowly" and that we should get down to the "nitty gritty" of developing learning programmes. A sort of "learn as we go approach" was advocated by some group members. It was also suggested that the process should now become more "hands on" and less information based.

Phase 2: Curriculum development programme

At this stage the two projects started to operate independently and this section of the programme involved only the intermediate phase teachers. Lesley worked at another venue with senior phase teachers and I continued to work in the church hall with the intermediate phase teachers. At the workshop of 4 March teachers requested that workshops be held fortnightly instead of weekly. This necessitated a revision of the programme. What follows are brief reports on the

workshop sessions with the intermediate phase teachers. Essentially this phase of the workshop programme focused on the learning programme development exercise, which engaged teachers in a process of curriculum development.

As was decided at an earlier workshop, water pollution in the area was to serve as the topic/theme for the learning programme (curriculum unit). We used the definition that a learning programme is "a collection of activities for learners aimed at providing learners with opportunities to make progress towards achieving outcomes" to guide our process. I decided to follow a step-wise process that would gradually lead to a curriculum unit that addressed the issue of water pollution and gave learners opportunities to make progress towards achieving outcomes as set out in the curriculum documents.

Workshop: March 1998

At this workshop it was suggested that teachers propose and decide on classroom activities they consider suitable to teach about water pollution and also to list the necessary items that will be required to do this in a satisfactory manner in their opinion. One of the items requested was some form of water-testing apparatus. After we developed the list of activities, we then looked for outcomes on the lists provided by the Department of Education (critical and specific) which the chosen activities would go some way towards achieving. Natural Science and Technology learning areas were chosen to be the focus of the learning programme. Three basic learning programme frameworks were developed by three groups of teachers in this meeting (see Appendix IV).

The "We Care" resource material pack was introduced to the participants present and a copy was given to each school. This was done on the understanding that activities related to water in this pack could either be used or adapted for the programme we were in the process of developing. It was to serve as support material that could assist with the development of learning programme activities.

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Workshop: March 1998

At the next workshop/meeting the three programmes were collated on one sheet and handed out to all present. The activity for this workshop was to eliminate or add more activities and to refine the programmes which were started at the earlier workshop. This involved ordering the activities into a sequence that would be followed. Again three more refined programmes resulted from the discussions and debates. Very few teachers participated in the discussions and activities in the workshop. I had to prod constantly and provide suggestions to get responses from participants.

It was noted that many of the activities involved water testing of some sort. It was then suggested and agreed that we would look at existing water-testing kits such as the Schools Water Action Programme (SWAP) junior kit as a possible resource that could further assist with providing ideas for our learning programme development. Not many teachers were involved in the input. A few people dominated the discussion. Albeit it very gingerly, I had to orchestrate matters and draw individuals into the discussion all the time.

Workshop April 1998

The learning programme still had to be condensed into a single programme acceptable to all the participants present. This formed the bulk of the activity and discussion at this meeting/workshop. The activities were categorised and sequenced (Figure 3 photographs). I had to prompt teachers most of the time and lead the sequencing and organisation of activities. Teachers' inputs were again tentative and not very confident.

At this meeting the water-testing kits were displayed and briefly demonstrated to the teachers who were present. It was decided that the next workshop would take the form of an excursion to canals in Grassy Park and Zeekoevlei with the intention of collecting water samples for testing and interpretation using the SWAP kits. This would serve as a "hands on" session during which teachers could familiarise themselves with the water-testing kits and procedures that could be performed using the kits.

Figure 3: Learning programme draft versions
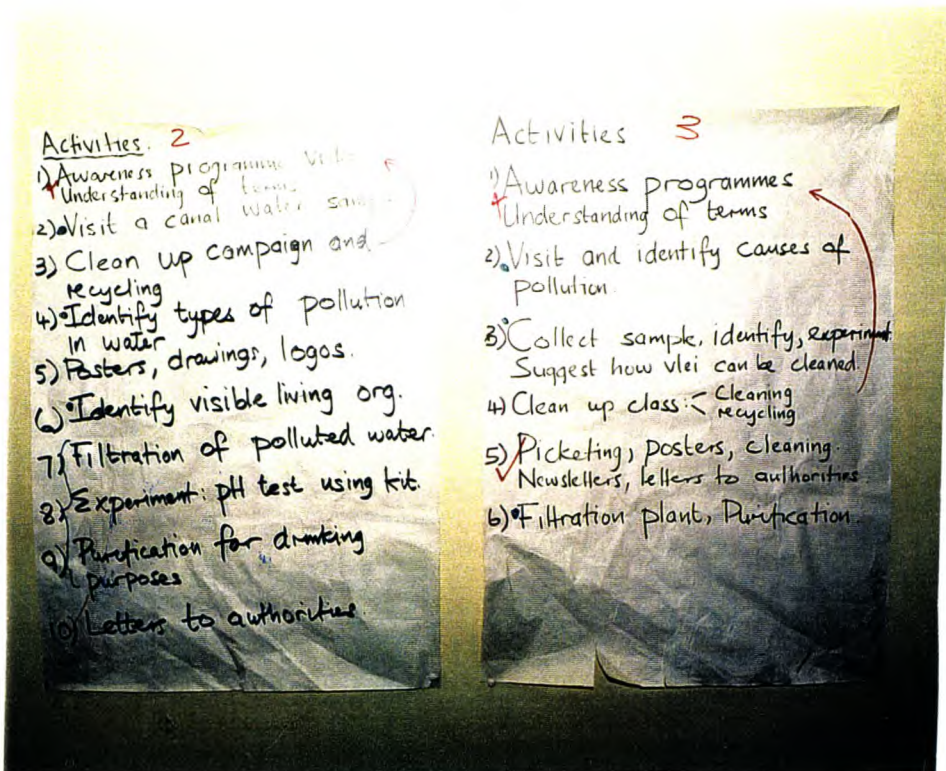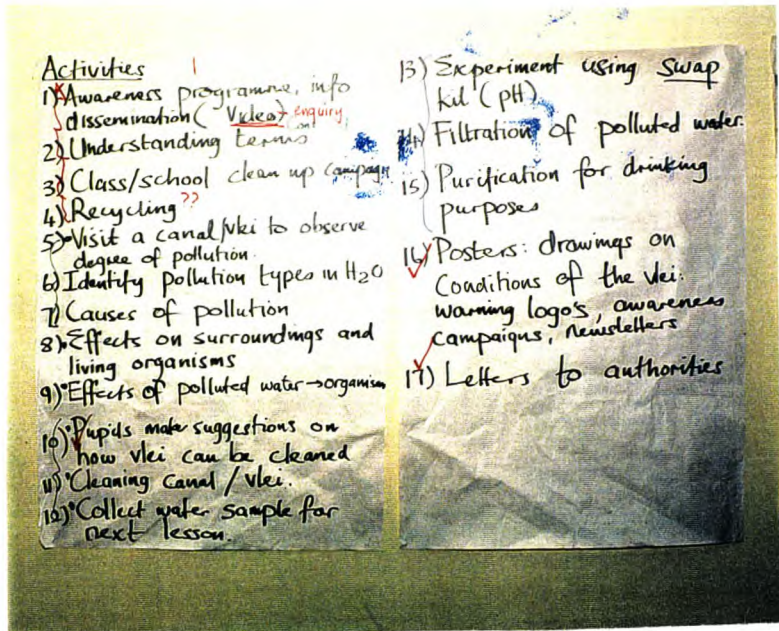
Workshop May 1998

The weather on the day of the excursion turned out to be rainy/stormy. Some participants were unable to attend due to prior commitments and unforeseen changes to their school programmes. We drove to three canal sites in Grassy Park and collected water samples and also discussed the cleaning activities taking place at Zeekoevlei and the canals which drain into the vlei. Back at the hall participants went to work on SWAP activities using the teachers guide and water samples. The results were then interpreted using the "Labs" which form part of the SWAP kit. This workshop had lots of activity and buzz. We ended with a brief discussion of the water testing kits and their possible value to our programme. Teachers were unanimous that some SWAP water-testing activities needed to be included in our learning programme and many enquired about purchasing the kits, which were described as a valuable resource that learners would enjoy using. I acceded to a request to do a SWAP demonstration at one of the schools so that other staff members who could not attend the programme might also be involved, with a view to implementing the idea in various grades at the school, (See Figure 4).

Figure 4 Learners at work during SWAP workshop and demonstration at schools.

Workshop May 1998

The agenda for this meeting was to discuss assessment and possible assessment activities that could be included in the learning programme we were developing. However, at this meeting the participants included teachers who had been on the SWAP excursion and some who had not. Teachers who had missed the excursion insisted on being introduced to the SWAP materials by way of a demonstration. This called for the application of some serious management techniques as two sets of people had to be kept active and interested enough not to slip away. The group that had already been on the SWAP trip was asked to talk about the issue of assessment and the other group was fairly easy to manage as the SWAP activity kept everyone quite busy. We ended with some broad discussion around the issue of assessment and the assessment of outcomes. One teacher mentioned that assessment was clearly a process that could actually spread over a few years or a school phase and was not necessarily something that had to be completed in the short term. The incorporation of assessment strategies into our learning programme was set to be the topic for discussion in our next workshop.

Workshop: June 1998

This meeting was structured around the topic of assessment possibilities related to our learning programme. Participants were asked to discuss what they would do during the activities, what learners would do and what they expected learners to gain from this. The next activity was to ask teachers present to discuss how they would ascertain whether learners had in fact learned/gained what they intended them to. In other words, how would they assess the activities? Adding the ideas on assessment would then complete the learning programme as set out at the beginning. It would now incorporate activities, outcomes and possible assessment strategies. The discussions were again very tentative and the activities mentioned included tests and examinations, projects, written assignments and written work for language study that would include comprehension passages that focused on the issue of water pollution.

Workshop June 1998

At this workshop we reviewed the learning programme which had been put together over the past few workshops. The programme was agreed on and finalised by the participants who were present (see Appendix V). This was followed by some discussion on assessment strategies and classroom management. Some burning questions raised by teachers in this workshop are summarised in the table 7 below:

Table 7: Teachers' questions and comments on assessment possibilities

"How do you assess individuals in a class of 50 children"
"It is going to be difficult to have groups working on different things in the same class at the same time. The teacher can't be everywhere all the time".
"The problem we foresee is how this is going to be accomplished in large classes".
"It is going to be difficult to take all the classes in a standard group on an excursion to a river or a canal. If you go on different days, the other teachers are going to object".

Participants were handed a scheme on activity planning for classroom activities and "lessons" (see Appendix VI), which was obtained from a facilitator doing similar work at another centre. The participants indicated that the scheme would be a useful reference for planning activities and assessment of the activities.

Workshop: July 1998

At this workshop we focused our discussions on the way ahead. Participants were divided into small groups to discuss:

Whether teachers would like to continue the process;

How participants would like to proceed: individual schools or groups of schools;

When and where further activities should occur: times and venues;

What further activities would entail. What the important needs of the teachers were at that stage.

The responses / contributions from the group discussions are summarised in table 8 below:

Table 8: Teacher responses to the way ahead

1. All groups indicated that they valued the process and that they would definitely like to continue with the project

2. The general feeling was that it is more useful to continue as school groups and not as individual schools. One group felt that if individual schools worked with a facilitator, more staff members could become involved and that the process could then serve as a staff development programme. Contact could be established with other schools to exchange ideas and to add other perspectives and richness to the debates.

3. The groups all felt that the starting time of the workshops was a tricky issue. Some felt that the early start to the workshops was good, but that with increasing teacher cutbacks this could present organisational problems at schools. One group suggested that the workshops should be held after school hours, over weekends or in the evenings. This idea was met with scepticism but was not rejected entirely.

4. The groups were unanimous that trialling of the programme that had been developed would be the next logical step. This should be followed by a process of reflection and sharing of experiences between members of the different schools involved in the project. It was also mentioned that strategies for classroom management and assessment should be planned jointly before trialling.

This feedback session was followed by a discussion of the certificate ceremony, which was negotiated at the start of the process. It was decided to have the function at the University of Stellenbosch on the 19 August 1998 (Appendix VII).

4.2.3 Focus group discussions: Grassy Park

I also arranged dates to visit some of the schools to get teacher's views on the programme and to ascertain how they experienced the whole programme and how they were working with the new frameworks and policies. This was done by way of focus group discussions at three schools. I had many conversations with teachers from various schools and excerpts from these are included as teacher responses.

Focus Group 1: Summary

The first focus group discussion meeting was held at EC school in September 1998. Participants from EC school and two other schools in the area, St Clements and Buck Road Primary, attended. The introductory question was : How did you find the workshop programme and working with teachers from other schools? Discussion centred on the topic of collaboration with other teachers from other schools and feelings about changes to education policy and practice. The general feeling amongst all present was that it was a good idea to work in collaboration with other teachers from other schools. Not only did this break the isolation that teachers normally experienced, but teachers also had the opportunity to discuss problems with other participants who were experiencing similar difficulties. Just knowing that other people were also experiencing difficulties was in itself comforting. All teachers again indicated that they had joined the programme voluntarily. More than one teacher expressed concern that the starting time of the programme impacted on their daily activities and that they felt guilty about leaving the children in their classes so early. Teachers from two of the schools at the meeting expressed the view that such INSET initiatives should involve entire staffs and not just selected teachers.

Further discussion centred on implementation of the new curriculum. The general discussion here reflected a positive attitude towards change in principle. However, issues of work load and the difficult jargon seemed to counter and dampen the enthusiasm expressed by teachers initially. The increased work load and time needed for planning was also cited as a negative influence. One teacher mentioned that she did not feel ready for the changes proposed and that she had lost her confidence as a teacher. She indicated that everything felt uncertain and that they tended to revert to old practices and ways of doing things. At the end of a session one teacher remarked that "OBE is here to stay and I suppose we just have to fit in or get out", reflecting that compliance was required even if one did not really believe in the change process as spelt out in the policy documents.

Focus Group 2 School 2

The response from this school's teachers differed markedly from that of the other school just mentioned above. This school was one of the pilot schools[12] and had decided to opt for an outcomes-based approach for the whole school. Two of their teachers attended the workshop programme I presented and the principal invited me to do a short presentation to the whole staff. I arranged for a focus group discussion with staff members two weeks after my initial meeting with the staff. I visited the school on and off in the period we were involved in the programme and had become quite familiar with many of the staff members. I was asked to judge a classroom display competition related to the theme of recycling and was also given free tickets to the annual school concert. I was also asked to chair a meeting related to a discussion on class teaching (one teacher for all learning areas) versus subject teaching (specialised subject teaching) as this had become an issue they needed to resolve for implementation of the new curriculum.

Eight staff members including the principal were present at the focus group discussion. The general feeling here was positive. Everyone was keen to implement and adopt new approaches. The teachers in Grade 1 (year 1 of formal schooling) were obliged to implement the new curriculum and the school decided that the rest of the teachers would follow in the next year. They decided on whole school implementation of an outcomes-based approach. Concerns expressed revolved around technical issues like timetables, subject or class teaching, resource materials and the like. One teacher remarked that the principal was very supportive in their efforts to become acquainted with outcomes-based education and the new curriculum. One teacher felt that the whole implementation process was too rushed, but she was still positively disposed to the process of transformation in the country and supported the process of educational transformation and change.

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[12] Schools selected to trial the new curriculum and materials provided by the Education Department. The schools received initial training and limited material and logistical support.

Focus Group 3

Fairview Primary

My central question in this focus group session was how they were doing with implementation at their schools. The sessions was attended by eight teachers from two schools, Fairview (hosting school) and Zeekoevlei primary schools. We met in one of the classrooms in the school. I kept notes and recorded the proceedings in this way as teachers were not comfortable with me using the audio recorder.

A strong theme was negative comments related to the many changes that need to be made in practice. Negative comments were also expressed about policy documents looking intimidating and being difficult to read and comprehend. One teacher remarked on the difference between the rhetoric of policy and the reality of classrooms. She also mentioned that the ideas proposed at the workshops sounded useful, but that were difficult to implement in the realities of large classes, poorly resourced environments and an atmosphere of uncertainty.

One group indicated that they felt poorly equipped to develop learning programme units on their own. They felt that a syllabus is still an important guide and that one needs a syllabus to help develop their own work schedules/schemes and particularly choice of content. It was mentioned that this was going to be difficult for teachers would to do this kind of work on their own.

Another teacher mentioned that he tried some of the learner-centred approaches using We Care and SWAP materials. He mentioned some problems during implementation and emphasised problems with assessment other than tests and examinations. The tendency to revert to existing practices was also mentioned as a problem associated with inadequate training, and the participants from one school indicated that they were going to continue as before and phase in "alternative" teaching approaches gradually.

Some teachers also remarked on the difficulties of implementing new approaches after being inadequately trained. The short period of training by what they perceived to be uninformed trainers was mentioned by most of the teachers in the group. There were calls for more comprehensive training and follow-up support at school level. At the conclusion of the meeting

one teacher mentioned that "School is not just the same anymore, I feel out of my depth and out of place."

4.3 CASE STUDY 2: TEACHERS LEARNING AND RESOURCE CENTRE, (TLRC),UNIVERSITY OF CAPE TOWN

This case study involved teachers who were attending an in-service course I developed for the TLRC. It does not represent a study of the Centre or the operations at the Centre, but I do give some background to the Centre and the context it represents as an in-service provider. I describe the workshops, highlighting differences and issues arising in the process, and also discuss focus group discussions and individual interviews I arranged with teachers who attended. I informed teachers of the research project I was involved in from the start and mentioned that my research was independent of the operations of the TLRC. All the participants attended voluntarily and became involved in my research programme voluntarily.

4.3.1 Background: Teachers Learning and Resource Centre

This Centre was established in 1987 as an in-service centre to serve teachers in both primary and secondary schools in the Western Cape Province. The TLRC is attached to the School of Education at the University of Cape Town. According to the aims stated in the annual report for 1994, the role of the TLRC is to provide in-service education for teachers. The document states that:

> To achieve this we aim to understand and respond to imbalances and the changing dynamics in education. Inequalities in teaching and learning need to be explored and addressed. We aim to promote a vision of education, which is non-racial, non-sexist and democratic. This vision must be reflected in the materials we develop and distribute and in the courses we run, the research we undertake and the way in which we work both within the TLRC and in our outreach activities (TLRC Annual report, 1994:1).

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This document further states that, more specifically, the TLRC aims:

- To investigate with teachers the needs of primary and secondary school teachers and to focus on these in directing our work;
- To provide a space for teachers to exchange, debate and recognise their work in curriculum and classroom innovation;
- To be involved in research and to make the findings of this research accessible to schools;
- To develop, house and promote resource materials that explore practical and creative teaching and learning approaches;
- To be a centre which links and works with other educational initiatives and contributes to discussion and policy formulation in in-service teacher education.

Teachers attend after school hours and need to pay a nominal registration and course fee as the Centre is funded and subsidised from a variety of sources. The Centre is funded primarily by the University of Cape Town; this source is supplemented by outside funders such as The Reconstruction and Development Programme (RDP)[13] Western Cape, private funders such as the D.G Murry Trust, Anglo American and De Beers Chairman's Fund Educational Trust. Special projects are funded by specific funders, which include *The Cape Argus*[14] Teach Project, South African Breweries, Engen (an oil company), amongst others. A publisher, Juta and Company, has also funded partnership projects related to materials development.

Besides the in-service courses provided for teachers, other activities are also organised by the Centre. These include outreach programmes to schools and other institutions and programmes presented at school premises. Materials development also forms an important part of the activities of the Centre and resource materials developed by staff members are made available to teachers through the in-house bookshop. The bookshop provides titles that are deemed valuable for teacher development and INSET, and also responds to requests from teachers. It is able to secure books at discounted prices, which are passed on to teachers, making books more accessible to many teachers.

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[13] A government-funded programme aimed at social reconstruction and development, particularly in formerly disadvantaged communities. Details in the publication *RDP*, African National Congress 1994.

[14] A local newspaper group which publishes a daily evening paper in the Western Cape Province.

4.3.2 My link with the TLRC

The programme co-ordinator of the TLRC approached me after learning that I was working with schools and doing introductory work on OBE and curriculum change with primary schools in the Grassy Park area. Teachers had been requesting more courses on OBE-related topics and the Centre staff wanted to accede to these in terms of their mission and general aims (see Addendum – letter). I was granted the freedom of choice of topics and the way I wanted to present the course. The only parameters were that not too many handouts (notes) were to be given to participants and that the time limit of two hours per week had to be strictly adhered to. I presented the outline of the course I had developed (described in Chapter 1; see Appendix VIII) and in consultation with the Centre staff set the dates for the first course.

The format was developed to be interactive and to give teachers a short background to the change process, perspectives on the roots of the changes and also brief introductions to changes in practice. The whole idea was to present something which was "more practical and less theoretical" than what seemed to be doing the rounds at the time. The course content seemed to be what teachers needed as it was fully booked a week in advance. That seemed to be the pattern for the next course as well. This prompted the development of a follow-up course, which focused on developing curriculum units/learning programmes. The course outlines for both sections are presented in Appendix VIII

The staff at the Centre organised the dates for the programme and contacted the teachers who had registered for the programme. I presented the programme in 1998 and 1999 on the dates indicated below:

Series 1: Part 1: 2,9,16 23 September 1998

Series 2: Part 1: 14, 21, 28 April, 5 May 1999

       Part 2: 19, 26 May 2, 9 June 1999

(This session was duplicated at a school, see case study 3)

Series 3: Part 1: September 1999

       Part 2: October 1999 (Saturday mornings)

4.3.3 Workshop programme

What follows is not a blow by blow account of all the sessions, but selected events and issues that arose along the way. Issues and events that shed light on the responses of teachers to the changes proposed for their practice and curriculum changes in education policy are highlighted.

The workshop programme in September 1998, which formed Part I of the in-service programme, served as a trial run that revealed important trends for me regarding programme design and teachers' needs. The other sessions that followed in 1999 had minor differences related mainly to the fact that teachers had more time to become aware of the proposed changes and also to discuss these in other contexts, like their own schools and other INSET programmes. I will group and summarise the responses during the workshop proceedings and highlight what I consider to be important responses and trends that emerged and devote more attention to responses generated in the focus group discussions and individual interviews with participating teachers.

I have resorted to a measure of data reduction as mentioned in Chapter 3 and focus only on issues that were relevant to the research as I framed it. Because there was a fair amount of overlap between the activities in the workshops at different times, I group together the workshop responses for the different programmes. I was mindful of the fact that this could affect the richness of data produced, but was careful in this regard to avoid loss of richness.

A large number of teachers attended the course (see Appendix IX for graduation list), with most teachers having qualified from teacher education colleges with three-year Primary teacher's diplomas. Teachers attending were from schools with varying contexts all over Cape Town, which included wealthy schools, private and state funded ex-model C schools that were advantaged and given preferential treatment by the previous government, to very poor disadvantaged schools situated far from the University. All participants were volunteer teachers eager to learn and to find out about new developments and policies and what this means for their practice. With very few exceptions the teachers all had primary school qualifications and taught in the intermediate phase of the primary school. Only two participants had master's degrees;

four had bachelor's degrees and a professional teachers qualification (Higher Diploma in Education).

The first series of workshops was run over four weeks (four two-hour sessions) and the other workshop programmes had eight, two-hour sessions, the contents of which are given in Addendum 2.

Week 1

The workshops were started with an activity that required teachers to discuss whether they thought we need a new curriculum. The responses were recorded on newsprint sheets on a flipchart board and some are presented in (Figure 5). This exercise often led to discussions between participants regarding the political justification for the changes. During the one workshop session (session 1), a difference of opinion arose. One participant commented that the apparent chaos in education would lead to a drop in standards and that we should probably have stuck with the educational dispensation of the previous government that gave a lot more direction to education. Two other participants vigorously challenged the statement and I eventually had to settle the dispute by getting the people to agree to disagree on the matter.

A second exercise involved the teachers in the development of a "wish list." I asked them to list characteristics they would like children to have after they left school; this was done by way of group discussions and report back sessions. The discussions around this topic were animated and the lists generated are depicted in the photographs on the next page (Figure 6). I then used the information on the lists to demonstrate how we could develop outcomes that would guide our teaching and students' learning. This activity was concluded by comparing the lists generated by teachers to the proposed critical outcomes developed for the country. In many cases many of the items on the teachers' lists were similar to those on the official list of outcomes.

Figure 5: Teachers responses to the introduction of a new curriculum

New Curriculum
- one curriculum for all (cultures/societies)
- encourage interaction ⇒ less rote learning.
- Skill based/training.
- holistic evaluation.

Yes

WHY CHANGE?
- Relevance
- Change Mindset
- Accomodate changing Society
- MORE Meaningful Adaptation
- Practical — Too Academic
- Inevitable
- Financial — Economic Pressures
- Paradox of Change Still no future planning

Do we need a new curriculum
Yes
• Times have changed
• Needs have changed
∴ Our METHODS must change so that education becomes relevant
I.O.W. learners must have skills & experience to survive when they leave school.

GROUP 1
Yes
• Old - inadequate in terms of acknowledging • culture & traditions
                        • childrens knowledge
• Children • be taught to manipulate knowledge & information
• Empowerment thru' learning process
• Participatory
• Skills
• Mind·shift

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Figure 6: Teachers wish lists for learners when they leave school

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The aim of the first workshop was to familiarise teachers with the reasons for changing to a new curriculum and also to provide some basic background to the proposed system of outcomes-based education. A simple comparison between the approaches to OBE and content-based education rounded off the day. My reason for including this activity was to indicate to teachers that the proposed changes in education were related to broader socio-political changes that were occurring in the country. This background was appreciated by many teachers, but some participants wanted to get on with classroom-based "how to" activities that affect them daily.

Week 2

The teachers engaged in hands-on activities using SWAP water-testing kits to demonstrate how activities provide opportunities for children to make progress towards achieving outcomes. Teachers worked in groups and shared ideas as set out in the activity. The focus was on achieving critical outcomes and also specific outcomes for the Natural Science learning area. The groups were randomly chosen and teachers from various schools worked closely together.

Most teachers found the kits a very useful resource and enquired about their availability. Ideas related to telling the story of a water sample were reported on newsprint and some of the products produced from this session are depicted in photographs overleaf (Figure 7). The hands-on activities worked well to demonstrate the idea of working towards achieving outcomes by way of classroom activities and group work. The collaboration between teachers from different schools was good to observe. Teachers were relating to each other freely and making collective meaning of outcomes and activities. Many expressed an interest in the kits and some even bought them for use at their schools.

Figure 7 SWAP activities in workshops

Water quality TEST

Use SWAP Kit to
test: pH; Nitrates + turbidity
of water sample.
Make a judgement about
the quality of the water
based on the data you
collected.
Tell the "story" of your
water sample.

I was in the mountain minding
my own business, when along came
some nosey teachers.

They invaded my free flow, and
imprisoned me in a small container.

This is what they found out about me.
(very personal information)

• I'm am polluted
  — Nitrate is present

My sister downstream is severely
polluted. ph 7,5.

This made me feel very sad. and dirty.

Week 3

During this session the idea of a group of learning activities making up a learning programme was on the agenda. We worked with posters depicting natural areas in South Africa and We Care suggestion materials to develop themes and then developed activities related to the theme. Teachers were given the resource materials and then asked to develop a theme related to any learning area and to devise at least three activities related to the theme that would help children progress towards outcomes. They were also required to indicate which other learning areas they would touch on and include in their learning programme.

This was again well received as a "hands-on" approach and teachers were by now working and communicating freely with each other, sharing ideas about classroom practices. Each group reported back on their developments and there was further sharing of ideas and discussion during these sessions. Some people were notably quiet during discussions, while others were fairly vociferous. Generally those who reported back were confident and did good clear presentations. There seemed to be some groupings of teachers developing, but this did not inhibit the sharing of ideas and interactions between teachers from different schools.

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Some teachers mentioned that they did not have access to posters, water kits and other resources that could assist them with the development of activities and learning programmes. Another issue mentioned fairly often was that classes were large at many of the schools and that group activities and few resources would present problems in some contexts. It was also mentioned that children were not used to working in this way and that this would also be a source of problems for teachers. Most teachers, however, were of the opinion that the idea of working in groups appealed to them and they would try it with the learners in their classes.

