

A Conceptual Framework Analysis for Implementing Curriculum Policy Change in the Cameroon Education System

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ABSTRACT:- In curriculum theory, policy issues constitute the planned curriculum that is required to be implemented in educational institutions. The success of the curriculum process depends on the extent of the implementation that is reflected on the final consumers. This is the conceptualization that this study formulates with regard to the curriculum policy issues in Cameroon which were formulated centrally and diffused within the centralized school system. Policy analysis is the process of systematic investigation of the implementation and impact of existing policy (ex-post analysis). The Analysis of policy is generally retrospective as it looks back to explore the determination of policy (how policies got on to the agenda, were initiated and formulated) and what the policy consisted of (content). It also includes evaluating and monitoring the policy—did it achieve its goals? Was it seen as successful? On the other hand, analysis for policy is often prospective. Also known as ex-ante analysis (Weimer and Vining, 1999; European Commission, 2004; European Commission, 2014) it is often commissioned by policymakers, it looks forward and tries to anticipate what will happen if a particular policy is introduced. It feeds into strategic thinking for the future and may lead to policy advocacy or lobbying. The ex-post and ex-ante analyses can be complementary and can be applied together. The purpose of policy analysis is to facilitate the choice of sound policy with a view to improvement (Ukeles, 1977). Mihaylo (2018) advised that it is important to note that policy analysis is not a one-off tool, but a way or culture of handling tasks at all stages of the policy cycle. It is from the above perspective that the study attempts to provide a conceptual framework for curriculum policy implementation.

Keyword:- Conceptual Framework, Curriculum Implementation, Policy Change, Cameroon Education System

I. INTRODUCTION

This study takes as its point of departure the assumption that policy implementation is a complex process that cannot be fully understood without analysis of the complexities, tensions, conflicts, perceptions and dilemmas related to those engaged in the implementation. A review of the different implementation perspectives, together with a review of policy implementation studies, form theoretical bases for understanding these complexities. This section, thus, serves to review the different concepts that inform the investigation in the study whose main concern is aimed at exploring the efforts made by various stake holders concerned with education in implementing the post-colonial curriculum policy in the centralized school system. The variables used in the study are mostly the post-colonial curriculum policy issues, which are mainly the problems that have constituted the basis of government and voluntary agency efforts in education.

According to Orstein and Hunkins(2009), a curriculum however well designed must be implemented throughout a centralized school system if it is to make any impact or if students are to attend its goals and objectives. In the Cameroon Educational system, the Government has enacted several policies beginning with the policy of harmonization in 1963, a few years after she became independent. These policies which are guidelines for educational practices include but are not limited to; harmonization, bilingualism, multilingualism, ruralization, inclusive Education, Science and technology, information and communication technology (ICTs) and Inclusive education. The importance of these policy issues had been earlier stated in the Conferences of Education in Africa which started with the Addis Ababa Conference of 1961, reiterated in the National

Education Law of 1998, the Sector Wide Approach of 2006 and most recently in the Growth and Employment Strategic Plan for 2010-2020 and the vision 2035.

In order to implement the above curriculum policies, many principles and actors must be involved. Looking at the principles of curriculum implementation, Fullan (2007) contends that one of the most important issues is that implementation is a process not an event. It occurs gradually overtime during which characteristics of the change, school system, and external factors must be continuously addressed so as to meet with the needs of education in the country.

The Nature of Policy

Policies are the set of forces within the control of the actors in the policy domain that affect the structure and performance of the system. Policies are developed and implemented to advance particular political viewpoints or to address problems perceived as pressing. A policy is a set of actions taken by a government to control the system, to solve problems within it or caused by it or helps obtain benefits from it. It is a government statement of what it intends to do or not to do including law, regulation, ruling, decision or order. Anderson (1994) defines it as a purposive course of action or inaction undertaken by an actor or set of actors in dealing with a problem or matter of concern. These definitions imply that a policy is not random, but purposive and goal oriented. The field of policy study expands in many directions and includes social, economic, political and cultural processes that underlie the actions, objectives, pronouncement of government in dealing with the problem or matter of concern. Consequently, policy problems by nature are public and therefore differ in terms of scope, complexity, decision, environment, range of choices and decision criteria. Public policy refers to a long series of actions carried out to solve societal problem and can be conceived of as the main output of political systems (Newton & Van Deth 2005). In Cameroon, public policies are for example in form of health policy, transport policy, economic policy or education policy.

Policy process is a crucial element in educational planning and development. It determines the way the education system functions and it entails the processes through which issues are analyzed, policies generated, implemented, assessed and redefined. Haddad (1995) provides a framework for policy analysis. This consist of a seven stage Policy planning process that includes: 1) analysis of existing situation, 2) generation of policy options, 3) evaluation of policy options, 4) making of policy decision, 5) planning of policy implementation, 6) policy impact assessment; and 7) subsequent policy cycles.

New policies are usually generated when present situation of the sector and its context is perturbed by a problem, a political decision or an organization scheme. Haddad (1995) contends that while starting with the appreciation of the educational sector and its context, policy analysis should consider a number of aspects of the social context, including political, economic, demographic, cultural and social issues which are likely to affect the decision making and even implementation processes of the education sector. This means that the sector analysis must start with the identification and understanding of the sectorial issues relevant to the country. Consideration must be on the access to educational opportunities, equity in the distribution of the educational services, structure of educational system, internal efficiency, external efficiency and institutional arrangement. (Haddad and Demsky, (1994); Kenmerer, (1994); Combs and Hallak (1987); Mingat and Tan (1998); and Windham (1988).

Once a problem within the educational system is recognized, a solution is frequently forced upon the system. This is especially likely to occur when there is a public debate about the problem. Usually the government responds by formulating a policy. They become concerned on how to formulate a policy that will be adapted to the system. Good policies must be desired by the stakeholder. They must consider the impact of the option on various interest groups. Answers must be provided to questions such as who will benefit? Who might feel threatened? How might potential losers be compensated and what would make the option desirable to all stakeholders?

The fiscal, political and social costs of the changes need to be evaluated in relation to future economic trends and growth. This is important because educational expenditures are more vulnerable to changes in economic situations and political objectives than some.

Curriculum

Curriculum is a term in which there is often no consensus on its definition. Good, (1959) defined curriculum as "a general over-all plan of the content or specific materials of instruction that the school should offer the student by way of qualifying him for graduation or certification or for entrance into a professional or vocational field". Foshay, (1969) defined it as "all the experiences a learner has under the guidance of the school". For Tanner and Tanner, (1975), curriculum is "the planned and guided learning experiences and

intended learning outcomes, formulated through systematic reconstruction of knowledge and experience, under the auspices of the school, for the learner's continuous and wilful growth in personal – social competence". While for Pratt, (1997), curriculum is "a plan for sustained process of teaching and learning".

Several other definitions have been offered by Oliva (1997) as: That which is taught in schools; a set of subjects; Content; a programme of studies; a set of materials; A sequence of courses; a set of performance objectives; a course of study. These definitions by implication support the view that curriculum is what goes on within the school, including extra-class activities, and interpersonal relationships.

