IDEOLOGICAL INFLUENCES IN THE NATIONAL CURRICULUM STATEMENTS FOR THE FURTHER EDUCATION AND TRAINING BAND

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by

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DEDICATION

**This work is dedicated to my late mother and father,
Mr and Mrs S Bhowani,
for their unwavering support and belief in me.**

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ABSTRACT

Since it assumed power in 1994, the government of South Africa had to meet the challenges of changing an education system that was established along racial lines. OBE and Curriculum 2005 were adopted into the school system. In the Further Education and Training Band Report 550 which was a 'cleansed' curriculum was introduced. The Framework for the transformation of Further Education and Training in South Africa was published and promoted equality, economic competitiveness, redress, productivity and quality learning. On 28 October 2002 the draft National Curriculum Statements were published. The purpose of this study was to examine some of the policy intentions, influences and dominant ideologies in the FET policy documents. The study also examines the policy process and the recontextualization of policy discourses. A qualitative approach was used. Data was collected from questionnaires and interviews. The data obtained from the completed questionnaires and interviews was processed. The dominant ideology in the policy documents for English, Life Sciences, Mathematics and Physical Science were identified. The findings of the study shows that policy makers, designers and trainers adopted particular discourses that were at times aligned to the official policy discourse and at times they drew on new discourses based on their own histories, biographies and experiences of teaching in South African schools.

Finally recommendations were made concerning the policy process in the form of three propositions: (i)Timing determined what was possible for the NCS: the policy development process was driven by a political need to deliver on a new curriculum; (ii) In a system that is not currently functioning efficiently, new policy initiatives exacerbate rather than reform the conditions on the ground; (iii) Government rationality was driven by a transformative agenda yet constrained by technicist management theories.

TABLE OF CONTENTS

IDEOLOGICAL INFLUENCES IN THE NATIONAL CURRICULUM STATEMENTS FOR THE FURTHER EDUCATION AND TRAINING BAND

CHAPTER ONE
CURRICULUM DEVELOPMENT PROCESSES AND DOMINANT IDEOLOGIES

CHAPTER TWO
THE POLICY PROCESS

CHAPTER FIVE
IDEOLOGICAL INFLUENCES IN THE NATIONAL
CURRICULUM STATEMENTS:

ix

CHAPTER EIGHT
POLICY LESSONS:

LIST OF TABLES

LIST OF FIGURES

APPENDICES

CHAPTER 1
Curriculum Development Processes and Dominant Ideologies

The curriculum embodies social relationships. It is drawn up by particular groups of people; it reflects particular points of views and values, it is anchored in the experiences of particular social groups; and it produces particular patterns of success and failure. Assumptions about what counts as valuable knowledge, as basic skills and as essential learning experiences for the curriculum are themselves socially influenced and contested. Viewed in this way, the curriculum can never be neutral or stand outside of patterns of power (Christie, 1992).

1.1. Introducing the Argument

What happens to curriculum development in a country that has gone through major periods of political, economic and legislative reform? In particular what are some of the ideological influences in the National Curriculum Statement (NSC). The NCS Grades 10-12 (General) represents a policy statement for learning and teaching in schools that are located in the Further Education and Training band. What dominant ideologies underpin these statements? How are these statements influenced by who has been involved in the designing of policy? How do policy discourses get recontextualized as they shift from the arena where policy is developed to the arena where policy is advocated? This chapter serves to introduce the focus of this research. It provides a brief historical perspective of the development of the post-apartheid education system in South Africa. This chapters outlines some of the current policies in education. This discussion is necessary in order to locate current developments within a South African context. The new NCS Grades 10-12 (General) is briefly discussed in this chapter. This chapter also discusses how Outcomes Based Education (OBE) which forms the foundation for the curriculum in South Africa is articulated in the NCS statements.

1.2. Why was there an impetus to reform curriculum in South Africa?

During the apartheid years the principal pedagogic alternative to the state education system's fundamental pedagogics was 'progressive education', a form of learner- centred education nurtured in the liberal universities and the English private schools. In the 1980s the progressive learner-centred approach was linked to an egalitarian transformative project for South African education.

Since it assumed power in 1994 the democratic government in South Africa had to meet the challenge of changing a fragmented, inequitable and culturally oppressive system of education into one that would promote the principles of equity, social empowerment and redress (Baxen and Soudien, cited in Jansen and Christie, 1999). This had leads to the development of the National Qualification Framework (NQF). The South African Qualifications Authority (SAQA) Act No 58 of 1995 outlined the function of the SAQA which was to oversee the development of the NQF. The SAQA states that the functions of the NQF are: (i) to create an integrated national framework for learning achievements; (ii) to facilitate access to, and mobility and progression within, education and training and career paths; (iii) to enhance the quality of education and training; (iv) to accelerate the redress of past unfair discrimination in education, training and employment opportunities, and thereby (v) to contribute to the full personal development of each learner and the social and economic development of the nation at large (Department of National Education,1995, p.9).

There are principles that underpin the NQF. These principles indicate that the NQF is intended to be a way of achieving restructuring of the education and training system and the best way that the framework is effective is to move away from content-based approach to an outcomes-based approach. The NQF will also encourage the creation of new curricula. South Africa's NQF is an attempt to bind all education and training into an integrated system in which there are minimal barriers to diversity, flexibility, portability, progression, and to the breath and depth of learning, according to Harley and Parker (cited in Jansen and Christie, 1999). The mechanism to operationalize the NQF was Curriculum 2005 and its Outcomes-Based approach. OBE forms the foundation for

2

the new curriculum change in South Africa. In OBE there are clear statements, these statements are called outcomes because they say what the results of learning should be. There was not only a dramatic departure from the apartheid curriculum but also a paradigm shift from content-based teaching and learning to an outcomes-based one. This indicated a shift (see table 1.2.1) from the old paradigm to the new paradigm.