Week 4

This part of the programme was developed to acquaint teachers with issues and processes related to assessment. As with the other activities, it was designed to help teachers make meaning and sense of the jargon in the policy documents and handouts provided by the education department.

I started off by asking some questions about assessment and marks. These included:

- Have you ever encouraged parents to assist children with their work?
- Have you ever given a test with no time limit?
- Have you ever allowed children set their own tests?
- Have you ever given children more than 100% for a test?

This generated some good debates related to assessment. A common point was that tests have an important purpose in that they helped teachers determine who understood concepts and who had not developed their understanding sufficiently. It was generally agreed that tests were easy to administer, but that they mainly served the purpose of developing memory or focused mainly on memory recall. Another common point mentioned was that assessment assisted with remedial work and that tests provided a good way to judge learner performance.

Next we moved on to developing a scheme that distinguished between norm-referenced and criterion-referenced assessment that served to open up possibilities for assessment beyond normal "pen and paper" tests. We ended off the day by clarifying some of the terminology such

as assessment criteria, range statements and performance indicators by way of an activity. I provided an example of a student's work (Grade 4) and asked teachers to develop criteria, what they would be watching out for and what they expected different phase groups to be able to know and demonstrate.

The exercise was completed with ease, but many teachers expressed concern and apprehension about the assessment processes as prescribed. They indicated that it was difficult to conceptualise the procedures and to understand how this might fit into classroom activities. Many teachers also expressed concern about the large number of concepts related to assessment and expressed the view that this would require much more assessment procedures and time. The large number of learners in classes was again mentioned as a possible constraining factor that would hamper implementation. It was generally agreed that while the exercises done in the workshops shed light on and clarified aspects of the assessment process, much more "training:" and practice would be required before teachers would be comfortable with the expected procedures.

General comments were that the exercise clarified some of the confusion many teachers felt regarding the many terms related to assessment. The collaborative nature of the workshops had helped people make meaning in a non-threatening environment with colleagues who had similar misgivings and uncertainties regarding assessment and the terminology. The general feeling, however, was that assessment was a bit of a difficult issue and that more work and clarity were needed in this area. Most teachers expressed their appreciation for the simple and practical way in which the concepts were explained. They mentioned that this was in sharp contrast to the way in which Education Department officials had done things in other programmes that some teachers had attended.

Part 2

This part of the programme was aimed at providing teachers with opportunities to develop curricula and to familiarise themselves with processes of curriculum development.

Week 1 (week 5 of the programme formed week 1 of Part 2)

I started with a discussion on what the construct "curriculum" means and followed this up with an open discussion on design principles for designing anything. We then discussed ideas and considerations that needed to be taken into account and kept in mind when designing a curriculum for an outcomes-based approach to education. We then revisited the idea that OBE in South Africa is aimed at being outcomes-based and learner-centred and focused on approaches to developing a learner-centred curriculum. This was followed by an interactive workshop session on learner-centred approaches to teaching. Teachers were divided into groups and given texts of different learner-centred approaches taken from Malcolm (1998), which included brainstorming, predict-explore-explain and other approaches (see Addendum 2). Each group read the text, discussed and made meaning and then shared what they had read with other groups in the so-called "jig-saw" approach. We rounded off the afternoon with a discussion on learner-centred classroom activities and outcomes. Comments from teachers were positive and many indicated that they would be attempting some of the techniques that were discussed on this day in their classrooms. It was mentioned that this kind of material which provided ideas for implementation in classrooms was very useful and what teachers needed in this period of uncertainty.

Week 2

This session was spent on developing curricula using themes as points of departure. This involved brainstorming topics related to a theme to develop ideas that could be included in the curriculum unit. Teachers were asked which learner-centred activities they thought could be included as activities for children to do in class related to the topics they suggested. Some of the products are represented in the photographs (**Fig. 9**). This exercise again engaged the participants in collective or collaborative activities geared towards curriculum unit design. This kept the teachers engrossed and report-back sessions explaining what had been developed were

done with pride. Essentially the activity involved the selection of learner-centred activities that would be done related to the chosen topic and theme.

Week 3

In this session we focused on developing curriculum units for one week using suggestion materials such as We Care activities and posters developed by the National Botanical Institute depicting natural areas in South Africa. Again teachers were required to include learner-centred approaches discussed in Week 1 and also to include the critical outcomes they were hoping to make progress towards achieving. The groups were required to present their activities in three columns: what the children will be doing, what skills they will learn and the outcomes towards which they will be making progress. The session required teachers firstly to brainstorm possible topics related to a central theme (Products in Figure 8) and then to include activities and outcomes towards which they will expect learners to progress by way of these activities (Figure 9).

Teachers were again engrossed in the process. Most groups seemed to cope well and seemed to be enjoying the process. Again the report-backs were done with pride and enthusiasm.

Figure 8 Learning programmes frameworks developed by teachers
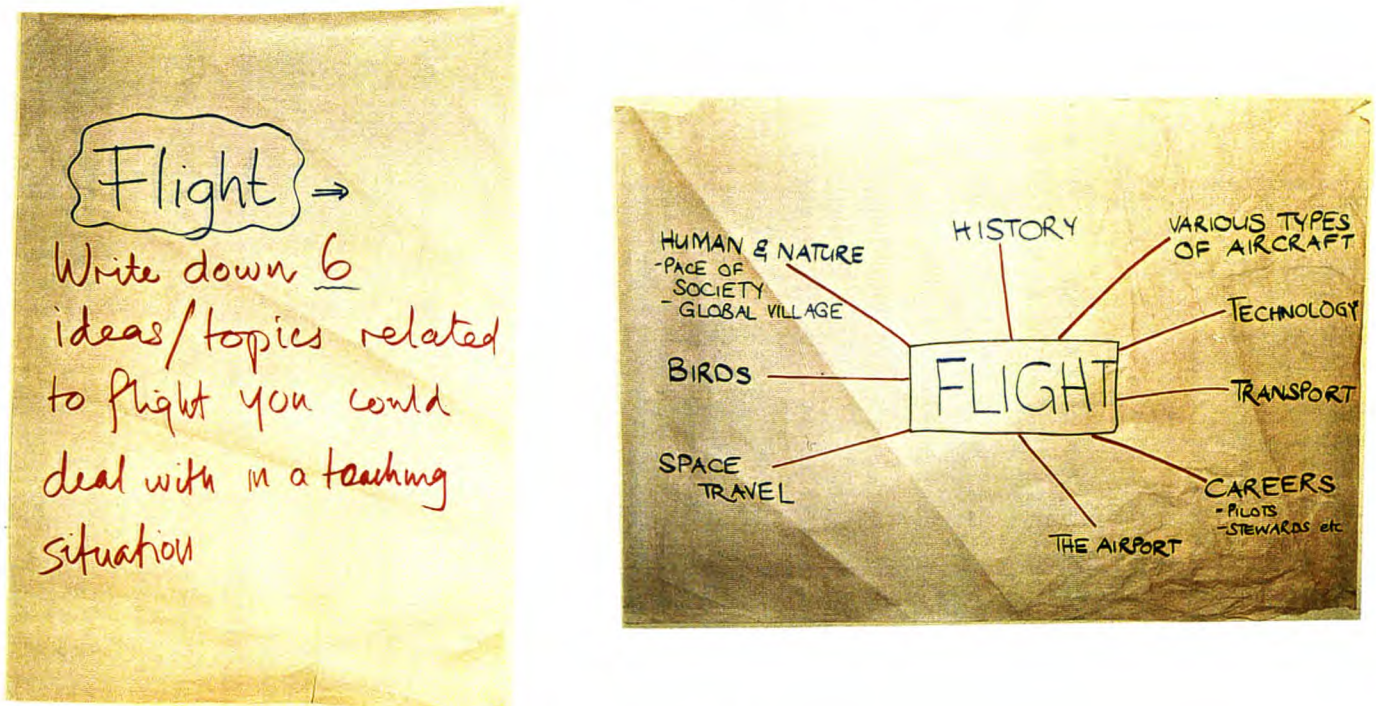
Figure 9 Products of Curriculum development exercise

Fascination with Flight

Story (Daedalus & Icarus)

what did man do with the fascination with flight?

paragliding parachuting hot-air-ballooning, etc.

MAN NEEDING TO FEEL/KNOW THAT HE CAN FLY.

First "Commercial" flight → Devel.

Development *FROM HISTORICAL PERSPECTIVE

* Project : Look @ any commercial aircraft & what purpose it serves in society

· flight paths · Scheduling/airports

· Concepts relating to flight: eg. hovering gliding Climbing - ascent descent.

· global village

→ Conflict - Crashing in air

Crashing in Classroom/school.

History of flight

Mythology - Icarus (human's fascination with flight)

Development of flying machines (Wright bro.) Remote contr. Airpl

Various blimp helicopter hot air balloons Parachute hanggliding

flight paths dependant on wind & weather conditions Recreational

Spacecraft & the future of flight (Space: infinity & beyond!)

Flight

① Greek Mythology
② History of flight
③ Physics of flight
④ Technology: investigation exploration eg: hot air balloons   types eg: Tiger Moths Spitfires
⑤ Humans and Nature (comparisons)
⑥ Effect of flight on Society: careers, transport, travel, war, global village
⑦ Kennedy era: Space Smithsonian Museum.

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Choose a LA.
• Develop 3 activities
around a topic of your
choice.
The activities should help
to make progress
learners ∧ towards achieving:

1) Critical outcomes
2) Specific outcomes for your
chosen LA.
Mention any other learning
areas you could involve in
this process.

Learning Areas: Arts + Culture —
Language Literacy + Comm.

Specific Outcomes: A+C — SO8
LL+C — SO3

Topic: Poetry — Struggle Poetry

Methodology: Read examples
Act out themes + meaning
Discussion groups - why? how?
Relevance to our daily lives
Choice of vocab - related to time etc.

Week 4

In this workshop assessment ideas were included in the learning programmes that were
developed during weeks 2 and 3. These were presented in terms of what the children would be
doing and what teachers would be watching out for. We also discussed assessment ideas in the
learning programme and including assessment criteria and range statements. To end the
programme we worked through a cycle of planning and curriculum development adapted from
Ruth Sutton and presented in Appendix VI to highlight the idea of a cyclic pattern of planning
and curriculum development that included reflection and improvement of the units developed. I
used this part of the session to introduce the idea of reflection and reflective practice as a way of
improving and understanding practice.

Teachers seemed to cope well with the curriculum development exercises. Collaborative work and sharing of ideas between teachers from various schools seemed to work very well. There were qualitative differences between the products developed, in my opinion, but a general understanding of curriculum development approaches seemed to prevail. Some groups – notably from better resourced schools – worked with much greater ease and also developed products that were more imaginative. Some tensions developed in some groups (session 2), where some teachers were feeling left behind at some stages.

Networking was an important by-product or spin-off of the whole process. Teachers were sharing ideas freely and even arranging to meet at other times to do joint planning and share resource materials. Many teachers indicated that they would be taking ideas back to their schools to share with the other teachers in an attempt to get more teachers to develop localised and relevant curricula. The support of colleagues, the environment of the workshop and the facilitation were all mentioned as very positive factors that nurtured growth and development. The proformas were also regarded as very useful in the planning exercises. It was often mentioned that it would be really be good if whole staffs or at least the teachers in a particular phase could all attend such courses so that collective planning could be done for curricula at schools. One teacher made the point that that "the people in Mitchell's Plain would love to have this kind of in-service. Can I get to my principal to phone you to organise something at our school for our circuit? We really need assistance there and the teachers will enjoy and benefit from this."

4.3.4 Focus group discussions

I had managed to arrange focus group discussions with some teachers. The first took place late in the afternoon after one of the workshops in April 1999. We used the library of the TLRC as this was the only venue where I could get teachers together from various schools. I often ended up providing people with transport home after these meetings and also provided refreshments during the discussions.

Focus group discussion 1

Focus group 1: Six teachers from four different schools who were willing to stay after the workshop attended this meeting. We held the meeting in the TLRC library and I supplied refreshments at my own cost. The conversations revolved around the questions I put to the participants and we started with some general talk. I present a summary of the main thrusts of the discussion related to the questions. The introductory questions were: Your experiences thus far in the workshop programme? How do you feel about the proposed changes for education: particularly the changed roles for teachers?

In their responses teachers mentioned that the workshop programme had provided a friendly atmosphere in which they felt comfortable. They appreciated meeting people from other schools with similar problems and sharing ideas. The area of the simplification of the jargon and background to the change process was also mentioned as beneficial and very useful in helping them to gain a better understanding of the change process. It was also mentioned that being involved in a collaborative way worked very well and made teachers feel involved, useful and respected as having an opinion that mattered.

Many teachers used the opportunity to critique the in-service programmes presented by the Education Department officials. One teacher mentioned that the programmes were out of touch with teachers' needs because they were not consulted about needs before the programmes were developed. She indicated that the five-day programme was definitely inadequate and not proving to be very useful. She added that there was no follow-up or support once the programme ran its course. Teachers also expressed their concern about the competence of the facilitators who run the in-service courses. One teacher mentioned that the facilitators talk most of the time and use the confusing jargon associated with OBE, which was disempowering.

Another teacher mentioned the problems she had with the imposition of the new system and policies, again mentioning the fact that there was no consultation with teachers. She also indicated that the workshop process allowed no space for teachers to make an input and share some of their own ideas related to curriculum.

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One teacher mentioned that she and her colleagues experienced problems related to confidence and competence when working at school. Teachers were scared and worried, lacking in confidence, as this all seems so foreign to what had been considered standard practice for so long. She indicated that the changes were coming thick and fast and disrupting teachers' work. The problems were exacerbated by the fact that there was no support from the Department of Education officials when they were back at school.

Teachers indicated that they were treated as people who knew very little and had nothing to offer. Recently subject advisers were providing guidelines that they were forced to implement, bringing back memories of the old power relations and the old authority patterns. It was mentioned that the department people were reverting back to the old ideas of inspecting teachers' work and checking whether they had carried out instructions.

One teacher mentioned that she doubted the competence of the INSET facilitators. They become irritated when asked questions and just seem to be reading off notes. Another teacher stated, "OBE has messed up everything, especially when you are used to order and well organised school settings. The INSET is poorly done and inadequate and constant changes are introduced, then this then that, it's all so confusing and disempowering."

Focus Group 2 (with senior phase group at a primary school)
I was approached in June 2000 by the two Grade 7 teachers who had attended the workshop programme at the TLRC in 1999 to meet with their senior phase group at school who had been working with the new OBE frameworks for that year. They indicated that they were having implementation problems and needed to discuss some issues. We arranged to meet on their staff development days, i.e. Friday afternoons from 13h00 to 15h00, so that we could have a discussion with the whole group. The meeting was scheduled for September 2000 in the staff room of the school.

My introductory question was "How are things going with implementation?" I indicated to the teachers that I just wanted some sense of how they were coping and what they considered to be areas of concern and that we could then see if we could find some way forward together. I include a general summary of their feelings and experiences below.

Teachers started off by commenting on the INSET programmes that they attended which were presented by Education Department officials. The general trend of the comments was that the programmes were inadequate and poorly presented. Another point mentioned was that there were no follow-up visits and support after the INSET programmes were completed. The facilitators, however, indicated that they wanted to see some real progress when they visited later in the year. No visits had taken place as yet according to those present: "We never saw a subject adviser since our five-day workshop took place in June last year." It was also mentioned that the INSET programmes should be of longer duration so that teachers could develop a sense of the new approaches they needed to introduce and also to allow them to become more familiar with ideas related to curriculum unit development. They indicated that they tried to build on the basics learnt and just tried to manage on their own, but definitely felt the need for more contact sessions and some follow-up support.

One teacher mentioned that thus far they had tried their best to develop programmes as they were shown during the in-service programme. They were coming to grips with what they were shown but lacked resources. It was mentioned that the school had purchased some material related to Economic and Management Sciences, which helped quite a bit. A teacher stated that "I was so rusty regarding that learning area. I last dealt with Accountancy when I was in my Matric year and that's very long ago."

They mentioned that cross-curricular approaches were difficult initially as they were used to subject teaching on their own. They also mentioned technical problems such as timetable requirements, but indicated that that seemed to have been sorted out.

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The time-consuming nature of work organisation was mentioned by all present. The preparation and the amount of time it takes to follow procedures came through strongly. Teachers mentioned the long hours they spent after school, even on Fridays, trying to sort out and eventually in developing programmes that would be usable. They felt that this was important, however, as they owed it to the children they work with to provide them with good quality instruction.

There was general consensus that assessment was a problem. One teacher asked "How does one assess outcomes?" It was mentioned that assessment also presented procedural problems and difficulties when working with the large numbers they had in their classes (average 44 per class). Moreover, the recording and reporting process was equally problematic. Teachers were unclear about the benchmark level they needed to work towards at the end of the primary school phase to give high school educators an indication of where students were at when they enter high school. How would one record and report learner progress in a way that was meaningful to parents and learners. One teacher mentioned that she was used to quantifying everything and not too good with describing learner progress and also that this was another time-consuming process.

The overall picture that emerged was that teachers were not really comfortable with or certain about the new approaches to teaching required of them. One teacher felt that she was "going through the motions, I don't quite understand or believe in these approaches. We developed all these learning programmes, spending all that time, and I ask myself what do I do with these things now? I have done a technical job following instructions. That's not how I worked as a teacher all along. I don't even know if I am doing the right thing. It's really so uncertain and insecure, you know."

It was also mentioned that learners were also finding it difficult to adapt, but seemingly enjoying the new approaches and being involved in the lessons.

4.3.5 Interviews

I also had interviews with individual teachers whom I identified as key informants in the process and who were purposively selected (see Chapter 3). Five interviews were conducted with members from the different groups who attended. These took place after the workshop sessions and some were done at schools where teachers were employed. In some cases it started as a casual conversation and I even developed a telephonic conversation into an interview. Summaries of transcripts are presented below. Interviews were coded with a label and teachers were given numbers. Although I find this impersonal and dehumanising, I complied with the wishes of the participant teachers for anonymity.

Interview 1

The first interview was with a teacher from a primary school that had started OBE implementation in 1998. The school she teaches at is run along religious lines and was fairly well resourced and situated in a middle-class area. The interview is labelled TLRC Teacher 1. I arranged for the interview a week in advance during a tea break. We met after the workshop for that week in the library of the resource centre. The teacher was fairly experienced, having taught for more than twenty years already.

She indicated that she was initially excited about change and was studying at the time that the introduction of a new curriculum was first mentioned and discussed. However, she later became demoralised by the type of change envisaged as it proposed multiple changes requiring re-orientation of many aspects of her work. As examples she mentioned teaching approaches, new classroom management techniques and the need for new resources, which were not readily available. She added that resources were not really a problem as she was not teaching in a poorly resourced school.

She mentioned that she was an "obedient" teacher who had always co-operated with the Education Department when required to do so. She mentioned the new approaches to mathematics and reading teaching as examples of instances when she was co-operative and

implemented changes to her teaching practice. Those she said were manageable and were backed up by good resources and follow-up visits from department officials.

This time round she found it all too much too soon. The jargon associated with the change to an outcomes-based approach was also mentioned as a serious constraining factor. She added that she "wished the government had waited until we could afford the changes. Until teachers were ready for and properly trained for the new curriculum". In conclusion, she indicated that she was not coping and not too keen on making the required changes under the difficult circumstances in schools. As examples she cited large classes, little time for preparation and poor in-service provision.

Interview 2

This teacher has been teaching for 5 years at a private, well-resourced school. She is keen on change and already has what can be considered to be a fairly unconventional practice or teaching approach. She claims to be working in a learner-centred fashion and had a decentralised classroom arrangement: one where the table is not in the front and where desks are randomly arranged. She was excited about change and about teaching. She played music in her classes and involved learners all the time. She indicated that she enjoyed the interactive workshop programme I presented. She participated well, often acting as the spokesperson for her group. She mentioned that her principal wanted to use her energy and her as an agent of change in the school.

In response to a question about familiarity with policy documents, she indicated that she had not read policy documents in detail and only had a desire to understand that which impacts on her teaching and classroom activities. She had read pamphlets and simplified versions of policy documents which had been available at their school.

She mentioned that she found the materials from the workshops very useful and that she uses them in her class. She also mentioned that change and making changes are a personal choice. She had made the choice to be dynamic and to embrace change. Some of her colleagues saw change as a process requiring them to do much more work and were resisting for this reason, in her opinion. She, however, found learner-centred approaches exciting and she also enjoyed the challenge of

developing curriculum units on her own or with other colleagues. She indicated that she would be sharing some of the ideas we discussed and worked with at the workshops with some of her colleagues.

Although she did not always understand the jargon and the new terms, she was working with outcomes as a guide to her teaching and classroom activities. She felt that it's a much better teaching approach and children will also enjoy being more involved in classroom activities.

Interview 3

This teacher called at nine o' clock one Sunday evening, a week after she had been a participant in the workshop programme. She was a teacher with twenty-two years experience who was having a problem at school related to implementation and preparation for teaching. The problem arose because she was about to go on leave for three months and had been asked to leave work for the substitute teacher. Another staff member wanted her to comply with the programme and guidelines suggested by the department officials and she was not comfortable with that. In particular she was unhappy with the lesson plan "grid" suggested and was asked to leave all the units for the other person in that format.

She was asked to leave something for a replacement teacher and was asked to comply with a format of lesson planning suggested by the Education Department officials. This was some grid or matrix they wanted teachers to comply with. She felt that teachers were going to be dishonest about these grids and just complete them because they had to.

She was very uncomfortable about having to comply with this. She indicated that she knew exactly what she wanted to do and how she wants teach and always had outcomes in mind when teaching. She also indicated that she was an experienced teacher who had developed her techniques and approaches over a long period of time. She mentioned micro-political differences and tensions with other staff members regarding her appointment in the post of deputy headmaster. She mentioned that another teacher disputed her appointment and felt that the fact that she was eventually selected for the post despite the dispute was responsible for this negative attention she was now experiencing.

Her comments on the UCT workshops were positive and she mentioned that she had learnt quite a bit. She then added that she also attended other INSET but that all these little bits, while providing some learning, was just not enough. She also mentioned that follow-up support was important. In her opinion more INSET that included school-based support would be very useful.

The last two interactions I present here started as conversations and I felt that these teachers were actually providing important opinions and insights. I recorded some of the conversations mentally and made some notes later. I then contacted the teachers for possible appointments, but we were unable to find times that suited us. Instead I arranged to send them a "questionnaire' on which they could make notes and return to me by fax. They agreed to this and I summarise their responses to the questions below. The faxed copies of their responses are part of Appendix X.

Interview 4

This teacher had sixteen years experience and holds two university degrees. She has attended other in-service courses related to OBE. She is of the opinion that the shift to an outcomes-based system is a positive one which provides opportunities for learners to develop thinking skills which they can apply. She felt that the changes that go with the new curriculum – particularly the increased administrative load – were going to make things complicated for teachers and that they are out of touch with the realities of classrooms and teachers' abilities.

She felt the implementation process assumed too much about teachers' understanding, their situation and their resources. She also felt that the old education administration did not allow teachers to function as planners and organisers and to take initiatives. She felt that policies were generated much more easily than implemented, especially in times of change.

Interview 5

This teacher had twelve and half years experience and holds a master's degree in education. In her opinion OBE is based on sound principles but the implementation process was haphazard and without insightful planning. She added that our history of disparity has further burdened many teachers with vast inadequacies in terms of expertise, finances, resources and

qualifications. This has resulted in apathy and non–commitment to undertaking the implementation task. She felt that teachers had become disempowered by the "ridiculous load" of administration, particularly related to evaluation / assessment.

She indicated that educators at the institution where she is employed had tried to grasp and implement the process in a determined way. She felt that the evaluation processes were too time consuming and therefore impact negatively on teachers' morale.

4.3.6 Concluding comments

The workshops were well appreciated by teachers, particularly the fact that they could make an input and were actively involved most of the time. The interaction with other teachers from other schools in different contexts was also seen as a positive aspect of these programmes. This made teachers aware of the fact that they were not isolated cases and that their problems were often shared by others – even by teachers who work in well-resourced contexts. Being assisted by and being able to assist other teachers was also mentioned as a positive aspect of the programme.

An issue that sometimes presented a problem for me was that teachers from various schools wished to discuss issues of concern to their particular school with me. I tried to discourage this and arrange for meetings at other times as such discussions would use up the time of the other people without necessarily providing any real benefits to them. I was inundated with requests to do similar programmes as part of staff development programmes at schools. The process is ongoing and I still get many requests for assistance with discipline problems, advice on conflict amongst teachers and advice on the stance of the governing body regarding teachers as professionals and performance-related remuneration. Recently I received requests to conduct workshops on assessment and to advise school staffs regarding school-based curriculum development and whole school and staff development.

Independent evaluators appointed by the funders of the TLRC evaluated the programme I presented. Two important issues mentioned by teachers that were encouraging and useful to them were: the simple explanations of OBE concepts and terms, and the pleasant atmosphere and non-threatening environment that was appreciated by all. The participants included school principals and people from university faculties. One principal said to me: "I am a principal and I

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really enjoyed the programme. Part 1 was a bit old to me because I attended most of the Department's courses and also followed policy developments as they unfolded. Part 2, however, was great. It challenged me and opened up new horizons. I am going to use the approach and the handouts for workshops at my school and maybe at our sister schools as well. We may contact you for assistance at some point. Thanks for the great course. It's what we need as teachers and thanks for the 'easy and almost cool' attitude and approach. It creates a friendly environment in which we feel free to talk and discuss our work and work-related problems. You are not on a pedestal so we feel free to approach you and to ask questions. It was really useful."

4.4 CASE STUDY 3: CENTRAL SUBURB PRIMARY SCHOOL

My link with this primary school came in March 1999 via the Teachers Learning and Resource Centre (TLRC) attached to the School of Education at the University of Cape Town. The entire staff of this school felt that they would like to be part of the programme presented at the TLRC. They wanted this professional development programme to form part of their staff development initiative for which they had set aside time on Tuesday afternoons and enquired about facilitators coming out to their school instead of them joining the programme at UCT. Staff at the TLRC put the request to me and suggested I decide about the possibility. It was up to me to make arrangements that would make the workshop programme possible.

I considered this to be an extraordinary request and found it difficult to refuse the school. I was able to get away from work on Tuesday afternoons and agreed to work with the school on condition that my travelling costs were paid and that the programme was run under the auspices of the TLRC. I also requested that I be allowed to include my personal research programme as part of the in-service plans we had discussed. All the arrangements were made telephonically with one of the staff members who had been delegated to set up the programme. I managed to arrange a "discounted fee" for them with the TLRC, which was prepared to enrol the staff at half of the normal cost. I was really pleased and heartened by the request and went to the school all fired up and positive about the fact that an entire staff wanted to be part of a staff development initiative on a voluntary basis. The school's governing body had agreed to pay the registration costs for the staff and all other expenses related to the INSET programme.

4.4.1 Background to the school

This information was given to me during a conversational interview with the principal of the school. He had been principal at the school for the past five years and in his words "inherited a school in transition." What follows is my representation of the contents of our conversation about the history of the school.

This school was formally an Afrikaans-medium[15] school, which catered only for white Afrikaans-speaking children living in the area around the school. This school is located in what is considered to be an industrial and commercial area, which was generally considered to be a working class area reserved for white Afrikaans-speaking people in the previous apartheid dispensation. State corporations like the South African Railways and state institutions like regional councils and various industrial corporations, which operated in the area, employed many of the parents of the children who attended the school. The state corporations started to scale down operations in the late 1980s and early 1990s, resulting in many families leaving the area. Many of the residential properties were rezoned for industrial and commercial use and families sold their properties to developers and moved out of the area. As a result of the diminishing residential area and the reduction of the labour force at state corporations, the school population was affected adversely.