Curriculum Policy

Walker (1990) and Schubert (1986) have carried out extensive research on curriculum policy. According to walker (1990), curriculum policy is a settled, coherent plan or course of action with respect to curriculum matters. Schubert (1986) identified four conceptions of policy as applied to curriculum studies. They include:

- Policy as guidelines for practice
- Policy as carefully specified treatment that must be verified.
- Policy as simply and broadly that which occurs
- Policy as an involving sense of direction and responsibility.

Since the study focuses on curriculum policy implementation, curriculum policy will be seen in terms of the first conception. It is defined as guidelines relating to the development of intended learning opportunities that a school system decides to provide for its students (Schubert, 1986). Glatthorn, (1987) affirms that it is a written statement of the rules, criteria and guidelines intended to control curriculum development and implementation. Walker (1990) is of the opinion that curriculum policy gives the opportunity to express and uphold shared values. He continues that policies bring reason to bear on public decisions, air contending views, clarify what is at stake, and engage with one another in dialogue on substantial public issues. He added that technically, public policy makes a complex, diverse and extended education system easier to manage. All aspects of curriculum design from school scheduling to curriculum materials design, to test construction are simplified when more schools participate in common curriculum pattern. Record-keeping, transfers from school to school, preparation and selection of teachers are all made simpler when different schools follow common curriculum policies.

It is believed that potential benefits of policy include political unity and expression of shared cultural values. In order to realize these benefits Bardach and Kagan, (1982), advised that it is necessary to have policies that can be understood by those who must carry them out, policies that are approved and supported by many so that efforts will be made to carry them out, policies that will be workable when carried out, and that achieve results that are judged to be satisfactory by major parties involved. Supporting the idea, Walker (1990) adds that workable policies must be compatible with the frames within which schools operate, and are consistent with the organizational structures of the school systems. Good policies call for actions that schools and teachers are able to take and that do not contradict or undo other valid policies already in force.

He asserted that good policies imply continuity in time, space, individuals and organizations. They must be stable enough to provide enough time for their impacts to be felt by all involved. Elmore and Sykes (1992) contended that curriculum policy is the formal body of law and regulation that pertains to what should be taught in schools. They further explained that curriculum policy is intended to explore how official actions are determined, what these actions require of schools and teachers and how they affect what is taught to particular students. They made mention of government increasing involvement in curriculum policy making over the past years in many countries. In Cameroon, curriculum policies are generated centrally by the government and disseminated to the regions for implementation.

Curriculum Policy Implementation

Implementation is an essential aspect of the curriculum development process. According to Orstein and Hunkins (1988), a curriculum however well designed must be implemented throughout a centralized school system if it is to make any impact or if students are to attain its goals. Curriculum implementation entails putting into practice officially prescribed courses of study, syllabuses and subjects. The process involves helping the learner acquire knowledge or experience. It is important to note that curriculum implementation cannot take place without the learner. The learner is therefore the central figure in the curriculum implementation process. Implementation takes place as the learner acquires the planned or intended experiences, knowledge, skills, ideas and attitudes that are aimed at enabling the same learner to function effectively in a society (University of Zimbabwe, 1995). Viewed from this perspective, curriculum

implementation also refers to the stage when the curriculum itself, as an educational programme, is put into effect.

Curriculum implementation requires restructuring and replacement (Bishop, 1976). It requires reorganizing and adjusting personal habits, ways of behaving, programme emphases, learning spaces and existing curricula. In the Cameroon educational systems, post-colonial curriculum implementation meant the departure from the colonial curriculum, which was designed to serve the interest of the colonial masters, to the restructuring and replacement of new policies that reflected the needs and interests of Cameroonians.

Fullan and Park (1981) argued that in examining any proposed curriculum or policy document the initial implementation question is “what aspect of current practice would change if this document were to be used effectively”? They added that implementation is multidimensional and involved three kinds of changes. These include:

The use of new or revised materials

This consist of changes in curriculum guidelines, textbooks, local curriculum documents, audio visual, which if used effectively and efficiently in the classroom, will be an indicator that implementation is taking place.

Use of new teaching approaches

These could include the different teaching strategies and methods that the teacher uses in class. Tambo (2003), defined teaching strategies as the different ways that the teacher behaves in class when interacting with students. They are those skills and actions that the teacher engages in when putting the curriculum into practice.

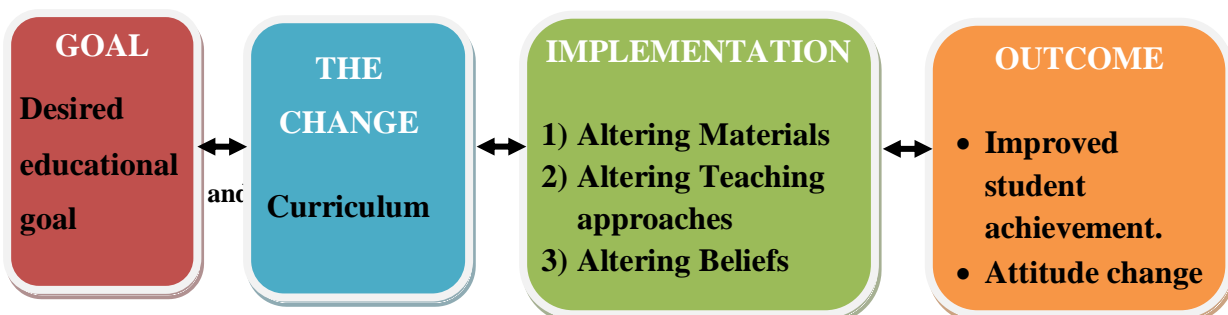
Incorporation of New Or Revised Beliefs

This deals with philosophical assumptions and beliefs underlying the particular approach. Fullan and Pomfret (1977) are of the opinion that for implementation of a programme or process, changes must be made in behaviours of all affected parties. They point out that, effective implementation demands that all parties involved in this process must be educated about the worth of the new programme and its related components such as new content area or a new type of student materials.

Ornstein and Hunkins (2009) view implementation to be a separate component in the curriculum action cycle. It is the logical step once a programme has been developed and piloted and involves extensive actions by many parties. Implementation involves attempts to change an individual’s knowledge, actions and attitude. It takes time, and is an interaction process between those who have created the programme and those who are to deliver it. Leithwood (1982) summarized total implementation as “the acceptance overtime of some specific items, an idea or practice by individuals, groups or other adopting units linked to specific channels of communication to a social structure and to a given system of values or culture.”

Fullan and Park (1981) concluded that implementation consists of alterations from existing practice to some new or revised practice, potentially involving materials, teaching, and beliefs, in order to achieve certain desired student learning outcomes. The logic of implementation has been presented in the following figure.

Fig. 2.1: The logic of implementation



In this regard, curriculum implementation can be described as a long and gradual process that constitutes a change in an existing practice to a new practice involving interaction among individuals, materials, knowledge, actions and beliefs for the attainment of desired goals and objectives.

Factors That Influence Curriculum Implementation

Armstrong (1989) pointed out that for a curriculum to be relevant, it must involve planned interactions involving primary stakeholders. These primary stakeholders may include the government, teachers, administrators, students and other organizations in society. Understanding the factors that affect the process of curriculum implementation is crucial in determining the relevance of a curriculum.

