

**THE IMPLEMENTATION OF CONTINUING
PROFESSIONAL TEACHER DEVELOPMENT
POLICY IN THE WESTERN CAPE:
CONSTRAINTS AND OPPORTUNITIES**

LYNNE ANDREA JOHNS

2018



Cape Peninsula
University of Technology

**THE IMPLEMENTATION OF CONTINUING PROFESSIONAL TEACHER
DEVELOPMENT POLICY IN THE WESTERN CAPE: CONSTRAINTS AND
OPPORTUNITIES**

by

LYNNE ANDREA JOHNS

Thesis submitted in fulfillment of the requirements for the degree

Master of Education

in the Faculty of Education and Social Sciences

at the Cape Peninsula University of Technology

Supervisor: Professor Lungi Sosibo

Mowbray

November 2018

CPUT Copyright Information

The dissertation/thesis may not be published either in part (in scholarly, scientific or technical journals), or as a whole (as a monograph), unless permission has been obtained from the university

DECLARATION

I, Lynne Andrea Johns, declare that the contents of this dissertation/thesis represent my own unaided work, and that the dissertation/thesis has not previously been submitted for academic examination towards any qualification. Furthermore, it represents my own opinions and not necessarily those of the Cape Peninsula University of Technology.

Signed

Date

ABSTRACT

Continuing Professional Teacher Development (CPTD) policy is an initiative intended to up-skill teachers, and in so doing improve schooling and learner achievement. CPTD involves the participation of teachers in various developmental activities for which they earn CPTD points. The professional development of teachers in South Africa has been erratic and, as a consequence, there has been a decline in the quality of teachers. Despite there being formal structures in place, policy implementation continues to be a problem. The purpose of this study was to identify constraints and opportunities regarding CPTD policy implementation in the Western Cape. The research tradition of interpretivism was chosen, allowing for a qualitative case study design to be employed. The non-probability sampling method was used to select a purposive sample of three WCED officials and four school principals. Convenience sampling was applied in identifying 24 teachers. Other data were drawn from policy documents. The study was conducted in an urban and rural district within the Western Cape. This study is significant in that it informs policy makers and implementers, and other stakeholders about the constraints and opportunities with regard to CPTD implementation and in so doing, paves the way for more effective implementation. Findings revealed that constraints outweighed opportunities. In spite of time constraints, principals and teachers reported that they are in support of professional development, but are not in support of the CPTD management system implemented by SACE. They do not agree with the one-size-fits-all approach to implementation, nor the focus of development being the collection of CPTD points. It is thus deemed that a review of the CPTD policy is necessary in order to clear the misconception that accumulation of PD points is the primary focus of CPTD. Granted, teachers would still need to collect points to monitor their growth. A recommendation is made in this study to improve the system and ensure that it is functional and accessible to all teachers at all times, including those in rural districts.

ACKNOWLEDGEMENTS

I wish to thank:

- God, for blessing me in many ways.
- My husband, Mario Johns for understanding and supporting me when I had to work till the early hours of the morning.
- My supervisor, Professor Lungi Sosibo, who was an absolute light and inspiration throughout this journey.
- Dr David Crombie for the great friendship and support.
- Both my families, the Herrmann and Johns family for always encouraging me.
- All the officials, principals and teachers who participated in this study. Your sacrifices are greatly appreciated.

The financial assistance of the University Research Foundation towards this research is acknowledged. Opinions expressed in this thesis and the conclusions arrived at, are those of the author, and are not necessarily to be attributed to the University Research Foundation.

DEDICATION

To my husband Mario, you light up my life.

TABLE OF CONTENTS

| | |
|-------------------------|------------|
| Declaration | i |
| Abstract | ii |
| Acknowledgements | iii |
| Dedication | iv |

CHAPTER ONE: INTRODUCTION

| | | |
|--------------|---|-----------|
| 1.1 | Background to the study | 1 |
| 1.2 | Problem statement | 3 |
| 1.3 | Purpose and objectives | 3 |
| 1.4 | Research questions | 4 |
| 1.5 | Research methodology | 4 |
| 1.5.1 | Sample and sampling procedure | 5 |
| 1.5.2 | Data collection | 6 |
| 1.5.3 | Trustworthiness | 7 |
| 1.5.4 | Data analysis | 8 |
| 1.6 | Ethical considerations and clearance process | 10 |
| 1.7 | Organisation of the study | 10 |

CHAPTER TWO: LITERATURE REVIEW

| | | |
|------------|---|-----------|
| 2.1 | Introduction | 12 |
| 2.2 | Conceptual definition of continuing professional teacher development | 12 |

| | | |
|-------|--|----|
| 2.3 | Policy and politics in continuing professional teacher development | 18 |
| 2.4 | Developments in policy implementation | 20 |
| 2.5 | Fullan's interactive factors affecting CPTD implementation | 21 |
| 2.5.1 | Characteristics of change affecting implementation | 23 |
| 2.5.2 | Local characteristics affecting implementation | 24 |
| 2.5.3 | External factors affecting CPTD policy implementation | 30 |
| 2.6 | Theoretical perspectives of policy implementation | 32 |
| 2.6.1 | Top-down approach to CPTD policy implementation | 33 |
| 2.6.2 | Bottom-up approach to CPTD policy implementation | 34 |
| 2.6.3 | Combined approach to CPTD policy implementation | 35 |
| 2.6.4 | Change theory | 36 |

CHAPTER THREE: RESEARCH METHOD AND DESIGN

| | | |
|---------|-------------------------------------|----|
| 3.1 | Introduction | 40 |
| 3.2 | The research paradigm and tradition | 40 |
| 3.2.1 | Qualitative research | 42 |
| 3.2.2 | Overview of the selected case | 43 |
| 3.3 | Research methods | 46 |
| 3.3.1 | Sampling and sampling selection | 46 |
| 3.3.1.1 | Site selection | 46 |
| 3.3.1.2 | Participant selection | 47 |
| 3.3.1.3 | Gaining access | 48 |
| 3.3.2 | Data collection | 48 |
| 3.3.2.1 | In-depth open-ended interviews | 49 |
| 3.3.2.2 | Focus group interviews | 49 |

| | | |
|------------|-------------------------------|-----------|
| 3.4 | Data analysis | 50 |
| 3.5 | Policy documents | 51 |
| 3.6 | Ethical considerations | 51 |
| 3.7 | Limitations | 52 |

CHAPTER FOUR: RESEARCH FINDINGS

| | | |
|--------------|---|-----------|
| 4.1 | Introduction | 53 |
| 4.2 | Constraints of CPTD policy implementation | 54 |
| 4.2.1 | An ineffective CPTD system | 54 |
| 4.2.2 | Negative attitudes and lack of motivation | 58 |
| 4.2.3 | Compliance and coercion | 60 |
| 4.2.4 | Ineffective developmental structures and opportunities | 61 |
| 4.2.5 | Insufficient resources | 64 |
| 4.3 | Opportunities for CPTD policy implementation | 70 |
| 4.3.1 | Support for professional development | 70 |
| 4.3.2 | Access to developmental opportunities | 72 |
| 4.3.3 | Developmental structures | 73 |
| 4.4 | Participant's suggestions for effective CPTD policy implementation | 76 |

CHAPTER FIVE: DISCUSSION AND ANALYSIS OF RESULTS

| | | |
|------------|---------------------------------|-----------|
| 5.1 | Introduction | 81 |
| 5.2 | Overview of the research | 81 |
| 5.3 | Discussion and analysis | 82 |

| | | |
|------------|--|-----------|
| 5.4 | Limitations of the research | 89 |
| 5.5 | Recommendations | 89 |
| 5.6 | Suggestions for future research | 92 |
| 5.7 | Conclusion | 92 |

REFERENCES 94

LIST OF FIGURES

| | |
|--|-----------|
| Figure 2.1: The componential structure of professionalism | 15 |
| Figure 2.2: Interactive factors affecting implementation | 22 |
| Figure 3.1: The developmental process | 44 |
| Figure 3.2: Types of professional development activities | 45 |
| Figure 4.1: Participant codes | 53 |

LIST OF TABLES

| | |
|--|-----------|
| Table 3.1: A summary of the three dominant paradigms for research | 41 |
|--|-----------|

APPENDICES

| | |
|--|------------|
| Appendix A: CPUT ethical clearance | 100 |
| Appendix B: WCED permission | 101 |
| Appendix C: Interview schedule, teachers | 103 |
| Appendix D: Interview schedule, principals | 104 |
| Appendix E: Interview schedule, officials | 105 |
| Appendix F: List of key education acts and policies | 106 |
| Appendix G: Participation consent | 107 |

CHAPTER 1

INTRODUCTION

1.1 Background to the study

Governments across the world have identified teacher professional development (TPD) as a key method of enabling teachers to gain the necessary content knowledge (theory) and pedagogy (practice) to improve conditions in schools and to respond to 21st century educational challenges (Hardy, 2012:1). Continuing Professional Teacher Development (CPTD) can also be seen as a way of updating the knowledge of well-trained teachers. Morrow (2007) believes that CPTD could be about upgrading teachers' knowledge where it is lacking.

In South Africa, since the transition in 1990, the National Department of Education (NDoE) regarded teacher professional development as a key priority and an important educational initiative to improve schooling and ultimately learner achievement (Carrim, 2013: 50). In that regard, given the difficult schooling contexts of South Africa post-1994, the NDoE has tended to prefer an approach that emphasises continuing professional teacher development (CPTD); focusing on everyday learning that occurs within the context of a school and that continues over a period of time. CPTD is a policy initiated by government to improve the quality of in-service teacher education (Onwu & Sehoole, 2015:130). Given limited available time and constant changes within schools, the NDoE believed that this approach to CPTD would address existing key gaps in teacher development that they had not resolved previously (Singh, 2011: 1626).

The concept of CPTD was first promulgated in the South African Council for Educators (SACE) Act no 31(2000) and as amended by Basic Education Laws Amendment Act (BELA) no 15 of 2011. In this Act, SACE was mandated to manage a system for CPTD. The CPTD Management System (MS) was then formally instituted in section 53 of the Department of Basic Education's (DBE) National Policy Framework for Teacher Education and Development (NPFTED) in 2006, with amendments made in 2008.

The purpose of the policy was to give clarity and coherence to the vast field of teacher education and its activities, as well as “enable teachers to enhance their professional competence and performance” (Department of Education, 2006: 4). The purpose of the CPTD MS is to provide clear guidance to teachers with regards to PD activities; to protect teachers from fraudulent service providers; and assist teachers in managing their CPTD (SACE, 2016).

In terms of the NPFTED, the CPTD MS will be made available to all school-based educators, including school principals, deputy principals and departmental heads from Grade R to 12, whether state employed, and governing body employed or employed by independent schools (SACE, 2016:20). Participation in CPTD is compulsory for all teachers. Section 7 of the SACE Code of Ethics states that teachers must “keep abreast of educational trends and developments” (SACE, 2013:8). While SACE allocates points to various activities that educators accumulate within a three-year cycle (OECD, 2008:311), the DBE develops and oversees CPTD policy in relation to the Norms and Standards for Educators (Carrim, 2013: 51).

Since 2008 there have been two notable turning points in the formulation of teacher professional development policy in South Africa. These are the National Teacher Development Summit in 2009, and the release of the Minimum Requirements for Teacher Education Qualifications (MRTEQ) in 2011.

The purpose of the National Teacher Development Summit in 2009 was to gain clarity on the teacher development landscape in South Africa, concluding with a declared commitment by all stakeholders to the development of a co-ordinated coherent national teacher development plan. This was provided in 2011 via the launch of the Integrated Strategic Planning Framework for Teacher Education and Development in South Africa. The document divided the field of teacher education into two fields, namely, Initial Professional Education of Teachers (IPET) and CPTD, the latter laying the groundwork for all CPTD focused on the development of teachers’ professional knowledge and skills in South Africa.

The second turning point in the formulation of teacher development policies came with the release of the Minimum Requirements for Teacher Education Qualifications (MRTEQ) by the National Department of Higher Education and Training (DHET) in 2011.

Replacing the earlier norms and standards for educators, MRTEQ provided a systematic and coherent approach to teacher professional development and support (Carrim, 2013: 51). This was further embedded in the National Development Plan (NDP) 2030 with an Action Plan towards the realisation of schooling 2030. The NDP identifies 27 goals, with priority Goal Number 16 prioritising the improvement of “the professionalism, teaching skills, subject knowledge and computer literacy of teachers throughout their entire careers” (Department of Basic Education, 2015:1).

1.2 Problem statement

The CPTD policy implementation involves many stakeholders, including the school manager or principal and education department officials. According to Singh (2011:1627), the professional development of teachers in South Africa has been erratic. The result thereof has been a decline in the quality of teaching. Despite there being formal structures in place, policy implementation continues to be problematic. Steyn (2011b) identifies quality leadership by school principals and education officials as an aspect, which significantly influences effective implementation of CPTD policy. Other studies suggest that effective leadership is lacking (Whitworth & Chiu, 2015; Steyn, 2011b). These findings raise concerns, because they imply that CPTD policy is not being implemented effectively. It was found in the recent research of Onwu and Sehoole (2015:131) that current institutional structures cannot provide comprehensive CPTD. Furthermore, there is insufficient literature which identifies or engages with various aspects of policy implementation; specifically in schools in the Western Cape.

1.3 Purpose and objectives

The purpose of this study is to identify constraints and opportunities regarding CPTD policy implementation.

Objectives:

1.3.1 To identify, describe and give an in-depth understanding of the constraints of CPTD policy implementation in a rural and urban district.

1.3.2 To identify, describe and give an in-depth understanding of the opportunities of CPTD policy implementation in a rural and urban district.

1.4 Research questions

Main question: What promotes or inhibits the implementation of policy relating to continuing professional teacher development within two Western Cape education districts?

Sub-questions:

1. What are the constraints with regards to the implementation of CPTD policy?
2. What are the opportunities with regard to the implementation of CPTD policy?

1.5 Research Methodology

The research tradition of interpretivism was chosen. According to du Plooy-Cilliers (2014:35), interpretivists believe that reality is subjective and fragile, created by human interaction. The reality related to this study will be identified through interaction with district officials, principals and teachers. A qualitative case study design will be employed in this study. According to du Plooy-Cilliers (2014:193), a case study allows for an in-depth understanding of the subjective experiences of participants in a study. According to Strydom and Bezuidenhout (2014:178), case study allows the researcher to gain an abundant and detailed account within a real-world context. According to Strydom and Bezuidenhout (2014:179) cite in Babbie and Mouton, (2001) this approach is viewed as the voice of ordinary people. This case study will consist of four schools and three WCED officials.

1.5.1 Sample and Sampling procedure

The non-probability sampling methods comprise purposive and convenience sampling. According to Dolores and Tongco (2007:147), purposive sampling is an informant-selection tool, which is not effectively explained in most studies. Purposive sampling is referred to in many studies as judgement sampling, in that the researcher deliberately chooses informants or participants according to the knowledge and experience they might possess (Dolores & Tongco, 2007:147).

In addition, a non-random technique does not require underlying theories or a set number of informants. Dolores and Tongco (2007:147) cited in Bernard, (2002) Lewis and Shepard (2006) define purposive sampling as, "Simply put, the researcher decides what needs to be known and sets out to find people who can and are willing to provide the information by virtue of their knowledge or experience". An advantage of using the purposive sampling method is that the research population is represented in the sample. A disadvantage of the method is that purposive sampling, unlike random sampling is not free from bias (Dolores & Tongco, 2007:153). Convenience sampling involves selection of participants according to who is available at a given time and willing to participate in the study. A disadvantage of the method is that it is prone to bias and influences beyond the control of the researcher (Welman, Kruger & Mitchell, 2005:70-71).

As it will be difficult to have access to the entire population, the sample or cohort of school principals and WCED officials is chosen purposefully. Education districts and teachers are chosen conveniently. Purposive sampling is relevant to this study in that those school principals and district officials have been tasked to implement CPTD policy within schools. The reason for including officials in the sample is that they are responsible for the monitoring and evaluation of policy implementation, as well as providing support to school leadership. School teachers are responsible for keeping their content and pedagogical knowledge updated through CPTD. Convenience sampling was used to select teachers, since many teachers are not available after school due to extra mural programmes. Those who were willing and available participated. Using these participants in this study ensures that participants who are custodians of this policy are included in the study.

The districts were chosen on the grounds of their geographical positioning and proximity to where the researcher resides; ensuring that the research is

economically viable. The schools are purposefully chosen based on their systemic results of 2015. Carrim (2013:51) asserts that it is assumed that teacher development and support relate to learner achievement. The top performing primary and high school in each education district participate in the study. Participants in the study comprise the principals of the respective schools and their teaching staff as well as WCED officials who are responsible for CPTD within the identified districts and at a provincial level.

This sample is considered to be representative since CPTD policy applies to the teaching staff of all high and primary schools.

1.5.2 Data collection

Data will be collected using focus group, semi-structured, open-ended interviews. In focus-group interviews, participants share and discuss their feelings and express opinions that are unique to them regarding a certain topic or phenomenon (Strydom & Bezuidenhout, 2012: 183). In the context of this study, these interviews allow participants to answer questions and express their opinions and attitudes freely within a safe and confidential space for engagement.

Focus group interviews take place within the two education districts at centrally located venues, which are easily accessible to the principals and teachers participating in this study. Predetermined, open-ended questions are used to facilitate discussion between the participants. The researcher facilitates the sessions while interviews are being audio recorded. Audio recording the session gives an opportunity to revisit the responses, allowing detailed notes to be taken.

In-depth interviews with the five departmental officials are conducted on an individual basis. An audio recording as well as detailed notes are kept of each interview.

In-depth individual interviews with officials allow the researcher to ask for a more detailed explanation of policy intention and the current state of affairs, providing clarity on the matters pertaining to policy implementation (Strydom & Bezuidenhout, 2014: 188).

1.5.3 Trustworthiness

According to Koonin (2014:258), the overarching term used in qualitative research for validity and reliability of research findings is trustworthiness. Koonin (2014) also refers to Lincoln and Guba's (1985) constructs of credibility, transferability, dependability and confirmability, which are discussed below.

Credibility

Credibility has to do with the manner in which the researcher interprets the data received from participants in the study (Koonin, 2014:258).

The credibility of this study is increased by the use of various recognised research methods: including data triangulation; tactics to ensure honesty; peer scrutiny of research; examination of previous research and the use of iterative questioning.

Data triangulation involves the use of more than one research method to collect data in a study. Focus group, in-depth interviews and policy documents are used as research methods to collect data in this study. The different data sources used in this study are school principals, school teachers and Education Department officials. The researcher triangulates data by identifying common outcomes agreed upon by the different data sources; that is, school principals, school teachers, WCED officials and policies pertaining to CPTD. Strategies to ensure honesty in participants are initiated from the start. Participants are encouraged to speak freely and be frank with their responses since they are not judged. The emphasis is that there is no wrong and right answer, and that all their opinions are important and valued. In order to frame the findings of the study, the researcher examines previous research. The researcher uses iterative questioning in focus groups and individual interview sessions.

Using this technique is imperative, since it probes each matter raised by a participant and in so doing, extracts relevant data through the rephrasing of questions. Where contradictions appear, falsehoods can be detected and suspect data probed.

Transferability

According to Koonin (2014:258), "transferability is the ability of the findings to be applied to a similar situation and delivering similar results."

This study focuses upon both urban and rural geographical contexts. Each of these districts can be seen as an individual study. A detailed description of the two contexts is rendered and the experiences of principals, teachers and WCED officials recorded. The findings of the research in each district are compared and contrasted. In so doing, findings of similarity and difference are identified and recorded for future research studies of a similar nature.

Dependability

In this study, dependability is ensured by using overlapping research methods, such as individual and focus group interviews. In-depth methodological descriptions of the research process are reported, allowing another researcher to replicate the study in another province or district, not necessarily producing the same results.

Confirmability

According to Koonin (2014: 259), “confirmability refers to how well the data collected supports the findings and interpretation of the researcher.” In other words, another researcher should be able to interrogate the data and arrive at similar findings to confirm the results of this study. It is important that the researcher remains as objective as possible throughout the process of data collection and not be involved with the subjective responses from participants. In this study, the following steps are taken to ensure that the findings are a result of the participant’s experiences and not the preferences of the researcher: triangulation is used in order to reduce the undue influence of researcher bias; the researcher’s beliefs, assumptions or biases are declared. Any shortcomings with regard to the study’s methods and the potential effects are explained; and diagrams are used in order to explain an “audit trail”. Such a diagram traces the course of the research step-by-step.

1.5.4 Data analysis

Content analysis is applied to analyse the data collected and to identify key trends, issues and barriers. In this study, qualitative content analysis is applied using the inductive approach. The inductive approach refers to a researcher reasoning from the specific to the general.

In so doing, a researcher uses specific data in the analysis to develop themes without relying upon a preconceived framework. The focus of the analysis is on identifying the themes that cut across the sector relating to constraints and

opportunities to policy implementation. Bezuidenhout and Cronje (2014: 235) adapted Zhang and Wildermuth's (2009) eight steps in the process of qualitative content analysis. These steps include the following and are applied in this study:

Prepare the data: Organise and transcribe all the data collected into written text. Listen to the voice recordings and make detailed notes of the participants' responses.

Define the coding unit to be analysed: Determine whether individual words, phrases, symbols, sentences or paragraphs are used as coding units. In so doing, data is broken down into manageable chunks or parts.

Develop categories and a coding scheme or conceptual framework: Once data has been broken down into manageable chunks, related coding units are categorized. Development of this conceptual framework assists with the coding of data. This conceptual framework or coding scheme is developed from raw data collected.

Test coding scheme on a sample of the data: The clarity and consistency of category definitions are tested on a small sample of the data and coding rules redefined if consistency levels are low.

Code all text: An inductive coding approach is applied; codes appear after scrutinizing the text. According to Glaser and Strauss (1999), the constant comparative method involves the development of codes, themes and categories from raw data; making data analysis an iterative process. The form of coding applied is that of selective coding. The reason is that it is an inductive form of coding. Selective coding involves the selection of core codes that correspond with observed codes, which adequately describe the central outlook of the research study, namely constraints and opportunities for policy implementation.

Re-assess the coding consistency: Ensure that all relevant and useful data have been coded and that the coding process has been applied consistently.

Interpret the data: Interpret the themes or categories that were identified. This is done by expanding the analysis with the researcher's own interpretation, existing theories and previous studies.

Finally, report the findings.

1.6 Ethical considerations and clearance process

This study conforms to the Cape Peninsula University of Technology's ethical protocols. The relevant forms for clearance of this study were obtained from the research ethics committee before commencing with focus groups and in-depth interviews. Human ethical approval was obtained, thus ensuring the rights and interests of anyone affected by this study. Participants were safeguarded from any form of victimisation. Legislation regarding human rights and data protection are applied by following the stipulated procedures when collecting and storing data (refer to Appendix A). Permission from the Western Cape Education Department (WCED) was obtained to allow the researcher to interact with officials, school principals and teachers (refer to Appendix B). Data obtained from and pertaining to the WCED and participants in the study were utilised for research purposes only. The researcher signed a contract with individual participants ensuring them of their anonymity and confidentiality. Data collected are used in the purest form. No results were tampered with or manipulated. All participants involved in the research were knowledgeable about the study and completed consent forms to confirm their voluntary participation. This study does not include any member of society who is vulnerable, feels under pressure to participate, nor causes them stress or harms them in any form. This research pertains to focus groups and individual in-depth interviews. All individual and focus group interviews are conducted in an unbiased manner. Interview schedules are used to guide the various discussions; in so doing avoiding bias (refer to Appendices C, D & E). The researcher refrained from imparting his or her own views on the matter under discussion. She maintained a sound balance between modesty and arrogance when gaining insight into the problems or issues. Data were stored in the cloud and disposed of after being analysed. Only the researcher had access to the stored data.