The school was administered by the House of Assembly and was a government school, fully funded by the provincial education department. At the time schools could apply for model C status, a regulation that made it possible for government-funded schools to become state-aided schools, which gave the schools some measure of autonomy regarding the running of the school. Schools were responsible for maintenance of the buildings and other facilities and could decide, through elected parent-teacher organisations, on a school entry selection policy and to some extent on teacher appointments. Such schools had the right to enrol pupils of all races to the school and to set school fees for attendance. Many formerly "whites only" schools followed this route as it ensured their survival as they could keep student numbers sufficiently high to justify the employment of teachers. Ironically many oppressed people felt the need to send their children to such schools,

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[15] Afrikaans is an indigenous language spoken by many South Africans and was one of the official languages (the other was English) of the country for many years. The language of communication and instruction for all subjects in such schools is Afrikaans and enrolment preference was given to Afrikaans first language students.

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assuming that white schools that were systemically privileged by the apartheid system were automatically superior to other schools. Parents also used the argument that these schools were more organised and stable than other schools, where political unrest often led to class boycotts and general unrest at schools. Oppressed people thus ironically ensured the continuity of white privilege in a period of political ferment. The school under discussion elected to become a model C school when the student numbers dropped to seriously low levels. But they were not able to attract sufficient numbers of students to make it a viable option and the school reverted to being a government- or state-funded school. These are all crucial factors that have influenced the running of the school in the past few years. The principal added that "teachers have had to cope with changes on many levels, both in terms of policy and personal changes."

The staff and student profiles have changed considerably in the last few years. The staff used to consist only of white teachers, but today they have a multi-racial staff. The current staff of 24 includes teachers from the original "whites only" school and some teachers from other education departments of the apartheid era. Many teachers were in temporary posts, some having to renew their contracts every three months, while two teachers were in posts which the school funded on an annual basis. Many teachers from the old school were declared in excess according to the Department of Education equation of 1 teacher for every 35 pupils (1:35 ratio) and opted for voluntary severance packages. With regard to the student body, the principal mentioned that "today it is a multi-racial school with only a few white children. The statistics he provided indicated that of the 564 pupils only 60 are white Afrikaans-speaking boys and girls.

The school buildings were in a state of neglect and funding was apparently not available from the Education Department to improve this situation. The principal indicated that he was no longer sure who he had to apply to for funding. He said "in the old system the Public Works department used to do maintenance and responded quickly. Today you get sent from pillar to post and still nothing gets done in the end." According to the principal his request for funds to repair the almost destroyed perimeter fence, which presented a serious organisational problem and security risk, was turned down, while at the secondary school down the road the fence was repaired recently. He wondered whether the pupil population at the secondary school, which consists mainly of black children from former DET schools, was a factor that guided the decision to fund the project. Some

funding was, however, made available later for renovation of the administrative block and the school raised funds of their own to purchase computers for staff use and paint to redecorate the staff room.

The principal informed me that despite historical and personal differences and varying time periods of association with the school, the staff works as a team and all put the interests of the school first. He added: "It was a difficult task to get people from the old school to work with the new teachers, but things seem to be getting better all the time. We still have occasional problems but I see improvements all the time and that's important to me."

The programme I had in mind for this school was the same as the one planned for the TLRC. The dates were negotiated telephonically and we eventually decided on a continuous 8-week programme. The dates agreed on were 13, 20 April and 5 and 12 May 1999, and a second series running from 19, 26 May and 2, 9 June 1999. The sample programme is presented in Addendum 2.

The workshops are described in chronological order and some events and issues that arose during this process are highlighted. This is followed by presentation of focus group discussions and individual interviews held with staff members. I also give a brief account and analysis of the whole in-service programme run at the school.

4.4.2 Workshop programme

Workshop 1 (13 April 1999)

I was full of enthusiasm and eager to work with a volunteer group who were, in my opinion, keen to get started and to make meaning of the curriculum changes. The workshops were held in the school library. The teacher I had been in telephonic contact with met me in the passage and showed me to the venue and took a seat at one of the tables. I was left to unpack my equipment and set up the flip chart board I had brought along with me.

The first workshop was an emotionally charged affair. All the teachers were seated at tables at the rear end of the room. When I introduced myself to the staff members, I was met with stoney-faced

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stares and very little reaction. The tension in the room was tangible. I noticed that, except for one, all the so-called white teachers were seated at one table. When the principal arrived a few minutes after the meeting had commenced, he joined the table at which the white teachers were seated.

There was very little reaction to questions or responses to calls for interaction. The little response from two individuals was unenthusiastic and hostile. My focus for this workshop was on change and the need for a new curriculum. We started off with a group work session based on two issues: 1) Do we need a new curriculum? 2) If yes or no, give two reasons for your answer.

Table 9: Responses from the teachers to questions related to new curriculum

Group	Questions	Responses
1	1 and 2	Yes. We do need to make some changes and try some different approaches. We need to include modern things that are relevant to children, especially in languages and science.
2	1 and 2	Yes and no. We are not sure that there is anything wrong with the present system. We all came through and we think we are okay.
3	1 and 2	No, definitely not! We think the present system is fine. We are doing good quality work with our children and they are making progress.

After this I mentioned some of the reasons provided by the National Education Department and other government organisations for the need for change. These included redress of past imbalances, alleviating illiteracy and a striving towards equity in education. I also mentioned global influences and the need for the country to be able to compete globally on various levels and in various ventures. This triggered some heated discussion during which some of the teachers seemed to vent deep-seated anger.

Table 10 : Teachers reactions/comments to "official" reasons for policy and curriculum change.

One teacher remarked: "What on earth has a school curriculum got to do with political policies and political change, that's utter rubbish".

"This government did not consult us. The big potatoes just make decisions and expect us to do things down here. They must come here and see the conditions in which we must work and not just make changes they think are necessary".

"This Department is making teachers feel uncertain and insecure all the time. Increasing frustration and resentment amongst teachers. Can a school curriculum change things in the country? What has a school curriculum got to do with disparity and literacy. If children were in school they would not be illiterate! What is wrong with the old system?

The principal stated "These people are ready for change, but not this kind of change. Change that has been well planned and thought out. Discussed with us, not told to us. We are supposed to be a democracy!"

Yet another teacher remarked "We want change, but change for the better. We do not want change just for the sake of change."

The Principal also made some further input. He said "The dedication and commitment of staff is the key to success, not policies and decisions made by the Education Department. We must do our best, otherwise we might as well get out of school. This school is not the same as Sea Point Primary (an advantaged white school) but then it is also not the same as schools in black townships like Khyalitsha (very poor black township). Better schools have more money and can cope better. They will get better all the time. They can do more because they have more money and other resources and better infrastructure. Things will only work when everything is equal. The playing fields must be levelled. The fields will

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never be level. We must do the best we can."

A teacher added "We only have 20% support from our parent body. We rely on parents to pay their school fees. These are not always paid on time or not at all. OBE will never work. It never worked in other countries because there was not enough money. How can it work here where there is no money?"

"The only people who will benefit from this change in the system are people like you who present these courses and make lots of money."

After this heated discussion I suggest that we break for tea for ten minutes. Everyone around me poured some tea without even offering me some refreshment. Eventually one of the teachers obliged. Some teachers came to offload some of their feelings and I detected deep resentment in their eyes.

Table 11: Further teacher responses to change (exchanges during tea break)

One teacher remarked, "We care about the children, that's why we are unhappy with the way *they* want to change things. We want change, but not this kind of change and not just change for the sake of change. Change that is properly planned."

A teacher told me "We love being teachers. It's my work, it's what I want to do. But this OBE won't work with such large numbers. It's going to fall on its face. That's why we are angry. We are dedicated teachers and we care about children"

"As a temporary teacher I have to sign a contract every term. I can't take it out on the children, but it does affect my work. I have job insecurity".

"If you do not have enough money, you can't make it work. That's why the Germans, one of the most advanced countries technologically, have dropped it. What are *we* trying with this OBE stuff? It will never work here".

I carried on after the tea break in much the same cold atmosphere and rounded off by getting teachers to develop a list of characteristics that they would like children to have when they leave school. I use this to explain how outcomes serve as target points, something to aim for, but that we enable this through activities in our classrooms. This debate was used to describe the basic ideas of an outcomes-based approach to teaching and learning. We ended the day on a low note. I could feel that many teachers were unconvinced of my argument and that they still rejected the proposed system unconditionally. In fact I thought they resented my presence.

I was moved by the response of the teachers and made some notes in my research journal in the car park before leaving the school.

Journal entry (13 April,1999)

What emerges clearly here in my opinion is the huge gap between policy and practice. Teachers have not even had physical access to policy documents, except when they attend in-service programmes. There appear to be strong feelings of resentment and frustration amongst the teachers at this school. A question I keep asking is: What is the reason for the utter resentment these people feel in this setting? I think some of the reasons for this are related to the history of the school and the changes that have been enforced on the school's culture, personal changes teachers have to contend with and dedication to the teaching profession. I seem to detect that the staff members are dedicated to their jobs and their learners. They seem to feel for the children and appear to have a strong commitment to them. I feel that I became the target for lots of pent-up frustrations and ill feelings towards the Education Department, the state and the way things are in the whole country. There was lots of emotion in the discussions here today, lots of emotion.

WORKSHOP 2 (20 April 1999)

Fewer staff members attended this workshop. The principal and two teachers who were fairly vocal in the first meeting were absent. In their place there were three other teachers, two of whom made very good contributions. The main thrust of the workshop was to get teachers involved in some of the Schools Water Analysis Project (SWAP) activities to illustrate how learner-centred activities can assist learners in making progress towards achieving outcomes. It went very well with some people, but was heavily criticised by others.

There was strong resistance from some people in the workshop. One teacher criticised the SWAP kit for being too complicated. She said, "The pH sticks have too many colours. You can never match them up". This person spoke often and was very negative, but never made eye contact with me. In general the workshop proceeded well and the majority of teachers enjoyed the activities and responded positively during the feedback sessions. The "new" participants contributed well and made good input. One teacher thanked me having shown her some new "stuff" and for providing her with some literature she had not had access to before. Other than this overt show of appreciation, the general air was tense and everyone remained distant towards me.

WORKSHOP 3 (5 May)

The teacher contingent was similar to the one of the first workshop. The principal was present again. The mood amongst teachers seemed hostile. I arrived 10 minutes late and wonder if this was part of the problem. Another problem to me was that the teacher group was again different. About 25% of the teachers who were present here were absent from the previous workshop. We also had a public holiday in between and missed one week and thus had a discontinuous period. I felt like an intruder again. It was like starting all over again. All the teachers are clustered at the back of the library, some with their backs to me. I felt like I was entering an ambush.

People appeared to be listening to me half-heartedly as I tried to link up and bring everybody up to speed. From the word go there was animosity. It was particularly strong from one of the teachers who had a hostile attitude from the start. They rejected everything I talked about and claimed that there is nothing new and that they were already doing what I was talking about. One teacher remarked that "we have always had outcomes for our lessons. The aims of the syllabus are the outcomes." She added "The ANC or is it the CNA have not brought anything new to us". Their constant rejection of the new system and feelings of hostility towards the new policies and its source were clear. The principal also added a comment, but he seemed to be contradicting himself constantly. In this meeting he said, "The success of any innovation depends on the enthusiasm of the teachers." Last time he said the school context and available resources determine the success of innovations. He seemed to be confused.

Most of the teachers almost refused to listen to me and attempted to shout me down. Comments like "It's just new names and the names are confusing", "Isn't that your old transparency, why are you using it again?" "This is just a waste of time" were shouted while I am addressing the staff. Some teachers were sniggering and ridiculing the whole situation. They were almost enjoying not listening to me and tried to sabotage the whole presentation. I kept going amid this very tense atmosphere and continued with the afternoon's programme I had planned.

I gave the participants an exercise that required them to use posters as suggestion material around which to develop activities related to outcomes. This indicated to me that they knew very little about the essence of outcomes-based education as planned for South African schools. Maybe the break was the problem or the fact that the composition of the participants had changed so much. The presence of the principal seems to inspire confidence in some staff members: they were quiet when he was absent and very vocal when he attended.

I concludeded by telling the teachers that a situation like we had indicates what a complex social process educational change can be. The workshop was once again charged with emotion. I felt that I was the target for the anger of teachers at this school. I thought I understood the reactions of people, but the negative attitudes displayed lingered with me.

Journal reflection (5 May 1999)

I feet like a teacher talking to errant students. Maybe teachers just want to do what they have always been doing. Maybe they don't want change because they are too stressed by the confusion associated with change processes. A question lingering in my head is "Why did these people then decide to join the programme as a whole staff." To learn and try to make meaning or only to criticise and reject what is being proposed? Is it me? Is it because I am on their territory? They even seemed fed up and irritated by my presence today. But they asked me to come there. This is ironic and I must follow it up. The animosity expressed came even from the lady who arranged with me to run the programme at the school. Is it peer pressure or what? Some people are clearly more vocal when the principal is present. There is strong resistance to change here, from the whole staff, or those who are resisting are possibly more powerful than those who are willing to change.

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I must have an open talk to the teachers at our next workshop. I feel annoyed that they have been using me as a punch bag for their emotions and feelings of resentment. I want to mention their poor performance and bad behaviour as well as their lack of motivation and constant excuses. I am convinced that most of this is related to resistance to change and feelings of confusion, but I feel that it was unfair of the staff to target me. There were some displays of serious attitude problems and of animosity towards me today and I find that bothersome and unacceptable.

Workshop 4 (12 May 1999)

The teachers were in a cheerful mood and glad to see me. They were friendly and accommodating. I am unmoved and believed that I was offended at the last workshop and wanted to redeem myself. I came to the school prepared to confront the situation and put things right, but I was met with smiling teachers who appeared happy to see me. I was, however, determined to change things and set the record straight. This I decided could only be done by way of an open talk and I remained determined to do it at this workshop.

I solemnly told the teachers that there were a few things we needed to clear up regarding the previous week. I mentioned that I was not clear as to whether this was a staff decision or not, because I thought they were half-hearted and showed little interest in the workshop proceedings. I asked the staff why they had decided to be part of the programme in the first place and whether they still wanted to continue. I also mentioned that I was prepared to change to a programme that they need or to stop now and refund their money. I indicated that our last session went poorly and that I left feeling disappointed by the lack of co-operation from the teachers. I added that I found a similar session at UCT much more fruitful and rewarding.

They pointed out to me that they felt none of the above. Some people felt that it was one of the best sessions they had attended. Others felt their apparent reluctance was because they never understood what they had to do or were doing, as it was difficult to work with outcomes and foreign stuff like that. It certainly appeared that I had completely misread the whole situation.

One teacher put up her hand and asked for a chance to speak. In a solemn voice she said:

" This thing has no guarantee. Generally I feel that there are no more guarantees. My whole life I knew exactly what was what. I grew up accepting that you eat your porridge, drink your water, eat your bread and swallow your coffee. That was fine. Now they give me the whole menu, I don't know what to do with it. My life is mixed up, I don't know where the Department is going I don't know where the government is going, I don't know where I am going." Maybe I should just keep my big mouth shut, I think I have spoken too much already! I need to know what to do, how to do it and when to do what I must do! Show me these things and I think I will be okay. (Translated from Afrikaans)*

This was followed by period of silence. I found these words very moving and my answer to this woman was: "I think I understand the way you feel. Thanks for your contribution and I don't think you are talking too much."

Another teacher mentioned that I might have read the situation incorrectly and that I was unfair in comparing this school to the other school groupings I had worked with. I acknowledged this respectfully but emphasised my point strongly that we had to accept change and engage with it. Nobody seemed to support my arguments verbally but the body language of some teachers and facial expressions seemed to suggest that they agreed with me and that they in fact approved of my talk that day. One teacher suggested that we get on with the programme and stop this discussion. It appears we had a misunderstanding but should put that behind us now and get on.

Another teacher requested that we start working even more practically and hands on. She wanted "how to" approaches to be implemented in classrooms. We ended the meeting by deciding that we needed to work on understanding the outcomes better. One teacher noted that "We did not seem to work well last week because we do not understand the outcomes. The language is so vague and dense. How can we work with outcomes if we don't understand what they mean?" The idea was mooted that we "unpack" the outcomes to get a clearer understanding of what they mean. The teachers on the staff decided that they would look at the outcomes of specific learning areas in small groups and I was tasked with doing the same for Technology and Economic and

Management Sciences, two learning areas that were relatively new to the primary school setting in South Africa.

Journal (12 May 1999)

I knew that relationships take time to develop and I understood this in the specific school context but something snapped last week. I just needed to do that talk today and tell people what I thought of their attitude. I also needed to clarify what was needed to make the remaining programme meaningful. The dynamics and the relationship are very different after my talk. Teachers appeared a lot more docile and co-operative. It appeared as though a power shift has occurred, from them to me. We ended on a fairly cordial note and arrange the next meeting to start a half an hour earlier as children will be dismissed earlier next week. I wondered about the relationship and the power issues between me as a university-based researcher and the teachers at this school.

Workshop 5 (May 1999)

The atmosphere at this meeting was very friendly. Teachers were so co-operative that it made me feel uneasy as I had become accustomed to the almost confrontational attitude of most of the teachers on this staff. Our plan for that day was to make meaning of the outcomes for the different learning areas in simple language. The teachers had divided themselves into groups and elected their spokespersons to do the report back. I took the first turn to do the report back on the learning areas, Technology and Economic and Management Sciences. We spent the afternoon listening to the presentations from the groups and discussing points for the sake of clarification. It turned out to be a very good exercise that was meaningful to all of us.

I ended off the afternoon with an assessment exercise to introduce terms and ideas for assessment procedures in an outcomes-based framework for teaching and learning. I used an example of water pollution to illustrate the terms Assessment Criteria, Range Statements and Performance Indicators related to assessment that are used in policy documents. These are all concepts which are related to the specific outcomes for each learning area and I thought that this was a logical point to introduce them. The teachers seemed to enjoy this exercise and I got the impression that the concepts were illustrated well and made some sense to everyone.

Journal: 19 May

The power has shifted, tilted. Did I spoil things somewhat? Did the discussion we had in the last workshop have an effect on the process: positive or negative? The mood in the workshop was very positive for the first time and I seemed to detect a sense of politeness in the air.

Week 6 (26 May 1999)

We started on the curriculum development process in this workshop. As an introduction I referred to the previous week's exercise that demonstrated approaches to assessment. I mentioned a concern that many teachers had regarding standards and uniformity between schools. The principal picked up on this. He responded to my comment by saying "Richer schools will do better. How can the Department expect us to do some of this stuff with 40 and more learners in a classroom? We don't have the necessary resources to do the work. You cannot drop numbers of teachers and increase student-teacher ratios and make things work. The department is crazy! I know you cannot do anything about it, but I just want to mention it again. It bothers us all the time."

This statement led to a further discussion on assessment. Teachers expressed confusion regarding when you fail or pass a child. Clarity was needed on whether the phase idea is going to be implemented where teachers make a decision about a learners' progress. It was mentioned that teachers were going to have a serious responsibility to get the children up to a nationally determined standard if this was going to be the case. We decided to leave the debate until more clarity was gained on the assessment policy and implementation from the Education Department.

I divided the teachers into groups randomly using playing cards to try and break the clique situation that had developed. We used the first part of the afternoon to do group discussions (jigsaw method) of some learner-centred teaching strategies. They seemed to enjoy the afternoon overall and teachers mentioned that they saw potential for this in their classrooms. One teacher mentioned that they could apply these techniques and change their way of teaching in the process. A senior teacher who had been resisting and providing lots of negative input in the process so far apologised for the disorganisation at the school during the renovations and for changing the meeting venue from the library to the staff room. She had been a chief resister up to now and never really spoken to me before.

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Workshop 7 (June 1999)

We spoke about teaching approaches and decided to try some learner-centred approaches in a particular learning context using We Care materials as suggestion materials. We worked with some We Care activities to try and apply the learner-centred approaches and use these as themes for learning programme development. Teachers worked in groups and define a topic, theme and some activities and mention the outcomes they would have in mind.

I used this exercise as a way in to introduce terms like learning area, phase organiser, programme organiser. Teachers then linked critical and specific outcomes to the activities in their learning unit. As a further exercise I suggested that teachers take a topic from their current syllabus and try to approach it in the way we were working up to now. They should include learner-centred approaches and attempt to teach the topic in a different way, and include outcomes they will have in mind, to develop a short learning unit. It went very well with teachers sprawled across the floor and working on tables and even in the passage outside of the staff room. Some of the products of this session appear in Figure 10 below.

Figure 10: Products of curriculum development exercise
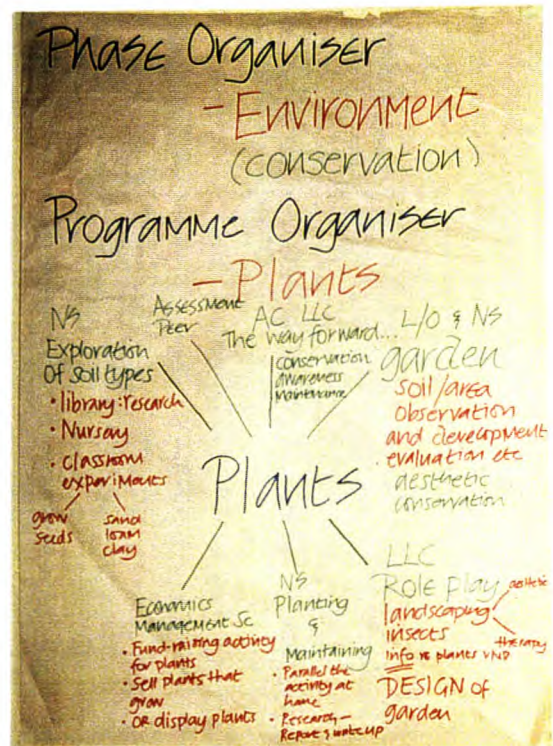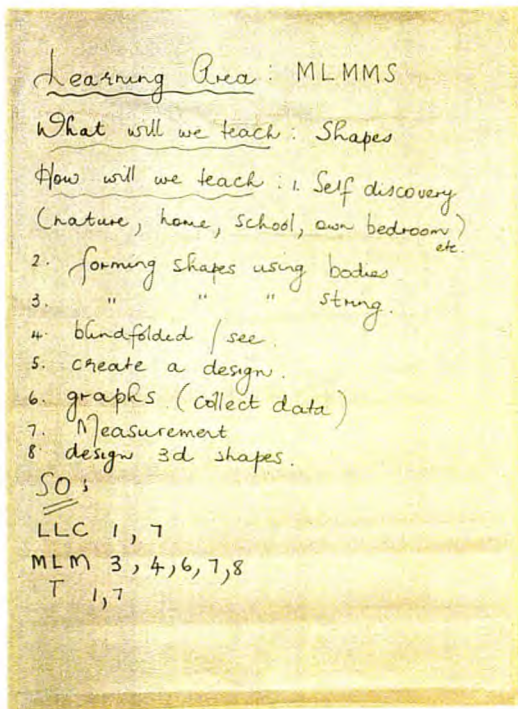
The issue of class size and resources was mentioned by some of the teachers. They felt that learner-centred approaches to teaching were a good idea, but that it was going to be difficult to manage with big classes and with limited resources available at the school. Another teacher mentioned that the learners were not used to working in this manner and that they would also present problems even if the classes were small. The general feeling, however, was that it was a welcome change and that teachers could change their approaches in small ways so as to get children used to different approaches.

Week 8 (June 1999)

In this workshop we focused on assessment and the terminology related to assessment in the policy documents. We used the same learning units developed the previous week and attempted to include a section on assessment of them. We used the framework of "What will the children be doing" and "What will you be watching out for" to frame the idea of assessment. I briefly explained the simplified meanings we developed for the terms Assessment Criteria, Range Statements and Performance Indicators and we spent some time trying to include these in our learning unit. Again teachers worked in groups enthusiastically. From the report back session I got the impression that most people have made meaning of the terms related to assessment and that they seemed to feel comfortable with the curriculum development exercise.

I discussed a possible planning cycle (Appendix VIII) with the group of teachers and left proformas with them for learning programme development (Appendix) for further curriculum development processes at the school. We arranged for another meeting in the next term and ended the day with tea and the biscuits I provided.

A teacher informed me that the school would be hosting an OBE in-service week in the new term. The Grade 7 teachers would be attending and other schools would be coming to their hall for the week. Mr A, one of the teachers, is excited and informs me that he wants to remain a participant in my research project as he now officially has to implement OBE next year. He was very resistant to the whole process in the beginning. His partner, Ms F, also an arch-resistor, also has to go. She was becoming progressively more friendly as the programme went on. She seems to have softened significantly. I wonder if it is because we have developed some kind of a relationship of trust or if

she thinks I could provide support related to the implementation of OBE or whether she has also been softened because they have to do it officially as her colleague mentioned?

One teacher mentioned that the exercises in and explanations of planning curriculum, and learner-centred approaches to teaching during the workshop process clarified her own actions. Her pedagogy was illuminated and things were clicking into place for her now as I could describe what she does in educational terms.

Another staff member also thanked me personally. She said that one of her lecturers at the college she was studying at indicated that the success or failure of OBE / Curriculum 2005 depended on teachers.

The principal indicated that he learnt a lot. I saw him making notes today. He then asked one of the teachers to thank me for accommodating the school and coming to them. After this he then thanked me again and also thanked her for organising the programme with me. I had a warm feeling and felt that we had got somewhere.

Journal (June 1999): Reflection on the workshop processes
This is amazing: I knew nobody when we started and now I have developed friendships at this primary school. I would never have thought that I would be working here one day. How the teachers have changed, from completely hostile to friendly and co-operative. Time works wonders for some relationships, especially this kind.

Return visit to School: September 1999

In the new term I visited the school to confirm my availability for further work and also to remind the staff members of the certificate ceremony that would be happening at UCT later that year. The principal took me into his confidence and told me some personal things about teachers and the school and his personal life. He mentioned his total dedication to the school and the long hours he sometimes spent there and also alluded to his vision and plans for the school. On this visit I ascertained that some movement had occurred in the staff. One person had been re-deployed to another school and a new deputy principal from another school had been appointed. This person is

supposedly an OBE expert and had vowed to have the entire school working in an OBE framework in the next year.

I later had some conversations with staff members during interval. I detected some resentment in the staff members towards the new deputy principal. I suspect that some of the older staff members have probably been overlooked for the post and are unhappy about this. In a conversation with one of the teachers she mentioned that "the teachers know where you are coming from and feel comfortable with you, I am not so sure they are happy with Mrs K. She is imposing things on us and I think people do not like that. They know where you are coming from and want to work with you."

At a later meeting the principal introduced me to the new person and we had a short meeting regarding future workshops. She outlined what she had in mind for the staff and the school. She has very specific views on OBE and why we *must* do it in a certain way. She stuck with what she had learnt at some INSET for Grade 7 teachers. One of the points she made is that she wanted to get teachers to evaluate text books on the market and recommend which they thought would be suitable for use so that they can get on with developing learning programmes so that they be ready for implementation the following year. She indicated that she would be doing staff development related to OBE with the staff from now on and that I should liaise with her when I wanted to work with staff members.

4.4.3 Focus group discussion: textbooks and in-service

I was invited to attend a staff workshop at which teachers reported on their evaluation of the books. It was quite interesting and took the form of a focus group discussion. Teachers were given a textbook related to a specific learning area and were asked to evaluate the book in terms of a grid developed at the school. Each teacher had a chance to discuss the suitability of the book and to recommend whether the school should purchase the book or not. The report-backs were confident and well organised. One teacher remarked that the textbooks favoured seem to be those which have grids consisting of Assessment Criteria, Performance Indicators, Specific Outcomes and so on. These are the books that appear to have value to teachers. One person remarked that "the books are not very different from those we had before, but they show the OBE way, with the grids and the

assessment guidelines." Another teacher mentioned that "the whole idea of textbooks is using different textbooks. I have always used a variety of textbooks to gain information for my lessons. Now we have to evaluate textbooks in order to find books which are suitable resources. These books are not even OBE-type books, they are nothing but information books with OBE covers, with information you can find in books anywhere."