Fullan and Park (1981) have identified twelve key factors as especially critical to changing practices. They grouped these factors under four broad themes. These are;

- a) Characteristics of the innovation or revision.
 - Need for the change
 - Clarity, complexity of the change
 - Quality and availability of materials
- b) Characteristics at the school system level.
 - History of innovative attempts
 - Expectations and training for principals
 - Teacher inputs and professional development (in-service, technical assistance)
 - Board and community support.
 - Time line and monitoring
 - Overload
- c) Characteristics at the school level.
 - Principal's actions
 - Teachers/teachers relations and actions
- d) Factors external to the school system
 - Role of ministry of education and other educational agencies.

Adapted from Fullan (2007), Altrichter (2005) added organizational factors to the list proposed by Fullan and Park (1981). Wong (2006) grouped the factors affecting implementation under internal and external factors respectively.

As already seen above, a great variety of factors can affect the implementation of an educational initiative. In order to better examine and understand the complex implementation process as it applies to curriculum policies in Cameroon schools, this study will explore the factors from two conflicting perspectives; factors facilitating implementation and factors inhibiting implementation. The study will further adapt this to the approach suggested by Fullan and Park (1981) in what is considered as a hybridized approach to factors affecting curriculum implementation. This will be the concern of the following section.

Factors That Facilitate Curriculum Implementation

Successful implementation of curricula results from careful planning processes which address needs, changes necessary and resources requisite for carrying out intended actions. There must be a felt and expressed need for an educational change. Research has shown that the higher the felt or perceived need for the solution the innovation process proposed is, the better the chances for implementations are. These needs must be expressed by all parties involved.

Altrichter (2005) argues that a general feeling of need or the expression of need by some political body or by academia is not enough, rather these needs must be perceived by the constituencies directly involved in the implementation. Fullan (1994) asserts that the frequent communication and open discussion of the "curricular merit for coping with felt needs must maintain and develop an awareness of this topic during an implementation process". Ornstein and Hunkins (2009) add that communication channel must be kept open so that the new programme does not come as a surprise. Frequent discussions about a new programme among teachers, principals and curriculum workers are a key to successful implementation. Fullan and Park (1981) held that any given change may not be needed or valued in some situations and that many innovations are attempted without reflection on whether or not they deal with what are seen as priority needs (Fullan, 1991).

He further argued that it is often not only whether a given need is important but also how important it is relative to other needs. In addition, both perceived needs and solution offered by the curriculum change are sometimes not clearly evident from the beginning until implementation is underway, he also stressed that needs can vary from community to community, and also interact with other factors. It is therefore critical that school needs should blend with the new programmes.

Clarity about the goals and processes related to curriculum change is critical. Actors must be clear about what they are expected to do differently. They expect that teaching strategies are clearly described and material is well thought of. Though policies and procedures are stated at a general level, in order to minimize controversy and therefore help to ensure adaption, the proposal should be clear about ways of doing. Fullan and Park (1981) contend that even when there is a potential need, as when teachers want to improve some areas of the curriculum, the change may be presented in such a way that it is not an obvious solution. Miles and Louis (1990) call attention to the need for “action images” whereby practitioners must have an image of “what to do to get there”. Fullan and Park (1981) implied that, successful implementation can take place when teachers are actually clear about what they would do when implementing a guideline or a policy.

Another important factor is complexity which can be seen in terms of the possible use of new and revised material. The possible use of new teaching approaches and skills are possible alterations of beliefs required by an innovation. Simple changes may be easier to carryout, though they may not be much different. Though Fullan (1991) stated that more complex changes may create problems if schools attempt to implement innovations that are beyond their ability to carry out, he is positive that complexity can result in greater changes because more is being attempted. He advises that the answer to managing complex changes is to break them into component and implement them in a divisible and or in an incremental manner. When the change consists of a diversity of elements which when combined to form a logical and organized whole, complexity may be a facilitating factor affecting implementation. For example, implementing the curriculum of bilingualism in Cameroon schools can be seen as a complex change because the curriculum contains a number of expectations concerning the use of instructional materials, approaches and beliefs.

The quality and practicality of the innovation proposal is also an important factor that facilitates curriculum implementation. This quality does not only pertain to the curriculum proposal as perceived by a body of curriculum developer but the quality is seen by the relevant actors who are supposed to implement the curriculum. Altrichter (2005) has distinguished three aspects of quality. These include:

The Conceptual Quality

This deals with the “plausibility and coherence of the conceptual element implored”. It is the formula or communicative quality that touches on the language, graphical and social design of the presentation of the innovation before and during the implementation process.

The Practical Or Logistic Quality

It stems from the availability of materials and other resources such as time for development work or the consultation of external experts. Doyle and Ponder (1978) pointed out that quality also means that a curriculum can be the “practicality ethics of teachers”. They explained that teachers appreciate the ideas, proposals or teaching methods which have proven to work in practice or which seem by their appearances of practicality to work.

Fullan (1994) contended that practical does not necessarily mean easy but it means the presence of the next step. Thomas (1994) recommended that innovation proposals must fit in to available funds, specific students’ characteristics, the communities, the language patterns, teachers’ abilities, parents’ expectations, cultural values and much more. Therefore, the need for change must include the dimension of the implementation which is acquisition of materials and especially distribution and discussion among teachers about the reason for change and how to go about it. Implementation of the same curriculum can relatively be successful in one school and relatively fruitless and discouraging in another (Fullan and Park 1981). Research has come out with many factors that can account for such differences.

One of these variables which Fullan and Park (1981) grouped under characteristic of the school system is concerned with previous experience particularly with the history of the innovative attempt in the system. The more that previous attempt at change has been successful and rewarding, the more receptive people are likely to be about the next change that comes along. This stems from the general beliefs people have acquired through experience. Fullan and Park (1981) affirmed that the belief is based on the fact that subsequent changes will follow ineffective patterns as previous ones. Altrichter (2005) advanced that in some regions, there is a history of negative experience with previous implementation attempts which in itself is an unfavourable condition for change since system members may have built up a cynical or apathetic attitude towards change.

A second variable or effective implementation is the quality of a local board plan guiding the implementation process. Fullan (1983) expostulated that implementation has worked more effectively when school systems have clearly planned for the provision of support systems through teacher training, teacher input and professional development (in-service technical assistance) on the one hand, and for the board and community support within a time line and with adequate follow up and monitoring of overload on the other hand. Fullan and Park (1981) identified the following five rules of the school system in enhancing changing practice.