1.7 Organisation of the study

Chapter 1 gives the background to Continuing Teacher Professional Development policy implementation in South Africa. The problem relating to policy implementation and the purpose of this study is discussed. The research questions and sub-questions are outlined and the methodological orientation of the study is presented.

Chapter 2 reviews the literature such as journal articles, books, theses related to opportunities and challenges with regard CPTD policy implementation. The theoretical background is presented in this chapter.

Chapter 3 outlines the research design and methodology utilised in the study. A detailed discussion of the sampling, data collection, data analysis and ethical thinking is presented.

Chapter 4 gives a descriptive report of the research findings answering the research questions.

Chapter 5 presents an overview of the research and a discussion and analysis of the findings, as well as recommendations for effective CPTD policy implementation and recommendations for future research and concluding comments.

The next chapter presents a detailed discussion of the literature reviewed in this study.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

Howard (2014:101) defines a literature review as a summary of literature available relating to the research topic, be it directly or indirectly. The following themes relating to the topic of continuing professional teacher development (CPTD) policy implementation are presented in the literature review: (i) Conceptual definition of Continuing Professional Teacher Development (ii) Policy and politics in continuing professional development, and iii) Developments in CPTD policy implementation. The review focuses upon theoretical perspectives of policy implementation; including Bottom-up, Top-down and combined theories. Particular attention is paid to Fullan's Change Theory because it has been used by other researchers in their studies on policy implementation.

2.2 Conceptual Definition of Continuing Professional Teacher Development (CPTD) and Professionalism

Most North American researchers conceptualise and define professional development and professional learning as the relation between school effectiveness and improvement (Evans, 2014:4). In essence, this means that professional development is a result of schools being effective and improving.

According to the South African Council for Educators (SACE, 2013:3), as professionals, teachers are required to develop their knowledge and skills continuously. Teacher professional development (TPD), or teacher learning (TL), as referred to by Msomi, van der Westhuizen and Steenekamp (2014:800) cannot be viewed as a once-off occurrence, "but a continued process, requiring time and effort". CPTD assists in-service teachers in keeping up to date with the ever-changing school environment (Mpahla & Okeke, 2015a:11). This on-going learning provides teachers with the necessary support in the form of professional development activities, such as workshops and courses.

These developmental activities sustain and fortify teachers' pedagogical subject knowledge, an understanding of how students think and strategies to improve classroom practice (Caena, 2011:12). Hardy (2012:7), is of the opinion that CPTD concerns workshops and courses made available to teachers at one level but, at a deeper level CPTD is a situated socio-political practice which is intrinsically political. This notion emphasises the fact that CPTD depends on the relation between the context in which CPTD needs to take place and stakeholders in education who create opportunities for development. Evans (2014:4) establishes that these developmental opportunities need not be "intentional": as planned activities, but that professional learning can take place incidentally. Incidental learning is not planned and happens every day in schools.

Nevertheless, the belief is that continuing professional development of teachers is the perfect answer to sustainable change in schools (Steyn, 2011a:211), meaning that teachers would be better equipped to deliver the curriculum and in so doing, the academic results of students would improve. In their study on the plurality of CPTD, Mpahla and Okeke (2015b:30) make two important recommendations, namely: that policymakers need to value the fact that quality education is reliant on teacher professional development and that teacher professional development is a human rights issue to which all teachers must have access. In context of the current education climate these recommendations are significant. Tooley and Connally (2016:2) express concern that the American education system has been more successful in producing professional development (PD) quantity than quality. The American government spends millions of dollars a year on PD, but little evidence shows how effective the development has been in improving teacher practice and student learning. In fact research conducted by the organisation formerly known as New Teacher Project shows that there is no difference between the PD experiences of teachers who changed their practice and those who did not (Tooley & Connally, 2016:2).

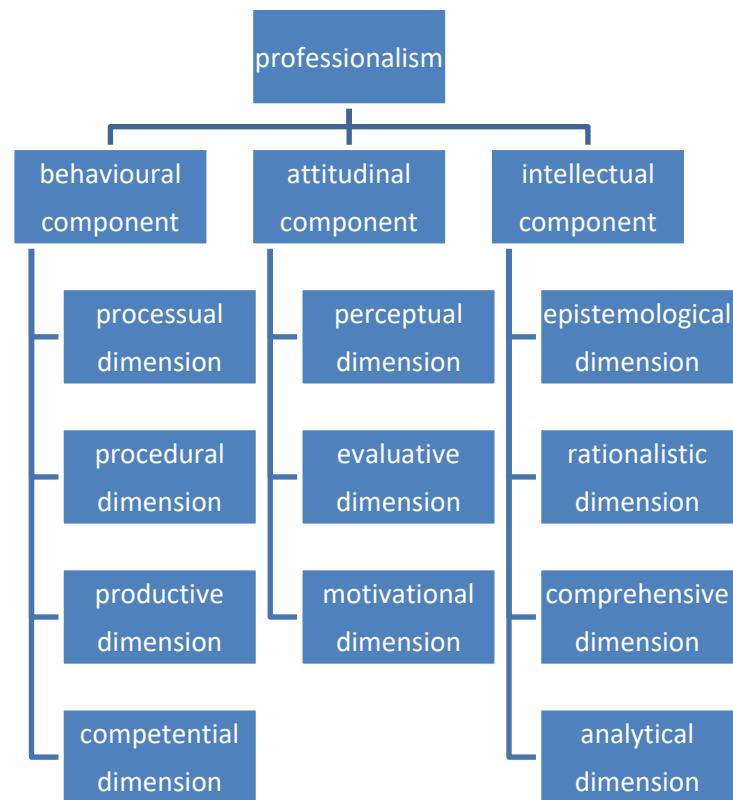
Evans (2014:17) defines professional development as "the process whereby people's professionalism may be considered to be enhanced, with a degree of performance that exceeds transitoriness". Professionalism is pivotal in this definition of professional development.

Evans is of the opinion that the professionalism of teachers is what needs to be developed and changed.

This is particularly important in that as professionals, teachers would automatically develop and not be coerced into developing. CPTD not only enhances teaching and learning, but also ensures that classrooms have highly skilled teachers. Ultimately, learner performance is promoted (Mpahla & Okeke, 2015a:11). The reality is that only some teachers see professional development as a professional duty whilst many others view it as optional (Caena, 2011:2). Unfortunately, another reality is that professional development has a poor reputation amongst teachers and those who study education, as the American education system produces more quantity than quality professional development opportunities (Tooley & Connally, 2016:2). This poor reputation of PD is also a result of developmental opportunities not being relevant, especially in rural areas (Mpahla & Okeke, 2015b:26).

Watson (2013:29) asserts that professional development plays an important role in teacher professionalisation. This assertion coincides with Evans (2014:16), who supports this notion and believes that professional development should solely relate to the teacher (as an individual) and that the secondary beneficiaries (such as the learners) should not be considered in any conceptual definition of professional development. This perception suggests that the primary purpose or focus of CPTD should not be improved learner performance, but that teacher professionalism be developed. Evans (2014) believes that once professionalism is promoted, CPTD automatically occurs and teachers do not feel threatened to participate in CPTD. Evans' (2014) conceptualization of professionalism is multidimensional and is based upon three components: behavioural development, attitudinal development and intellectual development as seen in the figure 2.1 below:

Figure 2.1: The componential structure of professionalism



(Source: Evans, 2014:20)

Evans defines behavioural development as the process whereby a teacher's professional performance is altered, resulting in enhanced professionalism, with a degree of demonstration that exceeds impermanency. In order for behavioural development to take place, processual change, procedural change, productive change and competential change need to take place. Processual change is about the relation between change and practice - how people, in this case teachers go about doing things. Procedural change is about procedures which are put in place whilst in practice. Productive change pertains to the teacher's change in output - what they produce. Competential change relates to the improvement of skills or the competence of teachers.

Attitudinal development is defined as the process whereby teachers' work related attitudes are modified; resulting in enhancement of the teacher's professionalism (Evans, 2014:21). In order for this development to occur, the following changes need to take place: perceptual change, evaluative change and motivational change.

Perceptual change refers to a change in perceptions, beliefs and mindsets - including what they perceive of themselves. Evaluative change refers to change required to teacher's professional values, in other words, what they value or dislike as professionals. Motivational change is about the change that is required in their own motivation, job satisfaction and morale.

Intellectual development is defined as the process whereby teachers' professional-related knowledge is adapted, resulting in the enhancement of their professionalism (Evans, 2014:21). In order for this to materialise, the following changes need to occur: epistemological change, rationalistic change, comprehensive change and analytical change. Epistemological change is change in relation to what teachers know or understand with regards to their knowledge structures. Rationalistic change is about the change in how teachers reason and apply to their practice. Comprehensive change involves the enhancement of knowledge and understanding, whilst analytical change refers to the nature of analyticism which teachers apply to their working lives (Evans, 2014:21).

Evans (2014:22) asserts that it is unlikely that a single episode of professional development includes all eleven dimensions that she identifies in her model. However, it is more likely that multiple dimensions are featured; drawn from the three main components: behavioural, attitudinal and intellectual. Evans argues that behavioural development might be imposed on teachers by educational leaders and that imposed professional development may not "necessarily be considered improved practice and hence, not necessarily professional development" (Evans, 2014:22).

In South Africa, CPTD is based on the quality assurance practices of Integrated Quality Management System (Singh, 2011:1628). The Quality Management System (IQMS) is a performance management system which comprises of three programmes namely, developmental appraisal, performance measurement and whole school evaluation (Geldenhuys & Oosthuizen, 2015:204). On the contrary, in other countries such as England, CPTD is focused solely on the teacher appraisal system and not on performance measurement and evaluation (Evans, 2014:179).

The implementation of these various policies or systems relating to developmental appraisal, performance and pay has resulted in a change as to how teachers are expected to behave (Chappell, 2014:15).

The purpose of IQMS is to: monitor the overall effectiveness of an institution; to evaluate the performance of teachers; identify specific needs of support and development for teachers; to promote accountability and to prepare the environment for teacher professional development (Education Labour Relations Council: 2003). Tooley and Connally (2016:2) believe that teacher evaluation systems are not sufficient in themselves to improve the practice of teachers. For significant improvement to occur, teachers need to undergo rigorous professional development linked to their identified areas of growth. The IQMS process unfolds and relates to the CPTD Management System in the following manner. The first stage is when teachers form the core of the education system and take responsibility for their own professional development. The main outcome for professional development is to improve classroom practice and learning outcomes. In step two, teachers identify PD needs through IQMS. In step three, teachers develop their own professional growth plan (PGP) and identify strategies or activities to address the identified developmental needs. In step four, teachers participate in SACE endorsed activities and earn PD points (South African Council for Educators, 2013:29). The IQMS system has many shortcomings, however; one of them being that it does not evaluate competence sufficiently. Teachers are unable to identify their needs or shortcomings effectively (Singh, 2011:1628).

The South African Council for Educators (SACE), the statutory body for the teaching profession, has been delegated with the task to promote and manage the professional development of teachers. All the teachers in public and independent schools have to be registered with SACE. The SACE Continuing Professional Teacher Development Management System has been put in place to encourage and recognise the professional development of teachers (SACE, 2013:4). The system allows teachers to manage their CPTD. These teachers have to earn 150 professional development (PD) points within a three-year cycle. Teachers earn PD points by participating in various professional development activities which meet their professional growth needs (Steyn, 2011b:44). Only SACE accredited service providers, whose professional development activities are endorsed by SACE, are able to provide PD points for teachers (SACE, 2013:13).

Participation in the CPTD system is compulsory. The SACE MS is a fairly new system, having been phased in, in 2014. During the first six years of implementation, SACE will not penalise teachers who do not reach the 150 point target. At the end of the six years, SACE will review the system and make a decision regarding non-compliance (SACE, 2013:9). Teachers who refuse to participate in the CPTD Management System contravene Section 7 of the SACE Code of Professional Ethics. Each teacher who achieves the 150 PD points in a three year cycle receives a certificate of achievement. These certificates are issued in three categories, namely: bronze certificate for teachers who achieve 150 points in a three year cycle; silver certificate for teachers who achieve between 151 -300 points in a three year cycle and a gold certificate for teachers who achieve 300 and above points in a three year cycle (SACE, 2013:5). In a recent study on the perceptions of School Management Team (SMT) members' role in CPTD, David (2016:225) found that the current CPTD system was flawed as no clear measures were in place with regards to monitoring teachers' participation in CPTD activities and that there were loop holes and grey areas in CPTD MS. In addition, if research with teachers was done prior to implementation, these flaws and anticipated shortcomings at grass roots level could have been addressed and corrected before implementation (David, 2016:229). According to Singh (2011:1627), the problem with the current policy, is that it does not provide for the measuring of impact of training within the classroom, nor on the development of schools. CPTD policy also lacks a sound theory of learning.

2.3 Policy and politics in continuing professional development

In an analysis of key educational policies and associated politics from a range of national settings, Hardy (2012) found that broad global processes such as neoliberalism, economism and managerialism currently influence policy-making in education and professional development. Teachers, who should be at the heart of policy-making, are alienated from this process (Hardy, 2012:26). Politicians see education as a broader economic enterprise; focusing on quantifiable outcomes of student and teacher learning (Hardy, 2012:25). Teachers would have to account to departmental officials on: learner achievement, intervention strategies used to improve learner achievement and their involvement in CPTD activities through the

IQMS process. It can be assumed that these quantifiable outcomes result in accountability pressures for CPTD policy implementation (Hardy, 2012:83), in that principals and teachers have to account for their professional development activities to SACE.

In order to understand the complexity of South Africa's education policy terrain, one needs to understand "the continuities and discontinuities between policy generation and policy implementation" (Soudien, Jacklin & Hoadley, 2001:79). The time line in Appendix F provides a chronological list of the key education Acts, policies and frameworks which deal with CPTD to support the context of this study.

Policy is drawn up and re-drawn through a myriad of processes and activities, which include consultation and input from various stakeholders. Intended and unintended outcomes arise from such a process. These outcomes often result in contradictions within and between policies. Contradictions can give rise to confusion on the ground. Heystek (2007:497) argues another point of contention when it comes to policy implementation. He posits that the state has accepted the processes of neo-liberalism which have been created by governments as an illusion of power. In other words, principals or school leaders believe they have the power to make decisions through neoliberal free-market principles, but they do not. Government retains control through standardisation and control mechanisms built into national education policies (Heystek, 2007:497). The current climate regarding implementation of CPTD is a prime example of what Heystek (2007) claims. The policy encourages teachers to develop professionally, but implements a CPTD Management System; a control mechanism to monitor the CPTD activities of teachers. Such bureaucratic power struggles between the state and schools affect educational policy and practice; resulting in increased central control of teachers' work (Hardy, 2012:26). According to Chappell (2014:181), there are benefits to this neo-liberal stance to education in that professional learning guarantees the education system of "effective teachers who cope, manage themselves and stay in the profession".

Bush, Bisschoff, Glover, Heystek, Joubert and Moloi (2005: 22) report that many authors on educational policy tend to broadly discuss and not focus on issues of policy development and implementation. Scholars such as Geldenhuys and Oosthuizen (2015) and Onwu and Sehoole (2015) focus on the teacher and CPTD. Their studies found that teachers are reluctant to participate in CPTD activities and

that insufficient content was presented in these programmes. However, few studies focus on the leaders (district officials and school principals) who plan and implement policy (Whitworth & Chiu, 2015:122).

2.4 Developments in policy implementation

According to Cerna (2013:17), policies are only successful, meaningful or significant if they are implemented well. Implementing policy effectively demands individual as well as collective action to achieve desired goals (Coburn, 2016:466). In order to achieve these desired goals, productive professional development (PD) requires a theory of action (Tooley & Connally, 2016:4), the latter which requires education leaders to support teachers in engaging with high quality PD. Improvement in classroom practice, increased student learning and overall achievement would be resultant of such support. Tooley and Connally (2016:4) suggest that the basic theory of action framework comprising four steps be implemented as an ongoing cycle of action. The first is when professional development needs are identified. In step 2, the most likely effective approaches are chosen. In step 3, quality approaches are implemented with fidelity. In step 4, PD outcomes are assessed.

In his research, Singh (2011:1636) found that professional development needs to be structured, and that an unstructured approach to implementation often results in schools and teachers not implementing policy. Hence the recommended pathway for professional development process by Tooley and Connally (2016). If implemented effectively, this pathway would result in action and effective implementation of CPTD policy. Fullan (2007:18) agrees that change or implementation fails when “the infrastructure is weak, unhelpful, or working at cross purposes.” The infrastructure referred to consists of the different levels within the education system, namely: teachers, schools, and education district, provincial and national departments of education. This means that within the South African context, a teacher could not effect sustainable change within a school that does not have a structured approach to policy. A school could not effect sustainable change if support from the district is not forthcoming. Similarly, a district could not effect sustainable change if it is not supported by the provincial department of education.

In a nutshell, in order for policy implementation to be successful, all levels of the education system need to be supportive and have a common purpose.

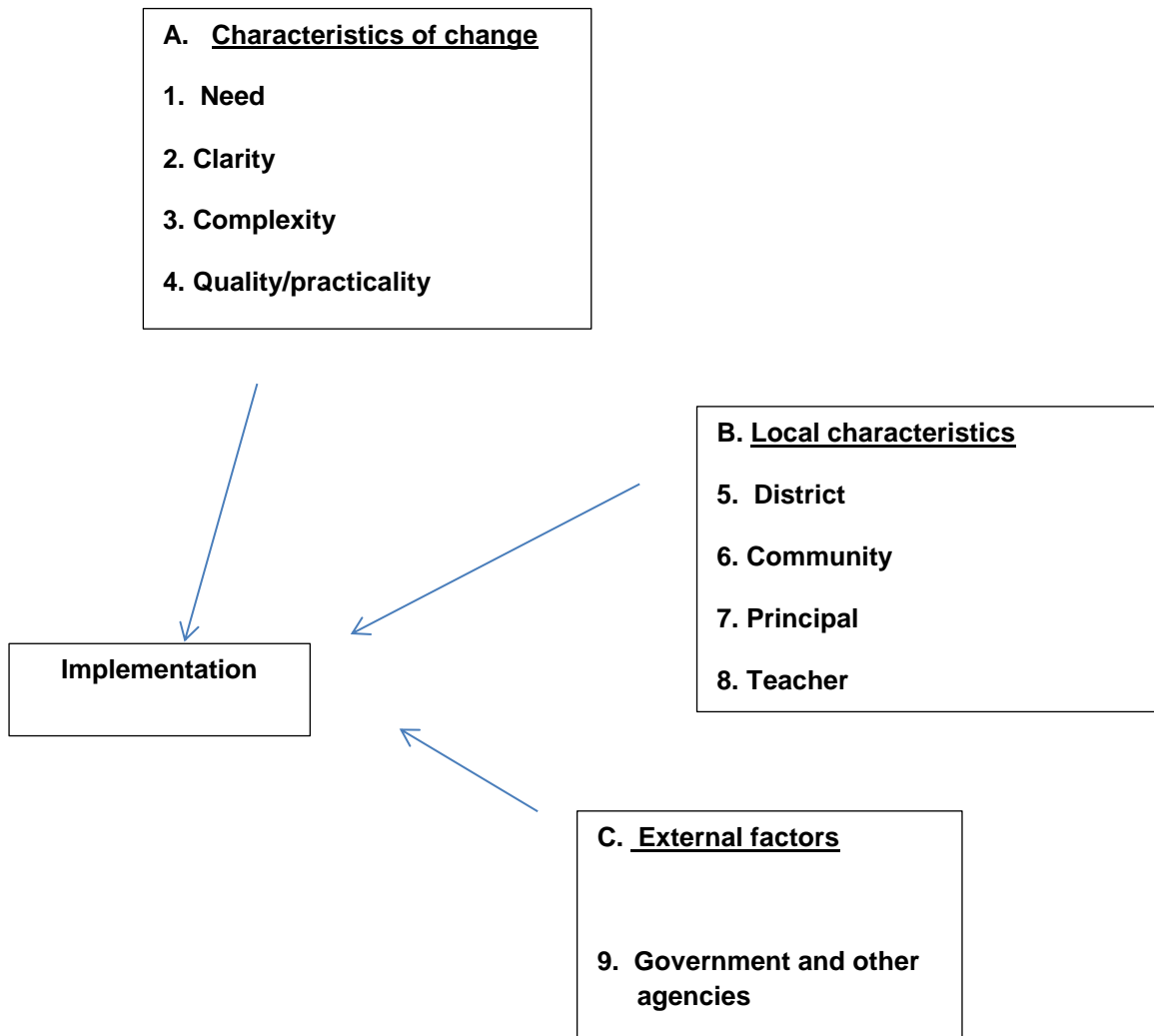
According to Steyn (2011b:45), research has identified key aspects which may influence successful implementation of PD: an emphasis on teachers' learning; commitment of teachers; effective leadership; particular school context and feedback on teachers' development. An emphasis on teachers' learning is important in that professional development programs need to be differentiated and practical in nature so as to meet the developmental needs of teachers. The commitment of teachers is vital in that they must want to learn and grow professionally. Effective leadership means that school principals must be involved in the learning process and must be able to identify the developmental needs of the teachers and provide suitable training opportunities for them. Particular school aspects such as school culture and teacher collaboration may influence teacher development and commitment. A conducive environment for professional development is generated when teachers and leaders collaborate. Feedback on teachers' development needs to be ongoing and thorough. Teachers need to know whether or not they are making progress when implementing what they have learned.

It is challenging to pinpoint definite factors which result in successful implementation, because such factors depend on political, economic and social contexts (Cerna, 2013:17). It is for this reason that a one size-fits all policy cannot exist. Watson (2013:36) concurs that a one size-fits all policy is ineffective and that there is a need for research to be done around specific contexts. Despite this issue, some scholars have tried to identify important factors which influence successful implementation. Whitworth and Chiu (2015:126) also believe that contextual factors such as teacher experience, motivation, self-efficacy, school culture and working conditions play an integral role in teacher change and development.

2.5 Fullan's interactive factors affecting CPTD implementation

In a review of different theoretical approaches to policy change and implementation, Fullan (2007) identified nine critical factors which govern implementation of education policy as shown in Fig 2.2 below:

Figure 2.2: Interactive Factors affecting implementation



Source: Fullan (2007:87)

Figure one is organised into three categories which affect implementation: characteristics of change, local roles and external factors. These interactive categories and variables affect implementation in a positive or negative manner. These categories and variables are explored and explained in the following subsections.

2.5.1 Characteristics of change affecting implementation

Implementation comprises the second phase of the change process. In order for implementation to be effective, change through innovation needs to occur. Change can thus be defined as what policy designers and implementers need to do differently in order to improve. Characteristics of change are based on the following four factors: need, clarity, complexity and quality and practicality.