After all had given their opinions I asked whether textbooks are the only resources teachers were supposed to use and why it is so important to have textbooks. I was assured that this would not be the case, but that teachers needed something to start with. It was also mentioned that teachers had always used textbooks as an important resource so it was a good place to start. "We can develop our own stuff later using other resources if they become available", one person added.

This meeting followed an INSET meeting held the day before with some officials of the Western Cape Education Department. We get talking about that meeting and about change in the curriculum and change in schools. I end up acting as a facilitator, having to maintain order and make sure that everyone gets a chance to talk. The teachers are highly critical of the meeting they had attended the day before and at the end of the meeting one teacher remarked that "we got a lot more constructive debate and work done in one hour today than we did for the whole day yesterday." Some of the issues mentioned are summarised below.

Focus group / textbook evaluation

The sentiment was expressed that the Education Department officials were incompetent and that money should be spent on competent people who could create an atmosphere conducive to discussion and debate to help teachers during in-service programmes. Another teacher mentioned that there appeared to be a trend to prescribe to teachers how they should be working, particularly in terms of planning. Rigid ideas were being enforced on teachers. The apparent incompetence of the workshop facilitator of the previous day was again mentioned as a problem with in-service programmes. Another teacher mentioned that she was as confused as ever by the technical jargon and approaches to teaching being spoken about and was not sure that she would ever sort it out.

4.4.4 Interviews

I arranged and conducted four interviews sessions with teachers at this school. I also had a conversation with a fifth teacher in which she spelt out her views on outcomes-based education and the implementation process that teachers needed to be part of. I have included a presentation of that conversation in this section with her permission.

Interview 1

I arranged an interview with a Grade 7 teacher who had recently attended the five-day training workshop presented by the Education Department officials. She is an experienced teacher who has been teaching at this school for more than 20 years. She was very critical of curriculum change in the early workshops, but appeared to have strong convictions about education and appeared to have the children's / interest at heart.

Summary of the interview

In response to my question about how things were going she started by telling me that she was now much more confident than a few months earlier and that her views regarding a new curriculum had changed somewhat. She indicated that she felt a lot more comfortable with OBE, but that the constant changes were presenting her with problems.

In response to my enquiry regarding the five-day workshop programme she responded that she had experienced a whole spectrum of feelings ranging from excitement and elation on some days to outrage on other days. She said the ideas and suggestions were good on some days and ridiculous on others, which made her wonder if "the people were out of their trees". She also felt that there was a contradiction in the programme as on some days facilitators were encouraging teachers to develop their own materials and to work on their own and on other days they were coming with rigid prescriptions they wanted teachers to follow. She felt that this was inhibiting as she was used to developing her own materials using the syllabus as a guide. The fact that new approaches and ideas kept being added was also a disconcerting factor that made the change process more complicated than it already was.

She felt that on the whole the programme was comprehensive and covered all the learning areas and gave some indication of the shifts required by teachers in implementing the new curriculum. In her opinion assessment was going to be a problem as assessment of something as vague as an outcome was always going to be a problem and she also mentioned that she felt there would an element of unfairness to learners in criterion-referenced assessment.

She was keen to get on with implementation in the next year but would prefer to be left to do things in her own way and not be prescribed to. She felt that the policy documents were still "double Greek" to her and that she would find it difficult working with those documents. She also indicated that she was not entirely confident about assessment, but that she was willing to get going for the sake of the children and will do her best.

Interview 2

I also spoke with another teacher who was busy with further studies in education at a technical college. She was always keen to try new things and was very active in the workshops. We often had little conversations after the workshops and she always made a point of thanking me for my efforts and useful materials.

She indicated that she was always a person who was keen to change for the better and to try different approaches. She supported the involvement of children in discussions, doing their own research, and self-study for assignments and projects. She was, however, of the opinion that the demands being made by the Education Department were a bit much, particularly the disempowering jargon associated with outcomes-based education and Curriculum 2005. She felt that outcomes give a clearer focus to her teaching and she is positive about including more relevant issues into the curriculum. She felt that we needed to move away from ideas and practices of the past and start including relevant and interesting topics and issues in classroom activities.

She also commented on the workshops I was running and felt particularly positive about the insights gained, materials provided and the manner in which I treated teachers. Her comment was "Thank you for treating us like professionals". She reported positively on using the materials in her classes and also of attempting the learner-centred approaches we had discussed in the workshops.

She indicated that the whole exercise worked well and was very well received by the children, who enjoyed being involved in lessons. She stated further that she wanted to start with curriculum development with other teachers in the phase in which she was working. She also mentioned that she thinks it is an exciting period we are moving into in education and that we owe it to the children in schools to try our best. She was sceptical about the level of support that might be forthcoming from the Education Department, but felt teachers could still try to change their practices despite the possible constraint of a lack of support.

Interview 3

This teacher attended all the workshops and really appeared keen to implement different approaches to teaching and was particularly interested in OBE.

In his response to my question on his views of OBE he indicated that he felt that it was a wonderful system that could be used to work in the playground, for cross-curricular work and involve learners a lot more. He said, "When we work with themes the whole school can get involved with the same theme at the same time. All the teachers can co-operate with each other, that's how OBE works and it can work for us." When asked about planning and attempts at implementation he said that they had started to develop curriculum units for their phase, but had come unstuck with the terms and did not feel competent to do the curriculum development. He also indicated that he foresaw problems with the large classes and the children being accustomed to teacher-centred approaches.

Interview 4

This is a summary of an interview with a senior phase teacher which highlighted the feelings of an experienced senior phase teacher related to the changing roles of teachers in an outcomes-based system. He felt he needed to inform me of the fact that he had to officially implement OBE next year and that their school was hosting a workshop programme presented by the Education Department. He indicated that he would now need to work with me for support in his learning process as he had to implement OBE officially.

He was not very positively disposed to OBE and change initially in the workshops, so his response was not surprising. He mentioned that he had not changed his mind, but that he was forced to implement or lose his job. He said "I'm a bit scared, because the guys in the other grades are struggling." He mentioned that his fears derived from the fact that he had been trained as a Science teacher. He mentioned that he was familiar with the routines and rituals of his work and felt that the time period required for implementing new ideas was too short and that the training period would be inadequate.

He mentioned that he felt very unsure of himself and that he did not know what was expected of him. He felt that many things were going to change and that he would not be prepared or equipped to cope with the changes.

In response to my enquiry about the workshops we had done, he indicated that the workshops had provided some form of background that gave some idea of what was expected and needed to change. He felt, however, that he needed more information and more direct answers about what he would be expected to do and how he had to change his work patterns. He said he was able to cope with learner-centred approaches but that assessment bothered him. He also referred to the large numbers in classes and the lack of resources at their school. He mentioned further that the people expect you to do the new stuff with no excuses. He said that "it seemed okay, in fact exciting, but it's different when you have to do it officially for the department".

Interview 5

This teacher had attended an INSET programme presented by the Education Department officials while teaching at another school. She had only recently been appointed in a senior position at this school. In her opinion there was no doubt about the fact that an outcomes-based approach was the way to go in schools. She felt that the training she and other teachers received was adequate and that teachers merely had to do their planning as they were told to and adjust their teaching as the Department people explained.

She indicated that she was planning a staff development programme that would in a way compel teachers to start their planning for the next year early and to adopt an outcomes-based approach.

According to her, teachers should stop trying to sabotage the process of change and get on with their planning to implement the new curriculum. She felt that people had too many excuses and that they should stop complaining and start working. She felt that it is an easy process to learn and if you put your mind to it you will understand the new approach and be able to change your teaching approach. She felt that the policy documents were clearly explained in some of the booklets that were published – all teachers had to do was follow the guidelines.

4.5 Some concluding remarks.

I enjoyed working with the people at this school as it provided me with several challenges and also highlighted the feelings of teachers with regard to the complex process of change. I also felt that the context of this school presented unique challenges to the staff. It was a complex environment in which many factors operate and have an influence. The history of the school and the composition of the staff and student bodies were important factors here. There were many undercurrents of a political nature as staff members tried to adjust to the many changes introduced into schools and broader society. There was however, lots of confidence and spirit in some of the teachers and some pessimism in others. The diversity of views of staff members, the tension amongst staff members but also the unity of staff members were features I noted during our process. An outstanding feature to me was the way the relationship developed with the teachers over the period of time I spent with them. There has been a shift in our relationship at the school from total hostility towards the system and to me to one of friendship and partnership. There seems to have been a shift from anger and almost total rejection to some form of acceptance.

All three case studies presented me with opportunities for producing rich data regarding teachers responses to change in their particular contexts. Preliminary analysis highlighted experiences and challenges that teachers' face in their daily work that could constrain efforts at change and transformation. In the next chapter I will interpret and analyse the findings in the case studies using grounded theory methodology and some technical texts as analytical tools. The workshops will be analysed individually and the focus group discussions and interviews will be analysed in a cross-case format. Differences between the cases will be highlighted and similarities mentioned.

4.6 Interview with a subject advisor

I also conducted an interview with a subject advisor to get an idea of the INSET programmes developed and presented by the Education Department. The interview was held at an area office of the Education Department in August 1999. The transcript follows.

Me: I believe you are organising programmes for teachers regarding the new curriculum

EP: We will be very busy with planning for that for the next two weeks. We need to start working with the grade 8 teachers next year. It's always difficult because we start the teachers off from scratch with OBE. They have had no OBE training or information before, none whatsoever. We work with the teachers for five days. I plan the workshops with my staff members (the other subject advisors) and we go from centre to centre for the five day periods. We assign subject advisors to certain learning areas and they workshop the teachers in that learning areas at the different centres. We normally choose school sites that are convenient for groups of schools and then invite the teachers to come on specific days.

Me: What actually happens in the programme?

EP: We introduce teachers to OBE and what is required of them in an OBE system. The different learning areas provide their own learning materials and develop their own INSET procedures. Our main job is to tell teachers about the changes in education and to provide them with some materials so that they can get started. We also provide planning sheets and ideas for planning their work. We also include some ideas on assessment for OBE. Teachers are also given phase documents which, spell out what they have to do and gives some examples. The workshops run for five days and the same teachers attend for the duration of the programme.

Me: What happens after this?

EP We try to have follow up visits tot he schools whenever possible. It's not been easy to fit in all the schools but we are trying our best. Teachers should be able to manage and have to do their bit as well.

(Interview with subject advisor at area office July 1999)

Chapter 5

5.1 Introduction to interpretation and analysis

Kirby and McKenna (1989:128) write that "analysis or making sense of the data involves organising mass of data into manageable parts to make sense of each category and of each category's relation to the whole research project." The process of data interpretation and analysis has, however, been an ongoing process throughout the research from the earliest data recording and production. In this project it involved reflective comments on data, interpretation in terms of a framework (workshops), as well as coding of data to develop categories into which data could be organised by way of the constant comparative method introduced by Glaser and Strauss (1967), which they term Grounded Theory (see Chapter 3 for details).

I will discuss the analysis for two processes involved in this research, namely the development workshops and teacher responses to changes in policy and practice. Data interpretation was done in terms of frameworks developed from other studies and these will be discussed briefly to guide the analysis process. That is followed by an interpretation of the workshop processes in the three case studies and then interpretation of teacher responses as presented in the focus group discussions and interviews.

5.2 Conceptual tools for interpretation and analysis

Frameworks were developed from other studies which had similarities to my study to guide and serve as conceptual frameworks for interpretation of the data produced. Grounded theory methodology was used during the initial interpretation and analysis, as explained in Chapter 3.

5.2.1 Workshop programme

For the workshop process a study by Bell and Gilbert (1994) was used to interpret teacher development in the process. In the study they conducted in New Zealand with science teachers, Bell and Gilbert documented teacher development in a research programme called the Learning In Science Project (teacher development) spanning three years. They investigated teachers of science as they learnt new teaching activities that enabled them to take into account students' thinking. New legislation and changing trends had made it necessary for teachers to change their approaches to teaching science in primary schools, which entailed changes of the roles and

activities of teachers in science classrooms. Essentially this required more learner involvement and less teacher-centred approaches. They state that "essentially the teacher of science is challenged to change his or her teaching from transmitting a body of scientific knowledge to helping the students develop their own (and often alternative) understandings of the currently accepted scientific concepts". Rather than regarding the students as empty vessels waiting to be filled up with the scientific knowledge, the teachers are challenged to take into account "the students' thinking and to facilitate the students' conceptual development" (Bell and Gilbert 1994:487).

Parallels to my study include the fact that their programme included weekly two-hour sessions in after school time, responding to legislation-driven change to which teachers needed to adapt. Another similarity is that the changes had implications for teachers' classroom practice and that the workshop programme was designed to assist teachers in making meaning of the changes proposed and to introduce techniques that could be used in classroom settings. In my study data were analysed to give an overview of teachers' learning and development in the workshop process using the categories and indicators developed by Bell and Gilbert (1994).

Bell and Gilbert (1994) describe three main types of development for the teachers involved in their research as professional (action and cognitive), personal and social development. These categories are developed around indicators which are presented in the table below.

Table 12: An overview of teacher development (after Bell and Gilbert (1994:485))

PERSONAL DEVELOPMENT: *attending to feelings*	PROFESSIONAL DEVELOPMENT: *developing ideas and actions*	SOCIAL DEVELOPMENT: *developing collaborative ways of relating to other teachers*
Stage 1 Accepting an aspect of teaching as problematic	Stage 1 Trying out new activities	Stage 1 Seeing isolation as problematic
Stage 2 Dealing with restraints	Stage 2 Development of ideas and classroom practice	Stage 2 Valuing collaborative ways of working
Stage 3 Feeling empowered	Stage 3 Initiating other development activities	Stage 3 Initiating collaborative ways of working

Their long term study, however, makes allowances for different stages of development in each category and, although my study was of much shorter duration, the levels within the categories proved useful and were adopted where possible.

As with Bell and Gilbert (1994:485), I describe teacher development in terms of their categories as a part of my research project. Summaries of workshops, personal observations and quotations from teachers are used to illustrate the overview of development in the three cases. Data presented describe different aspects of development but are not intended to be discrete or isolated as there was lots of interaction between learning tasks in each type of development and each aspect.

5.2.2 Focus group discussions, interviews and workshop interactions

Grounded theory methodology, using other studies and research projects and which involved constant comparing and coding of data, was used to develop categories of data and the framework for interpretation of the data produced. The categories that emerged were similar to those developed by Shain and Gleeson (1999) in their study on changes related to teacher professionalism in the further education sector in England. They interviewed lecturers and teachers in the further education sector about the introduction of new management approaches which were more market related and involved contractual obligations related to time and task. I renamed their categories of Resistance/Rejection, Compliance and Strategic Compliance as Resistance, Compliance and Support respectively. Their category of strategic compliance included teachers who were subverting and undermining the new system. They would give the impression of following the new regulations by completing forms and other outward manifestations while doing classroom practice of another kind. I did not seem to encounter this kind of practice in the cases studies I researched and felt I needed to develop category more suited to the practice I was observing. Support for the new policies and approaches suggested seemed appropriate and was the one I settled on. These then served as the categories of responses of teachers to changing policy demands as expressed by teachers in the conversations, focus group discussions and interviews I conducted. In presenting these teacher responses, it is not my intention to suggest that they are fixed, static or in any way exhaustive (cf. Shain and Gleeson 1999:453), but I rather wish to illuminate how different responses arise from the ambiguities and confusion in the teaching workplace and milieu.

I use the explanations for the categories as developed in Datnow and Castellano (2000:778). They conceptualise resistance as manifesting when the rhetoric of the changes does not match with the realities of the experiences (of teachers in this case) (Bailey in Datnow and Castellano 2000:778). In terms of the above, I categorise as resistance those responses that are not positively disposed to the reform and change initiatives and are out of synch with the pedagogical realities in schools. They view the second category, compliance, as a superficial acceptance of change initiatives, where teachers seek only to implement what is needed without really believing in or fully understanding the change or reform initiatives. They cite Blackmore (1998:472), who proposes the idea of a "culture of compliance" among teachers so that when

teachers are informed about a new initiative "all they want to know is how to do it as painlessly as possible." The third key category of responses is support, which I frame as the acceptance of reform or change initiatives, when the reform initiative is accepted and not spoken of critically and implementation attempted by teachers. Responses are then interpreted within each of the categories. Cross-case analysis (Yin 1994) was done to link the similarities between the cases for analysis and similar responses from the different case studies, which fitted the categories developed were presented together as evidence of particular categories of responses. Differences between the cases are also highlighted where they occurred.

5.3 Workshop responses and responses to INSET

5.3.1 Case 1 Grassy Park

I will discuss the developments as observed and evidenced in terms of the categories developed by Bell and Gilbert (1994) and represented in the table above.

- Personal development

The fact that teachers volunteered for the programme can be seen as indicative of the fact that there was an acceptance that aspects of their practice was problematic in terms of changes in policy. This could be seen as an acceptance that shifts needed to be made in their work in terms of policy development and general developments in education. Teachers indicated that they had a responsibility towards learners and had to improve their classroom practice and were in fact prepared to do so despite uncertainties and the difficult conditions of work they were experiencing at the time.

Teachers in this area also seemed to be dealing with constraints in a constructive manner. Although many teachers here mentioned that numbers in classes were large and resource materials were limited teachers felt that they could overcome these constraints. Teachers were prepared to attempt new approaches and be part of a curriculum development process, although they were not familiar or comfortable with such processes. One person indicated that she would be taking children on field trips, despite the fact that she foresaw problems in this regard (table 7): "It is going to be difficult to take all the classes in a standard group on an excursion to a river

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or a canal. If you go on different days the other teachers are going to object. I am going in any case."

There was some indication that teachers were feeling empowered by the INSET process. Some teacher felt that they had learnt some new things which had clarified issues related to OBE for them: " I learnt quite a lot about OBE and Curriculum 2005 but also about myself as a teacher and a professional." Another teacher added, "It was definitely a beneficial process which I would like to continue. We are rather tired now after a long and difficult year" (Focus group 1, Grassy Park).

- Professional development

There was evidence that teachers were trying new activities in their classes and that they were including new activities as part of their teaching repertoire. Many of the teachers mentioned that they had started to use ideas from the resource packs in their classroom activities. Teachers reported on using "We Care" ideas for various subjects and cross-curricular work. Some teachers used the list of contacts in the "We Care" pack to acquire other materials, which they used to broaden their personal libraries and classroom repertoires. Teachers also mentioned how they could incorporate "We Care" materials into their daily classroom activities on the evaluation forms. In response to a question asking whether the workshops and materials assisted with classroom practice in any way, the following are some of the responses: "Yes, it showed me various strategies that could be incorporated into my teaching". Another teacher said, "Yes, I've acquired new methods of which I've already tried some with great success. Pupils also enjoyed it." Some teachers also indicated that they had attempted to develop learning programmes using ideas from the We Care pack.

Another teacher reported that he would be implementing the programme developed during the workshops in his scheme of work for the new term. He was also planning an excursion to one of the local canals and purchased additional water-testing kits for his school. In his words, "I have incorporated the water analysis and testing into my works scheme and will be going on an

excursion to Princess vlei[16] in the new term. I will be letting the children do selected water-quality tests and a historical investigation of the vlei. I feel that this will give our work local relevance that we need."

Some new activities were also starting to be initiated between schools in the area. The principal of one of the schools indicated that she wanted to co-ordinate some more INSET activities for schools in the area. She had invited a subject advisor from the Education Department to address teachers on issues of science teaching. She mentioned that their school would carry the costs of refreshments and the logistical burdens related to such organisation.

Teachers reported that they were becoming more comfortable with changing approaches to teaching and were becoming comfortable with an outcomes-based approach to teaching and learning. They were coming to accept that outcomes always had to be part of the thinking and planning. They would also need to involve learners more or, more precisely, adopt some learner-centred approaches to teaching. Here many teachers reported that the materials provided had given them directly usable ideas and activities and that they were also able to develop their own ideas based on what they found in the "We Care" and SWAP packs.

- Social development

In this area collaboration between teachers at the same and different schools was viewed positively by the workshop participants. Teachers not only valued breaking the isolation, but also mentioned how they valued collaborative ways of working; there were attempts at developing collaborative networks.

Problems with isolation and positive ideas about working collaboratively with other teachers were mentioned by many of the participants. Responses included the following quotations from focus group discussions after the programme. One teacher mentioned that "It was an excellent idea to have us work with other teachers from other schools. This gave us the feeling of being involved with something substantial, bigger than just a school initiative." Another teacher

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[16] One of the fresh water lakes found in the Grassy Park area. There are serious water quality problems in all the Lakes (vleis) as these bear the brunt of storm water drainage from residential and industrial areas.

remarked, "It was definitely beneficial to work with teachers from other schools. You learn from others and realise that your problems are not unique." Yet another teacher indicated, " One discovers that you are not alone and that your lot is often better than that of other teachers, the grass is not always greener on the other side." In conclusion one teacher said, "Working with and sharing ideas with other schools opens up new possibilities in your own classroom."

Two schools indicated that they would be sharing resource materials and the principal of one school started an informal network and undertook to arrange further workshops that would be facilitated by non-governmental organisations and education department officials. She said that getting various perspectives would help teachers to develop a clearer idea of the bigger picture of change.

Some ideas about collaboration for the future also emanated from this project. When trialling of the learning programme was discussed, the groups in the workshop were unanimous that the programme developed should be run at various schools simultaneously. Teachers from one school mentioned that strategies for classroom management and assessment should be planned jointly before the trialling commenced. It was also mentioned that the next logical step would be a process of reflection and sharing of experiences between members of the different schools involved in the project.

Conclusion: Grassy Park
In this case evidence of teacher development was forthcoming in all three aspects developed by Bell and Gilbert (1994). All the teachers were volunteers, thus accepting that they wanted to do something about their practice in the period of change. The fact that this was an unofficial programme and thus without any coercion from the Education Department makes the attendance more striking. The socio-political context was one of uncertainty during which teachers were being retrenched and redeployed to other locations and districts.

Initially teachers from the same schools tended to group together during social time and work time. As the process developed more interaction was visible between teachers from different schools. I also encouraged this process as the facilitator by often dividing people into random

groups during group discussions. Sharing of ideas became easier and even sharing of resources, classroom and school experiences started to happen.

5.3.2 CASE 2: TLRC at UCT

Teacher development was in evidence in terms the indicators developed by Bell and Gilbert (1994) in these workshops.

- Personal development

The fact that teachers attended voluntarily after school hours seems to indicate that they find aspects of their practice problematic. It could also be seen as acknowledging the need for change and shifts as an inevitable part of the change process in the education context. Many of the teachers indicated that they felt disempowered by the pace of change and were not entirely happy with the INSET programmes they had attended previously.

Some teachers mentioned their contexts as constraining factors. They alluded to the problems caused by overcrowded classrooms, lack of resources as well as community problems such as poverty and lack of interest from parents. These were highlighted as constraints that prevented them from working at maximum efficiency.

Some of the teachers (in all the groups) mentioned feeling empowered in terms of feelings they had before attending the workshop programme. One teacher mentioned "I developed a deeper understanding of change and where outcomes fit into the system which made me feel much more comfortable with the outcomes-based system." Another teacher indicated that "Learning more about the reasons for implementing curriculum 2005 and from a different perspective was good. I feel much more confident now because it makes more sense to me." In conversations the general feeling amongst teachers was that doing things in a hands on manner had really in a sense "concretised" what the changes are about in terms of practice. This, they claimed, improved personal confidence.

- Professional development

This was viewed in terms of teachers developing new ideas and ways of working. Teachers mentioned that they found the exercises in developing units exciting and useful experiences. Some have used the proformas provided at the workshops as planning guidelines at school and started developing learning units with other staff members. Two teachers mentioned that they had started collective planning in their phase group using ideas from the workshop programme. One teacher mentioned that she had used the learner-centred approaches in her class at school and added "I used the jig-saw method for a comprehension lesson. I got all the learners involved and it certainly took the boredom out of this type of work. It worked very well for me and the children enjoyed it very much." Using the proformas provided and approaches to curriculum development we had practiced in the workshops helped teachers to develop their own units at school. One school purchased water-quality testing kits (SWAP) kits for their school. They indicated that they would be using them in various school phases to assist with the development of learner-centred and cross-curricular curriculum units.

I also ascertained that staff development programmes were initiated by at least two schools whose teachers attended the programme. They mentioned that they would follow similar approaches to what we had done in the workshops and indicated that they would be using the materials provided by me as handouts in their programmes.

- Social development

I detected the development of collaborative ways of relating to other teachers and the development of partnerships between teachers and even schools in this programme. Teachers again mentioned that breaking isolation was an important spin-off of the process of development here. It was good to know that one was not alone in these difficult times in education was a general sentiment among the teachers. One teacher mentioned that collaborating with other teachers from other schools gave one a different perspective on changing practice and also provided ideas related to implementation that one does not necessarily think of in isolation. In some cases there was sharing of resources. Teachers indicated that they had set up meetings to do joint preparation and planning every two weeks with people that they met at this programme. Meetings were being set up between groups of

teachers outside of school time to discuss planning, teaching approaches to and share resource materials.

Conclusion

In these workshops teachers from various schools from varying contexts came together to work on common issues. What was particularly appreciated and deemed valuable was the breaking of isolation, dissolving of barriers and the formation of new networks. There were some tense moments as well, particularly when we discussed racial issues, contextual inequities resulting from apartheid, and when some teachers made their political allegiances explicit. Teachers all mentioned how useful it had been to do "hands on" work related to the new curriculum and how the atmosphere and collaborative way of working made them feel part of the proceedings and increased the confidence of teachers.

The inadequacy of in-service training provided by the Education Department was one of the reasons people gave for attending this course at the TLRC. Many teachers spoke negatively of the INSET programmes provided by the Education Department. The fact that this course was so popular and that people were turned away because the course was fully subscribed weeks in advance seems to indicate a dire need for in-service training related to OBE and curriculum 2005. What was striking to me was teachers' willingness to attend workshop sessions on Saturday mornings. I perceive this as evidence of commitment to improving practice and of taking responsibility for personal and professional development. Many teachers indicated that they would be taking ideas back to their schools to share with other teachers in attempts to get more teachers to develop localised and relevant curricula.

The support of colleagues, the environment of the workshop and the facilitation were all mentioned as very positive factors that nurtured growth and development. The proformas were also pronounced to be very useful with planning exercises. It was often mentioned that it would be really be good if whole staffs or at least teachers in a phase could all attend such courses so that collective planning could be done for curriculum at schools. Some teachers enquired about the possibility of me doing similar programmes at their schools so that their staff members could all benefit from the programme as they did.

One principal mentioned to me (pg 116) that he enjoyed the programme although part 1 was familiar to him. He mentioned that part 2 was challenging and had opened up new horizons to him. He also indicated that he would be using some of the handouts at workshops that were planned for the school he was working at and at a "sister school. He also thanked me for the course and particularly for the manner in which was conducted. In this regard he mentioned the friendly manner, relaxed, non-threatening atmosphere that encouraged engagement and interaction. These points apparently were not characteristic of the in-service programmes provided by the Education Department officials which often made teachers feel disempowered and subjected to hierarchical authority. This stifled discussion and interaction as proceedings were dominated by the presenters of the workshops.

5.3.3 CASE 3: Central Suburban Primary school

- Personal development

Again the desire to be part of an in-service programme can be construed as perceiving an area of practice as problematic and an attempt to make progress towards improving that situation. The entire staff was enrolled for the programme and made it part of their regular staff development programme. Extracts from workshop summaries recorded in a plenary session are group responses to a question about whether we need to change the school curriculum were summarised in table 9.

While the response was not unanimous, there is an indication that teachers accept the need for – and may even be in favour of – changing the curriculum and their current practices.

In the principal's view teachers were beginning to form professional relationships with each other and are working together much better (interview) during and after the workshop programme. He was of the opinion that teachers appeared to be getting used to the way in which the school now needs to operate and it also appeared as though teachers were starting to accept school realities and constraints at this particular school. These include large numbers in classes, less than ideal resources and the state of neglect of some sections of the buildings. Although

they were mentioned, these conditions, with the exception of large numbers, were not seen as very strong constraints that could not be overcome.