- When school systems have clear expectations and provide training and follow up that permit and encourage principals to take responsibility for facilitating implementation in their schools. They also emphasise the importance in setting up a system for ensuring teacher input and to provide needed and spontaneous opportunities for professional growth and development during implementing such support. Their advice should be in the form of technical assistance which includes the provision of good materials and resources; in-service training and some opportunity for one-to-one assistance.
- There is also need for parent and board support for the direction of change including the willingness of boards to allocate budget for implementation activities. Altrichter (2005) stressed that the attitude of regional administrators, inspectors and the like towards the local implementation process is essential if change is meant to be serious. He adds that without the support of regional administrators, change may happen with individual teachers or single schools but it will most likely remain isolated in some innovative pockets without affecting the broader system. He insists that local administrators must show specific forms of active supports including support for school management and teachers through offers of process coaching, expert consultation, demonstration or excursions to alternative practices in service training through realistic time plan and resourcing, and through adequate transformation system about the innovation. Wang (2006) argued that the support of central administration is critical for change in school practices to take place. He maintained that many teachers have a tough time taking change seriously unless administrative support is strong and visible. Just moral support in the sense of being given good words without any concrete implementation follow through will not be enough. (altrichter, 2005)
- Real change can take place in school where administrators take active role in the change process and support the innovation in a visible and practical way. According to Fullan (1994) “teachers and others know enough now, if they didn’t 20years ago, to take change seriously unless central administrators demonstrate through actions that they should”.
- Furthermore, the school system should consider implementation as a process which takes time requires a monitoring or information system during the implementation period. Ornstein and Hunkins (2009) say that teachers need time to try the new programme to be implemented; they need time to reflect on new goals and objectives to consider new contents and learning experiences and to try out new tasks. Fullan (1982) recommended that the process of implementing curricular policies or guidelines should take place over a period of time usually for two, three or more years and should include an information gathering system which can be used by teachers and administrators to address implementation problems.
- Finally, the school system should take some steps to address the problem of overload which occurs when teachers are attempting to implement several curricula stimuli simultaneously.

Fullan and Park (1981) intimated that the characteristics of the school determine whether implementation can occur effectively or not. They further state that the head teachers and the classroom teachers are the key factors. The head teachers who play a direct role in leading the process of change influence the extent of implementation more than those who carry out largely administrative role, leaving implementation to the individual teachers or the department. Implementation is more likely in situations in which teachers interact with each other. Glickman (2009) talked of collegiality and team spirit. Implementation involves the development of new teaching approaches and examination of underlying beliefs. Teachers as a group are likely to have the collective ability to help one another acquire many of the skills and understanding associated with the change. Effective implementation will occur to the extent that each and every teacher has the opportunity to work out the meaning of implementation practice. This is especially so in situations in which teachers are involved in development committees. The teacher is a professional who should be learning from fellow teachers and external resource people as well as contributing to learning.

Bennett, Rolheiser-Bemett and Fullan (1990) supported that there is need for collegiality, a sense of shared purpose, a commitment to continuous improvement, and a willingness to consider structural issues. They add that there is need for staff development and class improvement. Key variables within this component are mastery of subject matter, knowledge of instructional strategies, the ability to utilize a variety of

instructional skills and the ability to handle classroom management. All these components and more must be addressed if successful implementation is to be maximized.

Wang (2006) contends that students are often forgotten players in the change process. Their “expectations are a neglected yet crucial aspect in relation to the success of some innovations” (Fullan, 1991.p.87). Curriculum innovations vary in terms of how much change is involved for students. However, all innovations as Fullan (1991) put it “involve something new for students”. He recommends that teachers should blend education and change, by periodically discussing the meaning of classroom activities with students, working on the skills they need to participate in new educational reforms and also consider the relationship between the old and the new curricula.

External factors to the school system also play a crucial part in successful innovations. Wang (2006) argued that the sponsoring and adoption of complex reforms are usually political acts. He further explains that once a political decision is taken, efforts are made to obtain as many adoptions as planned for in as short a time as possible. Fullan and Pomfret (1975) added that these efforts are, however, usually accompanied by inadequate time being spent on and very little support being provided for the implementation of the innovation. In Cameroon, while societal forces affect educational change, the ministries of education are the main vehicles through which specific policies and programmes are proposed.

Cartwright (1976) held that for implementation to take place, it must be attractive to its members. The ideas and values expressed in the change process must be acceptable to the people. This is why curriculum leaders need to make sure that the members of the group are clear about the platform on which they are to build the curriculum. As teachers talk about the need to change and the strategies for implementation, they create a pressure for change within the educational system. Creating a well-formed group with a clear sense of mission and confidence that it can bring about change is one way to facilitate curriculum implementation.

According to Ornstein and Hunkins (2009), curriculum leaders can facilitate curriculum implementation by increasing educators’ willingness to change by “linking” the needs and expectations of the individuals with those of the organization. Each person has certain needs and expectation that he/she expects to fulfil within the school organization. The school accepts that implementation is easy when people see it as subject to change. According to them, nothing should be considered permanent. The new curriculum is presented as a response to a particular time and context and as time passes, and context changes, other modifications and may be even new programmes will be required. When people realize that change is constant and programmes will be constantly renewed to determine if they should be continued or changed, then implantation becomes easy.

Grandal et al (1982) stipulated that the communication channel must be kept open whenever a new programme is being designed. Frequent discussions about a new programme among teachers, principals and curriculum workers are a key to successful implementation. Thus, implementation of a curriculum guideline largely depends on the role of the above mentioned factors which influence the degree to which practice changes which in turn effects the attainment of desired outcomes.

Factors that inhibit curriculum implementation

The implementation of change within schools is complex, and the literature is scattered with innumerable initiatives that failed to deliver the expected outcomes. The difficulties of implementing change have been well researched, and include: ambiguous, unclear, and inconsistent policies, the agendas of the implementing agency and agents, community attitudes, resources, time, recalcitrant, unsupervised, and change-adverse bureaucrats. Policies that fit local agendas are embraced, whereas those that do not are opposed, modified, or circumvented (Spillane, 2010).

Those who wish to reform schools often have noble aims, but tend to focus their efforts on the “what” of change, ignoring the “how” of change (Rogan & Aldous, 2005). Ineffective implementation leads, in turn, to teachers growing tired and cynical of change efforts “always changing and yet staying the same” (Stigler & Hiebert, 1999, p. 100). This dismal history of implementation has led to questions being asked as to the relationship that exists between change forces and the nature of schools. The perspectives that reformers, administrators, teachers, or researchers hold towards the nature of schools will have a profound influence on how they believe change occurs, and the nature of change forces that operate, within schools.

Fullan (1982) pointed out that implementation of the same curriculum guideline is often relatively successful in one school system and relatively fruitless and discouraging in another. As far as the history of innovative attempt is concerned, the more the previous attempt at change have been painful and unrewarding, the more sceptical people will be about the next change that comes along.

Teacher's lack of clarity and understanding about the need for change and the quantity and availability of material is a factor that inhibits curriculum implementation. For example, when teachers do not see the need for a change that is being advocated, are not clear about what they ought to do differently in their classrooms, and find the material inadequately developed, impractical or unavailable, they tend to resist the change. Even when there is potential need, as when teachers want to improve on some area of the curriculum, the change may be presented in a way that is not an obvious solution, or the change may not be sufficiently developed to be implemented. Lack of clarity about what teachers would actually do when implementing a guideline or policy, discourages them from using new curricula. Furthermore, materials that are vague or not practical to use contribute to lack of clarity.

Fullan (1982) concluded that the lack of a clear practical picture of the discrepancy between current practice and what is proposed and the development or acquisition of quality materials constitute one major set of barriers to implementation.

Lortie (1988), stated that teachers have a built-in resistance to change because they believe that their work environment has never permitted them to show what they can really do. Many proposals for change strike them as frivolous and wasteful, not addressing the real issues which deal with students' disruption or discipline, students' reading problems and administrative support. Fullan and Goodlad (1975) have described the teacher's daily routine as presenting little opportunity for interaction with colleagues due to school's organization into self-contained classrooms and teaching schedules.