Table 1.2.1 The Paradigm Shift (Adapted from Department of Education, 2000a).

OLD PARADIGM	NEW PARADIGM
1. Educators... - possess knowledge - transmit this knowledge to empty vessels (learners)	1. Educators... - are facilitators - facilitate the learning process
2. Learners... - are empty vessels - are ready to be filled with content (facilitator-centered)	2. Learners... - possess knowledge and ability to learn - play an active, constructive role in their own education (learner-centered)
3. Teaching ... - refers to the act and methodology of conveying knowledge to a child (transmission mode)	3. Teaching... - means providing learner experiences and guiding, supporting, mediating and facilitating
4. Learning... - means memorization of content presented by the facilitator (rote learning)	4. Learning... - means the development of the learner's knowledge, understanding, skills, abilities, and values - is based on interaction between the facilitator and and the learner context and content.
5. Syllabi... - are content-based and focus on facilitator input	5. Learning Programmes. .. - are outcomes-based and focus on what learners should do, know and understand
6. Assessment ... - is based on formal testing of content knowledge - is used to grade pupils for formal testing and promotion	6. Assessment... - is continuous, based on a variety of techniques - is used to see what the learner can do - helps facilitators plan learning programmes

4

Curriculum 2005 reflected in its design the paradigm shift reepresented above. There were a number of concerns with regard to the design and implementation of Curriculum 2005.

The Minister appointed a Ministerial Project Committee in November 2000 to manage the streamlining and strengthening of Curriculum 2005. This resulted in the release of the NCS Grades R-9 in 2003. In light of the revisions made to C2005 for the General Education and Training (GET) the Heads of Education Committee (HEDCOM) proposed the incremental phasing in of OBE into grade 10. The Council of Education Ministers (CEM) approved this proposal and this leads to the development of the National Curriculum Statement for FET Grades 10-12 (schools) (Department of Education, 2003). The NCS Grades 10-12 (General) aimed to replace A Resume of Instructional Programmes in Schools, Report 550.

1.3. National Curriculum Statement Grades 10-12 (General)

The National Curriculum Statement Grades 10-12 (schools) indicates a policy statement for learning and teaching in schools within the Further Education and Training Band. The NCS Grade 10-12 gives expression to what is regarded as worthwhile knowledge, skills and values. It is based on the assumption that knowledge in itself is not neutral, but is concerned with collective vision, mission, values and principles of people. In the South African context, the Constitution of the Republic of South Africa (Act 108 of 1996) and the Manifesto on Values, Education and Democracy indicate the principle of democracy, human rights, social justice, equity, non-racism, non-sexism and ubuntu. These principles have guided the development of the outcomes based NCS Grades 10-12 curriculum (schools) (Department of Education, 2003).

The FET Band is located between the General and Higher Education and Training. Thus the FET NCS 10-12 (schools) needs to show progress from General Education and Training and also provide access to Higher Education and Training. There is a need for the curriculum to provide a foundation for lifelong learning and different career pathways. The NCS Grades 10-12(schools) plays a crucial part in the education system. How policy discourses get recontextualization from National Level to people on the

5

ground is of fundamental importance. What are the intentions, influences and dominant ideologies in the FET policy document? What is the understanding of policy and the intentions of the policy and how does this understanding play a role in the recontextualization of policy discourses? How is the policy process managed and how does this impact on the implementation of the policy at grass root level?

These questions are key to this study. The NCS Grades 10-12 (General) outlines the key features of the new FET landscape.The importance of inclusive education in the NCS Grades 10-12 (General) is emphasized. The NCS policy statements provide information on the definition, purpose and learning outcomes for each subject.The FET certificate (General) will replace the Senior Certificate in 2008. This study therefore addresses the critical outcomes listed below.

1.4. Critical questions

1.4.1 What are the policy intentions\ influences \ dominant ideologies in the Further
    Education and Training policy documents?
1.4.2 How do national trainers understand the intentions of the policy ?
1.4.3 What is the relationship between policy intentions and national trainers' or
    provincial trainers' understanding of the policy intentions ?

1.5. Theoretical Framework

This study draws particularly on the theory of ideology, on Basil Berstein's concept of recontextualization and on conceptions of organizational management and leadership.

Ideology

The concept has its origin in the Greek ' idea ' and logos for example ' the study of ', 'the science of ' and it can also be used in its literal meaning as the science of ideas. Ideologies can be grounded in cultures, languages or social practices. Ideologies may be implicitly or explicitly stated through social practices and languages .Ashley (1989, p.2) defines the term ideology as

6

a set of beliefs and values which coheres together in a more or less systemic way and can therefore be differentiated from other such sets. An ideology is held by a group of people, for whom it explains the nature of the reality they experience, and it also has the power to commit them to action. They act because they believe. Educational ideologies are therefore viewed as the system of beliefs and values about the purpose of education held by particular groups of educators and public which result in educational action.

The concept of ideology is important in this study in attempting to locate the dominant ideologies in the NCS documents.

Bernstein's concept of recontextualization

Bernstein states that the grammar of the pedagogic device consist of three interrelated, hierarchically organized rules. These rules are : the distributive rules, recontextualizing rules and the evaluative rules. The distributive rules distribute different forms of knowledge to different social groups. Distributive rules distributed access to the ' unthinkable ', in other words to the possibility of new knowledge, and access to the 'thinkable' in other words to the official knowledge. The recontextualizing rules construct the 'thinkable', official knowledge. The recontextualizing rules construct the pedagogic discourse that is the 'what' and the 'how' of the discourse. The evaluating rules constructed pedagogic practice by providing the criteria to be transmitted and to be acquired (Bernstein, 1995).