Indications were also there that some of the teachers were certainly feeling a sense of empowerment. Teachers indicated that they were feeling more comfortable with the idea of change and with the move to an outcomes-based approach. The exercises in the curriculum were again mentioned as a positive activity which gave people greater piece of mind in this regard. The simple explanation of terms and the practical implementation of ideas were highlighted as useful in terms of confidence building. Teachers indicated that they were trying new techniques and activities with children. These included working as groups and doing collective planning of work schemes and lessons. In general teachers expressed that they were feeling more secure with an OBE framework in and around the workshops, but that much more time would be needed before they would be able to engage in really meaningful implementation.

- Professional development

Evidence of progress was seen in terms of developing ideas and actions in classroom activities. Teachers indicated that they had used activities from the SWAP kits and "We Care" activities as a way of introducing more learner-centred techniques in their classes and trying out learner-centred activities. One teacher mentioned that she had started to include the learner-centred techniques we had worked with and mentioned, "These workshops have been very useful, especially the learner-centred approaches to teaching. The kids loved the session I did using brainstorming and predict-explore-explain. I used it in a language lesson. The strategy that worked the best was jig-saw[17]. I used in during a geography lesson. I had a problem getting the kids to stop the discussions. Everyone insisted on doing their report backs in detail."

Some new developments were also initiated at the school. One teacher had invited the Two Oceans Aquarium personnel with their moving laboratory to introduce marine topics to teachers and learners with a view to including these in the curriculum units in the future. The school also linked up with a local NGO involved with materials development projects and initiated tree-

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[17] Learner-centred strategies were workshopped as ideas for teachers to implement in their classes to assist with the shift to more interactive teaching in an outcomes based framework.

planting activities and a school greening and cleaning campaign. They indicated that these were all part of an ongoing staff development programme which had been given new meaning through the workshop programme.

- Social development

Many teachers on the staff commented on the fact that they were working more closely with colleagues on the staff they had not worked with previously. Teachers even mentioned that they were now talking to others in the same grade and other grades more frequently and working on joint projects. This was helping to break isolation and also providing support to each other in these difficult times. This was happening mostly during sessions of joint planning for teaching and assessment processes. One of the most successful collaborative enterprises, it was mentioned, was working on the "unpacking"[18] of the outcomes across phases. This was one of the activities in this workshop programme that teachers requested. It was mentioned that this had brought new levels of co-operation amongst teachers at the school.

Conclusion

The school still seems to be haunted by its socio-historical context. Staff members have to deal with multicultural issues in classrooms and also multiracial staffing, something that had not existed here before. There still seem to be power struggles between teachers from the old school (original staff) and the newcomers to the school. There seems to be a clear distribution of power in the school with the dominance in decision-making still residing with the old school staff. Racial tension, although muted, is there and seems to create underlying tensions amongst staff members.

Despite these undercurrents, there was good co-operation between staff members in the activities we did in the workshops and it appears as though the principal is trying to sort out the underlying tensions. The pedagogical realities of the school and the change process have brought teachers closer together in trying to accommodate change and improve the situation at the school. The workshop programme seems to have had beneficial spin-offs in addition to the

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[18] A term commonly used for in-depth analysis of texts or policies or in this case the stipulated outcomes that were part of the new curriculum documents and the system of outcomes based education

other "gains" mentioned related to technical issues of teaching and planning and a better understanding of the change process.

The technical regulations and procedures imposed by the Department of Education (national) such as prescriptive ways of doing planning, curriculum development and difficult assessment procedures are disempowering and inhibiting to many of the teachers here. People see possibilities, but are also conscious of the realities mitigating against implementation in their context, as well as of their own and others' feelings of disempowerment and inadequacy. The school atmosphere of uncertainty for some staff members and interpersonal relations is also a factor here.

Teachers in all three cases who had attended "official" in-service programmes presented by the Western Cape Education Department (Western Cape provincial authority) spoke negatively of the process and their experiences during the process. These issues were mentioned during workshop discussions, in some of the focus group discussions as well as during interviews. It is to this that I now turn my attention.

5.3.4 INSET processes presented by the Education Department

Teachers expressed negative opinions about the poor presentations and poor facilitation skills of the presenters, the duration of programmes and a lack of follow-up support from the department officials responsible for the in-service programmes. They also alluded to the attitudes of the presenters at the in-service sessions. Subject advisers and members of the curriculum division presented the in-service programmes in the Western Cape. Teachers were not used for any presentations.

Principals in the Grassy Park area mentioned the issue of lack of support and poor communication when I first visited them (together with Lesley Le Grange) in connection with the INSET programme I was going to present. Two of the principals' comments extracted from table 3 were:

All the in-service programmes which we conduct at our school were through our own initiative. Nobody (including the Education Department) has approached the school to provide in-service support. The two of you are the first.

The Education Department provides us with no support. We welcome any assistance no matter how radical it may be. Thank you for thinking about us.

It appears from these comments that very little was offered to schools in terms of in-service programmes at the time (October 1998). I enquired from department officials we were in contact with and they indicated that some provincial officials had been trained at national level wand were tasked with training programmes in the province. How this was progressing could not be ascertained from them. Admittedly this was early on in the change process and the Department of Education personnel could have been poorly prepared or equally uncertain. It was often mentioned at local meetings with Education Department officials that the communication between the National Education Department and provincial departments was not very good, with only sporadic information releases and frequent changes to policy and process. It could be that the provincial officials were waiting for confirmation or for things to settle down before committing themselves to programmes and information propagation.

In one of the early workshops in the Grassy Park area (December 1997), teachers were asked to indicate their understanding and knowledge of Curriculum 2005 in a brainstorming session. Their responses were presented in the table 5 and are discussed below.

Many teachers indicated that they only heard about policy changes and documents by word of mouth and were becoming increasingly uncertain about changes and their expected future roles as a result of hearing a web of confusing stories from various sources. A big concern was that no comments from official sources had been forthcoming as yet. Given this situation it appears as though a thorough programme of INSET and good communication was necessary to familiarise teachers with the new curriculum they were to implement. Potenza and Myokolu (1999:236), in referring to Gauteng province, indicate that teacher development was not an integral part of curriculum planning at the outset of the implementation of the new curriculum. A similar situation seemed to prevail in the Western Cape province.

INSET programmes were organised by the Education Department and teachers were invited to attend these at central venues selected by the Education Department. Subject advisers and circuit managers and other officials facilitated these programmes as was pointed out in the interview with the subject advisor in chapter 4. Some responses of teachers who attended some of these programmes that were mentioned in the workshops I conducted as well as in the focus group discussions and interviews are presented and discussed below.

Teachers indicated that the facilitators appeared to be poorly informed and were not well skilled in doing presentations. In many instances they were just reading off documents and were not keen to answer questions or to promote any form of discussion. One teacher mentioned:

That man from the department did not know what he was talking about and could not answer questions. He was reading from a page and bored us to death. If they don't know, how must we know?

Another comment was:

The department must pay people who know what's happening to go to schools and work with teachers. They cannot expect teachers to go to three-day workshops and come out experts on OBE. The people doing the workshops often do not know what's happening. The workshop we attended yesterday lasted for three hours. We accomplished much more in the hour we spent talking here today. We feel free to talk here and exchange ideas. We need the right people and the right atmosphere.

One teacher indicated:

I am still totally confused by all this technical stuff. I do not know what we are supposed to do or how to do this new stuff. I do not know when I am going to get this all sorted out. That guy yesterday just wasted our time. He spent most of the afternoon reading off his notes. I could see that he is equally confused. I feel despondent about this new curriculum.
(Focus group, Suburban School)

From the accounts presented it would seem that the programmes were less that ideal and not deemed beneficial to the people who attended. Pithouse (2001:155) recorded similar experiences in the Kwazulu Natal area. She acknowledges the difficulties faced by those responsible for teacher development, but as a participant she believes the workshops were poorly planned and facilitated. This seems to link with the teachers' views regarding the workshops in Cape Town.

The short duration of the in-service programme was also mentioned by many of the teachers. Teachers indicated that while they covered important aspects, it was not possible to go back to school and work completely differently after a programme of three (the initial INSET presentations) or even five days (later and current duration).

One teacher commented:

I attended some OBE workshops run by the Department and other organisations. It gives one some idea of what is expected and I learnt a lot in the workshops you presented at UCT. But it's just not enough. We need continuous assistance and we need help in our classes and we also need to be left alone at some point. We do not need all these words and we definitely don't need that form they were handing out at some of the workshops. I just want to get on with doing work with my students in an exciting and interesting way, involving them and respecting their opinions. I know how to do that, and I know what outcomes I am aiming for, I always did.
(Focus group, UCT)

This teachers' response sums up the inputs of many others. She mentions the short duration of the programme as being inadequate and also indicates that at some point she needs to be left on her own to try things in her context. Another important point is that she attended various INSET programmes and still feels the need for more and for classroom-level support. In commenting on this short period of INSET programmes Pithouse (2001:156) mentions that an aspect of the programme she found problematic was the underlying notion of teacher development. In her opinion it seemed to be "a brief period of technical retraining which would ensure that we could recognise the terminology and implement the procedures of Curriculm 2005." This she indicates is based on an extremely limited conception of teacher development. Various authors point to

the fact that teacher development is a long-term process requiring well developed programmes of INSET (discussed in more detail later).

Support, or more correctly, lack of support was also mentioned in a focus group discussion with the senior phase teachers and others who had started the Curriculum 2005 implementation process. One senior phase teacher noted that:

I'm never quite know when I'm on the right track because there were no follow-up visits from subject advisers after the initial training process. My major problem is with assessment, recording of assessment and reporting to learners and parents. Again very little was given at the in-service training and no follow-up visits were forthcoming. Reporting is important as we need to give learners something to take to the high schools that would show what they knew and at what level they were.

A second teacher commented:

I need training in OBE that includes follow-up support. We are very positive and want to change. But we need support from people in the department and people like you.
(Senior phase focus group)

Fullan (1991:316) states that sporadic, one-off processes of INSET without follow up support are often problematic as they lack continuity and leave teachers feeling out in the cold after the process. In a review done over a period of ten years related to reasons why so many professional development programmes fail, he mentions the following as important reasons for failure:

1. Widespread "one shot" workshops, seemingly one-off programmes;
2. Topics selected by people other than those for whom the in-service was intended;
3. Follow-up support for ideas and practices introduced in in-service programmes occurs in only a small minority of cases;
4. Follow-up evaluation occurs infrequently.

Fullan (1991:316)

Pink (in Fullan 1991:316) cites lack of sustained support, under-funding projects, trying too much with too little support and a tendency towards faddish, quick-fix solutions as reasons he found that contributed to the failure of INSET programmes. These seem to correspond to the inputs from teachers in the above extracts. A lack of investment in suitable facilitators and poorly planned programmes seem to have been common factors in the "official" INSET programmes. In some provinces teachers were used as facilitators in so-called cascade models (Pithouse 2001, Potenza and Molokoylo 1999). These programmes were poorly presented according to the accounts of these authors and did not provide teachers with worthwhile experiences.

Teachers also mentioned lack of consultation as a problem with INSET. In responding to a question about the INSET programme she attended one teacher mentioned:

How can they decide for us? Five-day workshops during which they tell you a lot of new things, that you are supposed to do and then expect you to go back to your school and change everything you did before, and work in a totally different way? Implement new approaches in big classes with no apparatus? The most important problem I am finding is that there is no support and follow-up work after the training period. That training is useless in any case because they just talk, we listen and get these handouts. That's not what we need and want.

Another teacher gave a similar response during the same discussion:
They should consult us about our needs. What about support? Nobody helps you when you back at school. We teachers need help with planning. What about my own input, the things I want to do and new things I think out? I also have something to offer some ideas of my own. They just tell us what to do, I'm not sure these people know what to do themselves. They become irritated when people ask questions. I think they don't know enough and are scared of questions and discussions.
(Focus group discussion, UCT)

Other issues mentioned in the extracts include the attitudes and responses of facilitators in the workshop settings. It was mentioned that when questions were posed to the facilitators, they became irritated and were dismissive towards teachers. Both claims were verified by Pithouse

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(2001:157), who writes: "I was deeply troubled at the manner in which teachers' requests and concerns were dismissed during the workshop." She mentions that when teachers raised concerns about a lack of resources and support materials and asked for access to support materials for designing learning programmes, they were told that these would not be available and teachers would have to "adapt or die." One teacher in the Western Cape felt that facilitators' irritation was related to the fact that they were poorly informed about the new curriculum and were unable to answer the questions. The cursory manner in which teachers were treated seems to be part of these processes and are a definite concern.

Fullan (1991) mentions that a lack of support and consultation is common and that in-service programmes rarely address the individual needs and concerns of teachers. A reason often mentioned is that teachers are perceived as having some form of deficit (knowledge or skills) and therefore not worthy of consultation and that planning is therefore best left to experts. Potenza and Molokoylo (1999:237) mention that teachers must not only be properly trained but also supported to ensure successful implementation of the new curriculum South Africa.

5.3.5 Review of INSET in the Western Cape

A detailed analysis and evaluation of the programmes are beyond the scope of this study, as my focus is on the responses of teachers, but it is possible to get some idea of the underlying assumptions of the processes as reported by teachers. Insights were gained regarding the planning and approaches followed from an interview held with a subject advisor who was tasked with organising the INSET programme for a particular area. The general feeling of teachers seems to be that the processes of INSET and opportunities for professional development of teachers were not well organised and were poorly presented to teachers. In-service teacher education (INSET) and professional development (PD) are terms which are used fairly loosely and interchangeably. Craft (1996:6) indicates that both terms tend to cover a wide range of activities designed to contribute to the learning of teachers who have completed their initial teacher education. I will use them interchangeably.

Hofmeyer and Pavlich (1985:82) offer the following definition for INSET:

> The whole range of activities by which serving teachers and other categories of educationists within the formal school system may extend and develop their personal education, professional competence and general understanding of the role in which they and the schools are expected to play in their changing societies. INSET further includes the means whereby a teacher's personal needs and aspirations may be met as well as those of the system in which he or she serves.

The descriptions of teachers in the Western Cape and the experiences elsewhere in the country (Pithouse 2001, Potenza and Molokoylo, 1999) seem to indicate that an approach very different to the one described above was followed. From the interview with the subject advisor (4.6 pg 171) it appears as though the approach to INSET is in keeping with what Bagwandeen and Louw (1993:67) refer to as the "deficit model". The approach followed also seems to be more in keeping with the kind of INSET which Robottom (1987) describes as "expert packages" that are developed by outsiders and teachers are then trained to implement them. These processes, which Robottom (1987) describes as technocratic, seems to have had little success in the Western Cape (as reported by teachers) and elsewhere in the country (as reported in Pithouse 2001, Potenza and Molokoylo 1999 and Wits Educational Policy Unit 1997). All indications are that teachers have been further disempowered by top-down centrally planned programmes which were developed and presented to teachers in a short period of time with the idea that these would be implemented by teachers.

Reports from teachers in the Western Cape indicate that an emphasis was placed on technical skills, complex language and shifts teachers needed to be made during implementation of the new curriculum. One interviewee described her experiences to me at the workshop programme during a personal interview, of which an extract is presented below:

Me : How are things going?

SF: My views towards OBE have changed quite a bit since we first met. I am much more confident than I was a few months ago. I feel a lot more comfortable with this whole business. I am still a bit confused, though, because new demands are made all the time. Everything becomes too technical with all these forms and grids. Its actually inhibiting you know.

Me: How were the workshops?

SF: I experienced a whole spectrum of feelings during my week of in-service training. Initially I had feelings of excitement and elation at the wonderful suggestions from the in-service team. On other days I thought, are these people out of their trees? The whole spirit of the system is that we develop activities and curricula that are suited to and relevant to our context. Now we are being given centrally developed ideas and uniform systems and ideas to follow. This is contrary to what was said earlier. They are giving us these grids that we must fill in. Things we must do in a certain way, only one way. This is confusing to me. I always developed my own programmes using the syllabus as a guide. I feel confident doing that. But these grids with all the requirements are very inhibiting. It makes me feel I am doing things wrong if am not following it to the letter. That's not how I believe things should be. Why can't I develop my own stuff? Just when you think you understand things, something new pops up. I feel like just leaving it all behind and doing my own thing. That policy document is still double Greek to most of us and we are expected to work with it and stick to it religiously. I tried but its just not working for me.

(Interview with Grade 7 teacher, Suburban school)

She refers to the prescriptive nature of the workshops where facilitators are trying to move teachers in a particular direction by suggesting methods and guidelines that people are compelled to use. Admittedly some teachers are happier with this approach, but others – like the teacher in the interview – are not. She also mentions that her views have changed somewhat, but that she is still confused and has not been able to make sense of the policy documents. Pithouse (2001:158) indicates that the INSET in Kwazulu Natal (KZN) was technicist in nature and also focused on skills and processes. Little (1992:170) writes that assumptions about teachers and

teaching are made apparent in the organisation of staff development (INSET) programmes and in the obligations to which teachers are held and in the opportunities they are afforded.

Dadds (2001:50), writing about INSET in England, indicates that there seems to be a perpetuation of what he refers to as the "delivery model" or what is termed "the teacher as technician" model. She mentions that in this approach teachers are associated with the delivery concept of educational reform in which teachers are positioned as the uncritical implementers of outside policies. She adds that delivery or "empty vessel" models of educational reform are essentially "crude behaviourist models which assume erroneously that good practice will come from those outside schools making judgements for and on those inside." In these technicist "empty vessel" models a teachers' role is to receive and deliver centrally designed packages. On their own they are extremely limited, because they say nothing about the variety and complexity of processes which teachers undergo as they learn about their professional craft and gain new knowledge and understanding. Gilroy and Day (1993) indicate that INSET of this kind is seen as a straightforward activity which aims to "make good deficits in a teachers repertoire".

It appears as though the INSET processes developed for teachers in the Western Cape fit the above descriptions of being technical and viewing teachers as passive receivers of knowledge. The subject advisor interview seems to confirm this as she mentioned that teachers have no idea about OBE and that they have to start from scratch with teachers during INSET programmes. Pithouse (2001) concurs when she indicates that the presentations in KZN did not encourage critical debate and that the full programme and technical emphasis of the workshop discouraged critical reflection. An additional concern she had was that the knowledge and skills required to implement C2005 effectively were dealt with on a very superficial level. The ideological issues underpinning C2005 were rapidly dismissed early on in the programme. Teachers were merely informed of the fundamental ideological shifts that they were required to make but the workshop programme provided no opportunity to discuss or examine these ideological issues. This seemed to correspond with Clark's (1992:75) assertion that "professional development of teachers is a process done to teachers; that teachers need to be forced into developing; that teachers have deficits in knowledge and skill that can be fixed by training."

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The overall impression of the KZN INSET processes reported by Pithouse (2001:157) as one of "Insufficient planning and unskilful facilitation combined with the notion that effective teacher development can be achieved through a brief retraining exercise, left teachers feeling insecure about embarking on the new curriculum at such short notice." This certainly resonates with the varied responses teachers in the Western Cape presented and paints a dismal picture of INSET and professional development opportunities.

5.4 Responses to changes: teacher's views from interviews and focus group discussions

- **Resistance**

Responses are presented as expressed in the three main categories of resistance, compliance and support for changes. I use extracts from workshop discussions, interviews and focus groups in order to highlight teachers "voice" as far as possible. I use direct extracts from interviews and focus group discussions to illustrate the responses of teachers and present these in italics.

Firstly I deal with resistance; in this category I developed three sub-categories to group the resistance responses teachers expressed:
1. Professional uncertainty
2. School realities
3. Process of implementation.

Some of the extracts are rich and were difficult to place into one category. In these cases I have placed them in a category which I felt was dominant in the extract. I deal firstly with responses regarding professional uncertainty.

- Professional Uncertainty

Many teachers mentioned their insecurity and the feelings of professional uncertainty they were experiencing in this period of transition. Many of issues mentioned I found indicated feelings of professional inadequacy, particularly when teachers mentioned uncertainty about their own abilities and not knowing what was expected of them. The following extracts are taken from

focus group discussions are illustrative of the viewpoint I express. One teacher indicated:

We are not against change or the new system, but how can you feel confident and secure when you don't know what to do or what's really needed. We want to be involved and work together with the department people, the subject advisors and other facilitators. Not just to be told what to do. By the way, that five-day in-service story is not working, I think it's a waste of time.

Teachers at our school are scared and worried. We are not confident but we want to try and do new things. We need to change, the old system was not good enough. There are just too much changes at the same time. All those new words and outcomes. After the workshops of three days you must just go back to school and do new things. It's very difficult. Our school wants change but this new stuff is complicated.

(TLRC Focus group discussion)

In these extracts teachers indicate feelings of uncertainty related to the changes. What also comes through is a lack of confidence and a sense of being overwhelmed by the multiple changes. Teacher 1 expresses willingness to be part of deliberations with facilitators and Education Department officials and not just being one of the passive learners or implementers. It appears as though teachers are expressing the desire to be more than just "empty vessels" (Dadds 2001:50). The second respondent also mentions feeling disempowered by jargon and multiple changes in a short time frame, possibly meaning that too much has happened too soon.

Another teacher articulated his need to be empowered and given more precise guidance before he would feel adequately equipped to teach in different ways in terms of new policy regulations. In a focus group discussion he indicated:

Christopher, I say, empower me. Tell what I am expected to do and show me how. I am not going in my class and waste other peoples' children's time. I must know what I am doing as a teacher. I can't try my luck with things I do not understand. We never learnt this stuff at college and we have been working with the old system all our lives. I can't just change even though I want to. Also the issue of resources presents a problem. They say there's no money for resources. You can't work without resources.

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*(*Focus group discussion, TLRC)

This teacher is also calling for direction and clarity on how to approach his work. He had not been adequately prepared for this kind of work, having been trained in and worked in a system that required a different kind of pedagogy. It appears in this case as though the teacher wants to be told what to do to counter his own feelings of insecurity and uncertainty. This is not uncommon amongst teachers who have been systematically disempowered by being subjected to strong authority patterns over long periods of time, as reported by (Mintrop 1996 and Polyzoi and Cerna 2001), who refer to the authority vacuum that comes into existence when old patterns of domination suddenly disappear. Another possible understanding of the response could be the well-documented influence of initial teacher education based on the philosophy of Fundamental Pedagogics, discussed in earlier in Chapter 2 and noted by Baxen and Soudien (1999:131). They indicate that one of the tenets of such as system is a strict hierarchical order embedded in education which favours top-down initiatives and clear instructions to be followed by those lower down. Teachers are viewed as implementers of a curriculum and are trained to do just that initially and when innovations are introduced. Teachers wait for trainers or pedagogues to inform them of new approaches and how to implement these. It appears that this teacher could be stuck in that idea of hierarchy and training approaches.

Confusion and anxiety was another theme that emerged from teachers' comments. In one of the workshop sessions at the suburban school one teacher put up her hand and asked for a chance to speak. The quotation below is extracted from the discussion on the workshop proceedings on pg 127 in chapter 4:

This thing has no guarantee. Generally I feel that there are no more guarantees. My whole life I knew exactly what was what. I grew up accepting that you eat your porridge, drink your water, eat your bread and swallow your coffee. That was fine. Now they give me the whole menu, I don't know what to do with it. My life is mixed up, I don't know where the department is going, I don't know where the government is going, I don't know where I am going. Maybe I should just keep my big mouth shut, I think I have spoken too much already! I need to know what to do,

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how to do it and when to do what I must do! Show me these things and I think I will be okay. (Translated from Afrikaans)

This teacher expressed a strong view related to externally imposed change processes. Her work as a teacher was being changed radically. This means that routines were about to change. For her this was radical and difficult to accept. She indicates that she is not accustomed to having the kind of freedom to make choices after being told what to do for so long. This is probably a reference to the strong control exerted by Education Department officials on teachers. She seems to find the freedom of choice and new freedoms difficult to cope with after years of domination. Hedges (1999:114) refers to this as part of the complex rituals of teachers that appear to be habitual. Hedges (1999:114) further states that it has often been noted that a significant proportion of teacher knowledge is ritualised and based on internalised routines. He adds that this accumulated, even habitual wisdom forms a crucial foundation of a successful teacher's identity, but it is exactly the area that is often undermined by major reform, leaving even the most experienced and confident teachers feeling uncertain of their abilities. This certainly seems to be the case here and with many other teachers I worked with. Uncertainty and a loss of confidence were frequent responses from teachers when they were questioned about the experiences with the new curriculum.

Some teachers also indicated that they often felt overwhelmed by the many changes imposed on them and experience what appears to be professional inadequacy. One teacher noted that:

We are not ready for this change yet. It's too much too soon. I feel stressed and uncertain, I've lost my confidence. How can you tell a person who has been teaching for sixteen years you must just forget everything you've done so far and get on with the new way. I feel useless!

Another teacher indicated:
The policy papers they gave the foundation phase people look intimidating. Too many new stuff, planning, words, jargon. I feel scared and disempowered. The subject advisers say we are lazy and trying to avoid change. That's not true, its just too quick and too much new stuff.

One teacher remarked:

I am scared and demotivated. If I can get out tomorrow I will. I don't see my way clear for all this stuff without training. I feel lost and out of place at school. It's just not the same anymore. (Focus group, Grassy Park)

Essentially these extracts tell stories of a loss of confidence, disempowerment and demotivation experienced in times of rapid and multiple change. This resonates with experiences in the Czech republic, where widespread changes have been introduced into the education system, as reported by Polyzoi and Cerna (2001:70). In citing a report done by the Organisation for Economic Co-operation and Development (OECD), they mention that change initiatives were entering unevenly into pedagogical practices and that there was some resistance from teachers who had a fragmented understanding of the curriculum. They also mentioned that teachers appeared to be unwilling to take risks and assume individual responsibility for change and attempts to introduce changes. These responses seem to be triggered by the pace of change which was mentioned by Lewin (1998 in Hedges 1999), who has noted that initial ambitions for major innovations in education often prove to be over-optimistic. Some comments of the respondents in this study seem to echo and concur with this view.

I spoke with a person who had been vehemently opposed to the introduction of OBE and was convinced of its imminent failure. We spoke soon after his hearing that the grade he was teaching had to implement OBE the next year. The extract presented is from an interview with him.

Me : Have you changed your mind about the way you feel about OBE and the new curriculum?
A: No, but I have no choice but to give it a go. It's my job on the line here. Me and Sheila will be attending the workshops. I'm actually a bit scared because our school is poorly equipped and the department does not have money. The guys are struggling in the other grades. There are no resources, no books and very little help. I'm gonna need all the support I can get. I'm not sure I can give what is required; from what I hear teachers must make quite a few changes. Me and Sheila don't have much contact with other schools and we are going to loose more teachers here next term, so it's just the two of us in this.

Me: What about your experience as a teacher?

A: I am not sure that's what OBE wants? We'll see what happens. I am a science teacher by training, but I think I'm gonna have to teach all subjects now. New approaches, all that new terms and outcomes. Where do you start?

Me: What about the training workshops, are they not supposed to be the preparation?

A: What can you learn in 5 days? You can't change everything in such a short time. Do the guys from the department know what's going on?

Me: You sound a bit unsure and not very positive.

A: You right, but what do you expect? I am going into the unknown here. Everybody feels unsure when they don't know here they are going and what they have to do. You see I don't know what to expect or what exactly is expected of me. I was trained in a particular way and that's the way I know how to work. I teach children concepts, do experiments and demonstrations and do my tests and examinations. That's what I know and what I am used to. I think that's gonna change. I think a lot of things are gonna change. How are we supposed to teach without a syllabus?

(Individual interview, Suburban school).

From the interview it appears as though this teacher has problems with insecurity and self-doubt. It appears that he was not confident about his own abilities and that he was concerned about the expectations that would be placed on him in terms of OBE implementation. The response of confusion and disempowerment mentioned by Fullan (1993) seems to be emerging here and is expressed as a sense of professional inadequacy and uncertainty.