Sarason (1982), pointed out that the isolation of teachers in the school organization has a negative impact on change. He reiterated that the reality of the school has made teachers feel that professionally they are on their own and that it is all left to them to solve their own problem. This causes them to see change as an individual activity. Because of this, they develop psychological loneliness that leads to hostility towards agents of change.

Mcneil (1977) viewed teachers and administrators as the most important factors that affect implementation. He states that teachers may be reluctant to develop and execute curriculum for several reasons, for example, they might perceive a climate of resistance to change from parent, peers or principals. Even if others are not actually opposed to implementing a new curriculum, the anticipation of resistance might be enough to preclude innovation.

Administrators on the other hand often feel helpless in initiating new curricula, finding it difficult to persuade staff and others to respond enthusiastically and to carry out proposed changes. He further states that it is not easy to change the classroom in specific ways when one is outside it. Even when administrators have money for stimulating curriculum improvement, the results are frequently insignificant.

Those who develop curriculum at the national level, according to Mcneil (1977) also have problems, among which is how to get the curriculum adopted. There are difficulties in clearing the political hurdles of textbooks committees, curriculum commissions, boards of education and other groups so that the curriculum is made available to teachers. An even bigger problem is how to get their products actually used as intended in schools. Fullan and Park (1982), held that teachers are legitimately preoccupied with coping with the everyday demands of classrooms and school life. Both the core curricula activities and the co-curricular duties can take all the teachers' energy, giving little time and opportunity for the reflection and interaction with fellow teachers on instructional matters.

Most often than not, teachers are left to themselves to grapple with their everyday matters. The situation becomes more complicated when a curricula change is proposed. Teachers begin to ask whether the change will benefit them and students and what will it cause them in terms of time and energy if the change must be implemented. They usually choose not to change when the answers to these questions are not positive.

Fullan and Park (1988) further stated that head teachers are also faced with the pressure to keep up with the daily demands of their work. One of these is the expectation that the head teacher should be leader or

facilitator in implementing curriculum guidelines. Usually, head teachers have little time to act as facilitators because they spend much time handling conflicts, meetings and administrative matters.

Furthermore, some school systems do not really expect or help their head teachers to be agents of change who should see that the schools are smoothly run. Head teachers as gate keepers of change do not receive in-service training for their roles as curriculum change leaders. During curriculum implementation, the head teacher is not only facing many new programme changes, but also changes in his or her implementation guidelines, which involves planning at the school level to address and manage the factors associated with the change.

Johnson (1986), stated that people will become accustomed to the status quo and prefer to make modification in new behaviour in small and gradual steps. A curriculum leader who accepts that people are the key to successful curriculum activity and implementation recognizes the stumbling blocks that people place between themselves and change effort. Many people think it is best to keep things as they are. Orsteins and Hunkins (1988), held that, keeping things as they are often mixed with believing that things do not need to be changed or that the change being suggested is unwise and thus will be unproductive in meeting the objectives of the school.

Teachers, however, are not able or willing to keep up with scholarly development. They are often not conscious of the knowledge explosion which would allow them to fill committed to curriculum change and the implementation of new programmes. They see curriculum change in terms of more work added unto an already overloaded schedule, especially when no extra money or reward is given. Moreover, many educators view new curriculum as obliging them to learn new teaching skills and develop new competencies in curriculum development and the management of learning resources or to acquire skills in interpersonal. Sometimes teachers' education programmes do not develop competencies necessary to become active participants in the innovation.

According to Freudenberg (1965), people who go into teaching tend to be conformist in nature rather than innovative. These people have learnt to be very comfortable in keeping low profile bureaucratic systems run by administrators who do not like to create "waves". They have succeeded as students and now as teachers in the system and so they see no reason for change. While some resist innovation and its implementation because they are ignorant of the innovation, others feel that if a new curriculum is implemented it will be abandoned the next year when another innovation comes up thus wasting their efforts. Rogers (1962) listed the following factors that inhibit curriculum implementation.

- There is little reward to being an innovator in education
- Educational innovation has cloudy advantages over existing ideas or programmes they are to replace.
- Innovation matters in schools are frequently individual responsibilities and few processes and formal structures exist in schools.
- Methods of implementation are not clearly defined and very few avenues exist for communication and follow up.

Fullan (1982) said resistance to change is a result of lack of planning, inadequate incentives and resource support for implementation. Nevertheless, Orsteins and Hunkins (1988) held that resistance to change is good because it requires change agents to think carefully about the innovation and to consider the human dynamics involved in implementing programmes. Fighting change protects the organization becoming subjects to unnecessary random innovations.

Actors And Principles Involved In Curriculum Implementation

For curriculum implementation to be successful there must be actors and underlying principles that guide the practices. These principles must be carried out by all the parties involved. The following paragraphs will discuss the principles and actors involved in curriculum implementation.

Actors

In a centralized school system the success of curriculum implementation depends on what people do and are prepared to do. It is necessary to consider the role of the participants who are also the change agents; they may be students, teachers, administrators, lay citizens and political officials interested in education. Such people can play different roles at different times in the change process, depending on their scales. Often the job a person holds at a particular point in time allows him or her to gain the expertise necessary to play that

role in the change process. Nevertheless, the roles played by the following curriculum actors affect curriculum implementation in a centralized school system more deeply.

Classroom Teachers

According to Eze (1985), in curriculum implementation, from the topmost level to the classroom, the teacher features prominently as a principal actor. The teacher is in a better position to advise on materials and factors concerning curriculum planning and implementation. When the curriculum is interpreted into syllabuses, it is the teacher who interprets it further into schemes of work. The more experienced and trained teacher enlightens others on how to extract the scheme of work from the syllabus, units of instruction from scheme of work and course outlines, and lessons from the units. It is the teacher who plans and works out the details of course outlines, units of instruction and daily lessons plans. It is he/she who determines the objective to be achieved and selects materials and methods to put them into effect.

He further reiterates that the teacher is the “decomposer” of the curriculum from its broad, complex nature to its most simple and behaviourally attainable bits at the classroom level. This is why the classroom teacher is the principal actor in any functional curriculum. Without the teachers, there can hardly be any effective curriculum plan, and its implementation would be virtually impossible in a school system.

Head Teacher

The head teachers also play a major role in programme improvement. They can help a change to be successfully implemented because they know the school organizational climate and they can support those persons initiating change. Head teachers can also set the tune in their schools. If a head teacher has created an atmosphere in which a good working relationship exists among teachers and teachers are willing to take the risk necessary to create and deliver dynamic programmes, then it is more likely that programme changes will be implemented.

Berman and McLaughlin (1980) in their study concluded that the head teacher’s major contribution to implement is “not in how to do it advice” which is usually either offered by project directors or consultants, “but in giving moral support to the staff and in creating an organizational climate, that gives the project legitimacy”.

Facilitator-Coordinator

The facilitator-coordinator drawn from within or outside the school concentrates on the overall process of curriculum planning, implementation and evaluation. Lieberman (1986) held that teachers and head teachers can also play the role of facilitator-coordinator. A head teacher can be a facilitator when he/she works to build a productive organizational unit that allows for cooperative planning and group deliberation. The head teacher also creates a climate that fosters professional growth and leadership skills amongst the staff. He/she plays this role when he/she allows staff opportunities to accept and discharge various leadership responsibilities. As such, a head teacher must free classroom teachers from some of their regular duties so they can accomplish their new tasks of development.