In the preparation of the new curriculum there is construction of new knowledge. This new knowledge then has to be put into practice at schools. The policy discourses get recontextualized from the National Government to the trainers to the educators on the ground. What happens to the intentions and kinds of knowledge and values in the official curriculum when policy is passed down from policy writers to trainers?

Organisational management, leadership and ethics?

> Theory and practice are uneasy, uncomfortable bedfellows, particularly
> when one is attempting to understand the complexities of human behaviour
> in organisational settings. It has been customary for practitioners to state the
> dichotomy in robust terms: airy fairy theory versus down-to-earth practice.
> (Hughes, 1985).

The apartheid education system was based on a top-down management and leadership
style (DoE, 2002). The power and control were exercised from the top, that is from
National level, from the minister of education, the director-general for education and the
departments of education. It came down to the principal and the teachers. The
managerial decisions were made at provincial and local levels. The school principals
found themselves in a dilemma, as on the one hand they had to implement the Education
Department's policies and on the other hand they faced criticism from the community,
regarding the philosophy of these policies (DoE, 1996). There was a need for a change in
the education system. The Democratic South African Government began to introduce
new laws and policies post 1994. This resulted in a new management paradigm. The
educational leadership and management practices must reflect the new laws and policies.
The new policies needed to be managed in a democratic and participatory way. How are
policies managed and organised in the South African context?

1.6. Research Design

The research is concerned with the policy intentions, influences and the dominant
ideologies in the National Curriculum Statement Grade 10-12 (general). The research
also investigated how national trainers understood the intentions of policy. The
following fields in the FET were studied: Life Sciences, Mathematics, Physical Sciences
and English. The unit of analysis was the NCS policy: the policy documents , policy
makers and the National and Provincial trainers . The research is thus concerned with an
anlysis of the curriculum development and training processes.

This study is an empirical type of study and uses primary data collected from interviews (use of audiotapes), questionnaires and policy document analysis. I relied on the various means of data collection as a form of triangulation. Semi-structured interviews were used with policy makers, a member of the ministerial committee, policy designers and trainers. Open-ended questions were also used and in this way I hoped to gain in-depth information. The interview was used for two purposes: to gain information about the understanding of the intentions of the policy and secondly to validate the questionnaire data. The questionnaire was used to gain biographic information and information about the policy document and the training process. Document analysis was another important source of information. The NCS documents gave insight into the new curriculum and what was expected of the educators and more importantly how it was underpinned by various ideologies.

The research explored a topic that is relatively new and under-researched. The new curriculum is yet to be implemented. The study therefore has a primary focus on the policy and training process and would not look at how policy is implemented at the level of the classroom or school. The research is located in the interpretivism paradigm. The research is concerned with the national and provincial trainers understanding of the intentions of the NCS policy. The researcher conducted the research and collected the data. The data was organized and documented. Data analysis consisted of examining, categorizing and combining the evidence to address the study.

1.7. Overview of the Study

Chapter 1 gives an introduction to curriculum changes in the South African Education system. This is followed by an outline of the NCS grades 10-12. A brief outline of the theoretical framework and critical questions are included in this chapter. Finally the research design is described. An overview of the study and a demarcation of the study is elucidated .

Chapter 2 reviews the literature. This chapter begins with the curriculum development processes from 1994 to 2005. It provides the implementation plan for the new curriculum in the South African schools. It contains the reasons for the development of

9

the FET curriculum. This chapter focuses on the policy process, the policy formulation and how the policy is conceptualized. The orientation of the policy involves a management process that begins with the central government.

Chapter 3 presents the theoretical framework that informs the data collection, analysis and reporting. The theoretical framework chapter contains information on the concepts and constructs that are used to illuminate and analyze the data. The key concepts/ constructs used in this chapter are ideologies, Bernstein's notion of recontextualization and change theory which is closely linked with leadership.

Chapter 4 documents the research methodology. This chapter illustrates the role of the writer as a researcher. This study involves interaction with a member of the ministerial committee, policy designers, policy writers and policy trainers. The study also involves analysis of policy documents in English, Mathematics, Life Sciences and Physical Science. This chapter consists of three sections: setting up the research design, data collection and analyzing the data.

Chapter 5 is the findings and reflections chapter. The major themes and categories that emerged from the data analysis are discussed. In this chapter I focused on the dominant ideologies within the policy document and linked them to responses from the data collected. I used the data collected from the interviews and the questionnaires to illustrate some of the dominant ideologies expressed by the member of the ministerial committee, policy makers, national trainers and provincial trainers.

Chapter 6 focusses on the findings regarding the policy development and management of the process. It explores who was involved in the policy making processes, how were the processes structured, what were the strengths and weaknesses of the policy arrangements and the critical role that leaders played in policy development and advocacy.

Chapter 7 presents a second level of analysis where I look at how three discourses were recontextualized as the policy shifted from the arena of the state to the domain of national and provincial trainers. These are globalisation, redress and market-driven discourses.

Chapter 8 concludes the thesis by drawing out three policy lessons from the NCS for further education and training policy process. These lessons are:
(i)Timing determined what was possible for the NCS: the policy development process was driven by a political need to deliver on a new curriculum.
(ii) In a system that is not currently functioning efficiently, new policy initiatives exacerbate rather than reform the conditions on the ground.
(iii)Government rationality was driven by a transformative agenda yet constrained by technicist management theories.

1.8. Conclusion

In this chapter the background information to the study is given. The research questions are presented and there is a clarification of concepts. A description of the research design is included. A brief overview of the study is given. In the next chapter I review the literature.