Dadds (2001:50) indicates that many teachers display self-doubt and do not give much credit to themselves. She argues that many teachers have pinned their hopes on finding someone else's solutions as the answer to the complexities and dilemmas of their work. She adds that teachers in professional development programmes bring with them their existing experiences, practices, perspectives, insights and usually anxieties about the highly complex nature of their work. However, many tragically come with a convincing feeling that what is inside of them is not valid because it is "only personal" to them. She states that somewhere along the line "(many) teachers have learnt to feel that others' visions and experiences are much better than their own. They have

learnt to seek the expert outside, but deny that there may be a potential expert within. Somewhere, somehow they have been taught to devalue their inner voice, their own experience, their own hard-earned insights about children and classrooms." The extract above seems to indicate a feeling of personal insecurity and a sense of devaluation in the teacher that seems to resonate with Dadds's viewpoint.

- **School realities**

Many teachers in workshops and in focus group sessions mentioned large student numbers as a factor in implementation of the new curriculum policy. Inputs were summarised in Table 7

Two of the interviewees also alluded to large numbers that could present a problem to implementation:

I got some idea about some of the changes and what we can expect. Some of it seems exciting and some of it scary. The numbers in the classes and poor resources worries me. But the people expect you to do the new things with no excuses. I'll let you know how things go. The workshops gave us some background, but its different when you need to implement officially.
(Interview with individual teacher, Suburban school)

Large numbers are not a uniquely South African issue. However, the Education Department's implementation of staff reduction through a process of rationalisation and the decision on teacher:learner ratios of 1:35 ratio for primary schools have contributed to the problem. The troublesome issue to many is that this policy arrangement has strong characteristics of what Pape (1998) highlights as the World Bank's and International Monetary Fund's (IMF) structural adjustment programmes. It appears then that a policy decision based on a global idea has filtered to classroom level and has had a detrimental effect on the practices of teachers. Large numbers coupled with poor resources will make the implementation of new approaches to teaching, particularly learner-centred approaches difficult for teachers. This is exacerbated by the fact that new approaches require more planning, often more administration related to assessment and seems to be similar to what Hargreaves (1994:118) refers to as the intensification of teachers' work.

He states that

> teachers work has become increasingly *intensified,* with teachers expected to respond to greater pressures and comply with multiple innovations under conditions that are at best stable and at worst deteriorating (his emphasis).

Hargreaves draws on the work of Larson (1980) to explain what intensification represents in the workplace, including teachers' work in schools. These include:

- Reduced time for relaxation in the working day;
- Lack of time to retool one's skills and keep up with one's field;
- Creates chronic and persistent overload;
- Reduction in the quality of service;
- Enforced diversification of expertise.

<div align="right">(in Hargreaves 1994:118, 119)</div>

While these were not explicitly mentioned, many of the consequences of intensification are related to increase in numbers (large classes) and the multiple changes teachers are expected to adjust to in the period of transition. Teachers also indicated that they would be required to teach subjects they were not qualified to teach and complained about the workload.

Relationships of power in school settings were also evident in the responses of teachers. Blasé (1998) and Ball (1987) refer to these as micropolitical relationships in school settings. Blasé (1998) constructed an inclusive definition of micropolitics:

> Micropolitics refers to the use of formal and informal power by individuals and groups to achieve their goals in organisations. In large part political actions result from perceived differences between individuals and groups coupled with motivation to use power to influence and /or protect.

<div align="right">(Blasé 1998: 545)</div>

According to Blasé (1998), it covers overt behaviour as well as subtle and submerged processes (e.g. socialisation) and structures (e.g. policies and procedures) as political phenomena. He states further that micropolitical structures and processes are fundamental to change and innovation as well as to stability and the maintenance of school settings. During periods of stability the structures of micropolitical processes benefit some individuals and groups rather than others. In addition, the political power of individuals and groups is often taken for granted, because it is embedded in organisational and cultural structures that work to preserve the status quo (Blasé 1991; Sarason 1990).

An interview with one teacher provided a window into how micropolitics manifests itself in some schools. In discussing tensions between her and other staff members, she indicated that it revolved around her appointment as deputy principal despite a dispute action for her post:

R: Another thing bothering me is the fact that I am now deputy principal. My post was disputed for one year, but I still got it in the end. There is thing that people want to get at me because of this. They also believe that Heads of Department and other people in promotion posts are supposed to know all about OBE. They also say that those of us who have attended courses are supposed to help those who did not.

Me: So you appear to have some interpersonal problems and friction between staff members?

R: Ja, and we have to make all these big changes at our schools. We can't even work together without conflict I don't know how we are going to work together to make the new curriculum a success.

Another example of micropolitical interactions was observed at the suburban school setting. At the suburban school micropolitics were evident to me in the workshop setting. Teachers at the school came from different schools and had been at the school for differing lengths of time. The teachers who were there longer appeared to have more control over the affairs of the school and assimilation of new teachers was not happening easily (personal communication with the principal). It was also evident in the way people grouped themselves in the workshops and who spoke the most and made the most input.

This was exacerbated by the appointment of an "outsider" into a vacant deputy principal post at the school. Disgruntled teachers who had been at the school for years felt cheated and undervalued. Teachers mentioned their discontent to me and also indicated their dissatisfaction with the person appointed in the post. My personal experience of this new power dynamic was that the newly appointed deputy headmaster assumed control of staff development activities at the school and effectively ended the process of INSET we had developed at the school. I was informed that teachers were unhappy with the new person and that they would prefer to work with me. She was, however, presented as an OBE expert who was going to assist everyone with implementation and a better understanding of the new curriculum. This seemed to anger some teachers and to intensify the already strained relations amongst staff members at the school and threatened to destroy fragile bonds that had been formed during the INSET process we had been through.

In both examples above Blasé's (1998) assertion that micropolitical interaction tends to intensify during periods of change and become more visible in both formal and informal arenas of school life was manifested. Jockeying for position and vacant posts seemed to form an important part of teachers' activities during the transition period. Changing power relations and dynamics related to changing roles were coming to the fore in many schools and there were also tensions between those staff members who had been at the school for a long period and the relative newcomers. In addition staff complements at some schools that were formerly only of one "race" were now becoming "multiracial". This added another potential area of micropolitical conflict which was evident in the case of the suburban school in this study.

According to Blasé (1998) – who based this claim on British studies – micropolitics can play a critical role in educational change; it appears to be quite significant as a positive facilitative force and as a negative impeding force in a school's restructuring efforts and change processes. He writes "Change dynamics – ambiguity, uncertainty, and goal complexity – provoke and exacerbate such intensified interaction" (Blasé 1998: 547). Ball (1987) indicates that in British schools this involved group-level interactions on such issues as the interest of stakeholders, maintenance of control and conflicts over decision-making and school policy. Maintenance of control over decision making and school policies appears to be in operation in the examples

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mentioned and seem to be a response to change and a desire to maintain things as they are. Sarason (1990:35) has argued:

> Schools will accommodate change in ways that require little or no change... the strength of the status quo – its underlying axioms, its pattern of power relationships, its sense of tradition and, therefore, what seems right, natural and proper – almost automatically rules out options for change in that status quo.

Micropolitics seem to be a fundamental dimension in school change in general. If changes are to be successfully implemented this needs to be taken into account and receive attention. Power issues related to positions, group interests and the maintenance of privileges create tensions between staff members that can undermine change initiatives as people devote more energy to these issues than to adopting and trying to implement changes. Marris (in Blasé 1998:546) uses the term "dynamic conservatism" in organisations to explain how individuals react to threats that can change the familiar frameworks of social systems.

In emphasising the importance and difficulty of changing micropolitics in periods of change and transition, Sarason (1990:7) contends that:

> Schools and school systems are political organisations in which power is an organising feature. Ignore [power] relationships, leave unexamined their rationale, and the existing system will defeat efforts at reform. This will not happen because there is a grand conspiracy or because of mulish stubbornness in resisting change or because educators are uniquely unimaginative or uncreative (which they are not), but rather because recognising and trying to change power relationships, especially in complicated, traditional institutions, is among the most complex tasks human beings can undertake.

The above accounts seem to indicate that the issue of micropolitics needs to be taken into consideration and accommodated when change initiatives are introduced into schools to ensure meaningful change and adoption of reforms.

Teachers mentioned two issues related to the daily functioning of schools as possible factors that could hamper or affect implementation of change initiatives. Changes to school timetables was an issue of a more technical nature that was mentioned. As for timetables, it was mentioned that working in learner-centred ways and doing co-operative learning by way of group work would require more time than the pervasive system of thirty-five to forty-five minutes periods. For many schools this would mean a change of the entire timetable structure and operations in school. Although technical in nature, this can cause severe organisational problems and was certainly a factor that needed attention. Many schools indicated that they did not have the expertise or resources to implement new timetables and re-organise the school day.

Another issue frequently mentioned by teachers was whether they would be doing subject or class teaching. The reasoning here relates to the call for cross-curricular teaching and for assessment procedures that require teachers to develop holistic assessment of learners. This also requires more formative assessment procedures to be introduced, also mentioned in policy documents as described in Chapter 2. It was mentioned that class teaching would be more desirable to achieve the aims mentioned, but again this would require major changes from teachers as subject teaching had almost become the norm in the senior primary classes. This point was made at the pilot school focus group discussion (in Grassy Park) as well as at the suburban school. These unresolved questions left teachers feeling less than confident and full of uncertainty, which was often manifested by way of resistance to the proposed changes.

- **Process of implementation**

An issue that was frequently mentioned in connection with implementation was a lack of consultation with teachers regarding the proposed changes. The problem here is that it is important for teachers to be positively disposed towards innovations and change. The lack of consultation, however, often leads to a negative disposition amongst teachers towards change proposals. The extracts from a focus groups discussion are presented to illustrate teachers' feelings regarding this:

This government did not consult us. The big potatoes just make decisions and expect us to do things down here. They must come here and see the conditions in which we must work and not just make changes they think are necessary.

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The principal mentioned:

These people are ready for change, but not this kind of change. Change that has been well planned and thought out. Discussed with us, not told to us. We are supposed to be a democracy!

Another teacher indicated:

I'm all for change. But you can't just change your whole approach to your work overnight. The change to an OBE system was decided on without consulting teachers and imposed on us.

(Workshop, Suburban school).

These excerpts indicate a negative disposition towards what appears to be imposed change by the education authorities. This is in keeping with responses in other contexts under similar conditions. Polyzoi and Cerna (2001:72) indicate that respondents in the interviews they conducted had expressed concern that the initiatives for change in education came exclusively from the ministry of education. There was widespread dissatisfaction because the ministry developed innovation in a top-down manner without adequate consultation with teachers, academics and other pedagogical experts.

According to Fullan (1999:22), consultation is critical for any successful change and must be facilitated from inside and outside a system. He states that instead of avoiding differences, one must incorporate and confront them in problem solving, because this approach is more commonly associated with creative breakthroughs, particularly under complex, turbulent conditions. What Fullan is suggesting is that Education Department people (staff) need to work together with school personnel in making meaning of innovations and consider what is possible in schools rather than imposing innovations onto schools and teachers who work there. The extracts from the teachers comments mentioning a lack of consultation appear to correspond with his view.

Some teachers indicated that they were willing to try – and have tried – new approaches in their classrooms. From the accounts below it appears as though these were often not successful, leading to teachers reverting to current (old) practices. One interviewee mentioned:

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We want to try new things and do things differently. It's not easy these days. So many new things, new ways to teach, new words and terms. Nobody is really trying to help. I just find myself returning to my old stuff and getting on with my work.

Another teacher reported:

We decided to go the OBE way in our phase, to develop our own stuff using the form you gave us. It worked well for two weeks, but it's a lot of work. The preparation and the sharing of ideas are exciting but it takes a lot of time. Things are very uncertain now and we wonder if it's worth it. We go back to the stuff we have been doing last year. We know what to do and the children felt better too.

(UCT, focus group)

Sikes (1992:45) indicates that "carrying on as if nothing happened" is a common response to most forms of change. She indicates that this is especially true in the case of experienced teachers, who often claim to have seen it all before and categorise educational changes as fashions which come and go. She adds that teachers often revert to practices they were engaged in before without adopting changes, even if these are legislated. Some of the teachers' quotes above seem to indicate a move back to old tried and trusted ways.

In a focus group discussion one teacher just had an outburst and in a strident voice told us:

My principal just gave me these books and said you must do OBE. All the information you need is in there. You must start as soon as possible and discuss with the other teachers in your phase. I can't even read this document. I have never seen those words in my life before. But I must do OBE. I don't even feel like teaching anymore. How can I do all this stuff and learn all these things? I was not trained like this. I hope I learn something here about OBE. Why must I do it ? How must I do it ? I don't feel like I want to teach anymore. What is happening in school?

(Focus group, TLRC)

This teacher was visibly upset and mentioned how confused she was and how demoralised she had become because of the multiple changes and rapid pace of change. She also indicates that she no longer feels inclined to teach as things had changed so much in schools and because she was expected to implement so many new changes and learn the complicated jargon associated with the new curriculum.

Fullan (1991:35) uses the term "painful unclarity" to describe the response of teachers to change in some situations. He indicates that "painful unclarity" is experienced when unclear innovations are attempted under conditions that do not support the development of the subjective meaning of change. Huberman and Miles (1984 in Fullan 1991:35) found that abstract goals combined with a mandate for teachers to operationalise them often resulted in confusion, frustration, anxiety and the eventual abandonment of the effort. The teacher above indicated that she is having difficulty with the multiple changes and no longer feels happy to be teaching, which seems to reflect the point about "painful unclarity".

- **Compliance**

This section deals with responses of teachers who have attempted to implement curriculum changes as they understand them. A focus group discussion at a pilot school indicated what teachers considered important in the process. The extracts below provide some insights as to what is valued and how teachers managed during implementation of new curriculum ideas. One teacher stated:

We are working as group, following the guideline documents. I am a bit uncertain about the planning of my teaching and assessment. I need definite guidelines like a syllabus. But we are positive and will give it our best. Its very different for the kids as well and we must remember that.

A second teacher indicated:

I am not sure we have things sorted out just yet. There is a bit of a rush here, but we are positive and committed to OBE in the whole school next year. It looks like much more work but I am excited about change in the country.

Another teacher commented:

We are definitely implementing OBE but we are concerned about the time table and need assistance in that area. We will have to balance out times for the different learning areas and sort out the issue of notional time. For that we need to increase the times of the periods. We need to have everybody working in a new time-table and following the same times. Its not going to be easy to organise for all the phases so we are getting in outside help.

(Pilot school Focus group)

In all the extracts of responses above technical issues related to implementation were mentioned. The teachers indicated their commitment to implementing the new curriculum, but felt they needed to sort out these issues to make things work better. This implies that they believed things would work as soon as these apparent hitches were attended to.

The following extracts are taken from the transcript of the senior phase group focus group on implementation of the new curriculum. We had a focus group meeting to discuss their experiences during a short period of implementation that followed on an INSET programme run by the Education Department.

One teacher mentioned:

I think we have learnt to follow and master the approach explained to us by the subject adviser and were following that as far as possible. However, after you work through the units then you are expected to do assessment and then record all that as well. It's just more and more paper work. I think I am beginning to get the hang of integration between the learning areas using phase organisers. Its quite interesting to work across learning areas and the children find that interesting. But it's not easy in practice if you are used to subject teaching. We are still trying to get the whole organisational thing right so that subject teachers can link with each other with topics and phase organisers.

A second teacher reported:

We're using the grids provided by the department. I don't agree with everything needed on it but its better than absolutely nothing and we have to produce it when visited. This planning

story is really a schlep. Do you know we stayed here till 6 pm on a Friday already: that's family time and we are not getting paid a cent extra. I am not comfortable and confident with what I am doing. I think I understand the planning and teaching approaches towards achieving outcomes but its still a bit uncertain at this stage. I think I am going through the motions of what we were told to do.

(Focus group discussion, senior phase teachers, TLRC)

What is clearly articulated is that the teachers are following guidelines and instructions which were given to them during the INSET programme. From the discussions it became apparent that they were certainly trying hard (verified by another teacher in an interview) and that they had the best interests of the children at heart. However, from the transcript it appears as though they were not convinced of the approaches and that following guidelines slavishly was a good way to go. It appears as though one respondent does not believe in the process entirely.

Similar sentiments were expressed during an interview with a teacher at the suburban school. She indicated that she saw changes required as a process where you just implement what was taught at the INSET programme. Her focus is on technical procedures like planning and planning sheets and so on. She said:

Teachers need to follow the process as pointed out at the INSET programme. There I learnt about OBE and how to do your planning. They provided us with the planning sheets and I do not see any problem. We just need to start planning our learning programmes early for next year. Teachers must start organising themselves and once you get into the swing of things its easy. Things are a bit different and the planning is important. We must just move away from the old and get used to new approaches. We are having meetings weekly to evaluate text books so that we can buy the books teachers need for their planning and organisation. It just takes a bit of practice to learn new approaches but it just requires a bit of effort to learn the procedures and to get the planning right. We want to involve the whole school in OBE next year.

(Interview with individual teacher suburban school)

This teacher seems to see change as a simple process of moving from one way of doing to another. She appears to have made superficial meaning and now feels everyone can do so, if they just tried hard enough. Fullan (1991:70) uses the term "false clarity", which he indicates occurs when change is interpreted in an oversimplified way. He states that false clarity occurs when people think they have changed, but have only assimilated the superficial trappings of the new practice. Proposed change has more to it than we perceive or realise and such practices often fail to incorporate significant features of policy or goals that they are supposed to address. The emphasis placed on technical issues and superficial procedures seems to indicate a case of "false clarity" in the teacher at the suburban school and the teachers in the focus group. They mention following instructions and procedures they were given and use some of the language associated with the new curriculum.

Fullan indicates that "false clarity" occurs when people think they have changed but have only assimilated the superficial trappings of the new practice. One teacher in the focus group indicated that she felt she was just going through the motions which seems to indicate that she had not internalised the change process. They miss some of the underlying beliefs essential to implementation. Blackmore (1998) indicates that often teachers only want to know what to do so that they can implement changes as painlessly as possible – something she refers to as the development of a culture of compliance. There are certainly some elements of this here.

- **Support**

In this case I accept that teachers are in agreement with the implementation process and that they seem to think that it is the best way to go in education at the moment. They appear to have no problems with implementation and some of the implications and requirements of teachers spelt out in policy documents. I include extracts from interviews with two teachers to illustrate what seems to be an acceptance of and support for implementation of the new curriculum. One teacher interviewed was from a private school and had been teaching for five years. When asked how she was managing with implementation, she indicated:

No real problem to me. I have always worked in a learner-centred way that involves children. My class is decentralised, I have my table in a corner and not at the front of the class so that we all share the common space. The OBE approach and curriculum suit me. I like the freedom one gets to choose your themes and topics, that suits me perfectly. I work in a learner-centred way in any case. I probably need to organise my work to fit in with the new terms. Our school is also fairly well resourced and we have relatively small numbers in our classes, average of 27 per class, so that probably helps. The learners are also motivated and most come from families that are well off.

(Interview:Individual teacher, TLRC)

This teacher appeared to have no problem with implementation. She seemed to have been working in a learner-centred manner as a matter of course. The context was certainly supportive, but her personal motivation and interest were probably the major reason for her approach and confidence. Borko, Davinroy, Bliem and Cumbo (2000: 300) write

> Situational and personal factors appear to work interactively to affect teacher change. Specific characteristics of individual teachers may make them particularly receptive to features of the environment that promote or support new ideas or practices. At the same time personal characteristics may influence the nature of the support that is provided to teachers.

This teacher was working at a good school with good resources and as a highly motivated young teacher who was not yet set in her ways and is flexible and amenable to change. Her personal characteristics and context seemed to combine to influence her positively in term of change. She was motivated and enthusiastic and also has a supportive environment (emotionally and materially) which seemed to have resulted in her positive approach and response to changes in curriculum which resonates with the experiences of teachers discussed by Borko *et al* (2000).

The following extract is from an interview with a teacher at the suburban school. The context at this school is very different from that of the teacher above but the individual is motivated and positive about her work and about change in general. She stated:

I am all for change and have always tried new approaches in my class. I like the idea of a different approach, especially when it involves children in lessons. I also like the idea of getting children involved with research for projects and assignments. My personal studies towards a Bachelors degree in education has helped me and I also attend any INSET programmes I can manage to get to. I have been in touch with the people at the aquarium and they will be coming to do a demonstration at our school. I think teachers are important in the implementation and need to commit to the process.

I am going to organise phase meetings so that we can start planning together. I find developing work units an exciting process and challenging. This change has been good for me. It's been an inspiration that has kept me going. I want change and to see things changing in education. That process starts with us teachers. Please pass on any resources you have or might have access to. We need to develop our resource centre here at school.

This teacher is motivated despite the context she works in. It could be that her studies have contributed to a broader understanding of education and changes in education. I think her personal motivation and her enthusiasm are factors influencing her positive disposition to change and the implementation of the new curriculum.

In both cases the teachers are highly motivated and open to change and innovation. This seems to indicate that teachers' motivation and disposition are important for successful implementation. However, these responses were in the minority thus making these teachers appear to be exceptions in the context of this study. The problem of "false clarity" is also likely in these cases, but longer periods of observation (beyond the scope of this study) would be needed to confirm this.

Teacher responses presented above are varied and diverse. They indicate that teachers have varying views on change and had accepted change to different degrees in different contexts. The importance of context is highlighted and also the fact that adoption and acceptance are

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influenced by many different factors. The responses range from resistance to support for the new policies and curriculum frameworks. This wide range of responses has implications for policy processes and implementation. It is to this that I now turn my attention.

5.5 Policy processes and teacher responses

The teacher responses presented above are discussed in relation to policy changes. To make meaning of the process of change and transformation, I now describe policy processes and teacher responses.

De Clercq (1997:128), drawing on Prunty (1984) and Ball (1990)) indicates that policy can be conceived of as exercises of power and control over allocation of resources and values (both material and social) between different social groups. Kraak (1999:31) writes that a systemic education and training discourse has been chosen as a restructuring framework for educational policy development in South Africa. This approach, he adds, has a political predilection towards the creation of a unified education and training system. As such, a systemic policy discourse is one that privileges a particular regulatory framework over all others. In the current South African context a system of outcomes-based education has become the dominant discourse guiding policy decisions in all sectors of the education and training system. By reshaping frameworks for education in terms of outcomes we have opted for a systemic approach and alignment of all activities in terms of nationally determined outcomes and a national qualifications framework. This was touted as the answer to the problems of the fragmented education system and one that would assist in making the country globally competitive.

Grant (1996:9) indicates that advocates of systemic reform presume that teachers can and will embrace new policies and will effect fundamental changes in their classroom practices. Fuller, Snyder, Chapman and Hua (1994:141) mention that state actors assume that central policies can penetrate the classroom to effectively change teaching practices. They mention that policy makers in many countries implement top-down regulatory controls (policies) in attempts to control teachers' behaviour. These include advocacy of uniform national curricula and narrowing of examination content and are based on the assumption that simple and routinised strategies employed by most teachers can be altered and made more complex through legislation

and centrally organised action. However Mclaughlin (1998:70) problematises the implementation process in order to explain the inevitable gap that develops between intended and actual policies by raising the questions such as: why are policies not implemented as planned? And why are classroom practices so hard to change?

In an attempt to shed light on answers to these questions, McLaughlin (1998) mentions research related to implementation problems in the United States. Firstly, he cites Pressman and Wildavsky (1973), who highlighted "implementation problems" or issues related to the implementation of federal policies. It was argued in their research that policies were not implemented because implementers did not do what they were told and did not act in ways that would maximise policy objectives. Instead they indicate that people responded in ways that were "quite idiosyncratic and sometimes downright resistant" (in McLaughlin 1998:70). McLaughlin (1998:71), reporting on the Rand Change Agent study conducted in the United States, highlights the point that early education policy makers realised that the relatively simple direct (linear) relationship between policy inputs, local responses and programme outputs was flawed. He mentions that policies of that period ignored what economists call the "black box" of local practices, beliefs and traditions. He emphasises that a general finding of the study was that "it is exceedingly difficult for policy to change practice." Datnow and Castellano (2000:779) concur and state that

> because teachers balance multiple issues – a host of new demands, their own ideologies and past pedagogical practices –as they attempt to incorporate new reforms, school change is rarely a linear process whereby teachers implement the innovation as developed in the classroom.

Teachers' responses in this study confirm the notion of the importance of local responses and multiple interpretations of policy. The responses of teachers in the different case studies concur with the findings of the change agent study cited by Mclaughlin (1998:71) that questions and discredits the one-to-one relationship assumed to exist between policy and practice. The case studies in my research resonates further with the findings of their study (on change agents) in that it demonstrates that the nature, amount and pace of change at the local level was a product of local factors (context) that are beyond the control of policy makers. Mclaughlin's (1998:72)

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phrase "policy can't mandate what matters" demonstrates the importance of local capacity and will and is illustrated in his analysis below. He states:

> What matters most to policy outcomes are local capacity and will. The local expertise, organisational routines and resources available to support planned change efforts generate fundamental differences in the ability of practitioners to plan, execute or sustain an innovative effort.

Local conditions (context) and support of people are important for any implementation, albeit a local version, to take place. McLaughlin (1998:72) states that, while teachers may be eager to embrace change efforts, this will not amount to much if their institutional setting or broader organisational environment is not supportive. Linda Darling-Hammond (1998:646) writes that in developing policies for educational change, policy makers need to understand that policy is not so much implemented as it is re-invented at each level of the system. What ultimately happens in schools and classrooms is less related to the intentions of policy makers than it is to the knowledge, beliefs, resources, leadership and motivations that operate in local contexts.

Both viewpoints were strongly evident in the case studies. School contexts varied as did the capacities of teachers. In one case teachers indicated that policy was only important in so far as it had a direct bearing on their classroom activities. In another, teachers were only making superficial meaning – what Fullan (1991:35) called gaining "false clarity" – and in yet another instance teachers indicated that they would revert to old practices as the large numbers in classes and inadequate training had made implementation difficult. The general impression gained from teachers' responses in the case studies was that many teachers felt too disempowered and inadequate to embrace multiple changes in the compressed time frames suggested by the Education Department.

Linda Darling-Hammond cautions that local environments are complex social settings that have invariably have been through previous reform processes. She writes:

policymakers need to understand that their intentions will land in an environment already constrained by geological layers of prior policies and local conditions that may be hostile to the desired changes.

She also recommends that policymakers must build capacity for and commitment to the work required rather than assuming that edicts alone will produce new practice (Darling Hammond, 1998:647).

Gitlin and Margionis (1995:378) argue that closer attention needs to be paid to teachers' understanding of reform and that ways be found to engage teachers in the reform process. They state that without engaged practitioners, reform is likely to create a push-pull process with outsiders pushing and teachers resisting, with the risk that no real change will occur. They advocate a focus on questions of implementation as opposed to top-down politically motivated reforms as these often overlook "the good sense in teachers' resistant acts, which often point to the fundamental importance of altering authority relations and intensified work conditions" (Gitlin and Margionis 1995:379). By understanding teachers' responses, they argue, it is easier to find ways to overcome resistance and encourage engagement.

The problem in this setting seems to be the disjuncture between technical policy processes and teachers in their local contexts. This complicates the already complex relationships between policy and practice (Jansen 1999c:145-156), and serves to exacerbate well-documented implementation problems. Teachers indicate many harsh realities in their responses to policy change initiatives, which included large numbers, professional inadequacy, school micropolitical issues as well as top-down imperatives from the education department. Fullan (1991:95) states that "educational change is a process of coming to grips with the multiple realities of people who are the main participants in implementing change". He adds that the "core problem" of reform lies in overcoming the present disjuncture between administrative structures and the multiple realities of people in particular schools. De Clercq (1997:128), in citing policy sociologists Dale (1989) and Mcpherson and Raab (1988), warns against underplaying the human agency and conflict-ridden state institutions involved in one way or the other in policies. She presents their argument that policies are above all about context, processes

that policies are above all about context, processes and conflicts of actors as they relate and mediate their own actions within their institutional structures and state organisations.