Many CPTD programmes or policies do not directly address the needs of teachers (Hardy, 2012:174). Some teachers do not recognise the need for advocated change. The need for it becomes clearer only during implementation (Fullan, 2007:88). Researchers such as Singh (2011:1626), Geldenhuys and Oosthuizen (2015:209) found that many developmental topics do not meet the needs of teachers, and that funding and resources play a critical role in the implementation of CPTD programmes. Singh (2011:1635) emphasised that training opportunities could not be planned and implemented if the needs of teachers were not understood. Tooley and Connally (2016:4) identify the following three obstacles in identifying developmental needs: a lack of shared vision pertaining to what excellent teaching entails; limited useful data on teacher development needs, and a failure to prioritise the roles leaders play in identifying teacher and learner needs. A lack of shared vision extends from entry into the profession and in-service teacher training. Each university has its own practice teaching assessments. There are varying student or novice teacher programs (Tooley & Connally, 2016:5). Change in policy implementation can occur only if all stakeholders involved in implementation perceive that the needs being addressed are significant (Fullan, 2007:89) and a collaborative approach to identifying needs is applied.

Clarity is often a challenge during the change process, probably because the reason and the process for change are not clearly defined and understood by stakeholders responsible for implementing CPTD policy (Fullan, 2007:89). This means that the stakeholders involved in the implementation are not informed of why change is required and how the change will be implemented. Problems of clarity seem to appear in most of the research done on change and implementation (Fullan, 2007:89). Tooley and Connally (2016:5) refer to “the lack of a clear or shared vision around what effective teaching entails” and that it is difficult to identify developmental needs if there is no shared vision. According to Fullan (2007:89), the more complex

the change, the less clarity there is. He also cautions that should we interpret change in an over simplified way; we would be left with a false clarity which would lead to failure.

Complexity is about the degree of difficulty of the change required by individuals accountable for implementation (Fullan, 2007:90). Some of the aspects taken into account when measuring difficulty include skills required, alterations in beliefs and use of materials (Fullan, 2007:90). The more complex a CPTD policy is, the less likely that it would be effectively implemented. Yet, on the other hand, complexity could result in greater change occurring as more is expected of the outcome. Complex changes normally accomplish more, but at the same time they require more effort and have a greater risk of failing (Fullan, 2007:90).

The quality and practicality of a new programme or policy also depends upon the history of change and implementation. Ambitious policies, however, tend to be politically driven (Fullan, 2007:91-92). This means that politicians use policy to bring about educational or societal change for political gain. Politically-driven policies have short time-lines between initiation and implementation, thus influencing negatively or positively on the quality and practicality of implementation (Fullan, 2007:91-92). Tooley and Connally (2016:12) maintain that incoherent implementation and the insufficient capacity of individuals are obstacles within the education system to promote effective PD.

2.5.2 Local characteristics affecting implementation

Local factors which influence CPTD policy implementation focus on the context or social conditions in which change occurs (Fullan, 2007:93). Not every local school system is the same, what might work in one context might not work in another. Local school systems consist of the following segments: the district, the community, the principal and the teacher (Fullan, 2007:93). Each local school system has a professional learning culture which is dictated by context and various socio-political cultures.

Tooley and Connally (2016:19) caution that some policies and structures could permeate PD within a compliance-orientated culture. Teachers often participate in PD in a half-hearted manner so that they can get back to their core duty of teaching. In order for CPTD to have effective outcomes, socio-political cultures such as

working contexts, peer groups and teaching preferences need to be part of the design and implementation of CPTD policy (Day & Sachs, 2005:3).

In his study on “Managing CPD of Teachers for Curriculum Change Implementation”, Phorabatho (2013:96) infers that managers who manage CPD are faced with significant challenges. The reality is that many of these challenges are also integral in change and thus unavoidable. The challenges include 1) lack of training for CPD managers; 2) confusion pertaining to the role of a person managing CPD; 3) limited resources; 4) limited financial support; 5) teachers’ lack of interest in CPD; 6) the increasing workload of managers; 7) policy overload; and 8) limited time for CPD. It has been found that due to the lack of training, CPD managers (school principals, school management teams (SMT’s) and district officials) do not have the requisite knowledge and skills to lead and manage CPD (Phorabatho, 2013:96). Moreover, Singh (2011:1635) believes that school leaders and managers need to be thoroughly trained before implementing policy; otherwise the whole process would be undermined. Many managers are confused about their role in promoting and managing CPD and display a lack of collective ownership. Some departmental heads even deny they have a role to play, whilst some principals agree that they have a role to play, but are limited by heavy workloads (Phorabatho, 2013:199).

According to Singh (2011:1626), resources and funding play a critical role in the implementation of CPD. Limited resources such as lack of suitable training venues, instructional aids and transport impact negatively on the implementation of CPD. Funding is required in order to obtain the necessary resources. CPD managers also have to deal with limited financial support from education authorities. Each education district receives a limited budget for training, including transportation costs. Coupled with the lack of funding is limited time to participate in professional development activities. School managers and teachers currently experience heavy workloads, resulting in less time being devoted to managing CPD (Phorabatho, 2013:200).

Despite the heavy workload, school managers and teachers have had to attend workshops pertaining to various policies such as “alternatives to corporal punishment, IQMS, HIV and AIDS and Inclusive Education”, resulting in policy overload (Phorabatho, 2013:102).

This resulted in many teachers lacking interest in participating in CPD activities aimed at improving their capacity. Due to demanding time-frames for curriculum delivery and extra-curricular activities, school managers and teachers have limited time for CPD. The biggest challenge identified in research on CPTD, is time. Some educationalists believe that PD should be done by teachers in their own time and that teachers should have the adequate skills before entering the profession (Singh, 2011:1628).

Whitworth and Chiu (2015:128) are of the opinion that education leaders, who professionally develop themselves, will be proactive in facilitating professional development for the school or district. Phorabatho (2013:70) refers to this state of pro-activeness as the establishment of a suitable organisational culture wherein a positive climate for learning is established. Both teacher and student at the educational institution are encouraged to learn and develop, which leads to schools becoming learning organisations (Senge, 1990:4).

At a district level, research has found that districts often adopt policy without sufficient satisfactory follow through of the challenges which might occur through the process of change and implementation (Fullan, 2007:93). This hasty approach to implementation often results in failure to implement. Failure in turn leads to frustration, a waste of time and feelings of incompetence and disillusionment (Fullan, 2007:93). Tooley and Connally (20016:20) also caution that schools and districts could adopt a culture of complacency if they stigmatise the term “improvement”. This means that PD is only for the schools that need to improve. The track history of a district’s implementation attempts also informs any future implementation of policy. Schools and teachers who have had a bad experience with a CPTD activity would be distrustful or uninterested when required to implement new policy (Fullan, 2007:93-94).

District leaders and officials set the direction for reform, and for professional development. This direction for reform is given to teachers and principals through effective leadership by the district. Teaching and learning is supported when districts and schools collaborate upon implementing CPTD (Whitworth & Chui, 2015:128 cites Leithwood, Seashore-Louis, Anderson, & Wahlstrom, 2004). Collaboration is the key to success, as districts cannot work in isolation.

Therefore, districts can no longer work independently of each other or independent of schools. It is for this reason that Hargreaves and Ainscow (2015:44) propose that districts adopt a leading-from-the-middle approach. This means that schools within various districts share ideas, resources, and expertise to collectively take responsibility for learner achievement. This approach would enable districts to become the driving force of change and improvement. In so doing, districts would share knowledge, resources, ideas and expertise and collectively take responsibility for student achievement. Thus, districts become the drivers of change and improvement together.

In order for CPTD to be sustainable, Mpahla and Okeke (2015a:12-13) insist that three key factors need to be put in place. Development becomes intrinsic in the manner in which an education system operates; the education system supports collaboration and innovation while focusing on achieving goals; and consistent leadership through district structures which support change.

The school community comprises learners, parents and teachers. The school governing body is a statutory body comprising elected parents, learners, teachers and non-teaching staff. School governing bodies do not act independently or work in isolation but need to interact with a wide range of internal and external entities (James, 2012:895). Such entities include service providers, other schools in the area, education officials, parents and professional education bodies. This wider community involvement and networking results in a positive impact on organisational performance (James, 2012:900). James (2012:901) argues that school governing bodies should report regularly to their key stakeholders on important matters. Such matters could include CPTD policy implementation. By giving an account on CPTD to stakeholders, the focus and governance of the school system could be strengthened.

Research into school effectiveness and innovation places the school principal at the center of influencing change. The challenge is that many principals do not play change or instructional leadership roles within their schools; impacting negatively on policy implementation (Fullan, 2007:95-98). Geldenhuys and Oosthuizen (2015:208) determined that, according to teachers, school principals and school management teams (SMTs) were not creating opportunities for them to engage in CPTD activities.

Previous research conducted by Singh (2011) found that teachers were of the belief that professional development was the responsibility of the school principal, thus shifting the responsibility away from themselves. Although many principals were not adverse to CPTD, they were not involved in the CPTD of their staff either.

Many policies refer to the responsibilities of the school principal, one such is the Personnel Administrative Measures (PAM). PAM is a schedule in which the terms for conditions of employment are set out for educators. PAM states that one of the tasks of a principal is “to be responsible for the development of staff training programmes, both school-based, school-focused and externally directed” (Personnel Administrative Measures, 1999:8) implying that as leaders, school principals are responsible for providing staff developmental opportunities whether being internal or external.

The other policy is the South African Standard of Principalship (2015). This policy states that the principal is responsible for building a professional learning environment and is to be committed to their own professional development as well as that of others (Standard of Principalship, 2015:21). The Standard of Principalship (2015:15) clearly states that the school principal should be able to: 1) keep up to date with current research, debates and trends through reading professional books, journals and publications; 2) network with professional learning forums; 3) share and transmit ideas and stimulate discussion on pedagogic issues with staff; 4) encourage on-going debate among staff on the development of teaching and learning and 5) and ensure that educators have opportunities to access professional development. This further emphasises the leaders’ role in the CPTD process.

In her study, Steyn (2011b:50-51) concurs that principals need to play a vital role in the development of teachers. Principals need to set an example and take the lead in the professional development of teachers. School principals should be in touch with their teachers and assist them in identifying their shortcomings and provide the necessary support. Professional development of staff should be aligned to accomplishment of the vision and goals of the school (Standard of Principalship, 2015:18). This information is found in the School Improvement Plan (SIP) which all schools have to submit annually to their district office. Despite having school improvement plans, Geldenhuys and Oosthuizen (2015:209) found that there were

no adequate plans for CPTD activities in many schools, thus hindering the involvement of teachers in CPTD activities.

As organisational leaders, principals have to comply and implement national policies and provincial directives and they should also develop and support leaders within the school community (Standard of Principalship, 2015:13). Similarly, principals have to develop and implement school policy which must comply with national policy (Standard of Principalship, 2015:16). Thus it can be said that the school principal plays a vital role in implementing CPTD policy (Watson 2013:35).

Steyn (2011b) conducted research on the key role of the principal in professional development. She found that principals experience various challenges with regard to effective policy implementation. One example of such challenges includes how to motivate teachers to be committed to their own professional development. The other relates to the promotion of collaborative learning within their schools (Steyn, 2011b:51).

Fullan (2007:15) cautions that the more we acknowledge the key role principals play in change and the implementation of policy, the more overloaded principals become. It is unrealistic to expect one person - the school principal - to be solely responsible for having the knowledge and necessary skills to identify and support meaningful professional development opportunities. Even with more time and resources at hand, school principals would not be able to be responsive to all the needs of all staff (Tooley & Connally, 2016:14). Therefore, principals require support in order to become lead agents of change.

It is clear from this literature that effective leadership plays a vital role in the process of implementation. It is equally clear that school principals and school management teams (SMT's) should be adequately trained before implementing staff development policy. Singh (2011:1636) argues that "if they are not, the entire process is undermined." In order to ensure that school management teams are properly schooled, the United Kingdom's College for School Leadership has included the topic of professional development in the curricula of two of the three school leadership qualifications (Evans, 2014:179).

The involvement of the teacher in CPTD cannot be overstated. According to Singh (2011:1635), teachers must be involved in their professional development and they

must understand the importance thereof. The teachers' role in the implementation of CPTD is twofold: a teacher can influence implementation as an individual or as a collective (Fullan, 2007:96). As an individual, the teacher's psychological state could influence his or her actions in favour of or against change. As individuals, teachers are also influenced by which stage they find themselves in their career and previous experiences. Teachers at the start of their careers are more enthused to make a difference and participate in developmental opportunities, whilst those that find themselves in the twilight years of their careers are more resistant to change and less involved in developmental activities (Fullan, 2007:96). Involvement in developmental activities hinges on the attitude of teachers; their collaboration with others and self-reflection (Geldenhuys & Oosthuizen, 2015:209). In their study on the challenges influencing the involvement of teachers in CPTD, Geldenhuys and Oosthuizen (2015) found that not all teachers had a positive attitude towards CPTD; not all saw the value of collaborative learning or working together whilst all understood the importance of self-reflection as a tool to identify developmental needs.

2.5.3 External factors affecting CPTD policy implementation

Broader society plays an integral role in decisions made concerning any education system. Provincial and state priorities for education are based on political decisions lobbied for by interest groups, bureaucrats and elected representatives. The concerns of broader society put pressure on schools and districts (Fullan, 2007:98-99). Top-down decision-making is often applied in identifying PD activities, thus leaving teachers disempowered and their professional autonomy ignored (Steyn, 2011b:50).

The fragmented approach and lack of coherence among external parties, such as Non-Government Organisations (NGOs), Non-Profit Organisations (NPOs), Higher Education Institutions (HEIs) and Teacher Unions all compete for teachers' time. These external stakeholders offer similar programmes to teachers, thus limiting the teachers' abilities to participate fully in any programme. Fullan (2007:284) asks how policy can change this dysfunctional culture. This might be a topic for future research.

Education research in South Africa has identified that teachers frequently lack content knowledge and pedagogical skills (van der Berg, Spaull, Wills, Gustafsson & Kotzé, 2016:44). In the report “Identifying binding constraints in education”, van der Berg et al. found binding constraint number three as “weak teacher content knowledge and pedagogical skill”. The authors put pressure on schools, and specifically on teachers to develop their content knowledge and pedagogical skills.

A divide has also been noted between policymakers and practitioners, namely, that the one party is unaware of the subjective world of the other. In other words, there is no relationship between local school systems and external authorities such as policy makers, resulting in lack of clarity and ambiguity about expectations when it comes to policy implementation (Fullan, 2007:100).

With regard to context, opportunities for CPTD should be collaborative and occur across multiple sites (Watson, 2013:37). In her literature review on professionalism, Watson (2013:37) cites Lieberman’s (1996) model which locates CPTD in three settings: direct learning, learning in school and learning out of school. Direct learning involves learning by attending conferences, workshops and consultations. Learning in school involves peer coaching; mentoring; critical friendships; action research; team planning, assessment, and appraisal. Lastly, learning out of school involves learning through networks with other institutions and subject development networks or professional learning communities. The South African CPTD model is similar to Lieberman’s model in that it focuses on three settings. Namely, direct learning which involves Type 1 activities called “teacher initiated”. These activities are self-chosen, meaning that the teacher chooses to engage in such activities. Learning in school which encompasses type 2 activities are called “school initiated”. These activities are identified by the school to address specific needs of the school. Out of school learning involves type 3 activities called “employer and provider-led” activities. They are initiated by the employer or offered by service-providers (SACE, 2016).

Fullan (2007:283) clearly states that professional learning is not only about attending workshops and courses. Preferably, teachers need to be learning daily within their context and in collaboration with others, thus improving their skills and knowledge. Hargreaves and Fullan (2012) on the other hand, believe that the answer to transforming teaching in schools is to invest in professional capital, “the capital that

teachers need to develop if they are able to be at the peak of their effectiveness” (Hargreaves & Fullan, 2012:80). Capital in the business or financial world relates to an individual or group’s worth. The same happens when you invest in people, you’re bound to get a return on your investment. Professional capital in the teaching profession articulates the importance of professional work, professional capacity and professional effectiveness. Professional capital is made up of three kinds of capital, namely: human capital, social capital and decisional capital. Human capital can be defined as the skills that can be developed through education and training. Human capital in teaching is about having the necessary skills and knowledge about your subject; knowing how to teach it; knowing the abilities of the children you teach; having the passion and moral commitment to improving the service you render. The focus of human capital is on the individual. (Hargreaves & Fullan, 2012:80). The focus of social capital is on the group. Social capital can be described as the sharing of knowledge and support between workshops. Meaning that on returning from a workshop teachers share what they have learned with colleagues; they support each other and they take the responsibility of change together. Hargreaves and Fullan (2012:92) state that should social capital be weak in a school, everything else is destined to fail. Decisional capital is seen as the essence of professionalism, the ability and power to make discretionary judgments. Professionals such as teachers acquire decisional capital through unstructured experiences, practice and reflection (Hargreaves & Fullan, 2012:93).

2.6 Theoretical perspectives of policy implementation

An abundance of useful lessons have emerged from implementation research in recent years. Policy implementation researchers such as Gornitzka, Kogan and Amaral (2005:6) have found that the trend in the approach to policy implementation has been towards a multi-theoretical approach. Implementation takes place within a network structure involving all stakeholders and government. The direction of change in a multi-theoretical approach is non-linear and change occurs through interactive processes rather than a centrally ascertained design. Kogan (2005:62) states that it is difficult to create general policy implementation theories, since the field of implementation is diverse. This means that the sub-sectors in education (primary, secondary and higher education) all have different challenges when it

comes to policy implementation. It is for this reason that policy implementation theories are often combined in order to draw on the intensity of each theory. Although theories of policy implementation might be diverse in nature, Coburn (2016:465) believes that they are all based on one common phenomenon namely, presumptions about the nature of human behaviour. Earlier implementation theories focused on three approaches: the top-down approach, the bottom-up approach or a combination of the two approaches. Change Theory, on the other hand is a more recent approach to policy implementation. These approaches are presented in the next section.

2.6.1 Top-down approach to CPTD policy implementation

Top-down theorists see policy designers as the central focus. The policy designers make the decisions regarding policy and the actors on the ground become the implementers who are requested to produce the required effects. Sabatier and Mazmanian (1979) present a detailed approach of the theory. The presentation focused on six conditions needed for effective implementation, namely: that a policy requires clear and consistent objectives; the programme to be implemented needs to be based on a valid causal theory; the legal structure of the implementation process is structured adequately; implementing officials are committed to the policy goals and policy implementation groups are supportive (Cerna, 2013:18).

The actors on the ground, in this case schools, do not have input into policy formulation (Matland, 1995:146). Matland (1995) identifies three sets of criticism with regard to this model of implementation. Firstly, that top-down models use legal language as their starting point, meaning that policy is not easily understood by those required to implement the policy. Secondly, top-downers have been accused of treating policy implementation as purely an administrative process rather than operational. Thirdly, they sometimes ignore the political aspects and at times even eliminate them. These three aspects need to be considered when implementing policy, as they may inhibit effective implementation.

Hargreaves and Ainscow (2015:45) are critical in their comment on the top-down approach. According to their belief, this approach is often viewed as either punitive or supportive; is demanding; focuses on micro-management and only works for systems which are traditional or have simple goals. They believe that today's

complex society requires flexible and sophisticated strategies of leadership and change. The top-down approach has always failed, since it has a demanding and heavy focus on micromanagement. Fullan (2007:11) supports this notion and adds that the actors do not have ownership and commitment or even understand the reasons for change. The strength of the top-down approach to policy implementation is that it attempts to develop generic advice regarding policy and come up with consistent behaviour patterns across various areas of policy. (Matland, 1995:147).

2.6.2 Bottom-up approach to CPTD policy implementation

Bottom-up theorists such as Hjern and Hull (1982) and Hanfy (1982) criticise top-down theorists for ignoring other actors. They argue that policy implementation occurs on two levels macro-implementation and micro-implementation (Cerna, 2013:18).

At the macro-implementation level, centrally located policy designers devise a government policy or programme. This means that policy and programmes are designed at a national level. Whilst at the micro-implementation level, local organizations react or are given an opportunity to comment on what has been devised at the macro level.

Actors at the micro level also have the opportunity to develop their own plans or policies, in line with those developed at the macro level and then implement them. This approach to policy implementation allows for a multifaceted implementation process. Consequently, giving room for contextual implementation therefore not giving the policy makers the power to control the process of implementation.

Matland (1995:149-150) identifies two criticisms regarding the bottom-up model. The first one is that local implementers lack the same base of power as policymakers and bureaucrats. Decentralization, as is the case with this model, should occur within the context of central control. The second criticism is that the methodology over-emphasizes the local level of independence.

Hargreaves and Ainscow (2015:43) also believe that the bottom-up approach has a deplorable history, in that innovation is individualistic and school specific, thus success is not shared.

The benefits of the bottom-up approach is that it allows for engagement at both micro and macro levels, meaning that consultation regarding policy design and implementation takes place between policy makers (macro level) and implementers (micro level). Thus, contextual factors are highlighted when implementing policy. This in turn allows for flexible strategies which can adapt to localised challenges and contextual factors (Cerna, 2013:19).

2.6.3 Combined approach to CPTD policy implementation

In the latter years, researchers such as Elmore (1985), Matland (1995) and Fullan (2007) focused on combining top-down and bottom-up approaches. In so doing, the strengths of both approaches could be drawn on; enabling different levels of policy implementation to interact regularly. An example of a combined approach is Matland's (1995) combination model which was named "the ambiguity-conflict model of policy implementation". This model combines the approaches of top down and bottom up implementation by concentrating on the theoretical significance of ambiguity and conflict for policy implementation. The model consists of four paradigms: low conflict - low ambiguity (administrative implementation), high conflict - low ambiguity (political implementation), high conflict - high ambiguity (symbolic implementation) and low conflict - high ambiguity (experimental implementation). Suggett (2011) later built on this model and developed a framework which differentiated areas according to the level of political conflict of the intended policy as well as the level of uncertainty to achieve the goal (Cerna, 2013:19). This typology captures how bottom-up and top-down approaches can vary according to policy areas. Strategies that depend upon a bottom-up approach are more common in areas of low conflict and high uncertainty. These implementation strategies lack consensus about how goals are achieved. In comparison strategies that use a top-down approach are more common in areas of high conflict about the goal and high certainty on how implementation occurs.

The combination of both approaches minimises their weaknesses and draws on their strengths. As policy implementation involves a wide range of stakeholders at micro (bottom-up) and macro levels, (top-down), the combined approach allows for more effective implementation.

2.6.4 Change Theory

Change, according to Fullan (2007:8), requires more than implementing a policy. Fullan (2007:31) states that change has to occur in practice and successful change requires action. Policy implementation is change in action. As a prerequisite, change requires a change in culture at all levels within the education system.

Cerna (2013:25) argues that “policy change goes hand in hand with policy implementation”. This is because there is a differentiation between theories of change (what causes change) and theories of changing (how to influence the causes of change). Both policy change and implementation is seen as a multi-actor and multi-level approach wherein processes can be informal and network structures flexible (Cerna, 2013:24). This flexibility allows for diversity in implementation strategies which focus on key aspects such as context, leadership, stakeholders and organisational capability. Cerna (2013:25) further emphasises the importance of diversity in implementation research. He cautions that researchers should not only look at one common theory as national policy implementation systems differ. Unfortunately, within the South African education system, there is no convincing theory of change (van der Berg, et al. 2016:26). This means that there is no explanation for what principals and teachers need to do differently in order to change. In order to effect change, Hargreaves and Fullan (2012) advocate that countries and communities need to invest in professional capital. Professional capital relates to investing in people and getting a return on your investment. The return on the investment would be high-quality teachers and teaching (Hargreaves and Fullan, 2012:3).

Change theory consists of the following seven core principles of change: motivation; capacity building focused on results; learning in context; changing context; reflective action; tri-level engagement; persistence and flexibility.