CHAPTER 2

The Policy Process

In 1994 the old apartheid syllabi for Grades 10-12 "were ' cleansed ' of their most offensive racist language and purged of their more controversial and outdated content" (Chisholm, 2005, p193).

2.1. Introduction

A literature study is the basis and fundamental aspect of any study. It is the process of identifying and critically analyzing information that is relevant to the research. Information obtained from the literature studies lead to the formation of a properly designed research project and meaningful results. This chapter reviews the literature relating to the transformation of the education curriculum in South Africa and in particular it is concerned with the FET curriculum Grades 10-12 for the South African schools. This literature review includes the policy making process that is adopted by the government with regard to the new curriculum statements for grade 10-12 (schools) and the orientation process of the NCS grade 10-12 (schools). As the focus of this study is on how the policy process was managed, this chapter also provides related literature on the management process.

2.2 Curriculum Development Processes (1994-2005)

Context of curriculum reform in South Africa

One of the challenges facing the newly elected Government of 1994 was to transform the apartheid education in South Africa. In 1994 there were 19 education departments and there were 9 examining bodies in the teaching and learning systems in schools. The negotiated transition had begun in 1990 and Francine De Clercq (1997) defines the process as the first wave of post-apartheid education policy work concerned with the development of an open, democratic and equitable policy framework which was to restructure the education system to answer the socio political demands of the oppressed

12

majority. (COSATU, 1991).

One of the dominant features of the policy process was to borrow heavily from the international world. Policy would be borrowed from more advanced countries such as Australia and New Zealand. Gabriel makes reference to borrowing of policy.

> OBE has largely been borrowed from the USA and more specifically from
>
> Australia ...The eight areas of learning are similar to those used by the Australian
>
> Education Department. The Australians also have a National Curriculum
>
> Framework (NCF) (Gabriel, 1999, p.29 cited in Sayed Y. & Jansen J, eds.2001,
>
> p.96).

These foreign policies can arguably be questioned for their relevance to South African schools. They were obtained from a different context and did not address local problemsin South Africa. There needed to be interplay between education and the broader social and economic needs. There was a need for education to address the demands of society and the workplace. The National Education Policy Investigation (NEPI) was set up in 1990 and the function of the NEPI was policy evaluation. This assisted with the African National Congress policy framework for Education and Training. What emphasis did the NEPI Framework Report give for Further education?

> ...it will be important to construct articulation mechanisms to ensure that
>
> technical and vocational education and training skills are portable and certifiable,
>
> and equivalent to skills and certificates in the formal sector... it will be important
>
> to ensure that vocational skills are also socially articulated- put within a
>
> framework where social and political competence is at least as much part of the
>
> overall educative aim as the functional skills. The international lesson is clear in
>
> this respect: it is adaptable, portable and general growth skills which prove to be
>
> the most productive for a society in the long run, rather than narrow vocational
>
> skills (National Education Policy Investigation, 1993, pp.36-37).

Expression was given to the technical and vocational education and the training skills. Behind this vision is the development of high skills. Chisholm and Fuller (1997) criticized the NEPI and ANC policy work saying that it did not contribute to empower or build capacity at grass-roots. The Implementation Plan For Education and Training

13

(IPET) adopted a top-down approach. Once in power the ANC realised that it needed to capture state power(DeClercq, 1997). Curriculum change in South Africa has been characterized by transformation in the education system at all levels. Are the five guiding principles of the NEPI project – nonracism, nonsexism, democracy, a unitary system and redress addressed in the NCS policy documents? Curriculum changes implemented since 1997 and described as "unprecedented in the history of curriculum reform "(Harley and Wedekind, 2004, p.195) are aimed at overturning the distribution of power and control. It has been more than 10 years into the curriculum development process. What lessons were learned from the NEPI, C2005 processes for the FET processes? It is clear that the dominant ideologies driving the policy process was that of reconstructivism. Does that ideology prevail for the FET process? How is reconstructivism articulated in the policy documents? What were some of the legislative measures used for curriculum change?

The Constitution of The Republic of South Africa (Act 108 of 1996) forms the basis for curriculum change. In order to transform the education and training system there were many legislative measures. These measures included the following: (i) National Education Policy Act; (ii) South African Qualifications Authority Act; (iii) Skills Development Act; (iv) Skills Development Levies Act; (v) Higher Education Act; (vi) Further Education and Training Act; (vii) South African Schools Act (No. 84 of 1996).

Curriculum reform served to address the limits of the old curriculum. One of the problems with the 'old' school curriculum was that it did not systemize and link school education sufficiently to the world of work and training (Department of Education, 2004) To overcome this problem a new framework had to be formed. The framework would act as an incentive for people to do training courses and further studies and also provide an opportunity to compete in the job market. Hence the formation of the National Qualifications Framework (NQF). The NQF plays an important part in this transformation. The NQF is the model that is used to organize all levels of education in South Africa into bands.

The Table 2.2.1 illustrates the different levels of education and training:

(Adapted from Department of Education, 1997, p.11)

14

Table 2.2.1. The diagram below shows the 8 levels spread over three bands or the NQF.

LEVEL	BAND	TYPE OF QUALIFICATION
8	Higher Educaton &	PhD, Further Research Degrees
7	Training Band.	Higher Degrees; Professional Qualif.
6		First Degrees; Higher Diplomas;
5		Occupational Certificates
FURTHER EDUCATION AND TRAINING		
4	Further Education &	Grade 12
3	Training Band	Grade 11
2		Grade 10
GENERAL EDUCATION AND TRAINING		
1	General Education &	Senior Phase (Grade 7 to 9)
	Training Band	Intermediate Phase (Grade 4 to 6)
		Foundation Phase (Grade 1 to 3)
		Reception (Pr e – School)

The lowest band of the NQF, the General Education and Training, indicates the four phases of schooling: Reception, Foundation Phase, Intermediate Phase and Senior Phase. (bottom section of Table 2.1) This band indicates the first nine grades of schooling. The next band is the Further Education and Training (FET) band. It is based on the NQF level of level 2, level 3 and level 4. The new FET qualification is registered at Level 4 of the NQF and is called the Further Education and Training Certificate (FETC) (schools).