The relationship between policy and practice is complex and certainly not a simple linear causal process. In the context of my study policies represented an important impetus to change. However, the contexts into which policies needed to be implemented varied greatly materially and socially. Also change agents like teachers and administrators operate at different discrete levels and have varying levels of motivation for change. The complex situation is riddled with disparities and political conflict. The teaching corps so important in this implementation process was often found to be lacking in capacity and unable to cope with the fast pace of implementation of change required by the government.

Datnow and Castellano (2000:777) indicate that teachers are considered by most policy makers and school change experts to be the centrepiece of educational change. It is not surprising therefore that the involvement of teachers in school reform is seen as critical. However, some teachers push or support reform efforts and others resist or actively subvert them. Teachers' receptivity to reform, however, depends on their level of involvement to the change effort (Fullan 1991; Sarason 1990). Helsby (1999) states that teachers' reform efforts need to be grounded in an understanding of teachers' professional lives and development. Datnow and Castellano (2000:778) concur and argue "that if teachers are involved in planning and implementing reform, they are more likely to assume responsibility for it, rather than attributing it to others." Teachers in this research indicated that they were unhappy that there was little or no consultation with them before policy development and change initiatives were introduced. This probably accounts for the largely resistant responses that were forthcoming.

5.6 Concluding comments

The responses of teachers serve to highlight the important influence of local context and school environment. Varying sets of contextual influences were observed in the different cases and correspondingly varying responses were presented in these settings. Morris, Chan and Ling (2000:39) highlight the importance of context into which policies are introduced in stating that differing contexts leads to differential interpretation of policy initiatives. They also point out

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that by recognising this, the flawed assumption that policies are unproblematic and that barriers to implementation and change arise within schools and from teachers is exposed.

The overall picture I gain is that teachers' work is complex and influenced by many different factors both within and outside of school. Much of teachers' work according to Hedges (1999:114) and observed here is based on complex rituals and is almost habitual. Changes that impact on teachers' work is therefore filtered through strong forces of habit and ritual that dates to preservice teacher education and that is rooted in the complexities of school settings and broader society. Change therefore impacts on teachers as professional workers in a highly complex setting (school in society) and teachers as people. This makes the change process complex and difficult process for teachers and is probably part of the reason why the responses have been largely resistant in this study.

CHAPTER 6: CONCLUDING COMMENTS AND POSSIBILITIES FOR RESEARCH

6.1 Introduction

The change in government was indeed a momentous occasion in the history of the country and the changes in education that followed this had far reaching implications for educational practitioners. Educational change was caught up in a swirl of socio-political change that had profound implications for teachers' work. Morrow (2001:1) captures the essence of this change process in education in South Africa when he writes:

> Although the social and political world never remains stable for very long there are key symbolic moments of change, and 1994 provided such a euphoric moment in our shared experience. However social transformation itself is not a single dramatic event, it takes decades (sometimes centuries) to unfold and requires the combined efforts of many people … Social transformation always raises fundamental questions about education, schooling and teaching. Embedded convictions that carried our thinking and practices fairly comfortably in the past are challenged by the new situation, and issues we once thought settled press forward for articulation and reconsideration."

In education the response was to develop new education policy restructuring frameworks with the intention of bringing about greater development, equity, participation and redress of past imbalances. A plethora of policies saw the light of day, some of which suggested profound implications for teachers' work in general and classroom practice in particular as was pointed put in Chapter 2. While these initial legislative changes took place fairly quickly, the implementation of more systemic structural, curricular and administrative changes in the education sector posed a greater challenge. In investigating teachers' responses to the changes in their work I have identified three aspects that were pertinent and interrelated in the change process namely, policies, INSET and teachers' personal work context. Each of these will be discussed in terms of the responses of teachers in the research as well as their connections and interactions in the change process. I conclude the chapter by exploring possibilities for and opening questions related to further research.

6.2 Policies in education

Issues related to policy and policy development are discussed first. According to Darling-Hammond (1998:642), "one of the toughest nuts to crack in educational change is policy itself, not this policy or that policy but the basic way in which policy is conceived, developed and put into practice." De Clercq (1997) indicates that education policies in South Africa were developed to address issues of redress and equity and to make country globally competitive. Kraak (1999) indicates that a systemic approach was adopted which essentially means a complete re-organisation of the education system. Such an approach as indicated by Grant (1996) often assumes that implementation will be uniform and that alignment of various areas of curriculum will occur in practice, in a sense implying a linear and direct relationship between policy development and implementation. Often systemic change, as is the case in South Africa, is politically motivated and imposed from outside of the education sector.

From the research it has become apparent that teachers were not directly involved in the policy development process and that many teachers have not engaged with policy documents. Mclaughlin (1998) however alludes to the intimate and complex relationship that exists between policy implementation and teachers in schools. Although the policies developed provided a stimulus to change, indications are that the lack of consultation with and involvement of teachers has had a negative influence on implementation and adoption. De Clerq (1997:142) cautions that policies that were developed with the aim of redress and enabling equity often serve to disempower teachers and favour those who were privileged by previous dispensations.

Harris (2000:1) suggests that school improvement work (policy and INSET) needs to be more carefully matched to the needs of different types of schools and should be premised on what works in practice and not on what fits in terms of political expediency. The instrumentalist approaches to policy development that still seem to be part of the SA situation do not sit comfortably with and is at odds with realities in schools as presented in teacher's responses in the case studies conducted in my research. Teachers indicated that they were not consulted in the policy process and that they were familiar with the content of final documents often hearing about policy implications from colleagues. Fullan (1991) indicates that imposed policies can

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serve as a stimulus for change but cannot bring about change on their own. Shain and Gleeson (1999:453) in referring to Ball (1994) indicate that "teachers do not simply receive policy as empty vessels, rather they filter policies of reform and change through their existing professional ideologies and perspectives." This links with Fullan (1991) statement that change does not happen when the latest policies are implemented but when the cultures of classrooms in education institutions are changed and cultures of classrooms are changed by teachers.

6.3 Teachers and change

I now turn to the responses of teachers in the research process. In the workshop programme it became apparent that teachers were fundamentally supportive of change. This was evident in the responses to the questions related to do we need a new curriculum in chapter 4. The responses to the question " what qualities teachers would like to see in students?" are also indicative of a positive view of change (Chapter 4). Many of the qualities mentioned were also closely related to nationally determined critical outcomes. The positive developments related to collaborative work as well as the contributions to discussions and products developed during the curriculum development exercises (chapter 4) also seem to be further evidence of a positive disposition towards change in practice and education in general.

However it appears as though the pace and scope of imposed change proved to be too much for most of the teacher participants in this project. Professional uncertainty was induced with teachers expressing confusion, anxiety and doubts about their competence. This occurred in the Case study in Grassy park which was early in the implementation process and also in the cases of the school and the in-service centre which were a lot later in the process. Another factor that could have led to professional uncertainty is the fact that most teachers had been part of teacher education courses that were based on the philosophy of Fundamental Pedagogics. As was pointed out earlier this philosophy reduces teachers to mere functionaries in a hierarchical system who, were expected to implement curricula unquestioningly. When teachers were required to develop learning programmes and use their initiative this was new to many teachers who felt inadequate and ill equipped for this role as they were not trained to work in this way.

School realities and personal motivation appear to be important factors that can inhibit or promote change in schools. Teachers mentioned constraining factors such as large numbers in classes, poorly resourced schools and micropolitical issues as impediments to implementation of the new curriculum. This is what Mclaughlin (1998) refers to as the black box of local responses that has such a strong influence on policy implementation. Teacher responses to change in the case studies I investigated were in my opinion largely that of resistance[19] to change with small pockets of compliance and support. Large numbers made working in learner centred ways difficult and a lack of resources also limited the teachers in terms of implementation of the new curriculum.

Micropolitical issues at school level were another factor that affected implementation of the new curriculum. Issues of power are important in all organisations. This was apparent in inter personal relations between teachers at schools and between teachers and management at schools. Tensions arose between staff members who applied for promotion posts and also tensions between new staff members and established staff members in some schools. The fragmentation of staffs and power struggles create an unstable climate that is not conducive to change processes and implementation of innovation. Many teachers mentioned this as a factor that constrained implementation of the new curriculum

In focus group discussions, interviews and workshops teachers expressed concern for the children they work with. In a focus group discussion (Grassy Park) teachers mentioned that they felt bad about leaving their classes early in the day and being away from the children frequently during INSET processes which indicates the caring nature of teaching and the altruistic nature of many teachers. Some teachers felt that they personally were resistant to change as they were not convinced that what was being suggested would be beneficial to the children / learners they work with and that this was an important aspect of their work motivation.

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[19] As indicated in chapter 5: resulting from incongruency between rhetoric of policies promoting change and the realities of teachers' context

6.4 INSET Processes

The other aspect of the change process I wish to discuss is INSET. INSET processes which were conducted by Education Department officials, were proposed by the national Education Department as a means of induction into the new curriculum for teachers. This was done by way of a cascade model where representatives from provincial Education Departments were trained nationally and then trained more people at provincial level. From the accounts of teachers in the Western Cape (in my research project) as well as other provinces like KZN (Pithouse 2001) the INSET provided by the Education Department was not satisfactory, as indicated in chapter 5. The programmes offered by Education Departments appear to be driven by what Little (1992:170) calls "a training paradigm grounded largely in a skill-dominated conception of teaching." She adds that there is a "heavy reliance on generic pedagogy (one size fits all) and that the larger rationales that underlie the activities in the first place appear to remain unexamined." Lotz and Oliver (1998:4) refer to these five day sessions as programmes of advocacy that serve only to familiarise teachers with complex jargon but provides very little else. The programmes fit what Bagwandeen and Louw (1993:69) refer to as a "deficit model" of INSET. This model assumes that teachers are deficient in some way and that the deficiency or defect needs to be corrected by INSET processes. Gilroy and Day (1993) indicate that professional development of this kind is seen to be a straightforward process that aims to make good deficits in teachers' repertoire.

Given the responses of teachers to the INSET programmes there appears some concurrence (though maybe less extreme) with the writing of Miles (1995:vii) who in describing professional development programmes (INSET) in America states,

> A good deal of what passes for "professional development" in schools is a joke-one that we'd laugh at if we weren't trying to keep from crying. Its everything that a learning environment shouldn't be: radically underresourced, brief, not sustained, designed for "one size fits all", imposed rather than owned, lacking any intellectual coherence, treated as a special add-on event rather than as part of a natural process and trapped in the constraints of a bureaucratic system we call "school". In short it's pedagogically naive, a

demeaning exercise that often leaves its participants more cynical and no more knowledgeable, skilled or committed than before.

From discussions with teachers it became apparent that the official INSET workshops which, served to support the implementation of the new curriculum seemed to lack any integration with the day to day activities of teachers. They occurred as episodic events that were not supported beyond the period designated for the workshops. Clarke (1992:75) indicates that in some quarters the phrase "professional development" (INSET) implies a process done to teachers and that teachers need to be "forced into developing; that teachers have deficits in knowledge and skill that can be fixed by training; and that teachers are pretty much alike." He adds that teachers are presumed to be "passive, resistant, deficient and one of a faceless homogenous herd." He concludes that this is hardly an ideal set of conditions for adult learning, support and development. This however seems to be the pervasive thinking from the side of the Education Department if the programmes they present are indication of the viewpoints that exist there.

Sachs and Logan (1990:479) indicate that if the training model as described above is continually favoured or becomes the only route to professional development then:

> Rather than developing reflective practitioners who are able to understand, challenge and transform their practice, in-service education in its current form encourages the development of teachers who see their world in terms of instrumental ends achievable through the recipes of 'tried and true' practices legitimated by unexamined experience or uncritically accepted research findings.

Broader thinking around INSET provision and teaching is required to make INSET meaningful and worthwhile experiences for teachers. Bagwandeen and Louw (1993:71) mention a "growth model" as an alternative to the defect or deficit approach to INSET programmes. They use Jackson (1971:24) argument that,

..teaching is a complex and multifaceted activity about which there is more to know than can ever be known by any one person. From this point of view the motive for learning more about teaching is not to repair a personal inadequacy as a teacher but to seek greater fulfillment as a practitioner…"

to illustrate that this model has as its main aim to familiarise teachers with developments in the field of education and to enable continuous professional development. Approaches like the growth model appear to be more suited to the needs of teachers and would appear to be an approach that will be met with more success than the present approach in which it is assumed that training might be achieved in short sharp bursts. It would be would be easier to sustain and would certainly favour continuous professional development of teachers.

6.5 Concluding comments

In the light of the above discussions it appears as though both policy development and INSET programme development are predominantly technical in nature and developed without consulting teachers. These both seem to ignore the important personal level at which teachers operate and seems to be located in the paradigm of "teacher as technician" who needs to be further developed and corrected. Such instrumental approaches however do not take into account the variability of schools and school contexts and run the risk of presupposing uniformity both within the organisation (school) and across organisations which was disproved in the case studies conducted.

In terms of technocratically developed and planned INSET, Hargreaves and Fullan (1992:27) indicate that much staff development (INSET) is fragmentary in nature, rushed in its implementation and top down in its imposition and addresses only a fragment of teachers. It ignores different needs amongst teachers related to years of experience, gender and stage of career and life. It fails to grasp how teachers grow and how teachers change. They add that a lot of effort has been invested in improving teachers technical skills.

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But Hargreaves and Fullan (1992:28) argue that,

> Teaching is not just a collection of skills, a package of procedures, a bunch of things you can learn. While skills and techniques are important, there is much more to teaching than this. The complex nature of teaching is too often reduced to matters of skill and technique, to things that can be packaged, put on courses easily learned. Teaching is not just a technical business.

Teachers work has a sense of purpose: there are things that teachers value and want to achieve through their teaching. There are also things they disvalue and things they fear will not work. Teachers' purposes motivate what teachers do. Sadly reformers and change agents often overlook teachers' purposes. They do not give teachers purposes a voice. They treat those purposes as if they are unimportant and do not exist. Ignoring or riding roughshod over teachers' purposes can produce resistance and resentment, (Hargreaves and Fullan 1992:31).

Goodson (1992) writes that teachers become the teachers they are not just out of habit. Teaching is bound up with their lives, their biographies and the kinds of people they have become. Many factors are important in the making of a teacher. Among these are the times in which teachers grew up, and entered the profession, the value systems and dominant educational beliefs, their gender stage of life and so on. He adds that teacher education is also an important contributory factor related to the experiences. Many of the factors mentioned are relevant to the South African context where socio-political factors have played an important role in teacher education and teacher socialisation into the profession.

Educational change however involves more than just teachers and their personal views. Freire (1993) argues that educational change is bound up with personal as well as social change which include multiple factors that tie schools to larger social structures and ideologies. Lipman (1997:4) writes that in periods of change the complexity extends to the implications of economic, political (ideological) and cultural influences on school restructuring and teacher participation. She adds that efforts at school change occur in contexts that are neither neutral nor

insulated from larger social forces and that the actual character of and outcome of restructuring are likely to be mediated by the school, community and national contexts. The varying responses of teachers to change in the case studies emphasised the importance of differing contexts and factors at work in these contexts. These included political (affiliations and past history: advantage or disadvantage) and economic (better or poorly resourced schools), socio-economic (social settings of schools).

The responses of teachers to change and reform in education are influenced by a number of factors. Thus the assumptions underlying teachers' participation in reform, development of policies and planning of INSET processes ought to be examined not only in the light of professional / personal factors but also ideological, political and social factors influencing educators and in the light of specific contexts in which teachers work. Teachers need to be involved in policy development and INSET programmes need to be developed in terms of teachers' needs and contexts. This is particularly important in the South African context with its history of disparity and discrimination.

6.6 Possibilities for further research

The research in this project has been largely exploratory covering broad areas of teachers' responses to policy changes. Since this dissertation tracked only about eighteen to twenty-four months, a relatively short period of implementation, it is difficult to make any firm and conclusive claims about the central questions. It does however shed light on what teachers have been experiencing and the ways in which they have responded to the implementation of Curriculum 2005 and OBE thus far.

Various other areas of research are therefore suggested that could help to develop a more comprehensive picture of teacher responses in a variety of settings and ways. These include school based research where teacher practice can be investigated over longer periods of time. Studies similar to those conducted by Wood and Bennet (2000) who explore ideas related to teacher thinking, Borko *et al* (2000) who investigate ways of supporting teachers during change processes and Schwan Smith (2000) who investigated teachers learning in a period of reform could be carried out. Such research projects, which include class visits coupled with interview

schedules that focus on ways in which teachers generate professional knowledge in school settings could provide valuable knowledge about teachers practices and change processes. Projects similar to Janse Van Rensburg and Lotz-Sisitka (2000) that investigate the use of suitable materials in assisting teachers with implementing alternative approaches to teaching is another area of investigation that could provide valuable information about implementation of innovations and coping with change processes.

Issues related to INSET and ways of maximising INSET programmes to the benefit of teachers also warrants thorough research. INSET exercises it should be well-planned and relevant to teachers' needs. Such research could also inform policy and programme development that could assist with the development of much needed ongoing professional development programmes. The area of "teacher uptake" (Adler and Reed 1999) from INSET is also an area that requires investigation and that can inform programme development and possibly improve INSET provision.

As for policy, an area that requires some investigation is opportunities for involving teachers in policy development. Teachers indicated that they felt policy and change processes were imposed and out of touch with their daily realities. It also appears as though policy makers are of the opinion that a linear relationship exists between policy development and implementation. These areas need to be systematically investigated so that some workable approaches that includes policy makers and teachers can be devised that would hopefully lead to improved understandings and more successful implementation of policies and innovations.

6.7. Reflections on the research process

Research is often described as systematic enquiry made public. In this research project I followed an interpretive research methodology in an attempt to understand and make meaning of teachers experiences of policy driven educational change and INSET processes they were involved in. In essence I wanted to interpret and understand the meaning teachers were making of their realities in period of change and transition in South Africa. The research has limitations but also provided a window on realities of teachers' experiences in the change process that were not part of the policy process. It also shed valuable light on teaching as a complex social

practice and a function of personal history and social context (Adler and Reed 2000:207). As with most research considerable challenges presented as the research unfolded. These included practical and logistical constraints and incongruencies between research intentions and ground (school) realities. In the following sections I reflect on some of the limitations I perceived in this research project as well as the value of the research process.

6.7.1 Limitations of the research

One of the limitations of the research is the small number of teachers I was able to access during the research process. Another limitation is that the teachers I worked with were from contexts that were not fully representative of the spectrum of contexts in the Western Cape province. One of the concerns I had is that I was only able to work with teachers for limited time periods due to demands and pressures of workloads experienced by both the teachers and by me. Another issue of concern is the fact that I was only able to gain access to two individuals from the education department of which only one was prepared to grant me a personal interview. Since the research focuses largely on teacher's views it would have been good to hear a more "official" side of the story especially related to INSET provision and policy development.

A criticism often leveled at interpretive research in general and case studies in particular is that the findings have limited application to contexts outside of that in which the research was conducted. Bassey (1999:22) defines a case study as "a study of singularity conducted in natural settings" and Taber (2000:469) describes interpretive studies as "…idiographic, concerned with the individual case". He adds that it is often considered that idiographic studies are not generalisable as the findings can only claim any "validity" in the context of the particular cases studied. This could be construed as a limitation as I present data and interpretations from specific case studies conducted at specific sites in specific contexts. In conducting case studies at three different sites I attempted to introduce some form of broader perspective to the study.

6.7.2 Value of the study.

Research processes are related to time and space and therefore have temporal and contextual components. Qualitative research such as case studies are concerned with the complex and the particular rather than generalisable findings. In hindsight I feel that the data produced provided significant insights into teachers' experiences of policy driven change.

The case studies, within and between them, show up a range of in-depth experiences of teachers. These present deeper nuances interwoven with how teachers see themselves, their roles in schools, their relationships with colleagues within their schools and their relationship with the education department. Revelations were also made related to political affiliations, teachers' views on professional development, teacher's views on learners and the disempowerment many teachers feel as a result of imposed changes and lack of participation in change processes such as policy development highlighting the complexity of teaching as a social practice.

Despite the richness of the data it is difficult to make general claims about teacher responses. Bassey (1999:22) however argues that it is possible to take the work of carefully conducted case studies beyond the confines of the study. He argues that it is possible to develop what he describes as "fuzzy generalisations". Such generalisations he argues "make no absolute claim to knowledge but hedges its claim with uncertainties" (Bassey 1999:22). He invites educators to enter into a discourse with the generalisations, an exercise he believes will often lead to an audit trial in their context. Often the experiences in particular contexts and cases resonate with those in other contexts and the findings can illuminate research processes occurring in other contexts. The rich data produced I feel will resonate with many other contexts and could serve to highlight issues and experiences that are of importance to teachers in this period of educational change and could serve to inform future implementation and INSET processes.

6.7.3 Personal reflections

Merriam (1998:16) points out that interpretive research is inherently subjective and involves the researcher as the main instrument of research. My experiences in this research were up close and personal. I was a participant observer: that is both participant and observer in the process. As pointed out in chapter 3, my experience as a teacher made me sensitive to many of the issues raised

by the teachers and in some cases my immersion in the context made the line between being a researcher and a participant very difficult to discern.

I was constantly aware of the status of the knowledge claims I was making in terms of the data produced. A concern I had was that while my experience as a teacher improved my "theoretical sensitivity" (Strauss and Corbin 1990), I felt that my familiarity with the situation might serve as a form of bias. I however resorted to processes of data triangulation and detailed reporting to ensure validity and authenticity. Where possible I did member checking with participants in the process. This was not always possible as the workshop processes ran for two-month periods and it was difficult to locate and engage teachers after the programme was completed.

I found the process enriching and gratifying although I found it difficult to allocate time for dedicated research activity in my full academic programme. I nevertheless learnt a great deal about research and practice in in-service teacher education. It is my belief that researching teacher responses to change is both important and fruitful and that giving voice to teachers is crucial to enable meaningful dialogue between teachers and Education Department officials. Such dialogue I believe will go along way to solving some of the issues that constrain meaningful change and implementation of innovations at school level and could serve to inform policy formulation. I hope that the insights I offer would go some way to assisting with the particular research challenges in the kinds of conditions that characterise and distinguish the South African education context.

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UNIVERSITEIT VAN STELLENBOSCH
UNIVERSITY OF STELLENBOSCH

21 November 1997

The Principal

This is to certify that **Mr. C.P.S.Reddy** is known to me and that he is a bona fide researcher in the Education Faculty at the above University.

Mr.Reddy, a part time lecturer, is doing preliminary work towards doctoral studies in education (Ph.D). He is co-facilitator of a national project, co-ordinated and funded by the Human Sciences Research Council (HSRC), which involves conducting research into the development of learning programmes and resource materials for **Outcomes Based Education (OBE)** in schools.

The project involves holding workshops with, and interviewing a number of teachers, from the intermediate phase in Primary schools (Std's 2-4). It is a participatory project which aims to develop not only resource materials and learning programmes but also develops the capacity of teachers for working in an OBE system.

I will appreciate it if you would give him your full co-operation with his project as I am sure it will ultimately benefit teaching and education in general in schools.

Thank you for your co-operation.

Yours faithfully

Prof. D.R Schreuder
Dept. Didactics

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Omgewingsopvoedingsprogram (OOPUS) • Environmental Education Programme (EEPUS)
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Critical and Specific Outcomes, Curriculum 2005, 1997

Critical Outcomes

Critical outcomes span all learning areas and guide the specific outcomes.

Learners should be able to successfully demonstrate their ability to:

▲ Communicate effectively using visual, mathematical and/or language skills in the modes of oral and/or written presentation.

▲ Identify and solve problems by using creative and critical thinking.

▲ Organise and manage themselves and their activities responsibly and effectively.

▲ Work effectively with others in a team, group, organisation and society.

▲ Collect, analyse, organise, and critically evaluate information.

▲ Use science and technology effectively and critically, showing responsibility towards the environment and the health of others.

▲ Understand that the world is a set of related systems. This means that problem-solving contexts do not exist in isolation.

▲ Demonstrate awareness of the importance of effective learning strategies, responsible citizenship, cultural sensitivity, education and career opportunities and entrepreneurial abilities.

Specific outcomes

There are a total of 66 specific outcomes and they will be further illustrated under the appropriate learning areas:

LANGUAGE, LITERACY AND COMMUNICATION

▲ Learners make and negotiate meaning and understanding.

▲ Learners demonstrate that they are critically aware of language use.

▲ Learners respond to the aesthetic, affective, cultural and social values in texts.

▲ Learners access, process and use information from a variety of sources and situations.

▲ Learners understand, know and apply language structures and conventions in context.

▲ Learners use language to learn.

▲ Learners use appropriate communication strategies for specific purposes and situations.

HUMAN AND SOCIAL SCIENCES

▲ Demonstrate a critical understanding of how the South African society has changed and developed.

▲ Demonstrate a critical understanding of patterns in social development.

▲ Actively participate with the promotion of a just, democratic and equitable society.

▲ Make well-founded judgements about the development, utilisation and management of resources.

▲ Demonstrate a critical understanding of the role of technology in social development.

▲ Demonstrate an understanding of interrelationship between the society and the natural environment.

▲ Address social and environmental issues to promote development and social justice.

▲ Analyse forms and processes of organisations.

▲ Use a range of skills and techniques in the context of Human and Social Sciences.

TECHNOLOGY

▲ Understand and apply the technological process to solve problems and satisfy needs and wants.

▲ Apply a range of technological knowledge and skills ethically and responsibly.

▲ Access, process and use data for technological purposes.

▲ Select and evaluate products and systems.

▲ Demonstrate an understanding of how the different societies create and adapt technological solutions to particular problems.

▲ Demonstrate an understanding of the impact of technology.

▲ Demonstrate an understanding of how technology might reflect different biases, and create responsible and ethical strategies to prevent them.

MATHEMATICAL LITERACY, MATHEMATICS AND MATHEMATICAL SCIENCES

▲ Demonstrate an understanding of ways of working with numbers.

▲ Manipulate number patterns in different ways.

▲ Demonstrate an understanding of the historical development of mathematics in different social and cultural contexts.

▲ Critically analyse how mathematical relationships are used in social, political and economical relations.

▲ Measure with competence and confidence in a variety of contexts.

▲ Use data form different contexts to make informed prejudices.

▲ Describe and represent experiences with shape, space, time and movement, using all available senses.

▲ Analyse natural forms, cultural products and processes as representations of shape, space and time.

▲ Use mathematical language to communicate mathematical ideas, concepts, generalisations and thinking processes.

▲ Use different logical processes to formulate, test and justify conjectures.

NATURAL SCIENCES

▲ Use process skills to investigate phenomena that are related to the Natural Sciences.

▲ Demonstrate an understanding of concepts and principles and acquired knowledge in the Natural Sciences.

▲ Apply scientific knowledge and skills to problems in innovative ways.

▲ Demonstrate an understanding of how scientific knowledge and skills contribute to the management, development and use of natural and other resources.

▲ Use scientific knowledge and skills to support responsible decision-making.

▲ Demonstrate knowledge and understanding of the relationship between science and culture.

▲ Demonstrate an understanding of the changing and contested nature of knowledge in the Natural Sciences.

▲ Demonstrate knowledge and understanding of ethical issues, bias and inequities relating to the Natural sciences.

▲ Demonstrate an understanding of the interaction between the Natural Sciences and socio-economical development.

ART AND CULTURE

▲ Apply knowledge, techniques and skills to create and be critically involved in art and cultural processes and products.

▲ Use the creative processes of arts and culture to develop and apply social and interactive skills.

▲ Reflect on and engage critically on art experience and works.

▲ Demonstrate an understanding of the origins, functions and dynamic nature of culture.

▲ Experience and analyse the role of the mass media in popular culture and its impact on multiple forms of communication and expression in the arts.

▲ Use art skills and cultural expressions to make an economic contribution to self and the society.

▲ Demonstrate an ability to access creative arts and cultural processes to develop self-esteem and promote healing.

▲ Acknowledge, understand and promote art and cultural forms and practices which were marginalised in the past.

ECONOMICAL AND MANAGEMENT PROPERTIES

▲ Engage in entrepreneurial activities.

▲ Play a personal role in the economical environment.