Supervisor

The process of curriculum development and implementation must be supervised. Someone must monitor what is occurring and determine whether these are appropriate or not. Supervisors provide direction and guide, making sure teachers have the skills to carry out the desired changes. This requires making certain decisions, engaging in particular actions and interacting with others involved in the change efforts. Effective supervisors realize that they must alter their tactics depending on the situation and the participants. They place much responsibility in the hands of seasonal, experienced, professional teachers. Doll (1986) pointed out that, supervisors have three major tasks:

- Assisting the school in determining the purpose of education and monitoring the actions of professionals to see that these purposes are adhered to in the delivery of the programme.
- Furnishing democratic instructional leadership
- Keeping channels of communication within the school organisational system.

During workshops, and seminars, supervisors engaged in demonstration teaching to make recommended ways of delivering the curriculum known to all involved teachers. If supervisors are effective, it is likely that the teacher within the system will feel committed to and comfortable with the new programme being implemented. Teachers will be satisfied and thus the organisation will run smoothly.

Fullan and Park (1981) stressed that curriculum implementation is a joint effort and all parties involved must have a change in behaviour. It requires a person-to-person contact with groups or individuals working together. There must be a trusting relationship among all parties in school, especially between the head teachers and the classroom teachers.

According to Dodge (2000), a curriculum, no matter how appropriate, is only a book on the shelf unless all the staff involved with the programme can visualize the approach described and use the framework to make decisions. Equally important in the successful implementation of a curriculum is involving families in all aspects of the programme. Curriculum implementation is an on-going process. Time must be allocated for staff to become familiar with the framework and envelop a sense of ownership for the approach. She further stresses that teachers need support in learning how to carefully observe and think about their practices, refine their skills and construct a daily programme that successfully addresses the interests and needs of the children they teach.

Principles

According to Fullan and Park (1981), the main principles which underline effective implementation in a process are as follows: Implementation is a process not an event. It occurs gradually overtime, during which characteristics of the change, school system, the school and external factors must be continuously addressed.

The innovation will get adapted, further developed and modified during use. This adaptation must improve the innovation to fit a situation and also result in further development of the school system. Implementation is a process of professional development and growth. It is a personal and social experience whereby individuals make changes in practice and thinking that occur in the context of a socialization process. Implementation is a process of clarification and socialization whereby individuals and groups come to understand and use a change involving new materials and behaviours.

There are many obstacles to implementation which occur naturally. Planning at the school and at the system level is a necessity if obstacles are to be addressed. An effective plan is one in which the implementation process and outcomes are better for more people than they would be if it were done another way. The ultimate goal of implementation is not to implement a particular innovation, but to develop the revision. The goal is to have this implementation capacity built into the school system as a normal and regular procedure.

Levine et al (1985), stated that for curriculum change to be successfully implemented, either slowly or rapidly, the following five guidelines should be followed:

- Innovations designed to improve students achievement must be technically sound.
- Successful innovation requires changes in the structure of a traditional school, whereby there must be modification of the ways teachers and students are assigned to classes and interact with each other.
- Innovation must be manageable and feasible for an average teacher.
- Innovations must be holistic, for example, students must be able to write, before ideas concerning things like critical thinking or problem solving can be introduced.
- Implementation of successful change efforts must be organic rather than bureaucratic. Strict compliance, monitoring procedures and rules are not good enough for change. Instead an adaptive approach that permits some deviations from the original plan and recognizes grass root problems and condition of the school is more acceptable.

Curriculum Implementation Strategies

For a curriculum to be effective, it must be well implemented. It is no surprise to anyone involved in early childhood education that schools can have beautiful facilities, wonderful materials and fabulous teachers and still cannot make the most of their programmes. How the teachers and administrators go about the implementation of their curriculum is an important issue to be considered. The following paragraphs will deal with the strategies of implementing a curriculum in a centralized school system. Dodge (2000) suggested three distinct phases to consider in the process of curriculum implementation. They are;

- 1) Developing an implementation plan
- 2) Introducing a curriculum
- 3) Providing on-going support and training

Developing an implementation plan

Whether a curriculum is being introduced for the first time, or whether an ongoing training is being provided, time must be taken to develop an implementation plan. The planning process begins with a needs assessment to determine what skills and knowledge staff has implementing the curriculum and also sampling the opinion of the families and gatekeepers. One of the challenges of staff development is meeting with the individual needs of all staff members. Some may just be beginners, while others may have had many years of experience. Just as it is important to know the children one teaches, it is equally important to know the staff, their level of experience, knowledge and expertise. It is always essential for curriculum implementers to ask what skills and knowledge are needed to successfully implement the curriculum. A self-assessment sheet that identifies specific job expectations for implementing the curriculum might be given to the staff to rate themselves on how well they demonstrate the knowledge or skill required. Staff development efforts will succeed, if the declared needs of individual staff members are taken into account. At the same time the supervisor should be aware of those training needs that the staff was unable to identify, but which are also important. Finding the balance between topics identified by staff and those the supervisor identifies as critical to the overall effectiveness of the programme is the key to developing an effective implementation plan.

Furthermore, understanding of child development is the foundation for implementing any curriculum framework (Dodge, 2000). Knowledge of typical characteristics of young children at a given stage of development helps staff members develop responsive relationships with children and plan the kind of environment and experiences that promotes their growth and development. Knowledge of child development empowers parents to have meaningful input in the curriculum and to support their children's learning. A curriculum is considered "developmentally appropriate" if it is based on knowledge on how children grow and what they can do socially, emotionally cognitively and physically at a particular stage of development. To this end, the supervisors should consider the following questions:

- Can staff identify and describe typical characteristics of the age group with whom they work?
- Can they describe the individual differences, interests, strengths and needs of the children they teach?
- Is the staff able to define social, emotional, cognitive, language and physical development and are they familiar with the theories of significant scholars of childhood education and child development?
- What topics are most important and of interest of the families?

Introducing The Curriculum

Dodge (2000), stated that in the beginning stages of implementation it is helpful to have someone who is knowledgeable with the curriculum to introduce it to the entire staff. This may involve bringing in a specialist or conducting an in-house training if the resources to do so are available. Providing several days of orientation to pre-service training at the beginning in a new programme year ensures that everyone has a shared vision, understands the philosophy and approach, and knows how to apply it to every day decision making. Extra help and support may be needed in setting up a classroom environment. This might involve sharing a video on classroom arrangement, reviewing sections in the curriculum that address room arrangement and setting up interest areas. It also involves working together to sketch out a floor plan taking into consideration the furniture that is presently in the classroom, helping staff to organize and label the materials in the classroom, locating and providing needed materials and furniture. Parents can suggest materials that would reflect their family culture to enrich the environment. Once the programme begins, frequent visits to classroom to observe, provide feedback and improve on aspects that are not working well are essential aspects in effective implementation.