Fullan (2006:8) identifies motivation and engagement as key drivers for educational change. He asserts that engaged and motivated stakeholders govern all the seven principles of change. School principals and education departmental officials cannot rely on their inherent moral purpose to drive their motivation and engagement. Instead, a combination of key aspects needs mobilising for success. These aspects include moral purpose, capacity, resources, peer and leadership support, and

identity. Moral purpose means that teachers need to be committed to making a difference in the lives of their students. Once committed to making a difference, teachers then consider their role in relation to who they are (self), what they know (professional knowledge) and how they teach (Chappell, 2014:36).

In order to make the difference, teachers require capacity (the ability) to do so. Capacity is built when teachers have access to developmental resources, such as workshops, courses and educational literature. Financial assistance to participate in such activities could be termed a resource. Peer support could be presented by implementing a buddy system, whereby teachers are paired together. The School Management Team (SMT) is responsible for leadership support pertaining to CPTD. This support could be sustained by ensuring that CPTD is placed on the agenda of all staff and School Governing Body (SGB) meetings. During staff meetings, staff would have opportunities to reflect on their development and share best practice. The school principal or staff representative on the SGB could report on the developmental activities of the staff, thus ensuring that staff receive financial support to participate in developmental activities. An education identity can be defined as a commitment that embodies beliefs and values which suit the individual and society. Teachers need to be scrupulous in their commitment and driven by purpose and passion for their profession. Capacity building focused on results is about developing the knowledge and competencies of teachers, and by implication impacts positively on learner achievement. Teachers, who participate in a developmental activity and put into practice what they have learned, often see a change in the attitude or performance of their learners. These new capacities contribute to improved motivation for both teachers and learners. Teachers have the zest to learn more so as to assist learners in improving their results. Learners whose results improve are in turn motivated to achieve better results through applying a more committed work ethic. This focus on improving results is seen as positive pressure, which in turn builds capacity (Fullan, 2006:8).

All strategies for change must include opportunities for learning in context (Fullan, 2006:9). This means that teachers require opportunities wherein they can engage in continuous learning of their own practice within their work environment. When this practice occurs, the very context could change for the better (Fullan, 2006:9).

Capacity to change the larger context is necessary for change to manifest (Fullan, 2006:10). When working in a larger context, change is evident when schools and districts learn from each other. Fullan (2006) refers to this element as lateral capacity building. Lateral capacity building releases two change forces namely, an increase in knowledge through the sharing of best practice and motivation.

Reflective action or reflective practice is a popular theory of professional knowledge. The theory has been adopted by various professions in order to effect change (Kinsella, 2009:3). Fullan's principle of reflective action is supported by Schön's (1987) theory of reflecting-in-action and reflecting-on-action. Reflecting-in-action refers to thinking about something whilst doing it (i.e. occurs midst of practice). Reflection-on-action refers to reflecting on something after it has been done (i.e. occurs retrospectively). With regards to CPTD policy implementation, reflecting-in-action involves reflection whilst the policy is being implemented. This type of reflective practice allows for necessary adjustments to be made to policy so as to improve implementation thereof. Reflection-on-action occurs once the policy has been implemented. In other words, reflection occurs after a CPTD experience or activity. Through reflective practice, school principals teachers and education officials take ownership of CPTD policy implementation. Ownership is begot by reflecting on the positive effects of CPTD policy implementation (Fullan, 2006:10). Positive effects include learner achievement and motivation to achieve. When learners achieve, teachers are also motivated to improve their teaching practices. According to Schön (1991:61) reflective practice allows us to be critical of how CPTD policy is being implemented. In so doing, we can make sense of situations of uncertainty and adapt the implementation of policy accordingly.

In his theory, Fullan (2006) refers to engagement at three levels: the school/community; district and province/state. These levels need to be aligned in order for CPTD policy implementation to be successful. Fullan (2006:11) maintains that these levels need to foster permeable connectivity; meaning that strategies should be pursued to promote mutual interaction between the different levels. When all levels work together, CPTD policy implementation will be sustained and successful (Fullan, 2006:11). This synergy can be achieved through effective communication between the three levels in the form of regular meetings, joint implementation strategies and motivation for change.

The principle of persistence and flexibility requires that school principals and district officials be resilient in their persistence in implementing CPTD policy (Fullan, 2006:11). Despite inevitable barriers, they need to keep going. Since the theory is reflective of nature, flexibility in implementation is a given. School principals and district officials need to be flexible when implementing CPTD policy. What this implies is that they need to take into account the context, constraints affecting implementation and opportunities available. Should they see that something is not working, they need to self-correct and refine their implementation strategies.

Fullan's change theory is relevant to this study in that it informs effective policy implementation through the execution of the seven core principles of change as highlighted earlier. Unlike the other theories which are bureaucratic in nature, Fullan's theory allows for innovation and diversity.

The next Chapter discusses in detail the research method and design applied to this research.

CHAPTER THREE

RESEARCH METHOD AND DESIGN

3.1 Introduction

The purpose of this study is to identify the constraints and opportunities relating to continuing professional teacher development (CPTD) policy implementation in the Western Cape. In the first chapter, an overview of the research methodology was provided. This chapter extends the discussion by presenting the methodology applied in detail, including the methods used to collect and analyse data. According to Welman, Kruger and Mitchell (2005:2), research methodology regards and justifies the logic behind research methods and techniques applied in a study in order to realise the purpose or aim of the study. In this chapter the research design is discussed, followed by the methodological approach used and a motivation for the methodological position. This section includes a description of and justification for the instruments used; population and sample size and a detailed description of how the data was analysed. After the limitations of the study are identified and discussed. The chapter concludes with ethical considerations.

3.2 The research paradigm and tradition

In social sciences, research paradigms are referred to as research traditions or worldviews. By adopting a specific research tradition, researchers would apply a specific mode when conducting their research (du-Plooy-Cilliers: 2014:19). Table 3.1 provides a summary of the three dominant research paradigms (du-Plooy-Cilliers: 2014:34-35):

Table 3.1: A summary of the three dominant paradigms for research

| | Positivism | Interpretivism | Critical realism |
|-----------------------------|---|--|--|
| Reasons for research | To discover causal relationships in order to predict and control events | To understand and describe meaningful social action and experiences | To expose myths and empower people to transform society radically |
| Ontology | Reality is external and objective and the laws that govern it can be discovered. | Reality is fluid and subjective and is created by human interaction. | Reality changes over time and is governed by underlying structures. |
| Epistemology | The only valid knowledge is knowledge produced via empirical observation. | Something is seen as knowledge when it feels right to those being studied. Common sense is an important source of knowledge. | Knowledge should supply people with the tools needed to change their own world. |
| Metatheory | By establishing causal relationships we can predict effects and therefore take action to manipulate or control phenomena. | Theory should tell a story in order to create an in-depth understanding of other people's realities. | Theory should critique and reveal true social conditions and help people to see the way to a better world. |
| Methodology | Reliability is important. Objective, quantitative research is used. | Subjective, qualitative methods are used. | Mixed methods are used: quantitative and qualitative methods are combined. |
| Axiology | Objective research, truth and reason are valued. | Uniqueness is valued. | Freedom, equality and emancipation are valued. |

Having considered the various paradigm options for this research, the interpretive paradigm was selected as a suitable framework, for the following reasons:

Firstly, the reason for adopting an interpretive approach resounded with the objective of my research since the interpretive paradigm seeks to understand and describe meaningful social action and experiences. Constraints and opportunities for policy implementation are identified through meaningful engagement with participants who are invited to share their experiences. The interpretive paradigm allows the researcher to gain a perspective of the world of participants through their perceptual experiences (Thanh & Thanh, 2015: 24).

Secondly, the ontological position of interpretivism accords with this study in that the reality experienced by participants is internal, subjective and fluid. Researchers such as Antwi and Hamza (2015: 221) claim that human behaviour is dynamic and ever changing thus different groups construct their own realities and perspectives. In the context of this study, each participant experiences policy implementation in a unique manner, with each experience being subjective and diverse. The social world or context which participants work in changes, just as their perceptions of CPTD policy implementation change.

Thirdly, I deemed the qualitative methodological approach to be the most appropriate approach to this study. According to Thanh and Thanh (2015:24) there is a direct link between the interpretive paradigm and qualitative methodology as both seek to understand the perceptions of individuals. In order to ascertain the constraints and opportunities of CPTD policy implementation, in-depth interviews and focus group discussions were necessary.

3.2.1 Qualitative research

A qualitative research approach can be defined as a research strategy that emphasises words. The data is collected and analysed so as to reflect the reality subjectively (du Plooy-Cilliers, 2014:30). The aim of qualitative research is to study the experiences, social situations of the phenomenon in its natural setting (Rule & John, 2011: 60).

Qualitative research is characterised by diversity, complexity, multiple methodologies and research practices (Punch & Qancea, 2014:144). This means that qualitative research is not a single entity, but encompasses a variety of methodological traditions, approaches, designs and strategies when collecting and analysing data. I used a qualitative research approach as it would allow me to make sense of the participant's experiences, feelings and social contexts of CPTD.

According to Bless, Higson-Smith and Kagee (2006:71) research design is a plan that guides the researcher during the research process. The research design applied in this study was a qualitative case study. A qualitative case study is most suited to the paradigm of interpretivism. Interpretivists believe that reality is subjective and fragile and created by human interaction (du Plooy-Cilliers, 2014:35). The reality related to this study was identified through the interaction with education department officials, school principals and teachers. According to Punch and

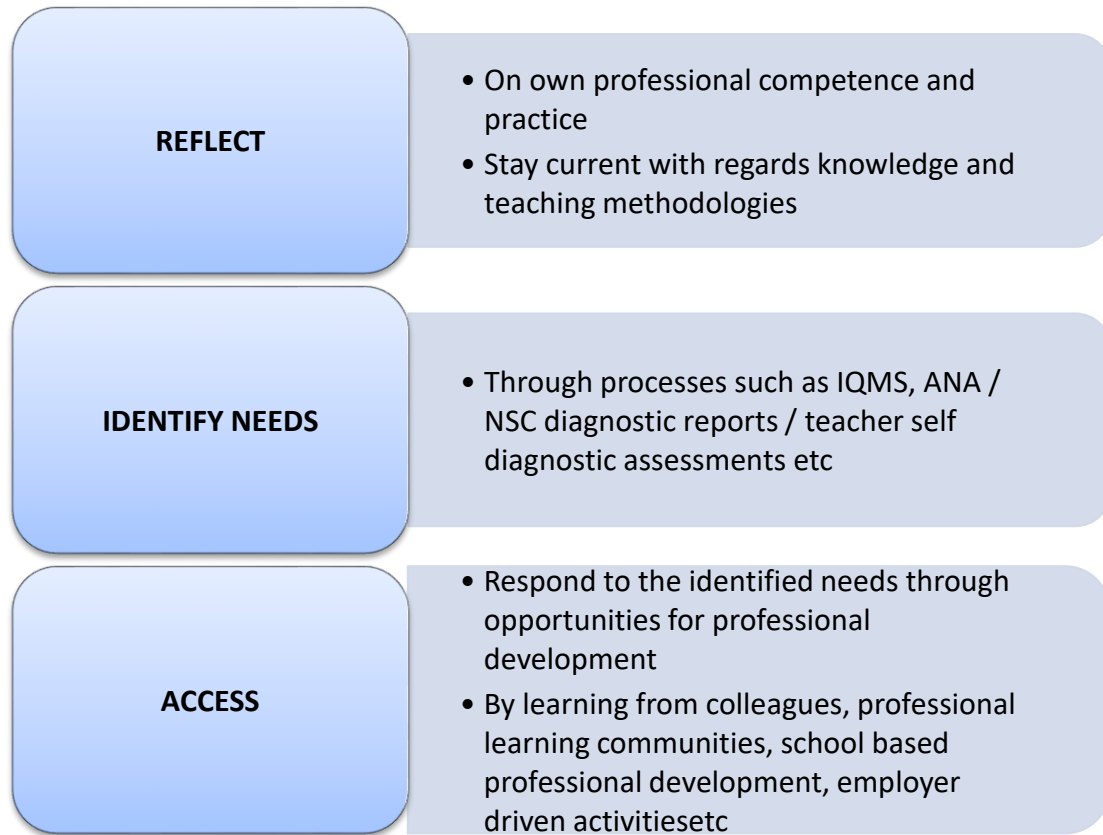
Qancea (2014:148), a case study allows for an in-depth understanding of the subjective experiences of participants in a study, taking into account the complexity of their context. Strydom and Bezuidenhout (2014:178), believe a case study allows the researcher to gain an abundant and detailed account within a real-world context, therefore resulting in a holistic focus intent on preserving an understanding the wholeness of a case within its natural environment (Punch & Qancea, 2014:148). In the study, data was collected from participants within their natural settings namely, the school, district office and provincial office. A common critique of using a case study strategy concerns its generalisability. In order to contribute possible generalisable findings in this study, common elements in the data were identified and abstract conceptions and suggestions were developed. Good in-depth case studies can provide important insights into an unrelenting problematic research area (Punch & Qancea, 2014:153). As is the case of this study, namely CPTD policy implementation has been problematic.

3.2.2 Overview of the selected case

This section affords an overview of the CPTD system and how CPTD policy is implemented. This overview provides context to the research design and methods discussed in this chapter. When a case study is the selected design strategy, it is important that an overview of the case be given.

Implementation of CPTD policy in two education districts presented the ideal environment in which to investigate the problems identified in Chapter One. The purpose of CPTD is to improve the quality of teaching and learning outcomes through development of the school leadership (principals, deputy principals, heads of department) and teachers. The developmental process was set to unfold in the following manner:

Figure 3.1 The developmental process

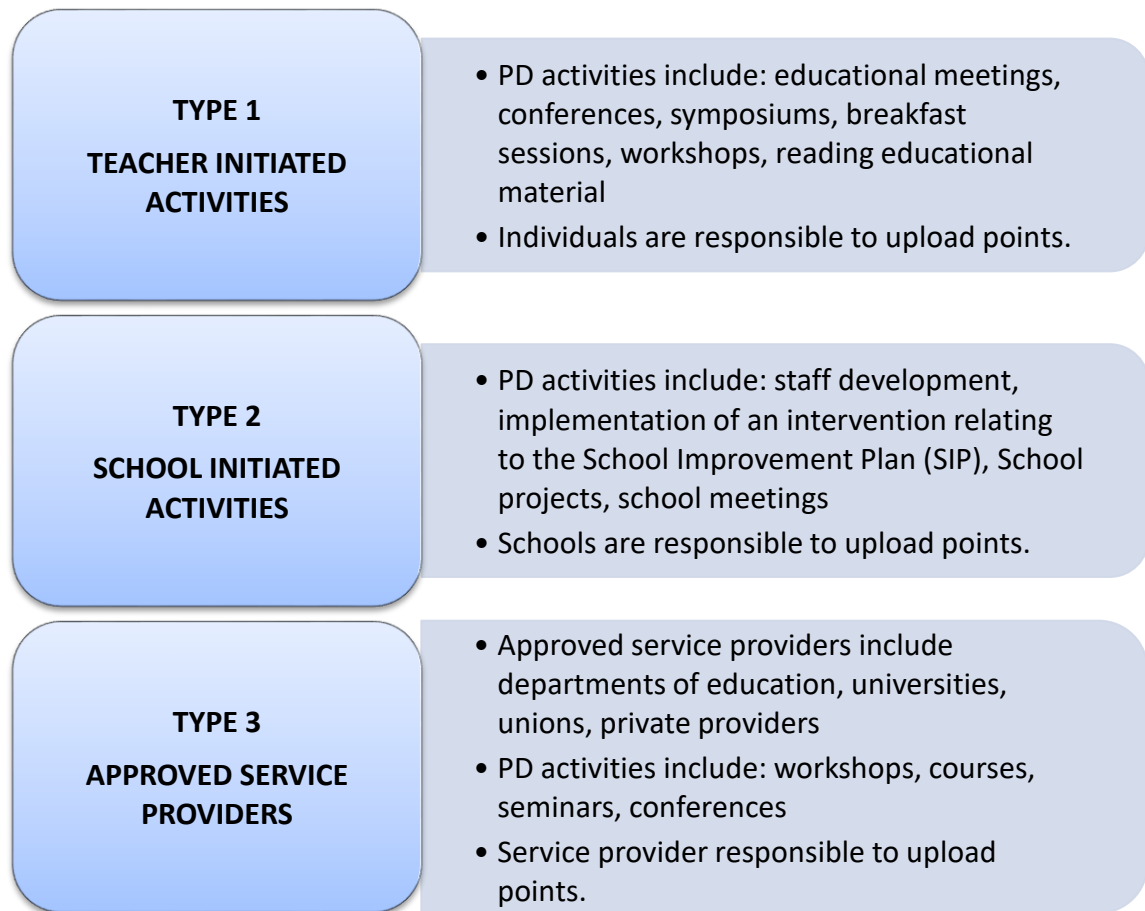


(SACE, 2016:29)

According to the above mentioned figure, the professional reflects on his / her practice, identifies their developmental needs and then accesses the appropriate developmental activity, in so doing improving their knowledge and practice, ultimately impacting on learner performance.

In order to assist teachers and school leaders in managing their professional development, SACE initiated an online management system, known as continuing professional teacher development (CPTD) management system (MS). Principals, deputy principals, departmental heads and teachers have to accumulate 150 CPTD points within a three year cycle. PD points are earned from three types of activities / programmes.

Figure 3.2 Types of professional development activities



(SACE, 2016:12)

The orientation and signing-up process of the CPTD MS began in 2013 / 2014 with principals and deputy principals and concluded in 2017 with post-level one primary school teachers. Orientation and sign-up workshops were facilitated by district officials and union representatives in all eight education districts in the Western Cape.

To date, all principals, deputy principals, heads of department and post level one teachers should have signed-up and started collecting SACE CPTD points. The latest statistics pertaining to orientation, sign-up and the recording of CPTD points are analysed and discussed in the next chapter.

3.3 Research methods

Research methods are the systemic processes which complement the research design. This section provides a detailed description of the research methods utilized in this research.

3.3.1 Sampling and sampling selection

Sampling refers to the process used in identifying part of the given population for study (Johnson & Christensen, 2008:247). In order to collect data effectively, a sampling strategy is necessary in qualitative research. Two sampling strategies were applied in this study namely, purposive and convenience sampling.

Purposive sampling is referred to in many studies as judgement sampling, in that the researcher deliberately chooses informants or participants according to the knowledge and experience they might possess (Dolores & Tongco, 2007:147). An advantage of using the purposive sampling method is that the research population is represented in the sample. A disadvantage of this method is that unlike random sampling, it is not free from bias (Dolores & Tongco, 2007). The strategy of purposive sampling was applied in the study to identify four schools, four principals, two district officials and the provincial official.

Researchers use convenience sampling because of practical constraints such as availability and geographical positioning. The sample consists of people who are available or volunteer and are willing to participate in the study (Johnson & Christensen, 2010:230). A disadvantage of this method is that technically, the results cannot be generalised. The strategy of convenience sampling was applied in the study to identify two districts and twenty four teachers.

3.3.1.1 Site selection

Site selection involves the identification and justification of a site to locate participants involved in the study (McMillan & Schumacher, 2010:326). The sites in this study were district offices, schools and the provincial office. The Western Cape comprises eight education districts. Four of the eight districts are situated in rural areas whilst the other four are situated in urban areas of the province. It is for this reason that this study was conducted in a rural district and an urban district, as it would be representative of the population of the province. Convenient sampling was applied in identifying the two districts. Districts were chosen on the grounds of their

geographical proximity to where the researcher resides; ensuring the research be economically viable. Convenient sampling is applied when participants of a particular population meet practical criteria, such as easy accessibility to the researcher (Etikan, Musa & Alkassim, 2016:1).

Each district comprises primary and high schools. A primary and high school in each district were purposefully chosen based on the excellence of their systemic results of 2016. These results reflect the achievement of learners at individual schools in the Western Cape. According to Carrim (2013:51), learner achievement is attained when teachers participate in professional development. The assumption is, that teachers at schools with excellent results participate in professional development. A list of the top two schools in each district was obtained and schools were invited to participate in the study. The urban sample consisted of one primary and one high school and the rural sample consisted of two combined schools. It should be noted that rural areas consist mainly of combined schools. A combined school is a school which consists of both primary and high school sections.

3.3.1.2 Participant selection

Six teachers were sampled from each of the participating primary, high and combined schools. Principals were requested to notify their teachers of the study and to solicit volunteers who were available to participate in the study.

The principals from each of the four sampled schools, one high school principal, one primary school principal and two combined school principals were selected for participation in this study. Principals are regarded as custodians of professional development within their respective schools. The principal is responsible for building a professional environment and is to be committed to their own professional development as well as that of others (Standard of Principalship, 2015:21).

One district official from each sampled district namely, one urban official and one rural official participated in the study. It is the responsibility of these officials to provide schools with support and guidance regarding CPTD.

One provincial official, who has had years of experience in the field of professional development and who is responsible for professional development in the province.

3.3.1.3 Gaining access

In order to gain access to the schools, I sent an email to the head of curriculum in the selected education districts. I informed them of my study (see Appendix C) and the permission received from the WCED to conduct the research in Western Cape schools (refer to Appendix B). I also requested a list of the top two performing primary and high schools with regards to systemic testing within their districts. Both districts readily replied to my email with the requested lists of schools.

I phoned each school in the urban district (district 1) requesting an appointment with the principal to discuss my research. Two schools, one high and one primary responded positively to my request and I met with the principals. During the meeting, I discussed my study, gave them the WCED consent document, participant's consent form (refer to Appendix B) and requested that the school be part of the study. I also explained that participation in the study would entail an in-depth interview with the principal and a focus group discussion with teachers. Both principals promptly agreed to participate in the research and confirmed dates for the various interviews. We agreed that all interviews would not take place during contact time.

In order to gain access to schools in the rural district (district 2), I had to have a different approach, as it would not be economically viable for me to travel a long distance to meet with each principal. My interview with these principals was done telephonically. Fortunately, I had facilitated a workshop in their area the previous year, so they could recall meeting me. This made it easier to gain access. Two of the principals I contacted agreed that their schools would participate in the study. Both these schools were combined schools, in other words, the school comprised of a primary and high school section. This type of school is found to be prevalent in rural areas, as student numbers do not warrant different primary and high schools. After our telephonic conversation, I sent the principals concerned an email thanking them for their participation and attached the WCED consent and participants' consent forms. We then identified suitable dates and times to conduct the interviews.

3.3.2 Data collection

Qualitative research deals with the subjective experiences and meanings of the phenomena. Measuring such experiences is virtually impossible. Qualitative researchers rely upon data collecting methods which capture the in-depth details of a social setting (Strydom & Bezuidenhout, 2014:173). The following data collection

tools were used in this study: focus group interviews, in-depth open-ended interviews and policy documents.

3.3.2.1 In-depth open-ended interviews

In-depth interviews allowed the researcher to have a conversation with the participants using open-ended questions, therefore gaining valuable insight into the views and beliefs of the participant concerned (Strydom & Bezuidenhout, 2014:188). In-depth interviews with the four school principals and three departmental officials were conducted on an individual basis. The interviews took place at the selected schools, district offices and the provincial development institute. The duration of each interview was one hour. An audio recording as well as detailed notes were kept of each encounter with the principals, one district official and provincial official. The second district official did not want to be recorded for personal reasons and requested that I took notes of the conversation. The notes of the conversation were then sent to the official for verification. Permission to record the sessions was obtained from participants at the commencement of each session. In-depth individual interviews with school principals and WCED officials allowed the researcher to ask for a more detailed explanation of policy intention and the current state of affairs, thus gaining clarity on the matters pertaining to policy implementation (Strydom & Bezuidenhout, 2014: 188).