▲ Demonstrate the principles of supply and demand and the practices of production.

▲ Demonstrate managerial expertise and administrative proficiency.

▲ Critically analyse economic and financial data to make decisions.

▲ Evaluate different economic systems from various perspectives.

▲ Demonstrate actions that advance sustained economic growth, reconstruction and development in South Africa.

▲ Evaluate the relationships between economic and other environments.

LIFE ORIENTATION

▲ Understand and accept themselves as unique and worthwhile human beings.

▲ Use skills and display attitudes and values which could improve relationships in the family, group and community.

▲ Respect people's right to have personal beliefs and values.

▲ Demonstrate value and respect for human rights as reflected in Ubuntu and similar philosophies.

▲ Practise acquired life and decision-making skills.

▲ Assess career and other opportunities and set goals which will enable them to make the best use of their potential and talents.

▲ Demonstrate the values and attitudes necessary for a healthy and balanced lifestyle.

▲ Evaluate and participate in activities that demonstrate effective human movement and development.

Questionaire

1 Biographical details

Name: _____

School name: _____

Teaching experience (in years): _____

Subjects taught / Std or Grade: 1) _____

2) _____

3) _____

Institution where qualifications were obtained: _____

_____

2 Outcomes-based education (OBE)

Have you attended any inservice programmes on OBE? _____

What was the duration of the inservice programme? _____

Who presented the inservice programme (s) you attended? _____

_____

What are your views on OBE and the new curriculum? _____

_____

_____

_____

Rhodes / Gold Fields Environmental Education Course for Teachers

SUPPORTING OUTCOMES BASED EDUCATION

LEARNING PROGRAMME IDEAS

PHASE: _____

LEARNING PROGRAMME: _____

PHASE ORGANISER: *Environment*

PROGRAMME ORGANISER: _____
(topic)

SPECIFIC OUTCOMES:
(selected for the programme organiser, phase organiser and learning programme)

LEARNING PROGRAMME IDEAS

PHASE :   Intermediate

LEARNING PROGRAMME :   Natural Science / Technology

PHASE ORGANISER (Theme) :   Environment

PROGRAMME ORGANISER (Topic) : Water / Water Pollution

Ideas for activities : (Group One)

1. Awareness programme / information / dissemination : Videos . (At school)

2. Understanding terms.

3. Class (and School) clean up campaign

4. Recycling

5. Visit a canal / vlei to observe the degree of pollution.

6. Identify different types of pollution in the water.

7. Causes of pollution.

8. Effects on surroundings and living organisms

9. Identify the effects of polluted water on living organisms.

10. Pupils make suggestions on how / vlei can be cleaned.

11. Cleaning of canal / vlei.

12. Collect water sample for next lesson.

13. Experiment : pH test using the ~~swamp~~ kit.
     SWAP

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14. Filtration of polluted water.

15. Purification for drinking purposes.

16. Posters : drawings on conditions of the vlei : warning logos , awareness campaigns and newsletters. (picketing)

17. Letters to authorities.

LEARNING PROGRAMME DESIGN:

Combining activity ideas from the different groups into one programme and linking these to specific outcomes for Natural Science (NS) and Technology (T).

Time component: how long (week) or how many lessons will it take ?

ACTIVITIES (What learners will do)	✔SWAP +We Care	Activity Outcomes.	ASSESSMENT STRATEGY (how you will assess the activity)	PERFORMANCE INDICATORS (what will indicate whether the learner is showing evidence of competence)
Awareness programme: ▮Information dissemination by way of a video ▮ Understanding of terms ▮ Class clean up and school clean up campaign ▮ What happens to water: sewerage, drainage, pump stations ▮ Value of water as a limited natural resource	+ + Hand out +	PRACTICAL AWARENESS CRITICAL AWARENESS	ESSAY WRITING REPORTS SPELLING TESTS POSTERS PROJECTS ORAL TESTS DRAMATIZATION	
Site Visit/s: ▮ Observe degree and types of pollution ▮ Speculate on the effects on the areas surrounding the canal/river/vlei. ▮ Discuss/research possible causes of pollution ▮ Collecting water samples from various locations: canals, vlei, home, school. ▮ Effects of pollution on living organisms in the water	✔ + ✔ ✔ ✔	APPRECIATION USAGE DATA HANDLING AWARENESS OF SURROUNDINGS	GROUP DISCUSSIONS OBSERVATION BY TEACHER WHILE VISITING TEST ORAL PEER ASSESSMENT	
Water testing: ▮ Testing rain water vs tap water or other water samples ▮ Filtration of water: coke bottle filter with sand, stones and cotton wool. ▮ pH tests ▮ Nitrate tests ▮ Turbidity test (Cloudiness) ▮ Bacteria / oxygen ▮ Organism survey: bug dial	✔ ✔ Hand out ✔ ✔ ✔ ✔ ✔	SKILLS: HANDLING OF TOOLS	WRITING POEMS SONGS COMPETITIONS	
Action: ▮ Learners design posters depicting the conditions at the vlei or canal ▮ Letters to relevant authorities expressing opinions abouth the condition of water in vlei ▮ Learners make suggestions about how water can be cleaned up. ▮ Clean up exercise ▮ Picketing to raise awareness in the community	✔ + +	WRITING ESSAYS CREATIVITY SELF EXPRESSION DEBATE		

LEARNING PROGRAMME DESIGN:

Combining activity ideas from the different groups into one programme and linking these to specific outcomes for Natural Science (NS) and Technology (T).

Time component: how long (week) or how many lessons will it take ?

ACTIVITIES (What learners will do)	✔SWAP +We Care	OUTCOMES NS / T	TIME
Awareness programme: ▌Information dissemination by way of a video ▌ Understanding of terms ▌ Class clean up and school clean up campaign ▌ What happens to water: sewerage, drainage, pump stations ▌ Value of water as a limited natural resource	✚ ✚ Hand out ✚	NS: 1,2,4,6	
Site Visit/s: ▌ Observe degree and types of pollution ▌ Speculate on the effects on the areas surrounding the canal/river/vlei. ▌ Discuss/research possible causes of pollution ▌ Collecting water samples from various locations: canals, vlei, home, school. ▌ Effects of pollution on living organisms in the water	✔ ✚ ✔ ✔ ✔	NS: 1,6,9	
Water testing: ▌ Testing rain water vs tap water or other water samples ▌ Filtration of water: coke bottle filter with sand, stones and cotton wool. ▌pH tests ▌ Nitrate tests ▌ Turbidity test ▌ Bacteria / oxygen ▌ Organism survey: bug dial	✔ ✔ Hand out ✔ ✔ ✔ ✔ ✔	NS: 1,3,5,7	

| Action: ∎ Learners design posters depicting the conditions at the vlei or canal ∎ Letters to relevant authorities expressing opinions abouth the condition of water in vlei ∎ Learners make suggestions about how water can be cleaned up. ∎ Clean up exercise ∎ Picketing to raise awareness in the community | ✔ ✚ ✚ | NS: 5,7,9 | |

NEEDS: _____

_____

OTHER LEARNING AREAS COVERED:

_____

_____

_____

_____

The Cycle of Planning, Teaching and Assessing

what activity
- what language/s will pupils use
- what skills will they develop — practical, cognitive, thinking
- what knowledge
- what values and attitudes

1. WHAT ARE THE INTENDED OUTCOMES FOR THE CHILDREN FOR THIS ACTIVITY?
(HOPED FOR EXPECTATIONS)

2. HOW ARE YOU GOING TO MANAGE THIS ACTIVITY IN THE CLASSROOM?
- pairs
- groups
- worksheet
- task cards
- big chart/graphs etc.
- instructions
- how to support pupils

what will you feed back to children
how will they take this forward for further learning

5. ANALYSE WHAT THE CHILDREN DID.
- any unexpected outcomes
- what did this reveal about the children's learning
- what does this reveal about my teaching

3. DURING THE ACTIVITY WHAT ARE YOU GOING TO OBSERVE?
- groups working
- individuals
- whole class etc.

what will they:
say do read write etc.

who will do assessing?
learner   teacher

6. REPORTING APPROPRIATE INFORMATION
- whom
- how often
- what information
- what format

4. HOW WILL YOU MARK OR ASSESS WHAT THE CHILDREN WILL BE DOING + PRODUCING? WHAT IS THE BEST WAY TO RECORD YOUR OUTCOMES?

where?
mark sheet   classlists

how
symbols   marks   comments

Adapted from: Ruth Sutton
Education Consultant & Trainer

by Nicci Cairns.

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UNIVERSITEIT VAN STELLENBOSCH
UNIVERSITY OF STELLENBOSCH

This is to certify that

participated in workshops and attended

A Learning Programme Development Project

facilitated and presented

from December 1997 to July 1998 at

GRASSY PARK

by the

Environmental Education Programme

University of Stellenbosch

Signed

THE TEACHING AND LEARNING RESOURCES CENTRE (TLRC)

Courses for Teachers

School of Education
University of Cape Town
☎ 650 3276

June - December 1998

Printing sponsored by
The Cape Argus Teach Project

CAPE ARGUS
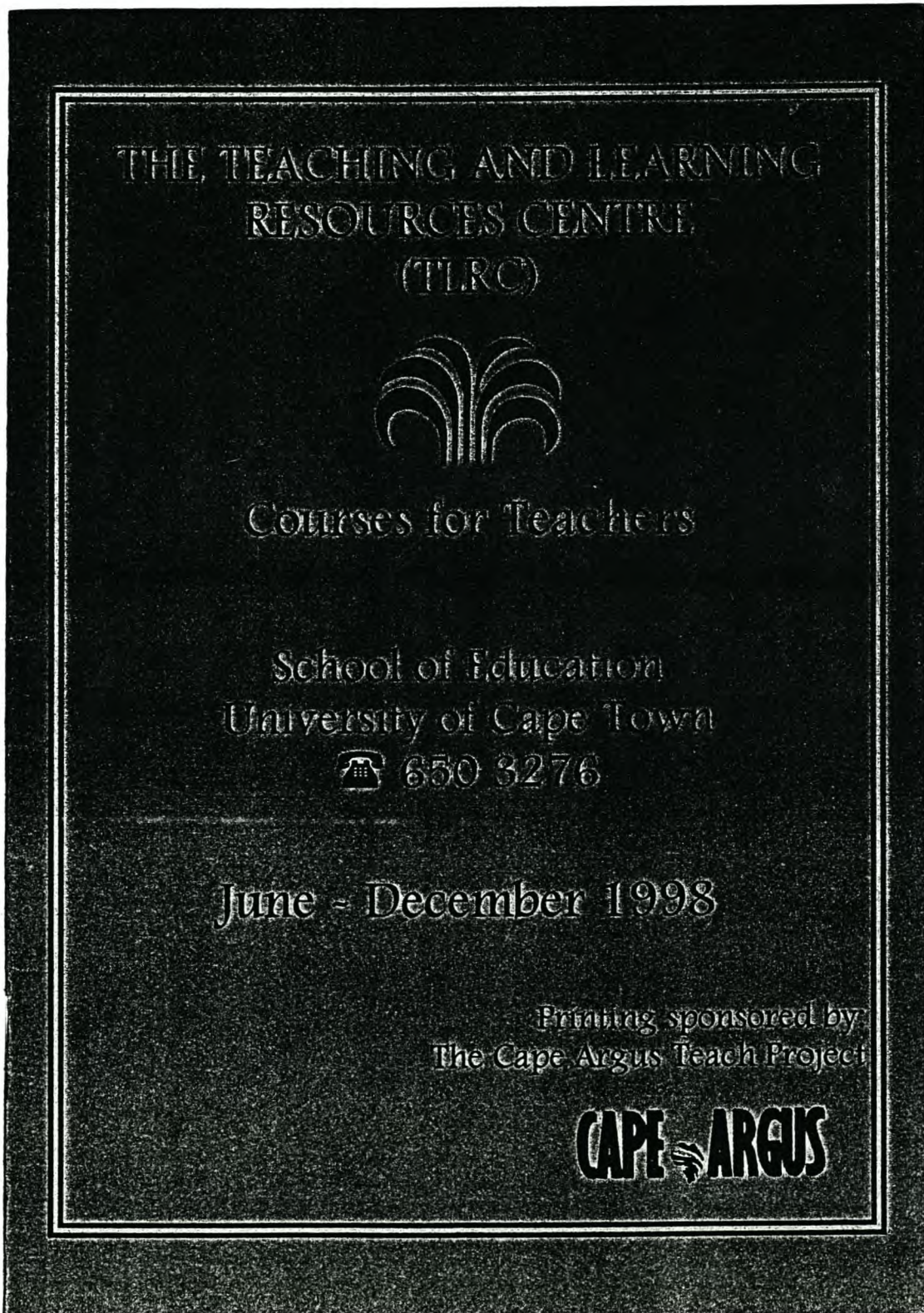
Curriculum 2005 and OBE: Practical activities to make meaning of the jargon

Course Presenter: Chris Reddy
Duration of Course: 2, 9, 16, 23 September
                             (Wednesdays)
Time: 3:30 - 5:30
Venue: TLRC
Target Group: Primary school teachers:
                             Intermediate and Senior phase
Fee: R40

The proposed new system of education is shrouded in jargon and technical language. The aim of this course is to help teachers make meaning of Curriculum 2005 and OBE in a practical way, by using hands on activities and group discussions. Topics that will be covered include:

- Why a new curriculum? What is Curriculum 2005?
- What's inside the outcomes? Discussion on outcomes
- In or out of phase? Phase and programme organisers
- Learning programmes or programmed learning?
- Teaching and Assessment strategies

Chris Reddy is a part-time lecturer and researcher in the Department of Didactics at the University of Stellenbosch working in the areas of Biology, Science and Environment Education. He is also involved in a HSRC research project in curriculum development as well as an institutional links programme between two Australian Universities, three local universities and three colleges of education.

THE TEACHING AND LEARNING RESOURCES CENTRE (TLRC)

COURSES FOR TEACHERS

SCHOOL OF EDUCATION
UNIVERSITY OF CAPE TOWN
Tel: 650 3276
Fax: 650 3585

JANUARY – JUNE 1999

Printing sponsored by:
The Cape Argus Teach Project

CAPE ARGUS

CURRICULUM 2005 AND OBE: PRACTICAL ACTIVITIES TO MAKE MEANING OF THE JARGON
Part I – (Repeat of 1998 course)

Course Presenter:	Chris Reddy
Duration of course:	14, 21, 28 April, 5 May (Wednesdays)
Time:	3:30 – 5:30
Venue:	TLRC
Target Group:	Primary School teachers: Intermediate and Senior phase
Fee:	R50

The proposed new system of education is shrouded in jargon and technical language. The aim of this course is to help teachers make meaning of Curriculum 2005 and OBE in a practical way, by using hands on activities and group discussions. Topics that will be covered include:

- Why a new curriculum? What is Curriculum 2005?
- What's inside the outcomes? Discussion on outcomes
- In or out of phase? Phase and programme organisers
- Learning programmes or programmed learning?
- Teaching and Assessment strategies

Chris Reddy is a lecturer and researcher in the Department of Didactics at the University of Stellenbosch. He works regularly with teachers on in-service programmes and presents courses to preservice teachers related to Biology, Science and Environmental Education. This course is being repeated as it was extremely well received by teachers in 1998.

WORKING WITH CURRICULUM 2005: DESIGNING CLASSROOM ACTIVITES FOR AN OBE FRAMEWORK Part II

Course Presenter: Chris Reddy
Duration of course: 19, 26 May, 2, 9 June (Wednesdays)
Time: 3:30 – 5:30
Target Group: Primary School teachers who have completed Part I **(see page 13)**
Fee: R50

The policy framework for Curriculum 2005 is outcomes based and learner centred. This implies that learners have to be actively involved in the learning process. Further implications from policy documents are that teachers will have to be involved in designing activities for learners which are both outcomes based and learner centred. This series of workshops aims to assist teachers with design, development and implementation of learner centred activities for classroom practice.

Topics to be covered include:
- Curriculum design and development
- Material resources and learner centred activities
- Illustrative learning programme development
- Trialling and evaluation of learning programmes

Chris Reddy is a lecturer and researcher in the Department of Didactics at the University of Stellenbosch. He works regularly with teachers on in-service programmes and presents courses to preservice teachers related to Biology, Science and Environmental Education. He is currently involved with a nationwide Educational Research project (curriculum development), funded and co-ordinated by the HSRC as well as an institutional links programme between two Australian Universities, three local universities and three colleges of education.

APPENDIX X : Faxed interviews

eaching experience (in years): ___16___

ubjects taught / Std or Grade: 1) __Gr 4 — 7   All subjects.__

2) __Computer Literacy__

3) __Specialist subjects: Language (Eng)__
      Geography

stitution where qualifications were obtained: _____

__I.C.T ; Unisa__ _____

Outcomes-based education (OBE)

ave you attended any inservice programmes on OBE? ___Yes___

hat was the duration of the inservice programme? __3 × 8hrs__

ho presented the inservice programme (s) you attended? _____
                                        from U.C.T (TLRC)
__Chris Reddy ; Ruth ? & Consultant from Lufas__

hat are your views on OBE and the new curriculum? __The change__
__focus from a content-based curriculum is__
__sitive & provides opportunities for learners to__
__evelop thinking skills and apply them. The__
w Curriculum after the changes are are made
y be different....? but for now it is way to complex
en the realities of what happens in class and the
ches ability to kept up with the increased admin. too.

What are your experiences / impressions of implementation of new curriculum
ideas (personal or at your institution) The implementation process
assumed too much about teachers, their understandings
their situations & their resources. What is being implemented
probably a hybrid of what OBE really should be. majority of teachers
Are you familiar with changing roles implied for teachers in policy documents are not innovators
related to OBE and Curriculum 2005? What is your opinion regarding these?
The bureaucratic functioning of the department & previous training
es not allowed for teachers as true planners, & or groups who
the initiatives. Policies are more easily generated than effectively
plemented especially because of the change process.

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Teaching experience (in years): __12 ½ YRS .__

Subjects taught / Std or Grade:1) __10 YRS -   ALL__

2) __1 YR -   ALL__

3) __1 ½ -   ALL__

Institution where qualifications were obtained: __DE III JP- WESLEY (1/1987)__

HDE JP (HEWAT) M. A. (Education) AUSTRALIAN CATHOLIC UNIVERSI
11/1988 (BRISBANE)
(JULY 2000)

2 Outcomes-based education (OBE)

Have you attended any inservice programmes on OBE? __YES__

What was the duration of the inservice programme? __± 50 HOURS__

Who presented the inservice programme (s) you attended? __WCED→ SUBJECT ADVISORS__

__UCT - CHRIS REDDY , STAFF DEVEL→ OBE - CHRIS REDDY__

What are your views on OBE and the new curriculum? __OBE IN THEORY HAS GOOD PRINCIPLE__

__HOWEVER, THE IMPLEMENTATION PROCESS WAS HAPHAZARD AND WITHOUT__

__ANY INSIGHTFUL PLANNING. BEARING IN MIND THAT OUR "HISTORY" HA.__

__FURTHER BURDENED US WITH VAST INADEQUACIES IN TERMS OF__
EXPERTISE, FINANCES, RESOURCES, QUALIFICATIONS ETC, ETC... THIS HAS
CREATED AN APATHY AND NON-COMMITTAL IN MANY AREAS TO
FULLY UNDERTAKE THIS MAMMOTH TASK. EDUCATORS FEEL DISEMPOWERE.
AND OVERBURDENED BY A RIDICULOUS LOAD OF ADMIN. (EVAL. PROCEDUR

What are your experiences / impressions of implementation of new curriculum
ideas (personal or at your institution)
EDUCATORS AT MY INSTITUTION HAVE TRIED TO GRASP AND
IMPLEMENT THE PROCESS IN A DETERMINED WAY. EVALUATION
PROCESS TOO TIME CONSUMING THEREFORE IMPACTING NEG. ON PROC.

Are you familiar with changing roles implied for teachers in policy documents
related to OBE and Curriculum 2005? What is `   `` opinion regarding these?

YES. ROLE AS FACILITATOR MUST NOT COMPROMISE
LEVEL, STANDARD AND INPUT OF LEARNING. .
TEACHERS ARE ESSENTIAL IN LEARNING.

Chris

THE TEACHING AND LEARNING RESOURCES CENTRE (TLRC)

SCHOOL OF EDUCATION, UNIVERSITY OF CAPE TOWN
Private Bag, RONDEBOSCH 7701
Telephone: (021) 650 3276
Fax: (021) 650 3585
Email: gs@education.uct.ac.za

CERTIFICATE CEREMONY 1998

19 November 1998

Curriculum 2005 and OBE:
Practical activities to make
meaning of the jargon

Bobo Tembeka
Chandler Jodi
Cloete Elaine-Joy
Davids Cheryldene
De Sousa Helena
Galant Abubaker
Henkin Helen
Hlatana Ncebakazi
Khan Shireen
Kondile Nomonde
Mafenuka Nina
Millar Paul
Mlambo Nombulelo
Nkunkume Nozuko
Nyamende Nomfundo
Philander Veronica
Stubbs Gillian
Wabathyalaka E
Williams Donovan

THE TEACHING AND LEARNING RESOURCES CENTRE

SCHOOL OF EDUCATION
UNIVERSITY OF CAPE TOWN

END OF YEAR CELEBRATION AND FAREWELL

11 November 1999

CURRICULUM DEVELOPMENT:-

Curriculum 2005 and OBE: Practical Activities to Make Meaning of the Jargon (Part I)
(April - Chris Reddy)

Bolligelo Feliscity
Carolissen Cheryl
Coetzee Sharon
Conrad Rukaya
Dixie Shirley
Frank Elzan
Gotkin Ronnie
Hermanus Tina
Hoffman Sandra
Holmes Allivia
Jacobs Gadija
Kahn Rashida
Lewis John
Limetyeni Nokulunga
Makoma Hector
Moses Margaret
Nakidien Toyer
Rhoda Georgina
September S
Staal Dominique
Tyhali Michael
Williams Sophia

Curriculum 2005 and OBE: Practical Activities to Make Meaning of the Jargon (Part I)
(April - Chris Reddy at Koeberg)

Adriaan Kevin
Boltman Shinaaz
Carelse Munira
Cohen Jennifer
Esau Henry
Fredericks Shawaal
Fry Sheila
Jordaan Patricia

Kotze Iris
Krause Michelle
Laua Nazneen
Majiet Shanaaz
Paulus Alwyn
Walters Mauritz
Wilds Esmeralda
Williams Michael
Wolmarans Valecia

Curriculum 2005 and OBE: Practical Activities to Make Meaning of the Jargon (Part I)
(August - Chris Reddy)

Botha Michele
Cloete Ursula
Coucher Susannah
Du Plooy Shannon
Gibbon Barbara
Hendricks Marion
Jansen Irene
Knight Lesléy
Koopman Ruth
Lambert Bernice
Mcoso Irene
Metuse Lindiwe
Ntelezi Morgan
Overmeyer Julia
Paxton Joy
Poole Everett
Quimpo Mary
Jonas Sameeda
Khan Rashida
Khan Shireen
Moses Margaret
Nakidien Toyer
Staal Dominique
Stubbs Gillian
Williams Sophia

Working with Curriculum 2005:
Designing Classroom Activities for an
OBE Framework (Part II)
(October - Chris Reddy)

Bafo Ntombizakuthi
Coucher Susannah
Du Plooy Shannon
Jansen Irene
Knight Lesléy
Koopman Ruth
Lambert Bernice
Overmeyer Julia
Paxton Joy
Poole Everett
Retief Frances
Rhoda Georgina
Samson Gloria
Snyder Reuben
Tyhali Michael
Villette Sharon

Working with Curriculum 2005:
Designing Classroom Activities for an
OBE Framework (Part II)
(May - Chris Reddy at Koeberg)

Adriaan Kevin
Boltman Shinaaz
Carelse Munira
Cohen Jennifer
Esau Henry
Fredericks Shawaal
Fry Sheila
Jordaan Patricia
Kotze Iris
Krause Michelle
Laua Nazneen
Majiet Shanaaz
Paulus Alwyn
Walters Mauritz
Wilds Esmeralda
Williams Michael
Wolmarans Valecia

PLANNING GUIDE

LEARNING PROGRAMME / AREA: ....

GRADE: ....   DATE: ....

FOCUS: ....

CONTENT (Key concepts, skills, attitudes and values)	ASSESSMENT Who, What, When, How
....	....
....	....
....	....
....	....
....	....
....	....
....	....
....	....
....	....
....	....
....	....
....	....

ACTIVITIES : TEACHING AND LEARNING STRATEGIES

Educator-leaner interaction

....
....
....
....
....
....

RESOURCES / MATERIALS / WORKSHEETS ETC

....
....
....
....
....

CRITICAL OUTCOME(S) ADDRESSED:

....
....
....
....

PLANNER

LEARNING AREA: ....

GRADE: .... **DATE:** .... **DURATION:** ....

TOPIC/FOCUS/THEME: ....

KNOWLEDGE (Learning Outcomes)

....
....
....
....
....
....
....
....

ACTIVITIES (Educator – learner interaction)

....
....
....
....
....

ASSESSMENT (who, what, when, how)

....
....
....

SKILLS, ATTITUDES, VALUES

....
....
....
....

RESOURCES, MATERIALS, WORKSHEETS

....
....
....
....

CRITICAL OUTCOMES ADDRESSED

....
....
....
....
....

COMMENTS (REFLECTION)

....
....
....
....
....

EXAMPLE

NAME OF SCHOOL: ....

NAME OF LEARNER: .... DATE: ....

ASSESSMENT SUMMARY SHEET
FOR
LIFE ORIENTATION

Levels of achievement

Critical Outcomes (1,2,4,8,10)

Identify issues; critical thinking, problem solving;
decision-making; creative thinking; team work;
cultural sensitivity; learning strategies

TOPICS:

Sexuality and HIV/AIDS
Rituals
Games and Recreation

NY	*Not yet been exposed to ..*
1	*Attempted, but not able to at all.*
2	*Only able to at basic level with support.*
3	*Able to but not consistent – needs more practice. Possibly only able in one context.*
4	*Has met the criteria - can move on to the next level.*
5	*May be at the next level.*

Dates:

Learning Outcomes: The Learner will be able to					
SEXUALITY and HIV/AIDS:					
▪ Show knowledge of the human reproductive system					
▪ Distinguish between fact and myth w.r.t. HIV/AIDS					
▪ Demonstrate the ability to use interpersonal skills as a preventative measure in countering HIV/AIDS					
GAMES and RECREATION:					
▪ Catch and throw a ball					
▪ Bat and hit accurately					
▪ Appreciate fair play					
▪ Understand the importance of rules in games					
RITUALS: (e.g. weddings, initiation, burials, ancestral worship)					
▪ Show knowledge of distinctive rituals of all religions					
▪ Distinguish facts from myths w.r.t. rituals					
▪ To demonstrate the nature and significance of rituals					
▪ Explain the role of rituals within a culture					

Signed: Educator	Signed: Learner	Signed: Parent
Comment:	Comment:	Comment:

THE CYCLE OF PLANNING LEARNING/TEACHING AND ASSESSMENT

MACRO PLANNING

Phase organiser   Program organiser

The needs of the school community (nationally/
Locally)

Integration   Context

Expanded opportunities

- What does this reveal about the activity?
- What does this reveal about the learners?
- Does it match your expectations?

5
Reflecting on what the learners have done

4
Reporting appropriate information

- Profile
- Portfolio
- Class lists
- Comments

3
What is the best way to record the outcomes?

MICRO PLANNING

1.
What are your intended outcomes of this activity?

What are your intended assessment criteria of this activity?

What resources are available/ necessary for this activity?

What prior learning is necessary for this ac

What skills, attitudes and values are

- Pairs
- Groups
- Individual
- Workstations
- Big chart
- Task chart
- Co-operative learning
- Practical work
- Role play
- Animation

2
How are you going to manage this activity in the class room?

During this activity what are you going to observe? How will you assess what the learners have demonstrated?

- Checklist
- Self assessment
- Peer assessment
- Rubrics

What they
- Say
- Do
- Read
- write