Providing Ongoing Support And Training

Nduanya (1974) believed that the successful implementation of a curriculum requires a commitment to plan and allocate time for professional development opportunities. Ongoing training and support include helping staff plan and individualize the curriculum, offering workshops and courses, spending time in each setting and providing opportunities to learn from peers. For all age groups, planning should be based on what staffs know about needs, abilities and interests of the children they teach and what they learn about each child from their ongoing observation and the input of parents. Rather than being prescriptive, it involves creating a setting in which children will be inspired to explore and learn from their interactions with objects and people. Planning should focus on the physical environment, the materials and equipment that children are ready to handle and that will inspire them to explore. Children also learn from their interactions with people. They depend on establishing secure relationships with trusted adults who are genuinely interested in what they are doing. The curriculum evolves based on how children react to what the teacher sets out and the relationships that the teachers build with each child. Therefore an important role for supervisors is encouraging teachers to step back and observe children continuously, reflecting and asking themselves, what's interests?, continually

reassessing how the children are using interest areas and responding to activities and then making adjustments and changes to maintain their interests and to challenge them. She further states that another important aspect of curriculum planning as children get older is long-term studies. Appropriate topics for study should vary from one community to another because they are based on the interests of the children and what each environment offers.

Arrangements should be made for staffs to have an in-depth training to learn more about curriculum and how to extend children's learning. Common planning time allows staff to brainstorm and solve problems together. They can discuss obstacles they need to cover or get help in developing a long-term study. Staff members can also learn from each other, ways to handle challenging behaviours of children in their programme. The old staff members can help new teachers with the daily "nuts and bolts" of working in the programme as well as offer practical tips on how to implement the curriculum.

In his article on implementation priorities and strategies, Valdez (2000) stipulated that once one has gained a knowledge-base from which to devise a plan for systematic change and have established a general direction or vision for the type of changes needed, the next step is to begin implementing the changes. He stresses that making the type of systematic change associated with educational reform, implementation takes the efforts of administrators, leaders, students, parents, community and stakeholders, all working together toward common goals. Teachers however, ultimately hold the key to implementing and sustaining change within the classroom. Teachers provide the bridges between the ministry's plan and the benefits learners gain from those plans. Thus teachers need to be life-long learners themselves.

The teacher is the ultimate model for the learner. He/she must demonstrate the value of life-long learning by seeking professional growth. This means regularly enrolling in graduate courses, participating in workshops and conferences and collaborating with other teachers to enhance his/her development and effectiveness. Valdez (2000) called this teacher professionalism. Techniques such as peer coaching, monitoring, curriculum development, research and leadership development are some of the many ways in which teachers grow as professionals to become better at what they do. So the school boards and administrators should recognize the importance of a well-trained teaching staff that is using current methods in their teaching. They should provide incentives such as research allowance, increases, and other rewards for the teachers continue in their professional development. Technology can help teachers continue to learn throughout their careers by overcoming time and distance and barriers to training opportunities.

Telecommunication can facilitate teacher collaboration and sharing of planning resources. Teachers can make use of multiplication technology to create more effective classroom presentations. Desktop publishing can also help teachers create more effective print instructional materials. The decision making process can be facilitated for teachers through the use of technology in collecting, storing and exchanging information. Distant learning can be used to learn and teach related topics.

Valdez (2000) further stressed that, when implementing strategies for change in the classroom, teachers and administrators should consider the following:

- Support a new view of at-risk children that challenges the deficient model often applied to normal learners.
- Develop culturally responsive curricular and instructional practices that foster understanding of and respect for children of different cultural backgrounds and make use of children's culture, language and prior experiences.
- Encourage the use of approaches in the instruction of at risk students.
- Develop professional development activities classroom instruction and school-wide programmes that go beyond the surface of the classroom.
- Promote efforts to reshape the curriculum and encourage the development of in-depth curriculum offering as described being the new standards, being developed in several disciplines such as mathematics and English.
- Explore authentic instruction and provide pupils with tasks that allow high levels of thinking, problem solving as well as the construction and production of knowledge available to all the children.
- Explore new instructional framework for producing high-achieving learning environments.
- Stay-up-to-date on the latest research in effective teaching practices by reviewing journals and research-based educational materials.

- Increase teacher engagement which leads to greater student engagement by creating a professional collegial atmosphere that encourages teachers to work together in teams.
- Discuss new initiative with parents and community members when implementing new forms of instruction and assessment.

Fullan and Park (1981) proposed that for implementation to successfully take place, some basic strategies must be considered. They hold that implementation is a complex process because one can never really complete a task and forget about it. There must be a continual awareness and attention to factors affecting implementation during the actual process. Though it is not possible to solve all the implementation problems, it is realistic to expect some major improvements. The improvements made will depend on the strategies used to address the tasks.

Fullan and Park outlined the following tasks and strategies to address.

Multiple curriculum guidelines overload

Decisions should be made at both the system and school levels about which curriculum areas will receive major emphasis over a given period of time and which will not. Teachers should avoid working on more than one major change at a time. Though sequencing might vary among schools, the question is not whether or not schools are ready at the same time to work on the policy. This also, is on the priorities given to programmes within the school.

Board and community support

Board administration should ensure that the board endorses the change and is willing to provide some resources for implementation.

Time and monitoring (information system)

There should be a need to establish some concrete time-bound plan during which the various implementation tasks will occur. The time line may be adjusted during the process. This should be characterized by continuous flow support, information gathering and sharing to monitor and address problems and eventually the change.

Clarity and need for change and availability of materials

Any strategy for change must support the specification of needed changes. This is especially true for the acquisition of materials, especially distribution, and discussion among teachers about the reason for change and how to go about it. Therefore, the need for change must include the dimension of implementation that is, material, teaching approaches, beliefs and students' performances.

The Role And Support Of Head Teachers

Professional development is needed on the role of the head teachers as the key school level planner with teachers. Consultants must have knowledge and be experts in the content and use of the curriculum in question. They must also be able to work with teachers and head teachers in a way that ensures their inputs.

In-Service Education Or Professional Development Of Teachers

Effective professional development is synonymous with effective implementation (Fullan 1980). Provisions should be made to develop a specific and continuous in-service plan to ensure follow up for teachers. This plan can also incorporate teachers and consultants, to lead in-service sessions. Opportunities should be provided for teachers to interact within themselves at the board and school levels through, committee workshops and meetings. Finally schools should identify and use possible external resources such as Ministry of Education, UNICEF, UNESCO etc. which will use them develop or compliment internal resources.

Harris (1985) pointed out that, strategies for improving curriculum implementation are not easy to identify and suggests the following possible strategies:

- Clarifying lines of authority
- Involving affected parties in goals setting, staff selection and evaluation
- Training personnel in change of strategies and conflict-resolution techniques

However, there is no single best plan of implementation that will suit all situations. Any effective plan should be based on some principles and must address the above essential tasks.

Models of Curriculum Policy Implementation

Implementing change in any organization requires a multitask approach. Orstein and Hunkins (2009) said that there are many tactics on how to effect change in schools. Such tactics can be employed by agents to solve a variety of specific problems and enhance change. This section presents some curriculum implementation models as suggested by various writers to ensure successful implementation of innovation.