The education sector was seen as a means through which political and social transformation could be achieved. An intentionally uniform and predictable curriculum environment characterized pre-1994, South African education. The apartheid state managed a centralized curriculum policy system that was described as racist, Euro-centered, sexist, authoritarian, prescriptive, unchanging, context-blind and discriminatory (Jansen, 1999). The year 1990 signaled numerous political changes inside South Africa. Competing social movements and political actors began to stake their curriculum position in anticipation of South Africa's first democratic, non-racial elections. As part of educational reform, the ideologies that drove what was worth learning were bound to shift and be articulated differently at different levels.

In March 1997, the Minister of Education officially launched its most ambitious project for educational reform, Curriculum 2005 (C2005), with an underlying philosophy of outcomes-based, learner-centred education. This resulted in profound shifts in how curriculum and teaching were to be understood, in all learning areas of the GET phase. Barely two years later, the same government (albeit under a new Minister of Education) called for a "streamlining" of C2005. There was an outcry about the process of C2005 implementation. A Curriculum Review committee was set up to review the departments approach to C2005 implementation. The revision of the curriculum resulted in the Revised National Curriculum Statements for Grades R-9. This heralded further changes in the curriculum (as well as the dominant ideology that drove the policy process).

In 2001, the Draft National Curriculum Statements for each learning area (a "streamlined" version of C2005) was launched for discussion and implementation in selected pilot schools in 2002. Given the sheer scale and complexity of the original C2005 most teachers were still grappling with the implementation in their classrooms (Taylor & Vinjevold, 1999; Jansen, & Christie, 1999; Malcolm, 2001). In fact, the original C2005 had not yet been "phased-in" to all compulsory school grades (1-9) as originally envisioned — a process to be completed by the year 2005. Yet, in midstream, a new or "thin" version of the curriculum was launched which is substantially different from its relative curriculum 2005 of 1997.

The process of developing a new curriculum for Further Education and Training had to be put on hold pending the outcome of the streamlining and strengthening of Curriculum 2005. In light of the revisions made to C2005 for GET, the Heads of Education Committee (HEDCOM) proposed the phasing in of OBE into Grade 10 in 2004. In February 2003, the Council of Education Ministers approved the introduction of the National Curriculum Statement Grades 10-12 (schools) into grades 10 ,11 and 12. The table below indicates a plan for the implementation of the NCS for FET (schools) (Department of education , 2005, p.16).

Table 2.2.2 The plan for the implementation of the NCS for FET. (Department of Education, 2004, p. 16)

GRADE	OUTGOING CURRICULUM	REVISED CURRICULUM	IMPLEMENTATION DATE
R to 3	C2005 (Version 1)	RNCS	2004
4 to 6	C2005 (Version 1)	RNCS	2005
7	C2005 (Version 1)	RNCS	2006
8	C2005 (Version 1)	RNCS	2007
9	C2005 (Version 1)	RNCS	2008
10	Report 550 (transition)	NCS	2006
11	Report 550 (transition)	NCS	2007
12	Report 550 (transition)	NCS	2008

The table indicates that the NCS would be implemented in 2006 in grade 10 and that it would replace Report 550 that is currently being used in schools.

2.3 Why the Development of the FET Curriculum?

Everyone has the right ... to further education, which the state, through reasonable measures, must make progressively available and accessible. (Constitution of the Republic of South Africa, Chapter 2.29 (1))

' The making of education policy in South Africa is best described as a struggle for the achievement of a broad political symbolism that would mark the shift from apartheid to post-apartheid society' (Jansen , 2002, p.200). There was a need for the education system to change due to political reasons. With a new government there was a need for a new education system. Changes were implemented in the GET grades R-9 and thus changes needed to be implemented into the FET grades 10-12 (schools). The 1996 Constitution requires that school education be transformed (changed for the better) and democratised in accordance with the following values and principles: (i) human dignity, the achievement of equality and the advancement of human rights and freedom; (ii) non-racism and non- sexism; (iii) the rule of law applies, in other words, the Constitution and other law as enforced by the courts have higher authority than Parliament or the Government; (iv) a multi-party system of democratic government, accountability and openness (Department of Education , 1997, pp.5,6).

Due to the terms of the constitution of South Africa there was a need to change the education system. From Grades R - 9 the Revised National Curriculum Statements were introduced. For grades 10 - 12 the NCS had to be developed. It was also formulated through the South African Act 108 of 1996 to: (i) heal past imbalances; (ii) improve the quality of life of all citizens; (iii) build a united and democratic South Africa (Department of education, 2005). There was pressure to change due to social inequalities and apartheid:

The legacy of apartheid continues to be felt in the education system. Institutions were established along racial lines and saturated with the doctrines of apartheid and entrenched inequality. As a consequence of the unequal distribution of resources, historically white schools and colleges tend to be well resourced, while historically black institutions tend to be poorly resourced. This impacts negatively on the quality of teaching and learning, and presents one of the most daunting challenges for the new democracy (Department of Education, 2003).

The need to change arose from within the FET system. There was poor quality of provision in certain schools. Learners who completed school found it difficult to find jobs. The learners needed to be developed for the labour market. There was not only pressure from within the FET but also from outside the FET. Globalisation was one of the pressures from outside.