3.3.2.2 Focus group interviews

In focus-group interviews, participants share and discuss their feelings and express opinions unique to them regarding a certain matter (Strydom & Bezuidenhout, 2012: 183). The advantage of conducting focus group interviews is that the debates generated during such sessions provide a deeper understanding and highlight the different opinions of participants (Strydom & Bezuidenhout, 2014:184). It is for this reason that focus-group interviews were utilised to gather data in this study. Teachers for whom it was convenient to be part of the study at the selected schools participated in focus group interviews. The duration of each session was approximately one hour and took place at the selected schools. These interviews allowed teachers to answer broad questions around the constraints and opportunities regarding CPTD policy implementation. The researcher facilitated the sessions whilst interviews were audio recorded. Permission to record the sessions was obtained from participants at the commencement of each session. Audio

recording the session gave opportunity to revisit responses, thus allowing detailed notes to be taken.

3.4 Data analysis

Content analysis was applied to analyse the data collected to identify key trends, issues and barriers. According to Krippendorff (2018:240), content analysis “is a technique for making replicable and valid inferences from texts to the contexts of their use”. In this study, qualitative content analysis was applied using the inductive approach. The inductive approach refers to when a researcher reasons from the general to the specific. This means that, a researcher uses specific data in the analysis to develop themes without using a preconceived framework. The focus of the analysis would be on identifying the crosscutting themes across the sector relating to constraints and opportunities to policy implementation. Bezuidenhout and Cronje (2014: 235) adapted Zhang and Wildermuth’s (2009) eight steps in the process of qualitative content analysis. These steps include the following and was applied in this study:

Prepare the data: All the collected data was organised and transcribed into written text. The researcher listened to the voice recordings and made detailed notes of the participants’ responses.

Define the coding unit to be analysed: I decided to use phrases and sentences as coding units. In so doing, the data was broken down into manageable chunks or parts.

Develop categories and a coding scheme or conceptual framework: Once the data were broken down into manageable chunks, related coding units were categorized. The development of this conceptual framework assisted with the coding of data. This conceptual framework or coding scheme was developed from the raw data collected.

Test coding scheme on a sample of the data: The clarity and consistency of category definitions were tested on a small sample of the data and coding rules redefined when consistency levels were low.

Code all text: An inductive coding approach was applied; codes appeared after scrutinizing the text. According to Glaser and Strauss (1999), the constant comparative method involves development of codes, themes and categories from raw data, thus making data analysis an iterative process. The form of coding applied was that of selective coding, the reason being that it is an inductive form of coding. Selective coding involves the selection of core codes that correspond with observed codes, which adequately describe the central outlook of the research study, namely constraints and opportunities to policy implementation.

Re-assess the coding consistency: I had to ensure that all relevant and useful data were coded and that the coding had been applied consistently.

Interpret the data: Identified themes or categories were interpreted. This was done by expanding the analysis with the researcher's own interpretation, existing theories and previous studies.

Finally, the findings were reported.

3.5 Policy documents

The findings identified in the analysis of the raw data were compared and contrasted with the content of two policy documents relating to CPTD, namely The National Policy Framework for Teacher Education and Development (NPFTED), 2007 and the Integrated Strategic Planning Framework for Teacher Education in South Africa (ISPFTED) (2011). The information contained in these two documents informs educationalists of the roles and responsibilities for CPTD. CPTD has a prominent part in the ISPFTED and is connected to the targets and outcomes of the Action Plan to 2030. Refer to Appendix F for further documents relating to key education Acts and policies.

3.6 Ethical considerations

This study conformed to the Cape Peninsula University of Technology's ethical protocols. The relevant forms for clearance of this study were obtained from the CPUT Faculty of Education research ethics committee before commencing with data

collection (refer to Appendix A). Human ethical approval was obtained (refer to Appendix G), thus ensuring the rights and interests of anyone affected by this study. Thus, participants were safeguarded from any form of victimisation. Legislation regarding human rights and data protection were applied by following the correct procedures when collecting and storing data. Permission from the Western Cape Education Department (WCED) was obtained to allow the researcher to interact with officials, school principals and teachers. Data obtained from and pertaining to the WCED and participants in the study were utilised for research purposes only. The researcher signed a contract with individual participants ensuring them of their anonymity and confidentiality. Data collected was used in its purest form and no results were tampered with or manipulated. All participants involved in the research were knowledgeable about the study and consented to voluntary participation by completing and signing consent forms. This study did not include any member of society that was vulnerable, felt under pressure to participate, nor cause them stress or harm them in any form. Data in this research was collected by facilitating focus group discussions and individual in-depth interviews. All individual and focus-group interviews were conducted in an unbiased manner. Thus, the researcher refrained from imparting her own views on the matter under discussion. In so doing, she also maintained a good balance between modesty and arrogance when gaining insight to what the problem or issues were. Data was stored in the cloud and disposed of after being analysed. Only the researcher had access to the stored data.

3.7 Limitations

This study was limited to two districts and four schools in the Western Cape. Furthermore, only twenty four teachers, four principals and three district officials formed part of the sample. The limited size of the sample prevents the generalisation of the findings in this study.

The findings of the research are presented in Chapter 4.

CHAPTER 4

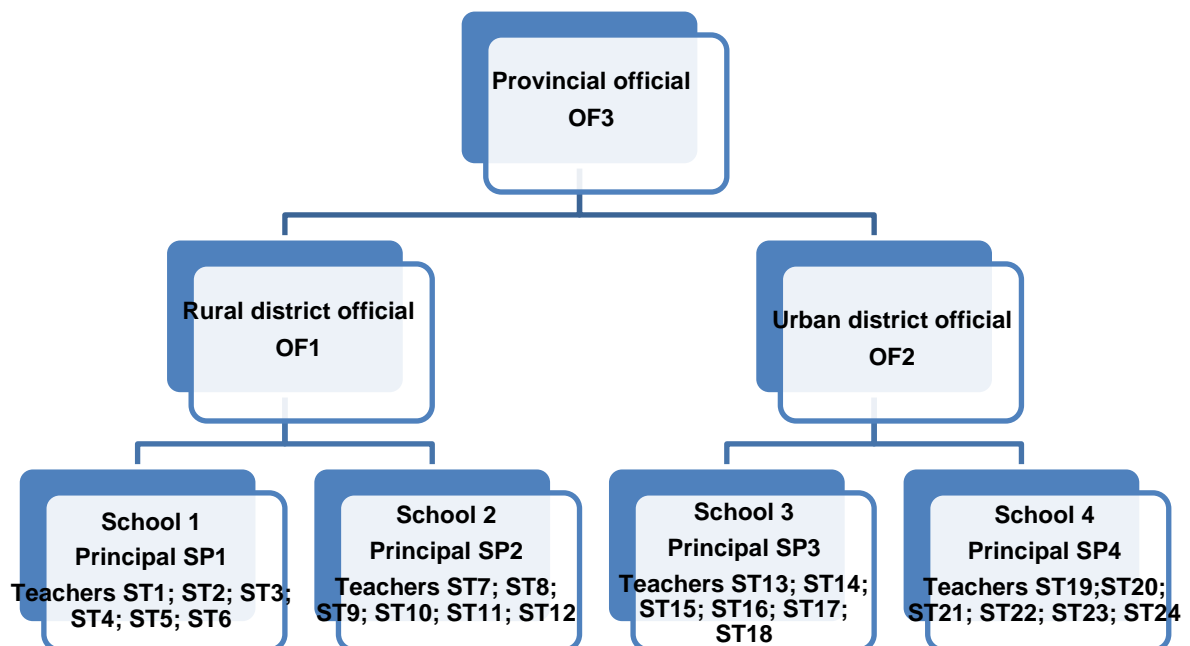
RESEARCH FINDINGS

4.1 Introduction

The findings of the research are presented in this chapter according to the themes that emerged from data collected through seven in-depth open-ended interviews with school principals and Education Department officials, and four focus group discussions with teachers at the four schools involved in the study. Instead of participants' real names, codes were used to refer to the participants.

Figure 4.1 illustrates the participant codes used in this study.

Figure 4.1: Participant codes



Themes were identified through content analysis of the collected data in order to explore and identify the constraints and opportunities of Continuing Professional Teacher Development (CPTD) policy implementation. In this chapter, collected data were compared and contrasted thematically and juxtaposed with policy relating to CPTD. The findings are presented in two categories namely, Constraints of CPTD

policy implementation and Opportunities for CPTD policy implementation, based on the main research question and objectives of the study.

4.2 Constraints of CPTD policy implementation

Analysis of the collected data indicated the following themes as being the main factors contributing to the constraints of CPTD policy implementation: Ineffective CPTD system; Negative attitude and lack of motivation; Compliance and coercion; Ineffective developmental structures and opportunities; and Insufficient resources.

4.2.1 An ineffective CPTD management system

A major concern expressed by teachers, principals and officials was the current ineffectiveness of the current CPTD management system. According to the National Policy Framework for Teacher Education and Development (NPFTED, 2007:21), the CPTD system would only succeed if the recording of PD points, data capturing and monitoring could be accomplished quickly and accurately. This would involve data retrieval, system design and management of tasks associated with all teachers' PD records. Thus, an efficient electronic CPTD management information and communication system would be essential. However, according to the teachers, principals and departmental officials, the current system is not effective or user friendly, which often leads to frustration and demotivation. SP4 expressed the following views:

It's a terrible thing to navigate and when we first started, I went and spent about I don't know, six hours trying to get everything put in. And the next time I went on the site it was all gone. So let me tell you that does not make you happy.

These sentiments were echoed by ST1 who mentioned that:

The system itself is not accessible. I don't have any praise for the system.

Even district officials seemed concerned about the ineffectiveness of the system, as shown by OF2's utterance that:

The Continuing Professional Teacher Development Management System (CPTD MS) is not reliable. Many get disillusioned when they try to log in or sign up and the online system is frequently down.

Based on the data gathered, it became apparent that from its inception, the electronic system was ineffective. As ST1 and ST7 reported that whilst attending the orientation session for CPTD MS, when it came to signing up, the system did not work, resulting in no-one signing up. ST19 was of the opinion that the system was too complex. Consequently, few teachers and principals committed themselves to the implementation of the CPTD system. Echoing this sentiment, ST13 mentioned that the CPTD management system was not realistic and that it lacked logic. In that the points schedule was unmanageable and that points could be gained through unquantifiable activities. OF1 commented that convincing teachers and principals to take ownership of a system that was not user-friendly or functional was in itself problematic. ST8 highlighted many gaps with regards to the management of the CPTD policy, arguing that the main focus was on collecting points and not on teacher development.

In order to collect points, professional development activities need to be uploaded on the CPTD MS which is managed by SACE. Teachers and principals expressed concern about the amount of duplication in the system. ST3 stated thus:

Teachers need to keep a record of what they have uploaded - keeping record of a record. Why should teachers upload their activities when the WCED have the attendance registers?

ST20's concern was about the amount of time it took to upload information on the CPTD MS. She argued that:

It's time consuming, you have to keep a log of your activities - you have to write down what you have done.

Echoing these sentiments, ST21 claimed that the current CPTD system was an administrative overload in that teachers had to upload their activities and keep a record of their activities on file. SP4 agreed with ST21, expressing a belief that SACE was contributing to work overload.

According to SP1:

Paperwork, does not make things happen.

What SP1 meant was that by completing the necessary paper work, it does not necessarily mean that teacher development is being done. These complaints are

put against the background that the National Policy Framework for Teacher Education and Development (NPFTED) in South Africa (Government Gazette, 26 April 2007:26-27) states that three risks should be avoided when implementing the policy. One relates to the malfunctioning of the MS in that the administrative burden on already overburdened teachers must not be increased.

In the researcher's discussions with teachers, it was found that teachers were unaware of how the CPTD points schedule worked. According to the NPFTED (Government Gazette, 26 April 2007:18), CPTD points should be allocated into activities classified into five categories, namely; school-led programmes; employer-led programmes; qualification programmes; other programmes offered by NGOs, teachers' unions, community-based and faith-based organisations; and other service providers and self-chosen activities. SACE however, has combined the categories into three, namely; type 1 activities, which include all self-initiated activities; type 2 activities, which are all school-based activities; and type 3 activities, that is, all service-provider led activities. Teachers are only responsible for uploading type 1 activities on the CPTD MS. Schools and service providers are required to upload type 2 and 3 activities. To confirm teachers' misconceptions about how the points schedule worked, ST15 claimed that:

So I think there's very little information that we have about exactly what does and doesn't qualify and how to do it and I think most of us are probably too busy just doing it to actually record it.

Clearly, ST15 does not understand which activities qualify or do not qualify for CPTD points. Teachers also appear not to be sure of how to upload CPTD points. Yet, the NPFTED (Government Gazette, 26 April: 17) states that the CPTD system will provide teachers with clear guidance about the professional development activities which contribute to their professional growth. Under the current circumstances, it is clear that the policy is misunderstood and misconstrued due to its ambiguity and lack of clarity.

Principals and teachers were introduced to the SACE CPTD MS through orientation and sign-up sessions organised by the WCED district offices. The researcher found that the majority of principals and teachers who had attended these sessions did not have good experiences. They stressed that the quality of the orientation sessions

was not very good and that the training was difficult to follow. They also mentioned that in some instances the facilitators were not knowledgeable.

To illustrate this notion, ST22 claimed that:

The presentation that we attended and first of all, I got lost. So I ended up a bit confused but what I did come away with was that it seemed almost as if things were becoming a bit too complex and there were more questions than answers at that stage.

In light of the above discussions, the majority of the participants seemed to believe that the system and processes had not been thought through, and maintained that the system was not ready for implementation. A few teachers and officials seemed disgusted with the design of the CPTD system. OF2 explained his concerns as follows:

User names and passwords have been problematic in that some teachers have reported that their SACE numbers have been duplicated with another user. Districts also don't have a list of teacher user names and passwords, thus they are unable to assist users telephonically. The points schedule and the drop down(s) don't match. The points schedule also does not mention lots of things which teachers in fact do in schools.

His words were echoed by ST15 who mentioned that:

Whatever I'm doing doesn't fit into this box and you think, oh well, where does it go? Nowhere?

OF1's view was that:

It's a good system in that it is revisiting professionalism in the education practice but it's half-baked. It's not ready to go.

Moreover, SP4 said:

It's managed by SACE, thus people view the CPTD with suspicion. SACE is not seen as an efficient organisation.

Evidently, the CPTD MS presents challenges for all the stakeholders involved in teacher professional development, as it appears to be difficult to access, and is user-

friendly. Judging by the look of things and based on the participants' statements, the structure and processes are not clearly clarified and advocated.

4.2.2 Negative attitudes and lack of motivation

Departmental officials, principals and teachers expressed several opinions on how they felt about the implementation of CPTD policy. They expressed feelings of demotivation, distrust, frustration and not being treated as professionals. To illustrate this point, ST4 uttered:

By completing a register for every activity attended, we feel belittled as professionals. They, the WCED and SACE distrust teachers as we are just a personnel salary number (PERSAL) to the department. (ST4)

However, according to the NPFTED (Government Gazette, 26 April 2007:19), the heart of the CPTD system is to enable and empower the teachers. The advocacy of the programme would be capable of reassuring teachers that they stand to benefit by it and have greater professional confidence. In so doing, it emphasises and reinforces the professional status of teaching. Nonetheless, based on their statements, it is clear that participants had developed a negative attitude and low level of motivation towards the CPTD MS.

OF1 mentioned that Staff Development Teams (SDTs) were training staff but not directing them towards developmental thinking. He emphasised that STDs should assist teachers in, "making the mind shift around cultivating a professional attitude towards your work", meaning that teachers as professionals should inherently participate in developmental activities. ST15 agreed that the current defiant mind-set of teachers was hard to change. Whilst ST16 was of the opinion that very few teachers wanted to change their practice, ST8 agreed that their staff had a negative mind-set towards CPTD MS due to various factors, such as large classes and inadequate resources. I also observed an attitude of insolence towards the current CPTD system by some teachers who not only raised their voices when talking about SACE and CPTD, but also refused to go onto the website in its current state. ST17 said:

I'm not going to go onto that @#@ website. I am not going to enter it until it's user friendly.

OF3 was of the opinion that training fatigue and developmental activities did not meet the needs of teachers. “A hit and miss exercise” was the result of a negative attitude. In my discussions with the participants, I found that policy fatigue played a large role in their attitudes and motivation. One of the principals had the following to say about the CPTD policy:

Another policy, another piece of paper – we don't worry too much about it.
(SP1)

ST10 commented that subject advisors who visited their school monitored and verified the work of teachers but that no positive criticism or motivation was given with regard to development and training. ST12 asserted that:

At the end of a subject advisors' visit, I should be thanking them and not be upset and cross. We need to have a good relationship.

In its policy on the Organisation, Roles and Responsibilities of Education Districts, (Government Gazette, 3 April 2013: 11 - 12), the Department of Basic Education (DBE) identified four main roles which education districts need to execute namely: planning, support, oversight and accountability, and public engagement. The roles of planning and support speak directly to CPTD. With regards to planning, districts are required to assist schools with compiling their improvement and development, then integrate these plans into district plans. With regards to the support, districts are required to provide an enabling environment by organising provision and support for the professional development of managers, educators and administrative staff members. One of the core functions of the district curriculum delivery support team is to inform schools about national and provincial policies and to assist them with the implementation of such policies. This support team is supposed to promote and organise professional development activities for educators in co-operation with the South African Council for Educators (Government Gazette, 3 April 2013: 21). The word “assist” appears in the policy- it means to help or support. Thus, the main role of a district office is to offer support to schools, to monitor and evaluate. The Integrated Strategic Planning Framework for Teacher Education and Development in South Africa (ISPFTED, 2011:162) addresses this issue by recommending that there needs to be a clear differentiation between an advisory and an inspectoral role of subject advisors.

4.2.3 Compliance and coercion

I found that departmental officials, principals and teachers believe that CPTD policy is compliance driven and implementation of the CPTD policy forced. According to OF1, initial implementation was not purpose driven, but rather done for political reasons, meaning that implementation was done to comply with legislation and not thought through. OF2 echoed this sentiment, saying that the responsibility of implementing the CPTD MS was dumped on districts to implement by being instructed to organise training teams. OF1 and OF2 were of the opinion that this resulted in implementation becoming a compliance and superficial activity rather than developmental and purpose driven. Principals expressed the following views on compliance:

I do think that it's another thing that people have to do. (SP4)

This was supported by SP3 who mentioned that:

What worries me about the policy at present is that it's become a tick box exercise. People will follow the path of least resistance. They'll go the way that seems to get them to that point best but whether they're really genuinely enthusiastic about being developed you know, you'll never really know because they've got enough points.

Commenting on compliance and implementation, all teachers related that SACE was forcing policy on them. ST3 said, "When workshops are compulsory to attend, then you know you're organising workshops for the sake of organising one". ST14 mentioned that in the two and a half years that he had been at the school, the policy was mentioned and they were told to do it.

ST20 was of the opinion that forced compliance and implementation had resulted in resistance towards CPTD MS. An example of such resistance was evident with ST2, who asked:

Why should a senior teacher who delivers the results be forced to attend workshops?

Implementation appeared to be problematic in that a one-size-fits-all approach to implementation was adopted by authorities. ST13 referred to this phenomenon of implementation as a generalized approach to development, meaning that contextual

factors are often not taken into account when implementing policy. Teachers in rural districts felt that there were different dynamics in rural and urban contexts and that these dynamics needed to be taken into account when implementing CPTD policy. ST5 claimed that:

Rural schools have different needs to urban schools. What works in an urban environment might not work in a rural environment.

An example of one such dynamic was given by ST5, namely that rural school teachers need to travel long distances to attend developmental workshops. In so doing, work load curriculum delivery was impacted on, as teachers would need to leave school early to obtain these developmental opportunities. However, according to the NPFTED (Government Gazette, 26 April 2007:18), teachers should not neglect their main responsibility of teaching in order to earn professional development points.

ST18 highlighted the fact that because implementation and influence was top down, there was a lack of ownership on the ground. This sentiment was further substantiated by OF1, who commented as follows:

Cannot say that an orientation session to CPTD automatically creates buy in for that teacher.

OF1 was supported by SP1 who claimed that:

We don't get to implementing CPTD policy fully. We don't get to it as we don't have meetings to discuss what we have learned. I would be lying if I said we did.

Evidently, implementation of CPTD policy was not thought through and conducted for the wrong reasons. This rushed one-size-fits-all approach resulted in the implementation process becoming a compliance activity and lacking purpose. In addition, contextual factors might not have been considered, which resulted in many teachers in rural areas neglecting their main responsibility- teaching- in order to attend professional development activities.

4.2.4 Ineffective developmental structures and opportunities

During data collection, I found that provincial and district developmental structures were in place and more effective than at the school level. However, the interviewed

officials felt that although these structures were fairly strong, they still required adjustments to strengthen their effectiveness.

According to data obtained, scarcity of developmental structures and appropriate opportunities had become a daunting situation in schools. An important document which has had a great impact on CPTD is the Education Labour Relations Council's (ELRC) Collective Agreement 8 of 2003 (Government Gazette, 27 August). The purpose of the agreement was to align different quality management systems and to implement an Integrated Quality Management System (IQMS). IQMS includes the following programmes: Developmental Appraisal, Performance Management and Whole School Evaluation. The Developmental Appraisal programme requires schools to have developmental structures in place. This, however, is not the case in many instances. According to OF1, schools lack effective developmental structures. The school developmental structures include the School Development Team (SDT) and Developmental Support Group (DSG). Whilst conducting the interviews, I found that participating schools did not have functional SDTs and that development was left to one person among the staff to manage. This was evident in SP3's statement:

We don't have a staff developmental committee per sé. XXX (name of person mentioned) will generally organise our staff, our internal staff developments and she's the school counsellor. And she will sort of touch sides with various staff members to see what it is they, whether they think this will work well. So very senior staff members will give us some input. I suppose we could have a staff development committee but we never really formally formed one.

According to OF1, these structures should be championing the whole IQMS process along with other development. OF1 was of the opinion that this was not happening as the SDTs and DSGs do not function outside of the IQMS evaluation process. This sentiment was confirmed in my deliberation with SP2, who explained that training and the allocation of points should be ongoing and not only focused on in the third term. He further went on to mention that development should not be two separate systems, namely IQMS and CPTD. SP4 echoed this sentiment, maintaining that the two systems are a duplication in that IQMS details professional development and that the IQMS and CPTD processes run concurrently. The ELRC Collective Agreement 8 (Government Gazette, 27 August 2003:4) states the following:

All Quality Management activities, should be planned for together in schools, and aligned in a coherent way to avoid duplication, repetition and an unnecessary increase in workload.

Officials also felt that the developmental process of IQMS was flawed in that once schools sent in their lists of SDT members to district offices, there was no further engagement with schools or teams. The only engagement was when moderation took place. According to OF1, the moderation process was also imperfect in that in most instances IQMS scores are moderated and not the development process. In addition, OF1 expressed grave concern about this as once again, scores were the focus and no developmental discussions took place.

All teachers in the four focus group discussions expressed strong views on the developmental opportunities offered, which they felt directly impacted on policy implementation. They expressed the following concerns: the lack of quality workshops; the lack of relevant workshops; poor facilitation of workshops and good quality courses being too expensive.