Beauchamp (1983), defined a model as a way of representing given phenomena and their relationship. The different models of curriculum implementation are often influenced by the overall curriculum approaches and philosophical preference that underlie the models. Some curriculum implementation models have been identified below. They are;

- The overcoming resistance to change – ORC
- Organizational Development Model – OD
- The leadership-obstacle courses model – LOC
- The Linkage Model

The Overcoming Resistance to Change model – ORC

This model is based on the assumption that the success or failure of planned curriculum change efforts depend on the ability of leaders to overcome staff resistance to change at the initial stage of innovation (Gross, 1979). Argyle (1967) earlier argued that patterns of behaviours are established because individuals fear that any change will be to their disadvantage. While workers feel scared that they will be paid less or have to work harder for the same amount, managers resist change because they are afraid that their positions might be weakened somehow, or they will be further from decision making. Hall and Loucks (1978) contended that one strategy to overcome resistance to change is power equalization between management and organizational members. Such as school administration and teachers.

Ornstein and Hunkin (2009) supported that resistance can be avoided if staff members are involved in the deliberations that initially create and develop programmes. When leaders involve all parties, members tend to view the innovation as self-imposed and thus express ownership of it and commitment to it. Curriculum leaders using the ORC model realize that they must identify and deal with concerns of the staff. Hall and Loucks (1978) have grouped these concerns into four broad developmental stages.

The first stage deals with unrelated concerns where teachers do not perceive any relationship between themselves and the suggested changes. For example, if a new programme such as the programme of Bilingualism for schools in Cameroon is being developed, some teachers at this stage may or may not be aware of the effort. If they are aware of it, they may not consider it something that concerns them. The teachers would therefore not resist the change because they do not perceive it as something that influences their own personal or professional domain.

The second stage applies to personal concerns. At this stage the teacher will react to the innovation in relation to his or her personal situation. He/she is concerned with how the new programme compares to the one already in use, especially what they are doing. Therefore when a new programme is being launched, he/she would involve himself/ herself in the activity.

The third stage deals with task-related concerns. It concerns the actual use of the innovation in the classroom. The teacher at this stage will be concerned with the time required for reaching the new programme, availability of materials, strategies to be adopted for teaching the new programme.

The fourth and last stage deals with impact-related concerns. At this stage, the teacher is more concerned with how the innovation will have impact on others, the total organization, and how the new programme might influence students, colleagues and the community. Hall and Loucks (1978) recommended that when dealing with the ORC model, educators should deal directly with the concerns at the second, third and fourth stages in order to serve the purpose for which the change is effected. If they ignore them, then people will either not buy into the innovation or will deal with it in ways that are not intended. By sharing concerns, curriculum users may realize however, that they are capable of making any changes necessary in order to deliver the new programme in its intended fashion.

The leadership –obstacle course model:

This model grew out of work by Neal (1971) to determine the success or failure of organizations. The LOC model is an extension of the ORC and treats staffs resistance to change as problematic. It suggests that data should be gathered to determine the extent and nature of this resistance. This can be done by making sure that the five following conditions exist.

- All actors must have a clear understanding of the proposed innovation.
- Individuals within the education system must be given relevant skills, so that they possess the capabilities requisite for carrying out the innovation.
- The necessary materials and equipment for the innovation should be furnished.
- The school must be modified so that it is compatible with the suggested innovation.
- Participants in the innovation must be motivated to spend the required time and effort to make the innovation successful.

The Linkage Model

Developed by Harelock (1973), the linkage model recognizes that there are innovators in research and development centres such as schools. However, educators in the field find out that some of their attempts at innovation are inappropriate for solving the problems. The model therefore advocates the need for a match between school problems and innovation- the establishment of linkages. The beginning of educational change is determined by the process of problem-solving by the user. This means that if change is to occur, the user must be able to uncover information that will be relevant to his or her identified problems. The model envisages two systems: user system and resource system. There has to be a useful interaction between the resource system and user's system. The resource system should have a clear picture of the curriculum user's problem. A successful resource system should proceed through a cycle of diagnosis (identify problem) search (for possible solution), retrieval (send information to the resource system) fabrication of solution dissemination and evaluation in order to test out its product. Thus in the linkage model, the basic process is the transfer of knowledge. Ornstein and Hunkins (2009) add that, the use of this model depends on the nature of the school, the characteristics of the students, the nature of the innovation itself, the amount of time available and the means available for communicating the innovation to the various impacted parties.

Organization Development Model (OD)

Schmuck and Miles (1977) suggested that the organizational development model is a good approach to curriculum implementation. They intimated that to understand this model, educators need to realize that several views of organizations exist. Such include the view that the school is a bureaucratic structure composed of individuals and groups who come together in order to achieve certain goals and objectives through different functions. The other view is that the school is a loosely coupled system made up of departments, classrooms and persons with a flexible relationship among them and that the system of relations that forms these parts into a whole is what defines the school. If no system of relations draws these parts into a whole, then there is no school. Therefore, educators should create conditions that significantly influence how individuals will perceive the innovation and the ways through which they will be involved in implementing it.

The school can also encourage effective learning by either a single or double loop approach. Single-loop learning is a routine and repetitive approach that occurs when teachers detect an error and correct it without questioning or altering the underlying values of the system. While the double-loop learning involves reasoning processes among all those affected by the change, it is more advanced and complex than the single loop. The organizational development model holds that Educators must see the school as a system made up of interacting and interrelated part that function together to achieve defined goals within a specified time limit.

The Rand Change Agent Model

In evaluating four major federal programmes in the 1970's, the Rand Corporation came up with their model. They concluded from their research that the main obstacles to change are the organizational dynamics of the school after decisions have been made to adopt a new programme, or to implement an already developed programme or procedure. Because of the above reason, the model emphasized organizational variables that either encourage or discourage change at all levels of curricula activities placing much emphasis on the level of implementation. They suggested three stages in the change process.

The Initiation Stage

At this stage, the curriculum developer work to secure the support for the anticipated change. To support a change such as a new programme people must understand and agree that it is legitimate and within the goals of the institution. Thus curriculum implementation activity requires the personal backing of

individuals involved. Leaders therefore need to inform teachers about the need for change and how it might take place.

The Implementation Stage

Once teachers have been convinced of the importance or need for change, implementation may begin. In this stage, the proposed programme and the school organisation are modified to adapt to the programme or procedure. This is due in fact that, the success of the implementation rests on the characteristics of the proposed change, the abilities and beliefs of the teaching and administrative staff, the nature of the local community and the structure of the school organisation.

The Incorporation Stage

During this stage, the implemented changes become part of the established programme. Procedures are outlined and managed to ensure that the programme is provided necessary supports. The assumption of this study is that successful implementation is a function of: 1) the characteristics of the proposed change; 2) the abilities of the academic and administrative staff; 3) the readiness of the local community; and 4) the organisational structure.

During the incorporation stage, the changes become part of the established programme. At this stage, procedures are outlined to ensure that the programme implemented is provided with the necessary personnel and financial support. This will in turn ensure that the programme continues to be delivered in the intended manner (Ornstein and Hunkins, 2009).

II. CONCLUSION

We agree with Fullan that many attempts at policy change have failed because no distinction is made between what causes and how to influence these changes. Policy change goes hand in hand with Policy Implementation. Thus having a good curriculum policy does not guarantee success in the education process if these policies are not well implemented. Implementation therefore must take in to consideration all the elements of policy being implemented, characteristics of actors and the context in which the change is being implemented. Therefore, implementing curriculum policy involves a number of actors cooperating at different levels in the education system so that as the policy translate to new learning materials and teaching approaches as well as instructional and evaluation strategies, the impacts of this change process will be evident in learners achievement.

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