Globalisation is irreversibly changing the politics of the nation-state and its regional sectors, domestic classes and nationally defined interest groups. It is creating new potentials and limits in the politics of education. Its effects on the politics of education are complex, increasingly shaped as it is by globalisation both directly and via the effects of globalisation in national government. Education at the same time has become a primary medium of globalisation and an incubator of its agents. As well as inhibiting or transforming older kinds of education, globalisation creates new kinds (Marginson, 1999, p.19).

The FET system is important because it is the means for learners entering higher education and lifelong learning. The FET system is also important because it is a means for learners to enter into the world of work. At present the FET system is characterised by a number of problems. According to the Green paper of 1988 in education the following problems have been identified in the 'old ' system: (i) a lack of coherence and co-ordination: FET as presently constituted is fragmented and unplanned; (ii) a lack of funding coherence: the funding of programmes is uneven across different sites of provision; (iii) poorly articulated programmes: different FET programmes and qualifications are poorly articulated; (iv) separate education and training tracks: FET provision shows a rigid and outmoded distinction between 'academic' and 'vocational' training; (v) there is weak linkage with the industry; (vi) the legacy of apartheid; (vii) organisational ethos and the culture of learning-adverse working conditions and the breakdown in the culture of learning and teaching; (viii) distorted labour market (Department of Education , 1998).

We are entering a new 'global age' and globalisation has an effect on education policies. Globalisation has lead to social and economic changes. These changes have placed demands on the education system to change. New knowledge, technologies and skilled workers are requirements for the market. These requirements have to be met by the FET curriculum. There was a need to change the curriculum because of the lack of skills training. South Africa also faces a huge problem of unemployment and the majority of the learners do not enter Higher Education. There is a skills shortage among the youth of South Africa. South Africa also has problems with illiteracy. Thus the FET curriculum has included skills development to equip learners so that they may find jobs. The government found that there was a need to work with industries when formulating the new curriculum and to build on these partnerships. Some of the traditionally black secondary schools had suffered as a result of apartheid. The schools established for Black learners were poorly resourced (DoE, 2004, p.5). Lack of resources and a poor learning environment made it difficult for learners. Apartheid education had denied many people access to opportunities to gain information, experience and skills needed to help the economy grow. Post-apartheid South Africa now faces new and different social demands. In order to cater for these demands there is a need to change the curriculum for FET.

19

South Africa is faced with a changing world economy. The National economy is faced with rapid changes in knowledge, skills, technology and the work place (Department of Education, 2004). The FET curriculum has to be developed to cater for these changes. Globalisation has placed a demand for high-skills and high-tech. The challenge that the FET curriculum has is to respond to global economic competition. In addition, the FET curriculum also has to meet the needs of our local people.

2.4. The Policy Development Process

The South African government has the intention to create an inclusive policy-making process. However South Africa is faced with the challenge of nine regional departments and thousands of schools, not to mention the different unions that need to be involved. The inclusive approach is important for the study as it would indicate whether different stakeholders have been involved in the process. The policy process in South Africa is divided into the White paper processes, the Green Paper and legislative processes. This policy process is useful for the study as it indicates the policy proposals and strategies for the policy documents in Further Education and Training. The approach adopted by the government is the 'stakeholder' approach (Sayed and Jansen, 2001).

The stakeholder approach encourages the participation of the stakeholders in the policy making process. South Africa has embarked on this approach for different reasons: one of the reasons for this is because of the history of racial discrimination and apartheid policies which had excluded Blacks from the structure and the policy process. Secondly, South Africa is a well resourced country compared to some of the other African states and has the ability to finance and manage elaborate policy structures and processes. Thirdly, South Africa is among the last of the African states to achieve majority rule and it had the opportunity to learn from the mistakes and achievements of other African states (Sayed and Jansen, 2001).

In South Africa the policy process is both formal and informal. In South Africa the policy making-process involves the White Paper process. Sayed and Jansen (1994, p.95) explain that the 'White paper process conforms in several respects to Dunn's agenda-

setting and policy formulation stages. The emphasis in this process is on problem identification and definition, and generating a broad consensus on policy proposals and strategies.' The Education White Paper One of 1995 provides a policy framework for the development of alternate curricula to the apartheid curricula. The Education White Paper Four of 1998 provides a policy framework for the transformation of Further Education and Training (FET). It identifies four features that underpin the new FET system: viz. Governance, programmes and qualifications, quality assurance and funding. Policy process involves the publication of a discussion document. This stage is followed by extensive research and policy issues are explored. For this study it would provide useful information on the various policy issues. Consultation plays an important part. This approach would be valuable in this study as it would indicate the macro, meso and micro agents in the policy development. This could involve visits to other countries and institutions. The next stage is the Green Paper process. The Green Paper builds on the process of research and consultation. In August 1997 the Green Paper was formed in the Report of the National Committee on Further Education (NCFE). The Green paper is useful to this study as it sets the scene for the policy proposal. The Green Paper is then approved by the National Cabinet. The policy is then published for general comment. Provincial workshops and parliamentary portfolio committee hearings follow. A White Paper is then published. (Sayed & Jansen, 1994, p.95)

The legislative process builds on the White Papers. A draft bill is formed by the national department. The bill also goes to the National Council of Provinces. The bill is submitted to Parliament and when it is passed it is published as law of the land (Sayed and Jansen, 1994, p.95). Both the White Paper and Green Paper have been part of the policy development process for the NCS policy documents for the FET. The legislative process is a means by which the policy is published as law.