Some teachers perceived that the lack of quality workshops was due to the fact that departmental workshops were presented for the sake of collecting CPTD points. ST2 reported that workshops, especially those pertaining to practical subjects were facilitated by service providers who had already retired. Teachers felt that these retirees were out of touch with the realities of today, thus impacting on the quality of such developmental opportunities. The majority of principals and teachers were of the opinion that developmental opportunities offered by teacher unions, such as the Suid Afrikaanse Onderwyers Unie (SAOU) and the National Professional Teachers' Organisation of South Africa (NAPTOSA) were of a better quality than those offered by officials. The reason that the teachers provided was that Unions used professional experts to facilitate workshops whilst most sessions facilitated by the department were not facilitated by professional experts. SP3 relayed the following regarding the quality of developmental opportunities offered at the Provincial Development Institute (PDI):

XXX (name of institution mentioned), yeah and every single one I've been on has been tediously [inaudible]. So I'll go in there and I'll sit there and I'll just feel like when will it end? You know, there's nothing dynamic or exciting about any of those. I went on a course for Aspirant Heads at CTLI and new headmasters.

To be fair, some of it was really interesting. They managed to find a few really good and interesting people. But by and large it was old hat. You know it's stuff that's sort of instinctive [inaudible], stuff that you know already but it's sold to you as colleagues, this is obviously and it's just you don't want [inaudible] hear that kind of thing. You want to be treated like a professional.

Echoing the above sentiment, OF1 who has been involved in teacher development for a number of years, claimed that PDI programmes were vague and did not speak to the current challenges of management teams. ST3 was of the opinion that poor quality workshops presented by officials were a waste of time.

Principals and teachers reported that many departmental developmental opportunities were not relevant, thus teachers were reluctant to attend workshops. According to ST13, their subject adviser had organized three activities the previous year where everybody had been invited and promised CPTD points. However, it was just a waste of his time, as they were already implementing what was being taught. SP1 and OF3 echoed the same sentiment, maintaining that,

Sending teachers to workshops that deal with the basics demotivates teachers. (SP1)

The problem – okay, in some parts the difficulties that the offerings that are available, often are not seen to be relevant or immediately relevant. (OF3)

Evidently, current provincial and district development CPTD structures require adjustments in order to be more effective. Developmental structures at a school level are virtually non-existent in that they only exist during the IQMS process. Developmental opportunities for teachers were found in many cases to be irrelevant, resulting in teachers feeling that they were a waste of time. The poor quality of developmental workshops offered by officials also seemed to be of concern to teachers.

4.2.5 Insufficient resources

The inadequate capacity of SACE to implement the CPTD policy and manage the CPTD system and process was expressed by teachers, principals and education department officials. I found that teachers and officials were troubled with SACE, their lack of manpower and inefficient service. To illustrate this notion, participants stated that:

SACE want to implement a policy without the manpower. SACE are just giving out certificates. (ST2)

OF2 echoed the same sentiment,

CPTD MS - no one was ready for implementation and SACE did not have the capacity.

Whilst SP4's view was that,

We get nothing out of SACE, nothing. So, but they expect a lot from us. We pay them every month but what do we ever get from them? I mean they don't provide anything. They don't provide any professional development. They don't – there's no – we have to belong to SACE and that's all it is and we pay them. So now they're just expecting us to do more work and I think that's people view it or that's how I view it.

However, according to the NPFTED (Government Gazette, 26 April 2007:18), SACE would be granted the necessary support and resources to undertake the role of implementation, management and quality assurance of the CPTD system. The researcher found that the policy does not state who would be affording the support to SACE.

Besides SACE allegedly not having the capacity, education districts appear to lack capacity. According to OF2 and OF1, education districts lack human resource capacity, as each district has only one People Management Co-ordinator (PMC) to implement and monitor the CPTD system and process. ST15 expressed that, because of the large number of schools within their district, the district lacked capacity to cope. District officials "back off" from functioning schools. Another teacher in the same group stated,

In my subject they back off from our school and they are told that they need to back off from the school because we know what we're doing. (ST17)

SP1 expressed the same sentiment when she commented,

Guidance and support to schools is based on academic results. Support is only given to schools who have weak systemic results.

The capacity of districts seems to be further impeded by the lack of information, specifically district CPTD statistics. These statistics are important, as they inform districts about which schools have signed up onto the CPTD MS and who is uploading their activities. Districts would then be able to provide the necessary support to schools and teachers regarding CPTD. Regarding this matter, OF2 reported that:

The lack of access to district statistics impedes CPTD policy implementation, thus district officials cannot provide support and guidance to schools.

The Policy on the Organisation, Roles and Responsibilities of Education Districts (Government Gazette, 3 April 2013:21) states the following core functions of the district curriculum delivery support team, namely: to inform schools about national and provincial policies; and to assist them with the implementation of such policies; to promote and organise provision of professional development of educators in co-operation with SACE. However, some teachers did not perceive subject advisors to be professional experts and they questioned the credibility of subject advisors. They questioned the qualifications and subject experience of appointed subject advisors. ST1 went further to state that subject advisors were not always professionally trained and that many had been ordinary teachers the previous year.

Only one of the schools participating in the study indicated that their school did not have operational computers. According to ST8, their computers were outdated and they did not have access to the internet. Thus, no teachers had signed up on the CPTD MS.

All participants expressed grave concern regarding the lack of financial resources for development. SP4 indicated that their school had submitted an annual Workplace Skills Programme (WSP) to the Education, Training and Development Practices Sector Education and Training Authority (ETDP SETA), but had found that SETA funding was limited and that their school was getting very little money from the SETA for development. She added that CPTD was budget driven, as courses cost money and that a school that has no money would not be spending money on development. With regard to this, she stated:

It comes down to money, if there is no monies for that, you can't do it.

According to the Integrated Strategic Planning Framework for Teacher Education and Development (ISPFTED, 2011:194), the ETDP SETA attracts funding from Provincial Education Departments (PED). Section 30A of the Skills Development Act (No. 97 of 1998) states that PEDs have to pay 1% of their employee compensation budget to the ETDP SETA. The fund attracts funding from PEDs, and from schools that have School Governing Body (SGB) posts. With regards to accessing the funds, section 20 of the Act states that anyone who has compiled a skills programme may apply to the SETA for funding. SETA funds programmes that offer credits towards a qualification. This lack of financial support is problematic, in that it limits access to professional development activities, thus impeding the effective implementation of CPTD.

The majority of principals and teachers stressed that quality courses cost money and that many were too expensive. ST14 expressed the following sentiment:

The average day course that people can go to besides the ones that are organised by NAPTOSA and the courses etcetera, you're looking at R6 000 to R15 000 a day for this. There is no ways that a school can afford that. I'm doing an excellent course this year and the school refused to pay for it because of money basically.

In addition to this, ST8 reported that rural schools were receiving less developmental offerings due to costs. Furthermore, rural schools also had to factor in transportation and substitute teacher costs. Principals indicated that many teachers were also not keen to pay for their development due to personal financial constraints. On the other hand, a ST21 said, "If there isn't money to pay for the course that I really wanted to, I have paid for the odd one myself." ST21's school had, according to the principal, a healthy budget for professional development. She stated that,

But we do definitely ask our teachers for their input. They're also at liberty at any stage to come and say, Look, I found this course and I'd really like to go. And they can go. We don't limit. (SP4)

With regards to the funding of CPTD activities, the NPFTED (Government Gazette, 26 April 2007:19) states that teachers would have to pay for self-selected activities. The education department would pay for compulsory activities which may be at a national, provincial, district or school level. The funds for these activities would come from the Skills Development Levy.

Moreover, departmental officials expressed concern about the limited provincial budget as well as some under spending. With regards to the limited provincial budget, OF3 stated:

Now, we are in a climate where it's very unlikely that education as a whole is going to get more money than its currently receiving. Within that, the chances of teacher development getting more money is also not really high.

OF1 expressed concern that the provincial professional development institute,

Was under spending big time on their budget.

On-going demands on teachers due to internal and external factors has caused departmental officials, principals and teachers to worry about the time availability for teacher development. The ISPFTED (2011:83) recommends that "time for teachers to participate in PLCs and engage in quality teacher development must be deliberately and formally scheduled". However, this is not the reality, as ST21 shows in utterance that,

Time is an issue. I reckon that if you are coaching sport until 4:30 in the afternoon then you've got to get home in the traffic to feed your family, you're hardly going to get excited about a journal article, which you may have had to spend a lot of money subscribing to you know.

According to the data collected, internal factors such as administrative demands and full extra mural programmes are resultant of a heavy workload for teachers. In addition, the data identified that CPTD MS is seen as an additional administrative burden to both principals and teachers. Their point is highlighted in these excerpts:

I read online journals and magazines and thereafter have to write a short paragraph on what I've read and then also keep record of what I have read. Now, I seriously don't have time for all that paper work. (SP4)

There's really no avenue for you to actually schedule time in our hectic schedule to actually go about recording CPTD activities. (ST18)

External factors such as socio-economic factors and administrative demands appeared to impact on the time available for CPTD. According to OF3, many teachers teach under difficult conditions. An example of such a condition was expressed by SP2, who reported that the supply of teachers influenced CPTD policy

implementation, in that schools have large classes and very few teachers, resulting in teachers becoming overworked and stressed out, leading to no time for development. ST2 shared that they were a small school, with a small staff with only one person per subject and that,

If one person attends a CTLI course and is away from school, someone comes in to look after your class, when you return you're behind in your work.

After engaging with the various participants, the researcher found that the CPTD MS is commonly considered to be an extra administrative load and time consuming in that participants have to source CPTD activities; attend the activities; keep a log of their CPTD activities and upload their activities, which they do not have time to do. Teachers in the rural district indicated that attending developmental opportunities impacted on their workload and curriculum delivery because of travel time, as they had to leave school early to attend these activities. All the teachers who participated in this study mentioned that they were busy after school with full extra-mural programmes, which consume most of their after-school time. SP4, who has been a principal for more than ten years, stated as follows:

I don't want teachers to spend time at a computer recording their CPTD points whilst they are expected to be well prepared and their books marked.

SP1 agreed with SP4, and gave the following reason for her sentiment,

Paperwork does not make things happen, there's too much paper work.

The timing of developmental opportunities seemed to add to the professional demands placed on teachers in that these opportunities sometimes took place during school holidays and over weekends. Another challenge was expressed by ST5, that in many instances developmental activities did not always start and end on time, thus resulting in time being wasted and teachers becoming negative and frustrated. On this matter, SP1 argued this point:

Travelling three hours to attend a workshop, and you find that the workshop was not beneficial - this is a problem, an absolute waste of time.

SP2 complained, asserting that:

CPTD policy is time consuming to implement.

Evidently, officials, principals and teachers had a problem with SACE's inability to implement and manage CPTD. Furthermore, districts and schools appeared to be of the opinion that districts lacked human capacity and information to provide support to schools. Teachers apparently viewed the status and role of subject advisors as being problematic in supporting and advising with regards to CPTD. In addition, the lack of financial support is problematic, in that it limits access to professional development activities, thus impeding on the effective implementation of CPTD. In addition, administrative demands, full extra-mural programmes and socio-economic factors impact negatively on CPTD policy implementation.

4.3 Opportunities for CPTD policy implementation

The second part of this study was to identify opportunities for CPTD policy implementation. From data analysis emerged the following themes as being the main factors that positively contribute to opportunities of CPTD policy implementation: Support for professional development, Access to developmental opportunities and Developmental structures.

4.3.1 Support for professional development

Support for professional development by principals and teachers appeared to be one of the main factors contributing to the success of CPTD policy implementation. For example, SP4 highlighted the fact that other professions such as doctors and lawyers undergo professional development and that as professionals, teachers also need to. According to the NPFTED (Government Gazette, 26 April 2007:18), the PD points method is an internationally recognised technique used by professional bodies in many fields to acknowledge their members' continuing professional development. Moreover, OF3 stated that compared to teacher development policies across the world, South Africa was moving in the right direction.

The National Policy Framework for Teacher Education and Development (NPFTED, Government Gazette, 26 April 2007:18) notes that the underlying principle of the CPTD policy is that teachers, individually and collectively, accept a high degree of responsibility for their own professional development. All participants supported the notion of professional development and felt that it was necessary for teachers to develop. This can be seen clearly in the following sentiments:

Not against it, we as teachers need to develop (ST4).

Educators must be willing to learn every day and apply what they've learned. Acquire more skills. Development needs to be part of being a teacher. We need to adapt to change. I agree that there should be a development policy. (ST7)

SP4 concurred with SP2 and SP3 contending that:

I think that the idea of continuing professional development is very good.

The same view was expressed by OF3, who claimed that:

The policy encourages and requires teachers to participate in professional teacher development, which is a necessary and a good thing. So in order to raise the levels of performance of learners you need to improve teacher quality and so the policy is, in that sense, in the right direction.

All the school principals indicated that they personally participated in professional development opportunities and that they supported their staff in attending developmental opportunities. An example of such support was evident in the testimony of SP4 who reported that teachers at their school were well trained and not restricted in participating in developmental activities. This assertion was confirmed by ST22, a teacher at the same school, who stated that:

We've got a school that supports the developmental activities we want to attend.

School-based support for development includes limited financial assistance and time set aside for staff development. All participating schools indicated that they had a budget for teacher development, some budgets being larger than others. SP4 stated that:

We have a very big budget here at this school for professional development.

Whilst ST6 held that resources that make developmental opportunities accessible were inadequate in their school.

In its policy on the Organisation, Roles and Responsibilities of Education Districts, the DBE identifies four main roles of Districts, namely: planning, support, oversight and accountability and public engagement (Government Gazette, 3 April 2013: 11 - 12). Planning and support speak directly to CPTD. With regards to planning,

districts are expected to assist schools with compiling their improvement and development plans, and then integrate these into district plans. Regarding support, districts are expected to provide an enabling environment, and to organise provision and support for professional development of managers, educators and administrative staff members. According to SP1, officials did not put pressure on their school to implement the policy, as they were a functional school. When asked to define a functional school, principals and teachers were of the opinion that a school was deemed functional when: all policies and procedures were in place, the school had well to excellent systemic results and learners passed their grades. Furthermore, SP1 stated that the department only offered guidance and support to schools which had weak systemic results. She supported her view by stating that,

The department zooms in on them (weak schools)

District officials reported that they provided support to schools on request, thus implying that support to schools is optional. OF2 stated that the district received queries daily from principals and teachers on matters relating to CPTD. They also provided new entrant training for teachers on IQMS and CPTD and district administrative staff received training on CPTD administration. Furthermore, on a provincial level, the HR capacity at CTLI had been boosted with the appointment of more staff to assist with CPTD MS administration.

4.3.2 Access to developmental opportunities

From the transcripts of the interviews, it became apparent that the majority of the participants were participating in developmental activities. According to SP4, an enormous amount of professional development was being done at their school. Two types of developmental opportunities were evident in the data, namely, internal and external developmental opportunities. Internal developmental activities are initiated by the school for developmental purposes. External developmental activities are those that individual teachers choose to participate in.

Internal developmental opportunities seemed to be more popular, as some schools indicated that they set aside school time for staff development. At school 1 and school 4, an afternoon in the week was identified for staff development. These sessions were facilitated by external service providers, fellow staff members or the

principal, according to the developmental needs of the staff. Development took place within the context of the school.

Data revealed that external developmental opportunities are provided by the WCED, Teacher Unions and private service providers such as Non-Governmental Organisations (NGOs). According to the NPDTED (Government Gazette, 26 April 2007:20), the CPTD system is a collaborative system wherein providers are responsible for designing and delivering high quality activities. ST5 indicated that when their staff attended external opportunities, feedback had to be given the following day during the morning staff meeting. OF3 commented that the WCED was instrumental in driving the establishment of Professional Learning Communities (PLCs) and that the provincial data suggested that PLCs were working well. An example of such a PLC is a circuit team meeting. A circuit team meeting is an opportunity for officials and principals to discuss educational issues within their respective circuits. Circuits comprise between twenty to forty schools. SP3 was of the opinion that WCED meetings were sound developmental opportunities. He explained thus:

We have ongoing circuit meetings at least twice a term where there is always an aspect of development involved in that and discussion with the heads of schools from a variety of contexts. This keeps one abreast of not only policy because that's part of those meetings, but also abreast of what other schools are experiencing.

Principals and teachers have access to and are participating in developmental opportunities. Internal and external developmental opportunities were utilised to address the needs of individual principals and teachers as well as the needs of the whole school.

4.3.3 Developmental structures

Developmental structures are seen as both a constraint and an opportunity in this study. Developmental structures were evident at three levels within the province, namely, school, district and provincial levels. At school level, I found that schools used IQMS and Personal Growth Plans (PGPs) to identify individual developmental needs. SP4 indicated that CPTD points were used as evidence for IQMS. However, additional to the IQMS process, I found that schools had varied developmental structures and processes in place. Examples of such discrepancies were found at

schools 1 and 2. At school 1, the developmental needs of teachers were identified by learners who evaluated their teachers using a questionnaire, whereas developmental needs of the principal were identified through an evaluation done by learners and staff. This approach has advantages and disadvantages, the advantage is that the school population is involved in identifying developmental needs. The disadvantage is that this process can be subjective, thus allowing for prejudice. The principal facilitated the process by gathering the data and having individual interviews with staff on the outcomes of the questionnaire. The principal and staff member would have an interactive developmental discussion. Should there be a common developmental need, the principal would research the topic and facilitate a development session with all staff. At school 2, the principal analysed the learner's results and identified the developmental needs of the teachers accordingly. Once these needs had been identified, the SMT compiled a developmental plan for the school. This approach to identifying the developmental needs of teachers is problematic in that teachers do not identify their own developmental needs, thus their professionalism is undermined.

At the district level, OF1 related that it was the responsibility of the District Skills Development Committee (DSDC) to provide support to schools and to give feedback to the Provincial Skills Development Committee (PSDC), of which CPTD is part, and put the necessary developmental systems in place within a district, one of these structures, being the SDT. He further reported that the, district offices annually requested the names of STD members from schools.

At the provincial level, OF3 stated that:

The leadership is strong and systems are in place.

He furnished examples of the systems which were in place, as being: weekly directorate meetings with a dedicated directorate for professional development; a provincial Teacher Development Strategy document which was on the verge of being advocated; the participation of the Provincial Curriculum Management Development Team in national processes and debriefing sessions with district officials post national meetings.

According to the Integrated Strategic Framework for Teacher Education and Development in South Africa, 2011 – 2025 (ISFTED); Provincial Education

Departments (PEDs) need to establish a Provincial Professional Development Institute (PDI) and district teacher development centres (DTDCs) to jointly manage teacher development programmes within provinces. OF3 reported that the Cape Teaching and Leadership Institute was the designated provincial structure for managing professional teacher development. The institute manages professional development, and offers SACE endorsed workshops and courses for teachers and leaders. Another provincial structure, the Provincial Teacher Education and Development Committee (PTEDC), was established under the guidance of the Department of Higher Education and Training (DHET). The PTEDC is a collaborative forum which meets three times a year to discuss teacher education and development within the province. The committee comprises WCED officials, teacher union and university representatives. OF 3 made these comments about the successes of the committee:

We have a structure called the PTEDC, Provincial Teacher Education and Development Committee, which comes out of the national framework for teacher development. My sense is that the province is doing well. So just to give an example, one of the sub-committees of that structure is a research group on improving practice teaching, which I think is ahead of most of the other provinces. Most of the other provinces don't have a discussion like that so there is a discussion across all the universities about being a little bit more standardised and having a common framework for offering practise teaching. One result of that is the event that I think you were involved in where, we bring in fourth year students in before they start teaching...As far as I'm aware, it's the first ever in the country as far as I'm aware, I think. I may be mistaken but even then, even if it isn't, it's significant and I think it was the first ever.

Evidently, developmental structures are not always in place at the various levels of the education system. At a school level, these structures only operate within the IQMS process. At a district and provincial level, structures operate transversally, meaning that all stakeholders are involved in discussions pertaining to CPTD. This collaborative approach is advantageous in addressing the education and developmental needs of teachers, as it has already yielded positive results in the operations of the PTEDC.

4.4 Participants' suggestions for effective CPTD policy implementation

After the participants had expressed their constraints and opportunities of CPTD policy implementation, they made an attempt to give suggestions on the type of practices and structures that would have to change in order for CPTD policy to be fully implemented. They provided the following suggestions: improved developmental opportunities; better support and planning; improved motivation and attitude; build capacity throughout the system; provide incentives; provide necessary resources and information and improve the current system and processes.

Improved developmental opportunities

ST13 indicated that there should be differentiated development opportunities catering for all levels. Echoing this sentiment was ST19, who felt that schools and teachers had diverse developmental needs and using a one-size-fits-all approach was problematic. Many teachers felt that more emphasis should be put on school-based development, as teachers needed to learn and develop within their contexts. They believed that primary development should happen at school. ST2 stated that,

Rural schools have different needs from urban schools. What works in an urban environment might not work in a rural environment.

In order to address and support these implementation challenges, OF3 suggested that on online learning should be the focus, OF3 suggested that:

The advantage in this province is that the internet connectivity is higher than most other provinces. So if that's in place then you also can have – teachers can smartly use online systems, run the programme at school. So instead of sending 50 teachers to a central venue or inviting somebody at a cost to the school, you can have a Webinar and a Skype link or whatever and run the session.

OF3 further recommended that school-based CPTD should be organised during school time. Teachers and officials believed that universities should become more involved in the teaching profession. In so doing, it gives teachers quality developmental opportunities based on latest research. Echoing this sentiment, OF3 mentioned that:

The WCED could collaborate with universities and use their sites for development.

Universities could assist in the decentralisation of the services offered by CTLI.

Better support and planning

Principals and teachers held that better support was required at provincial and district levels. SP2 stated that:

The WCED needs to be more accessible with regards to assistance and managing developmental processes.

ST20 supported this notion, that there should be visible district support to schools regarding CPTD. SP2 stated that officials of the WCED need to give momentum to teacher training. At the school level, ST8 felt that senior management needed to provide leadership support for CPTD, in so doing assisting and motivating teachers. With regards to planning, SP2 expressed that better planning was of cardinal importance so that time and finances could be set aside for development.

Improved motivation and attitude

All the participants expressed the need for teachers to take responsibility for their own development. With regard to this, ST9 commented that:

A positive attitude is required, teachers must be willing to learn and apply what they have learned.

OF3 expressed the view that if teachers were provided with significant CPTD opportunities and were well respected when attending such opportunities, they would see the value of it and then proceed to take it seriously. Whilst on the other hand, according to SP1, teachers want to be seen and treated as professionals and not checked up on. SP3 referred to a developmental opportunity which he attended at Wits Business School. He described it as follows:

So you were being treated as if you were a postgraduate, learning academic stuff. Great interactions, really nice debates and quite a lot of jollity. You want to be treated like a professional.

According to ST20, in order for teachers to be seen as professionals, they need to develop as other professions do. ST9 added,

Professionalism needs to be part of being a teacher.

This means that as a professional, teachers need to develop. ST15 echoed the same sentiment when saying,

CPTD is the responsibility of the teacher.

This implies that teachers need to take responsibility for their own professional development. However, the ISPFTED (2011:89) suggests that,

Teachers are not only the authors of development and that the role players are bound together in a web of responsibilities in this regard, but that teachers' voices need to be heard more strongly than they currently are.

SP2 expressed a belief that teachers should be given more authority with regards the identification of their needs so that they would have a sense of recognition and empowerment.

Build capacity throughout the system

The majority of the participants suggested that a position should be created within each district for training and development. This person's sole responsibility would be training and development. OF 2 supported this sentiment, maintaining that,

If we are serious about CPTD, create a position at each district, training and development. The incumbent's sole responsibility would be training and development (as per policy). He / she would provide support and guidance regarding CPTD within the district.

SP1 reiterated the same view that districts needed to appoint a designated officer to CPTD because currently, no-one knew whom to contact regarding CPTD matters. OF3 was of the opinion that capacity could be enhanced by strengthening current structures and making necessary adjustments. One such adjustment would be optimising provincial and district data by undertaking fine-grain analysis of data.

Provide incentives

In this research, it was found that most teachers expressed the need for incentives to be provided for CPTD. OF2 supported the sentiment of the teachers in stating that incentives are important for implementation to be effective. Participants offered various examples of an incentive. ST17 recommended that the education

department should give teachers who accumulate “x” amount of points a notch increase.

Provide necessary resources and information

Most of the schools participating in the research recommended that they should receive financial support and the necessary resources to implement CPTD policy. At the provincial level, OF3 suggested that the budget should be proportionally spent in terms of the needs and developmental gaps which existed. With regards to providing the necessary information, OF3 suggested that:

We should be communicating in a more streamlined way across the system on discussions in the various sectors of the system.

This particularly pertained to SACE. SP4 recommended that persons registered on the SACE CPTD system receive should receive SMS’s informing them of the number of SACE points they had accumulated. She explained that:

Just let it pop up with a thing that says, well done, you’ve got 20 points. You know what people are like. I mean you like to be rewarded. You know, if you on Trip Advisor and you’re earning, you know, if you’re submitting your comments on Trip Advisor, you’re actually earning something. Well done, you are on so many points and you have a gold star.

Improve the current system and processes

All participants called for the current IQMS and CPTD processes to be streamlined. To illustrate this, SP4 said,

We should be doing one process which speaks to both.

SP3 agreed with SP4 in saying that development should not be two separate systems. The current process not only needed to be streamlined, but also simplified. ST3 recommended a streamlined process that included less admin and comprised of three easy steps. ST14 was adamant that the current CPTD MS had to be revamped. I observed that the younger teachers had modernised ideas for the implementation of CPTD MS to be successful.

Two such examples were: to implement a swipe card system, in so doing no physical uploading was required and SACE to have a CPTD App. Participants further called for a review of the current CPTD points schedule, ST1 said,

Take away all the wishy-washy activities.

ST13 recommended that the focus should be on activities that are quantifiable. Officials, principals and teachers indicated that a streamlined and simplified system would definitely have a positive impact on CPTD policy implementation.

Participants made valid suggestions on improving the implementation of CPTD policy. These suggestions were: i) improved developmental opportunities; ii) giving better support and planning; iii) improving motivation and attitude; iv) build capacity throughout the system; v) provide incentives; vi) provide necessary resources and information and vii) improve the current system and processes.

In this study it was found that the constraints on CPTD policy implementation outweighed opportunities. In spite of time constraints, principals and teachers were in support of professional development, but not in support of the CPTD management system implemented by SACE. They did not agree with the one-size-fits-all approach to implementation, nor the focus of development being the collection of CPTD points. Departmental officials had reservations about the current CPTD MS in that it was cumbersome and time consuming. Principals and teachers participated in professional development activities, but many felt coerced into doing so. They felt that the only reason for participating in CPTD was to collect points. The CPTD MS was a “tick box exercise” or compliance driven process. This resulted in resistance towards the CPTD MS implemented by SACE. Many participants displayed poor attitude and lack of motivation. Districts lacked human capacity to provide support to schools regarding the CPTD system and processes. It was found that there was still room for improvement in making developmental structures more effective.

The findings are discussed and analysed in the next chapter followed by recommendations and concluding remarks.

CHAPTER 5

DISCUSSION AND ANALYSIS OF RESULTS

5.1 Introduction

In this chapter, theoretical underpinnings, methodology and findings are synthesized. The main purpose of this study was to identify the constraints and opportunities of continuing professional teacher development policy implementation, as presented in Chapter 4. Chapter 5 focuses on an overview of the research, followed by an analytical discussion of the results. The findings identified in Chapter 4 are read in terms of literature and theory presented in Chapter 2. Finally, the limitations of the results are discussed, followed by recommendations and conclusion.

5.2 Overview of the research

An introduction to the problem is presented in Chapter 1 and the relevant literature is discussed in Chapter 2. For this thesis, participants were drawn from four schools, with two located in a rural and the other two in an urban education district within the Western Cape. Other participants included an education official from each district and one from the provincial education office. The number of teachers participating in the focus group discussions was six, while the four principals and three officials participated in in-depth, open-ended interviews. Various documents pertaining to CPTD were used to answer the research question “What are the constraints and opportunities with regard to the implementation of CPTD?” Data analysis involved identifying cross-cutting themes across the sector relating to constraints and opportunities for CPTD policy implementation.

The research findings in Chapter 4 were presented in themes. The data were compared, contrasted and juxtaposed with documents relating to CPTD. These findings were presented in themes within two categories, namely, constraints of CPTD policy implementation and opportunities for CPTD policy implementation. In this Chapter analysis of the findings is synthesised according to the themes documented in Chapter 4 and the literature with special reference to Fullan’s theory.

5.3 Discussion and analysis

The five themes identified by means of qualitative analysis were: Ineffective CPTD system; Negative attitude and lack of motivation; Insufficient resources; Compliance and coercion and Ineffective developmental structures and opportunities.

The results obtained from this study revealed that both challenges and opportunities exist in the implementation of the CPTD in the Western Cape schools. Regarding the former, it became clear that policy implementation, as stated in the analysed documents, was not compatible with practices on the ground. Teachers did not appear to be sufficiently equipped to implement the CPTD policy efficiently.

During the 21st century, use of ICTs has often been highlighted. SACE appears to be abreast of this development, because the Continuing Professional Teacher Development Management System is in place for teachers to upload their CPTD points. Nonetheless, from the participating teachers' utterances, this system appeared to create barriers and contribute adversely to the implementation of the CPTD policy. The current system is flawed and has many loop holes and grey areas (David, 2016:225). In the literature review it was stated that the Management System (MS) was put in place in order to encourage and recognise the professional development done by teachers (SACE, 2013:4). This is done by uploading the PD points onto the MS. If this system is dysfunctional, teachers are unable to upload their points, making it difficult to track their PD progress. Dysfunctional systems are normally complex in nature and are less likely to be implemented effectively (Fullan, 2007:90). This situation is untenable and may negatively affect the implementation of the CPTD.

Of particular concern is that officials are aware of the inefficiency of this system, but nothing seems to be done to improve this situation. What is even more concerning is the pre-occupation of participants, including officials, with the PD points instead of focusing on the growth and development of teachers, the latter which is the main purpose of CPTD. Part of this pre-occupation has to do with the fact that this system is inscribed in the National Policy Framework for Teacher Education and Development (NPFTED, 2007:21), as shown earlier, which states that the CPTD system would only succeed if the recording of PD points, data capturing and monitoring could be accomplished quickly and accurately. Clearly, the main goal and purpose of CPTD is lost, starting from policy itself to the stakeholders at different

levels (schools, district and province). This is an area of concern that needs to be addressed.

Clearly, a malfunctioning system would invariably result in frustration, demotivation and negative attitudes towards the CPTD policy, as it happened in this study. The second theme 'Negative attitudes and lack of motivation' reflects these feelings among participants. Other studies in Chapter 2, such as Geldenhuys and Oosthuizen (2015) identified that teachers' negative attitude towards CPTD MS resulted in feelings of demotivation, distrust and frustration. Notably is that these emotions did not derive only from the ineffective CPTD MS. They also emanated from the manner in which teachers felt belittled by the WCED and SACE, with teachers experiencing CPTD training fatigue; regarding CPTD activities provided at the workshops as irrelevant; feeling being monitored and evaluated instead of being supported and assisted to grow and develop; as well as regarding feedback from subject advisors as not constructive. Feelings of disempowered by the CPTD system are in direct contrast to what the CPTD policy aimed to achieve: to empower and enable teachers (NPFTED, Government Gazette, 2006). Fullan's change theory (2007) identifies motivation as a key driver for educational change and that inherent moral purpose cannot be relied upon to drive motivation. Evidently, for the negative attitudes to change, there would need to be restructuring and reshuffling of the processes and roles in the CPTD programme as a whole.

From the results of this study a plethora of constraints manifested relating to the implementation of CPTD, such as lack of human resources and inadequate resources such as computers and finances; and lack of knowledge by teachers, principals and officials. Literature indicates that funding and resources play an integral role in CPTD implementation (Singh 2011:1626). It would be futile to expect efficient implementation of the CPTD system if conditions and contexts in which processes are not in place. It appears that CPTD processes and policy are in juxtapose and policymakers are not taking the prescripts of the policy into cognisance when they facilitate CPTD. It is disconcerting that in cases where programmes are offered to teachers, those in the rural areas tend to suffer acutely, as was the case in this study. From data obtained, it became clear that rural teachers had to deal with long distances, and transportation and registration fees. This situation was in conflict with the prescripts of the policy (NPFTED, Government Gazette, 2007) which states that teachers can only pay for self-selected activities

and others would be paid for by the WCED. Some of the constraints emanate from the flaws in the processes that can be eliminated if policy is read and understood by those who manage it. Harmonisation of processes with policy might assist with minimising constraints in CPTD policy implementation.

The aim, goal and emphasis of CPTD should be growth and development of teachers. Evidence obtained in this study revealed that teachers generally perceived the CPTD as an added burden based on a number of factors, including time and money. Literature identified time as the greatest challenge in implementing CPTD policy. Due to demanding time frames for curriculum delivery and full extra-curricular programmes, principals and teachers in this study had limited time for CPTD (Pharabotho, 2013:200). If teachers found CPTD meaningful, they would be motivated to commit to this programme. Similarly, if an effort was made to align the experiences of urban and rural teachers similar, both groups would be motivated and commit more to the CPTD programme.

The chief issue raised by teachers, that the quality of workshops provided by private organisations were of better quality than those provided by the WCED and SACE, was disconcerting. This is an unfortunate situation because at face value, one is led to believe that the department and SACE are abdicating their core responsibilities of empowering and enabling their teachers. It is highly debatable whether the WCED and SACE do not have officials with equal or more expertise in teacher development than the unions. This is just one area that has to be revisited. What is striking about all the concerns expressed was that they cut across teachers, school principals and sometimes officials. This raises serious questions about what those above the teachers (principals and officials) do to address these constraints if they are aware of them. In addition, if research was done prior to implementation, these flaws and anticipated short comings at grass roots level could have been addressed and corrected before implementation (David, 2016:229). At the heart of these constraints is that policy prescripts and practices on the ground have to be aligned. This approach is typical of a top-down approach to CPTD policy implementation in that policy designers are seen as the central focus. Policy designers make the decisions regarding policy and the actors on the ground become the implementers who are requested to produce the required effects. In the literature reviewed, Hargreaves and Ainscow (2015:45) are critical about this approach and state that today's

complex society requires flexible and sophisticated strategies of leadership and change.

It is a normal phenomenon and expected that in situations where recipients of services are not satisfied and demotivated, coercion becomes the norm. This is what teacher participants in this study reported, that the behavioural component of professionalism was often imposed on them by leaders. However, imposed professional development might not be considered improved practice and hence not necessarily be professional development (Evans, 2014:22). This process needs to occur spontaneously, driven by motivation. Moreover, it was evident in the data that teachers were coerced into attending compulsory workshops. According to Tooley and Connally (2016:19), a compliance-orientated culture often results in teachers participating half-heartedly in CPTD. The data also indicated that SACE was seen as the driving force in enforcing CPTD policy on teachers. Evans (2014) suggests that professionalism should be promoted and in so doing, CPTD would automatically occur and teachers would not feel threatened to participate.

The negative attitude and lack of motivation identified in the results apparently affected CPTD implementation. As shown earlier, this attitude and demotivation emanated from the ineffective CPTD MS. These results are similar to those of Geldenhuys and Oosthuizen (2015), who also noted that teachers have a negative attitude towards CPTD MS, leading to feelings of demotivation, distrust and frustration. Data obtained from this study indicated that poor time management of developmental opportunities caused teachers to become easily disillusioned and demotivated in attending future opportunities. The literature reviewed and data collected in the course of this research investigation indicated that developmental opportunities do not meet the needs of teachers (Singh, 2011:1626). It was evident from the data that teachers felt they were not being treated as professionals, resulting in them having a negative attitude and feeling demotivated. Steyn (2011b:50) alludes to the fact that teachers are left dis-empowered and their professional autonomy ignored when top-down decision making is applied in identifying their professional development activities.

The literature (see Evans, 2014:16; Watson, 2013:29; Hargreaves & Fullan, 2012:80) explains that professionalism needs to be developed through building professional capital comprising of human, social and decisional capital. The data

and literature in this study emphasised that policy overload and fatigue was a challenge (Phorabatho, 2013:96). The data showed that teachers did not receive the necessary developmental guidance and support from district officials with regards to CPTD.

According to the literature, it has been found that due to the lack of training, district officials do not have the requisite knowledge and skills to lead and manage CPD (Phorabatho, 2013:96) and that the majority emphasise supervision and communication as means of leading and managing CPD. No mention was made of support and motivation (Phorabatho, 2013:159). The evidence from this research indicates that subject advisors were inspecting teachers' work and not giving sufficient support and advice to teachers; motivating them to take ownership of their own professional development.

With regard to opportunities for CPTD policy implementation, three themes emerged from this investigation: Support for professional development; Access to developmental opportunities; and Developmental structures. Regarding support for professional development as an opportunity for policy implementation, literature reveals that some teachers regard professional development as a duty while many others view it as optional (Caena, 2011:2). It is evident from the literature that professional development has a poor reputation amongst teachers and those who study education (Tooley & Connally, 2016:2).

Results of this study indicated that teachers support professional development and feel that it is necessary for them to develop as professionals. Principals and teachers indicated that they participate in professional developmental activities in order to collect CPTD points. It was also evident from the data that principals saw the significance in developing their staff and supported staff in attending developmental opportunities. The data revealed that principals themselves participated in developmental activities. According to the literature, school principals who professionally develop themselves would be proactive in facilitating professional development for the school (Whitworth & Chiu, 2015:128). The data further highlighted that education districts provided new entrants and district staff with training on IQMS and CPTD. Furthermore, on a provincial level, additional staff were employed to assist with the administration of CPTD MS. The literature states that in order for policy implementation to be successful, all levels of the education system

need to be supportive and have a common purpose (Mpahla & Okke, 2015a:11). Indeed, such a positive attitude is likely to facilitate the implementation of the CPTD policy.

The second theme identified access to developmental opportunities as being instrumental in policy implementation. The literature explains that in order for teachers to make a difference, they require capacity. Capacity is built when teachers have access to developmental resources, such as workshops, courses and educational literature (Fullan, 2006:8). Results showed that the majority of principals and teachers had access to developmental opportunities. These opportunities involved internal and external professional development opportunities. Furthermore, the literature revealed that professional development is a human rights issue to which all teachers must have access (Mpahla & Okeke, 2015b:30).

With regard to the developmental structures, these were evident within the province. At school level, results revealed that in addition to the IQMS process, some schools had varied developmental structures and processes in place. According to literature, not every school system is the same in that each school system has a professional culture which is dictated by context and various socio-political cultures (Fullan, 2007:93). In order for CPTD to have effective outcomes, socio-political cultures need to be part of the design and implementation of CPTD policy (Day & Sachs, 2005:3). According to the results, collaborative forums have been established at district and provincial levels to plan, implement and manage CPTD policy. Mpahla and Okeke (2015a:12-13) allude to the fact that in order for CPTD to be sustainable, the education system must support collaboration and innovation. Collaborations are vital, because they can result in communities of practice in which knowledge is shared, resulting in growth and development among teachers. Fullan's change theory refers to collaboration as tri level engagement where all levels work together so that CPTD policy implementation is sustained and successful.

The research findings of this study indicated that teachers supported the notion of professional development but did not support the CPTD MS. It was clear that the negative feelings teachers and principals had towards the CPTD MS were the result of the bad experiences they had with the system. Being coerced into participating in developmental opportunities and not being treated as professionals was problematic as it detracted from building professional capital. Much time was wasted in having

to attend compulsory CPTD workshops which were poorly facilitated and not relevant to developmental needs. Development was not the focus of CPTD, as it is compliance driven; focused on participating in developmental activities to collect points.

A one-size-fits-all approach to implementation is not successful as it does not allow for political, economic and social contexts to be taken into account. The lack of human resource capacity, specifically at a district level, impacted negatively on the support available to schools regarding the implementation of CPTD. The issue raised by teachers that subject advisors were spending more time monitoring and evaluating them, was disconcerting, this was in conflict with the job description for subject advisors which is clearly outlined in policy (Government Gazette, 3 April 2013).

What was even more concerning, was the fact that subject advisors lack the necessary capacity to provide developmental support to teachers. Schools had developmental structures in place, but these structures were not effective as they did not operate outside the IQMS process. Developmental discussions at schools were then limited to the IQMS process and not inherent of the school culture. However, district and provincial developmental structures were more effective and collaborative in nature in that unions and other relevant stakeholders participated in developmental discussions. Insufficient resources such as financial support and time impacted negatively on CPTD implementation. Although districts received financial support for development from the SETA via the WCED, schools received no funding from the SETA nor WCED. Thus the onus was on schools to raise the required funding for school based CPTD.

The greatest challenge for CPTD policy implementation, was time. Teachers struggled to cope with their heavy workloads and make time for professional development which entailed attending workshops and uploading activities on the CPTD MS.

5.4 Limitations of the study

The researcher identified the following possible limitations that relate to the study: choice of qualitative case study; purposive sampling method and the exclusion of Teacher Unions.

The findings of a qualitative case study are of limited value for generalisation, in that the study focused on the in-depth understanding of constraints and opportunities which impact on CPTD policy implementation within selected areas of the Western Cape. Due to its qualitative nature, results of this study cannot be generalised to other contexts, whether similar or different from the one studied here.

The purposive sampling method applied focused on the top achieving schools in the provincial systemic testing of 2016. The research did not include schools with low provincial systemic results. It is thus possible that other information-rich samples were overlooked. It may be possible that different findings would have emerged if schools with low systemic scores were included in the sample.

All stakeholders involved with the implementation and management of CPTD participated in the research, except Teacher Unions. The reason was that the researcher is an employee of a Teacher Union and thus wanted to avoid bias. It is recommended that further research is done on the implementation of CPTD policy which include Teacher Unions.

5.5 Recommendations

The researcher made the following recommendations for CPTD policy implementation, based on the findings of this research study:

Streamline the CPTD MS system and process

In this study participants paid more attention to the PD management system and uploading of points. This is a source of concern because it takes away the focus from the growth and development of teachers. It is recommended that the provincial district should shift focus to the core of CPTD, which is teacher development, and make it the primary focus of CPTD. If this is made clear to the stakeholders, they may attend CPTD workshops to gain points and grow and develop as teachers; strengthening implementation of CPTD in the Western Cape schools. A review of

the CPTD policy may be necessary in order to clear the misconception that accumulation of PD points is the primary focus of CPTD. Teachers still need to collect points to monitor their growth. A recommendation is made in this study to improve the system and ensure that it is functional and accessible to all the teachers at all times, including those in rural districts.

Advocacy

The study revealed that CPTD orientation sessions were not effective. Participants still lacked the necessary knowledge of the CPTD system and process after training sessions. It is recommended that officials responsible for CPTD implementation, in collaboration with stakeholders should commence a new advocacy campaign regarding CPTD MS. The approach should be well thought through with a realistic roll out plan. This opportunity could result in greater buy-in from teachers; encouraging them to upload their developmental activities and in so doing manage their professional development more effectively.

Capacity building of subject advisors

This study discovered that subject advisors are not aware of their supportive role in CPTD. The lack of their support was highlighted when teachers mentioned that they visited schools to monitor and evaluate. In order to address this anomaly, it is recommended that the WCED should provide rigorous training to subject advisors regarding their key function in providing developmental support to teachers. Subject advisors should receive the necessary development in order to become subject coaches. It is recommended that the term “subject advisor” be replaced with “Subject coach”. The term “subject advisor” has a negative connotation in schools while the term “subject coach” has a positive connotation in that coaches assist, guide and develop teams. With the necessary developmental support from subject advisors, teachers would be less apprehensive about them visiting their classrooms.

Promotion of developmental discussions

The results revealed that developmental discussions seem to only take place during the IQMS period. It is recommended that managers of CPTD at a school, district and provincial levels should promote and encourage developmental opportunities and conversations. These developmental discussions need to be driven by the School Development Teams (STDs) with the support from the principals. It is

recommended that principals ensure that SDTs are functional within their schools. In addition, district developmental structures could communicate regularly with schools on matters regarding CPTD. This approach to CPTD would assist with, inculcating an environment conducive to learning for both teacher and learner.

Improve the HR capacity at district level with regards to CPTD support

It emerged from the study that the HR capacity at district level is a constraint to CPTD policy implementation. In order to address this lack of capacity, it is recommended that the WCED establish a post in each district designated only for CPTD. This person would work together with the People Management Coordinator in promoting and offering support to schools with regard to CPTD matters. Thus greater support to schools would be available.

Strategies to avoid coercion to attend CPTD workshops

The results showed that teachers were coerced into attending developmental activities. Being coerced into attending these activities often resulted in the half-hearted participation by teachers. It is recommended that an alternate approach be applied. Developmental stakeholders and managers of CPTD should invite teachers to participate in professional development and refrain from the compulsory attendance approach. Teachers need to take responsibility for their own professional development, by making these activities compulsory, officials take the responsibility away from them. In order that teachers take responsibility, it is suggested that a basic theory of action be implemented as an ongoing cycle of action comprising four steps. The first is when professional development needs are identified by the teacher. In step 2, the teacher chooses the most likely effective approach. In step 3, the teacher implements quality approaches with fidelity. In step 4, PD outcomes are assessed through reflective practice and feedback from peers (Tooley & Connally, 2016:4).

Capitalising on resources

The empirical investigation showed that schools lacked time and financial resources to implement CPTD effectively. With regards to financial support, it is recommended that districts and schools be encouraged to collaborate by sharing financial resources and expertise with regards to CPTD. According to Whitworth and Chui (2015:128), teaching and learning is supported when districts and schools

collaborate in implementing CPTD. With regards to time, providers of CPTD need to be encouraged to initiate online learning opportunities for teachers. These opportunities could be offered exclusively as an online learning experience or as a blended developmental option, after having completed a course online, the teacher is invited to attend a short contact session. This alternate presentation of professional development is cost effective and allows teachers to develop in their own time; minimising financial and time constraints.

5.6 Suggestions for future research

Although the study has achieved the goals and objectives outlined in Chapter 1, the researcher is of the opinion that further research is required to improve any oversights of this study; making further contributions that strengthen the undertaking of CPTD policy implementation. The following aspects may be considered for future study namely:

Extending the present study to Trade Unions, so as to establish how they contribute or assist in implementing CPTD policy.

Conducting quantitative research to investigate views of participants on the effectiveness of the CPTD system. This approach could include a larger sample of the population and enable elements of generalisation.

Extending the present study to include schools with low systemic results, so as to ascertain their views on CPTD policy implementation.