2.5. Processes of Management

In most countries control of the education service is, at least to some extent, shared among a number of different types of authority, almost invariably, power ultimately lies with the central government, in that by legislation it has the capacity to withdraw authority from other partners..... In most cases, therefore, the most important single

organisation concerned with the management of education will be the government ministry (Bloomer, 1991, p.1). The role of the central government in South Africa plays an important part in the management of education and education policies. There are critical role players in the management of education. The Constitution and the National Education Policy Act (Act No. 27 of 1996) provide key indicators: (i) in terms of Section 104 (1) of the constitution, Further Education and Training are a concurrent competence, which means that the provinces share power with the national government. The actual provision of schooling is a provincial matter, subject to norms and standards as laid down by the National Minister; (ii) Section 3(4) of the National Education Policy Act assigns the competence to determine *inter alia* curriculum frameworks, core syllabuses, education frameworks and learning standards to the National Minister of Education; (iii) Section 8(1) of the National Education Policy Act determines that the national Department of Education must monitor the provision of further education and training in terms of the prescribed norms and standards; (iv) Section 9 of the National Education Policy Act establishes the Council of Education Ministers with specific functions. (referred to as the MINMEC: a committee of the National Minister and the MECS of the nine provinces).

The above is mentioned to show that the national and provincial spheres of government have shared power. It is also National government's responsibility to monitor its policies. In the White Paper on Education and Training (Department of Education, 1995) the goal set is the development of a democratic and service-oriented education and training management system. McLennan (1995) has argued that existing institutional context, and the norms and social relations which constitute them contain "countervailing tendencies" which inhibit the emergence of institutional framework needed for effective management of the 'new' education system. She states the following points :

(i) Participation of stakeholders and the broader community
In general, the various systems (of the apartheid era) have been managed in ways which exclude major stakeholders. This problem was one of the root causes of the education crises. Developing the appropriate practices, norms, procedures and languages to mediate participation will take time and careful planning.

22

(ii) Equity

The ideology of apartheid education which asserted that different racial and ethnic groups should be educated separately has resulted in an unequal distribution of institutional power, management capacity and education and training along gender, race and ethnic lines. A management orientation that focuses on equity, in terms of equal distribution and social relations, will be an entirely new one for many people within the system.

(iii) Effectiveness and efficiency

The various systems have been managed neither effectively, in the sense of ensuring delivery of services, nor efficiently, in the sense of saving resources. The new system involves finding a balance between effectiveness, in terms of the basic objectives to be achieved, and efficiency, in terms of the most rational use of resources. Civil servants managing the system will have to develop a new set of standards for managing and allocating resources and educational services.

(iv) Accountability

The various systems lacked both financial and management accountability due to problems of over-centralisation of control and the limited legitimacy of the political authorities. Corruption needs to be limited and clear procedures established for ensuring that decisions and consultation are transparent.

(v) Sharing responsibility

This clearly has not been a major feature of the old system, and establishing partnerships and joint responsibility implies a different means of governing at the institutional level. It also implies the development of new skills and capacities both in the public services and civil society, at schools, in training institutions, at provincial level and in the national ministry.

(iv) *Democratic process*

The past system was characterised by a non-participative, secretive ethos that was neither accountable nor democratic. Establishing democratic processes will require challenging existing political and institutional arrangements (Adapted from Mc Lennan,

23

1995, p.527). This is the challenge that the government faces with the management of the policy process and policy discourses thus become recontextualized. One of the recommendations made by the IRA Ministerial Committee (Department of Education , 2005) was that the NCTT\PCTT process needs to be managed , monitored and led at the highest level at the NDoE and the PDoE. According to Thurlow, Bush and Coleman (2003) there are different approaches to education management in South Africa:

(i) Education Management (Leadership): Decentralisation, devolution of power, performance, strategic planning, mission driven, school effectiveness, human resources management, total quality management, customer focus.

(ii) Governance and Management (Facilitation): relationship building, recognition of diversity, participation and communication, responsiveness, balance and reconciliation, collaboration, change management, support , negotiation.

South Africans are identifying different approaches to educational management and this will require a paradigm shift. During the policy-making process and the recontextualization of the policy discourses management and leadership skills are important. The Task Team report on Education Management Development (Department of Education,1996) started from the belief that education management is the key to transformation in education. The EMD Task Team stated that the changes required a shift in organisational culture that was a 'paradigm shift'. The following indicate the characteristics of the new South African Education: democratic , collegial, responsive, decentralised, empowering, integrated, flexible, stakeholder ownership, creative, transformative, open inclusive.

This cultural change needed to be planned and implemented. But like any change process there were challenges. The national and provincial departments are important role players with regard to how EMD would work. The figure below indicates the new approach to EMD :

Figure 2.3 (Sayed Y. & Jansen J. p.195)

STRATEGIC DIRECTION
a Improved access & quality
b awareness
c leadership issues
o governance & maintenance

ORGANISATIONAL STRUCTURES
& SYSTEMS
a delivery of quality education
b organisational structures
c provincial centres for EMD
d management systems
e information systems
f quality assurance systems

A HOLISTIC
APPROACH TO
EDUCATION
MANAGEMENT
DEVELOPMENT

HUMAN RESOURCES
a empowering people
b developing competencies
c recognising competence
d training & support
  techniques

NETWORKING PARTNERSHIPS
& COMMUNICATION
a creating & supporting a web
b vibrant NGO community
c enabling partnerships
d communication

INFRASTRUCTURAL & OTHER
RESOURCES
a material & physical resources
b improving allocation & use of resources
c assessing additional resources
d materials collection and development

The implementation of EMD is reliant on resources. The financial and human resources
vary for the different provinces. The new paradigm indicated in figure 2.5 is based on
transformation and change. The question that arises is whether policy is formed behind
closed doors. Who are key role players involved in the policy process ? While the new
shift is planned in policy, what are some of the practical difficulties?
What are some of the ideologies that develop during the planning process ? These are
some of the questions that would provide insight to the study.