5.7 Conclusion

The primary aim of this study was to identify the constraints and opportunities for CPTD policy implementation, at a provincial level, selected district offices, primary and high schools in the Western Cape, so as to inform policy makers, implementers and other stakeholders of the constraints and opportunities with regard to CPTD policy implementation. Subsequently, this can pave the way for more effective policy implementation. This research study achieved this aim. The research established that the constraints outweighed the opportunities for CPTD policy implementation. After carefully examining the participants' responses, the researcher found that

principals and teachers were not so opposed towards participating in CPTD opportunities, but that they were opposed to the CPTD management system. It was the CPTD management system that was seen as an administrative burden which impacted negatively on the workload of teachers. Accordingly, the research developed recommendations to address the constraints mentioned in this Chapter, as a means to improve the implementation of CPTD policy.

In reaction to the findings made in this study, the researcher would like to pose a challenge to the authorities at national and provincial levels to elicit an innovative strategy to effect CPTD policy implementation. This research revealed that all is not well with regards to CPTD policy implementation. In order to effect change, SACE and the national and provincial education departments should adopt an innovative approach to policy implementation and invest in professional capital. Professional capital relates to investing in people and getting a return on your investment. The return on the investment would be high-quality teachers and teaching. Aspects of the approach would include change theory which consists of the following seven core principles of change: motivation; capacity building focused on results; learning in context; changing context; reflective action; tri-level engagement; persistence and flexibility. With this approach, it is believed that teachers will take responsibility for their professional development that would ultimately result in improved learner achievement.

REFERENCES

- Antwi, S.K. Hamza, K. 2015. Qualitative and quantitative paradigms in business Research: a philosophical reflection. *European Journal of Business and Management*. 7(3):217-225.
- Bezuidenhout, R-M., Cronje, F. 2014. Qualitative data analysis. In du Plooy-Cilliers, F., Davis, C., & Bezuidenhout, R-M. (eds). *Research matters*. Cape Town: Juta & Company: 252-261.
- Bless, C., Higson-Smith, C., Kagee, A. 2006. *Social research methods: an African perspective*. 4th ed. Cape Town: Juta.
- Bush, T., Bisschoff, T., Glover, D., Heystek, J., Joubert, R. & Moloi, K. 2005. *School leadership, management and governance in South Africa: a systematic literature review*. Johannesburg. Matthew Goniwe School of Leadership and Governance.
- Caena, F. 2011. Literature review, quality in teachers' continuing professional development. *European Commission*.
- Carrim, N. 2013. Approaches to education quality in South Africa. In Sayed, Y., Kanjee, A., Nkomo, M. (eds). *The search for quality education in post-apartheid South Africa*. Cape Town: HSRC Press: 39-60.
- Cerna, L. 2013. The nature of policy change and implementation: A review of different theoretical approaches. *Organisation for economic co-operation and Development(OECD)*.
- Chappell, A. 2014. Professional learning: teachers' narratives of experience. Unpublished Doctor of Philosophy thesis, Brunel University, United Kingdom.
- Coburn, C.E. 2016. What's policy got to do with it? How the structure-agency debate can illuminate policy implementation. *American Journal of Education*, 122:465-475.
- David, K. 2016. SMT members' perceptions of their role in the CPD of teachers in two schools in the Umgungundlovu district, University of Kwazulu Natal, 2016.
- Day, C. Sachs, J. 2005. Professionalism, performativity and empowerment: discourses in the politics, policies and purposes of continuing professional development. In Day, C., Sachs J. (eds). *International handbook on the continuing professional development of Teachers*. Berkshire: Open University Press: 3-32.
- Department of Basic Education. 1999. *Personnel Administrative Measures*. Pretoria: Government Printer.
- Department of Basic Education. 2006. *National policy framework for teacher education and development*. Pretoria: Government Printer.

Department of Basic Education. 2015. *Action plan to 2019: Towards the realization of Schooling 2030*. Pretoria: Government Printer.

Department of Basic Education. 2015. *The South African standard for principalship: Enhancing the professional image and competencies of school principals*. Pretoria: Government Printer.

Dolores, M. Tongco, C. 2007. Purposive sampling as a tool for informant selection. *Ethnobotany Research & Applications*, 5:147-158.

Du Plooy-Cilliers, F. 2014. Research paradigms and traditions. In du Plooy, F., Davis, C., Bezuidenhout, R-M. (eds). *Research matters*. Cape Town: Juta & Company: 18-35.

Education Labour Relations Council. 2003. *Integrated quality management system*. Collective Agreement Number 8. Centurion: ELRC

Etikan, I., Musa S.A., Alkassim, R.S. 2016. Comparison of convenience sampling and purposive sampling. *American Journal of Theoretical and Applied Statistics*, 5(1):1-4.

Evans, L. 2014. Leadership for professional development and learning: enhancing our understanding of how teachers develop. *Cambridge Journal of Education*, 44:179-198.

Fullan, M. 2006. Change Theory: A force for school improvement. *Centre for Strategic Education*, Seminar Series Paper No. 157.

Fullan, M. 2007. *The new meaning of educational change*. 4th rev. ed. New York: Teachers College Press.

Geldenhuys, J.L. Oosthuizen, L.C. 2015. Challenges influencing teachers' involvement in continuous professional development: A South African perspective. *Teaching and Teacher Education*, 51:203-212.

Glaser, B.G., Strauss, A.L. 1999. *Discovery of grounded theory: strategies for qualitative research*. New York: Routledge.

Gornitzka, A. Kogan, M. Amaral, A. 2005. Introduction. In Gornitzka, A. Kogan, M. (eds). *Reform and change in higher education: analysing policy implementation*. Dordrecht. Springer: 1-14.

Hardy, I. 2012. *The politics of teacher professional development*. New York: Routledge.

Hargreaves, A. Ainscow, M. 2015. The top and bottom of leadership and change. *Phi Delta Kappan*, Sage publications, 97(3):42-48.

Hargreaves, A. Fullan, M. 2012. *Professional capital: Transforming teaching in every School*. Toronto: Teachers College Press.

- Heystek, J. 2007. Reflecting on principals as manager or moulded leaders in a managerialistic school system. *South African Journal of Education*, 27(3):491-505.
- Howard, G.M. 2014. Literature review. In du-Plooy-Cilliers, F., Davis, C., Bezuidenhout, R-M. (eds). *Research matters*. Cape Town: Juta & Company: 100-106.
- James, C. 2012. Trends in the governance and governing of schools in England. *Local government studies*, 40(6):893-909.
- Johnson, B. Christensen, L. 2010. Educational research: quantitative, qualitative and Mixed approaches. New York: SAGE.
- Kinsella, E.A. 2009. Professional knowledge and the epistemology of reflective practice. *Nursing Philosophy*, 11: 3-14.
- Kogan, M. 2005. The implementation game. In Gornitzka, A. Kogan, M. Amaral, A. (eds). *Reform and change in higher education: analyzing policy implementation*. Dordrecht: Springer: 57-65.
- Koonin, M. 2014. Validity and reliability. In du Plooy-Cilliers, F., Davis, C. Bezuidenhout, R-M. (eds). *Research matters*. Cape Town: Juta & Company: 252-261.
- McMillan, J.H. Schumacher, S. 2010. *Research in education: evidence-based inquiry*. 7th edition. New Jersey: Pearson.
- Morrow, W. 2007. What is teachers' work? *Journal of Education*, 41:1-20.
- Mpahla, N.E. Okeke, C.I.O. 2015a. Junior secondary educators' views on the Strategies for implementing continuing professional development programs in one rural education district. *Student Tribals*. 13(1):10-21.
- Mpahla, N.E. Okeke, C.I.O. 2015b. The rurality of continuing professional teacher development (CPTD). *Student Tribals*. 13(1):22-33.
- Msomi, W.N., van der Westhuizen, G.J. Steenekamp, K. 2014. Teacher professional learning in the context of policy implementation. *South African Journal for Higher Education*. 28(3):798-815.
- Organisation for Economic Co-operation and Development. *Reviews of national policies for education, South Africa*. 2008.
- Onwu, G.O.M., Sehoole, C.T. 2015. Why teachers matter: policy issues in the professional development of teachers in South Africa. University of Pretoria.
- Phorabatho, T.A. 2013. Managing continuing professional development of teachers for curriculum change implementation. Unpublished Doctor of Education thesis, University of South Africa, Pretoria.
- Punch, K.F., Qancea, A. 2014. Introduction to research methods in education. SAGE Publications. London.

- Rule, P. and V. John. 2011. *Your guide to case study research*. Cape Town: Van Schaik.
- Schön, D. 1991. *The reflective practitioner- how professionals think in action*. London: Routledge.
- Senge, P.M., 1990. *The art and practice of the learning organisation*. New York: Doubleday.
- Singh, S.K. 2011. The role of staff development in the professional development of teachers: Implications for in-service training. *South African Journal of Higher Education*, 25(8):1626-1638.
- Soudien, C., Jacklin, H., Hoadley, U. 2001. Policy values: problematizing equity and redress in education. In Jansen, J.D., Sayed, Y. (eds). *Implementing education policies: The South African experience*. University of Cape Town Press: 78-91.
- South African Council for Educators. 2013. *The CPTD management system handbook*. Pretoria: SACE.
- South African Council for Educators. 2016. *Continuing professional teacher development (CPTD) management system*. Pretoria: SACE.
- Steyn, G.M. 2011a. Implementing continuing professional teacher development: policy and practice. *Acta Academica*. 43(1):210-232.
- Steyn, G.M. 2011b. Continuing professional development in South African schools: Staff perceptions and the role of principals. *Journal of Social Science*. 28(1):43-53.
- Strydom, A., Bezuidenhout, R-M. 2014: Qualitative data collection. In du Plooy-Cilliers, F., Davis, C., Bezuidenhout, R-M. (eds). *Research matters*. Cape Town: Juta & Company: 173-195.
- Thanh, N.C. Thanh, T.T.L. The interconnection between interpretivist paradigm and Qualitative methods in education. *American Journal of Educational Science*. 1(2):24-27.
- Tooley, M. Connally, K. 2016. *No panacea: Diagnosing what ails teacher professional development before reaching for remedies*. New America Education Policy Programme Report.
- Van der Berg, S. Spaull, N. Wills, G. Gustafsson, M. Kotzé, J. 2016. *Identifying binding constraints in education*. Cape Town. University of Stellenbosch Press.
- Watson, A. 2013. Teacher professionalization and professionalism: A literature review. *Commissioned by JET Education Services*.
- Welman, C., Kruger, F., Mitchell, B. 2005. *Research methodology*. Cape Town: Oxford University Press.

Whitworth, A., Chiu J.L. 2015. Professional development and teacher change: The missing leadership link. *Springer. Journal of Science Teacher Education*. 26(2):121-137.

APPENDICES

APPENDIX A - CPUT ETHICAL CLEARANCE

APPENDIX B - LETTER OF PERMISSION FROM WCED

APPENDIX C - INTERVIEW SCHEDULE FOR TEACHERS

APPENDIX D - INTERVIEW SCHEDULE FOR PRINCIPALS

APPENDIX E - INTERVIEW SCHEDULE FOR OFFICIALS

APPENDIX F - LIST OF KEY EDUCATION ACTS AND POLICIES PERTAINING TO
CPTD

APPENDIX G - PARTICIPATION CONSENT

APPENDIX A - CPUT ETHICAL CLEARNACE



| <i>***For office use only</i> | |
|-------------------------------|----------------|
| Date submitted | 04/10/2016 |
| Meeting date | n/a |
| Approval | P/Y✓/N |
| Ethical Clearance number | EFEC 3-10/2016 |

FACULTY OF EDUCATION

RESEARCH ETHICS CLEARANCE CERTIFICATE

This certificate is issued by the Education Faculty Ethics Committee (EFEC) at Cape Peninsula University of Technology to the applicant/s whose details appear below.

1. Applicant and project details (Applicant to complete this section of the certificate and submit with application as a Word document)

| | | | |
|---|---|--|--|
| Name(s) of applicant(s): | Lynne Andrea Herrmann | | |
| Project/study Title: | The implementation of Continuing Professional Teacher Development policy in the Western Cape: Constraints and Opportunities | | |
| Is this a staff research project, i.e. not for degree purposes? | No | | |
| If for degree purposes the degree is indicated: | M. Ed | | |
| If for degree purposes, the proposal has been approved by the FRC | Yes (21 September 2016) | | |
| Funding sources: | Self-funded and applying for URF funding | | |

2. Remarks by Education Faculty Ethics Committee:

| | | |
|--|----------------|----------------------------------|
| This Master's research project is granted ethical clearance valid until 20 October 2018 . | | |
| | | |
| | | |
| | | |
| Approved: ✓ | Referred back: | Approved subject to adaptations: |
| Chairperson Name: Chiwimbiso Kwenda | | Date: 21 October 2016 |
| Chairperson Signature: | | |
| Approval Certificate/Reference: EFEC 3-10/2016 | | |

EFEC Form V3_updated 2016

APPENDIX B - WCED PERMISSION

Audrey.wyngaard@westerncape.gov.za

tel: +27 021 467 9272

Fax: 0865902282

Private Bag x9114, Cape Town, 8000

wced.wcape.gov.za

REFERENCE: 20161130 –6599

ENQUIRIES: Dr A T Wyngaard

Ms Lynne Herrmann

32 Bourgogne Street

Oak Glen

7530

Dear Ms Lynne Herrmann

RESEARCH PROPOSAL: THE IMPLEMENTATION OF CONTINUING PROFESSIONAL TEACHER DEVELOPMENT POLICY IN THE WESTERN CAPE: CONSTRAINTS AND OPPORTUNITIES

Your application to conduct the above-mentioned research in schools in the Western Cape has been approved subject to the following conditions:

1. Principals, educators and learners are under no obligation to assist you in your investigation.
2. Principals, educators, learners and schools should not be identifiable in any way from the results of the investigation.
3. You make all the arrangements concerning your investigation.
4. Educators' programmes are not to be interrupted.
5. The Study is to be conducted from **01 March 2017 till 30 April 2017**
6. No research can be conducted during the fourth term as schools are preparing and finalizing syllabi for examinations (October to December).
7. Should you wish to extend the period of your survey, please contact Dr A.T Wyngaard at the contact numbers above quoting the reference number?

8. A photocopy of this letter is submitted to the principal where the intended research is to be conducted.
9. Your research will be limited to the list of schools as forwarded to the Western Cape Education Department.
10. A brief summary of the content, findings and recommendations is provided to the Director: Research Services.
11. The Department receives a copy of the completed report/dissertation/thesis addressed to:

The Director: Research Services
Western Cape Education Department
Private Bag X9114
CAPE TOWN
8000

We wish you success in your research.

Kind regards.

Signed: Dr Audrey T Wyngaard

Directorate: Research

DATE: 30 November 2016

Teacher Interview Schedule

Purpose of the focus group interviews:

To discuss the topic: Constraints and opportunities in implementing policy regarding continuing professional teacher development (CPTD) with teachers.

| | | |
|--------|----|--|
| | | Welcome and introductions Purpose of study explained. |
| | 1 | What is your view on the implementation of continuing teacher professional development (CPTD) policy? |
| | 2 | How is CPTD managed in your school? |
| RQ 1 | 3 | What factors affect implementation of CPTD policy in your school? |
| RQ 2,3 | 4 | How do these factors enhance the implementation of CPTD policy in your school/district? |
| RQ 1 | 5 | Are there barriers to CPTD policy implementation? If there are, how do you overcome them? |
| RQ 2,3 | 6 | Explain how the principal provides leadership support concerning CPTD policy implementation. |
| RQ 2,3 | 7 | In your opinion, is there interaction on CPTD policy between the district and the school? What kind of interaction is there? |
| RQ 1 | 8 | Explain how the principal provides leadership support concerning CPTD policy implementation. |
| RQ 1 | 9 | How do you influence continuing professional teacher development policy implementation within your school? |
| RQ 2,3 | 10 | What type of practices and structures would have to change if CPTD policy were to become fully implemented? |
| | | Any further comment from participants. Thanks and closure |

Principal Interview Schedule

Purpose of the focus group interviews:

To discuss the topic: Constraints and opportunities in implementing policy regarding continuing professional teacher development (CPTD) with school principals.

| | | |
|--------|----|---|
| | | Welcome and introductions Purpose of study explained. |
| | 1 | What is your view on the implementation of continuing teacher professional development (CPTD) policy? |
| | 2 | How is CPTD managed in your school? |
| RQ 1 | 3 | What factors (structural/situational/political/etc?) Affect implementation of CPTD policy in your school? |
| RQ 2,3 | 4 | How do these factors enhance the implementation of CPTD policy in your school? |
| RQ 1 | 5 | Are there barriers to CPTD policy implementation? If there are, how do you overcome them? |
| RQ 2,3 | 6 | Explain how you, the principal provide leadership support to your staff concerning CPTD policy. |
| RQ 2,3 | 7 | What leadership role do you take (as principal) in initiating and delivering professional development opportunities? |
| RQ 1 | 8 | In your opinion, is there interaction on CPTD policy between the districts the school and the provincial office? If yes, what kind of interaction is there? |
| RQ 1 | 9 | Explain how the district office provides leadership support to your school concerning CPTD policy implementation. |
| RQ 2,3 | 10 | How do you influence continuing professional teacher development policy implementation within your school? |
| | 11 | In your view as a leader, what type of practices and structures would have to change if CPTD policy were to become fully implemented? |
| | 12 | How do you ensure that your teachers and HODs buy in to CPTD? What roles do you make them play in this policy? |
| | | Any further comments from participants. Thanks and closure |

APPENDIX E - INTERVIEW SCHEDULE FOR OFFICIALS

Official's Interview Schedule

Purpose of the focus group interviews:

To discuss the topic: Constraints and opportunities in implementing policy regarding continuing professional teacher development (CPTD) with district officials and provincial official.

| | | |
|--------|----|---|
| | | Welcome and introductions Purpose of study explained. |
| | 1 | What is your view on the implementation of continuing teacher professional development (CPTD) policy? |
| | 2 | How is CPTD managed in your district / province? |
| RQ 1 | 3 | What factors (structural/situational/political/etc?) Affect implementation of CPTD policy in your district / province? |
| RQ 2,3 | 4 | How do these factors enhance the implementation of CPTD policy in your district / province? |
| RQ 1 | 5 | Are there barriers to CPTD policy implementation? If there are, how do you overcome them? |
| RQ 2,3 | 6 | Explain how you, the official provide leadership support to the district / province concerning CPTD policy. |
| RQ 2,3 | 7 | What leadership role do you take (as official) in initiating and delivering professional development opportunities? |
| RQ 1 | 8 | In your opinion, is there interaction on CPTD policy between the districts the school and the provincial office? If yes, what kind of interaction is there? |
| RQ 1 | 9 | Explain how the district / provincial office provide leadership support to your district / province concerning CPTD policy implementation. |
| RQ 2,3 | 10 | How do you influence continuing professional teacher development policy implementation within your district / province? |
| | 11 | In your view as a leader, what type of practices and structures would have to change if CPTD policy were to become fully implemented? |
| | 12 | How do you ensure that your teachers and principals buy in to CPTD? What roles do you make them play in this policy? |
| | | Any further comments from participants. Thanks and closure |

APPENDIX F - LIST OF KEY EDUCATION ACTS AND POLICIES

- SACE ACT NO 31 (2000) AS AMENDED BY BASIC EDUCATION LAWS AMENDMENT ACT (BELA) NO 15 OF 2011
- NATIONAL POLICY FRAMEWORK ON TEACHER EDUCATION AND DEVELOPMENT. 2007
- INTEGRATED STRATEGIC PLANNING FRAMEWORK FOR TEACHER EDUCATION IN SOUTH AFRICA. 2011
- NATIONAL DEVELOPMENT PLAN. 2012
- ACTION PLAN TO 2019: TOWARDS THE REALISATION OF SCHOOLING 2030. 2015
- WCED TEACHER PROFESSIONAL DEVELOPMENT STRATEGY 2017 - 2021. 2017

APPENDIX G - PARTICIPATION CONSENT



Faculty of Education Ethics informed consent form

CONSENT TO PARTICIPATE IN A RESEARCH STUDY

Category of Participants (tick as appropriate):

| | | | | | | | | | |
|------------------------|-------------------------------------|--|-------------------------------------|----------------|--|------------------|--|-----------------|--|
| <i>Principals</i> | <input checked="" type="checkbox"/> | <i>Teachers</i> | <input checked="" type="checkbox"/> | <i>Parents</i> | | <i>Lecturers</i> | | <i>Students</i> | |
| <i>Other (specify)</i> | | Western Cape Education Department (WCED) officials | | | | | | | |

You are kindly invited to participate in a research study being conducted by **Lynne Andrea Herrmann** from the Cape Peninsula University of Technology. The findings of this study will contribute towards (tick as appropriate):

| | | | |
|----------------------------------|-------------------------------------|------------------------------------|--|
| <i>An undergraduate project</i> | | <i>A conference paper</i> | |
| <i>An Honours project</i> | | <i>A published journal article</i> | |
| <i>A Masters/doctoral thesis</i> | <input checked="" type="checkbox"/> | <i>A published report</i> | |

Selection criteria

You were selected as a possible participant in this study because of your knowledge of and participation in CPTD policy implementation. The sample selected for this study should be able to give modality with regard to the implementation of continuing professional teacher development policy. As a possible participant you are a representative of schools within your education district.

The information below gives details about the study to help you decide whether you would want to participate.

Title of the research:

The implementation of Continuing Professional Teacher Development policy in the Western Cape: Constraints and Opportunities

A brief explanation of what the research involves:

The professional development of teachers in South Africa has been erratic. Despite there being formal structures in place, policy implementation continues to be a problem and thus the necessity for this research. The purpose of this study is to identify constraints and opportunities with regard to CPTD policy implementation and in so doing pave the way for more effective implementation.

Procedures

If you volunteer to participate in this study you will be asked to do the following things:

- Avail your time to attend and participate in a focus group discussion (teachers).
- Avail your time to be interviewed (principals / WCED officials)

Each research focus group discussion and in-depth interview will be conducted by the researcher Lynne Andrea Herrmann. The study will comprise of four focus group interviews and seven in-depth interviews. The duration of each focus group discussion and interview is planned for one hour. Interviews will take place on pre-planned dates and times at venues accessible to all participants.

Potential risks, discomforts or inconveniences

No foreseeable risks, discomforts or inconveniences are envisaged.

You are invited to contact the researcher should you have any questions about the research before or during the study. You will be free to withdraw your participation at any time without having to give a reason.

Kindly complete the table below before participating in the research.

| Statement | Tick the appropriate column | |
|--|-----------------------------|----|
| | Yes | No |
| 1. I understand the purpose of the research. | | |
| 2. I understand what the research requires of me. | | |
| 3. I volunteer to take part in the research. | | |
| 4. I know that I can withdraw at any time. | | |
| 5. I understand that there will not be any form of discrimination against me as a result of my participation or non-participation. | | |
| 6. Comment: | | |

Please sign the consent form. You will be given a copy of this form on request.

| | |
|--------------------------|------|
| | |
| Signature of participant | Date |

Researcher

| | | | |
|----|--------------|-----------------|---------------------|
| | Name: | Surname: | Contact details: |
| 1. | <i>Lynne</i> | <i>Herrmann</i> | <i>082 446 6359</i> |

| |
|---|
| Contact person: <i>Lynne Herrmann</i> |
| Contact number: <i>082 446 6359</i> Email: <i>lynneh@naptosa.org.za</i> |