2.6 Conclusion

"Education policies for a 'new' South Africa show remarkable congruence with
international trends. South Africa's commitment to poverty alleviation, education for
lifelong learning and the integration of formal and non-formal education is mixed with
emphases on the need for educational development to support economic growth choice,
community responsibility, flexibility, relevance, cost-recovery and cost-sharing. These
policy goals are not unique to South Africa and constitute a 'global' language about
education" (Chisholm,1997, p.50). In order to achieve the goal of education it is
important for the education policies for a 'new' South Africa to be managed so as to
facilitate the change process. The process needs to be sensitive to the multitude of
influences that impact on policy and how these influences drive policy in particular
ways.

CHAPTER 3

What's the use of theory?

3.1. Introduction

The preceding chapter dealt with the changes in the curriculum in the South African schools with specific reference for the need to develop the FET curriculum. It also dealt with the policy process and the processes of management. This chapter deals with the theoretical framework which examines critical policy analysis, ideology, recontextualization and theories and concepts of management and I refer to Kenway's (1990, p.24) questions of 'what', 'how' and 'why' of policy. Linked to the policy analysis is the ideologies that are embedded in social practices and in the language used to convey these messages. Sometimes the ideologies can be explicitly stated. This chapter also draws on Bernstein's notion of recontextualization as one of the concepts that informs this theoretical framework. After Bernstein's notion of recontextualization I examine the management and training for the implementation of the NCS policy documents grades 10-12 (schools). The key theoretical constructs that are explored in this chapter are therefore: critical policy analysis, ideologies, Bernstein's notion of recontextualization and a typology of leadership that prevails in South African policy documents. These constructs inform the analysis in Chapters 5, 6 and 7.

3.2 Critical Policy Analysis
3.2.1 Introducing the term 'policy analysis'

I drew on the literature on policy and policy analysis. Policy analysis is a form of inquiry that provides either the informational base upon which policy is constructed, or the critical examination of existing policies. The former has been called analysis *for* policy, where as the latter has been called analysis *of* policy (Gordon ,1977, p.27) The two different forms of analysis of policy are: (a) *analysis of policy determination and effects,*which examines 'the inputs and transformational processes operating upon the construction of public policy (b) *analysis of policy content*, here ideologies, values and assumption with regard to the policy process are examined (Gordon 1977,p.28). The important question is why do policy analysis? Hogwood and Gunn (1984) make the

distinction between description (how policies are made) and prescription (how policies should be made). In this study analysis of policy content is the key focus, particularly the examination of dominant ideologies that underpin the FET statements.

3.2.2 Policy analysis\ policy-implementation gap

Yin Cheong Cheng and Wing Ming Cheung (1995) discuss a framework specifically for analysis of educational policies. There are four frames. Frame 1 is the analysis of background and underlying principles. This frame is divided into the identification of existing problems and the analysis of principles underlying the setting of objectives for the educational policy formulation. Frame1 is concerned with problems in educational system, limitation in resources, political development, economic development, social transformation, cultural development and external competition and challenges. In the South African context we find that there existed problems in the 'old' curriculum as well as challenges in terms of globalisation, achieving equity, redress etc.

Frame 2 is about the analysis of the policy formulation process. Firstly it is concerned with the characteristics of educational policy makers. Secondly it is concerned with the characteristics of the process as indicated in chapter two. The analysis of the process of formulating educational policy should involve perspectives and technology used in the process. This involves ecological analysis that is global consideration; system analysis which could include the objectives, structure, process and outputs of the system; economic analysis which would consider resources allocation, estimate of supply and demand, economic outcomes, cost benefit analysis; analysis of management issues like the management of planning, implementation and changes; rationality building focuses on research, experiments, pilot study, etc and decision technology which involves information procuring, processing, dissemination, decision tools etc. The overall quality of resulting educational policy focuses on the major considerations which are suitability, feasibility and sustainability of the policy. This framework is important as it examines the characteristics of the process and the management issues. This frame is limited for the purposes of this study since it does not adequately address what beliefs educational policy makers hold about schools, teaching, learning etc. It also ignores issues of power in the policy-making process.

27

Frame 3 is the analysis of policy implementation. Gaps between implementation and planning may exist. Under preparation for policy implementation the following points can be considered: readiness of concerned parties, cognitive preparation of the policy, psychological preparation and technological preparation where people have adequate training and skills to implement the policy. Limited resources available for policy implementation can constrain policy makers. Regarding the time frame for policy implementation we need to examine the time available, the stratification of the implementation stages and the feasibility of the schedule. There must be legal preparation of all parties concerned. Levels of planning changed by educational policy forms part of Frame 3. The analysis of the levels of change planned by educational policy is also important. The first level is the education system level which is concerned with the changes to different parts of the education system. The next level of change is the organizational or institutional level. At this level we are concerned with changes in management practices, organizational structures, physical conditions etc. The third level is the classroom\ individual level . Here the micro issues of the classroom arrangement, teaching, learning etc. are affected.

Frame 4 focuses on the analysis of the relationship between implementation and outcomes of education policy. This framework can assist with the analysis of educational policies. The planning stage is important because one would have to also consider the implementation of the policy during the planning. This study is, however, limited to frames 1, 2 and 3 as classroom implementation of the FET policy is beyond the scope of the study.

Hogwood and Gunn (1984, p.27) classify the kinds of studies comprising policy analysis in terms of (i) studies of policy content: the origins, intentions and operations of policy, the aim is descriptive and the analysis may be at a highly abstract level; (ii) studies of policy process: the concern here is with how policies are made in terms of the actions taken by various actors at each stage. This concern will be useful as it will inform the study. This can consist of individual case studies or attempts to devise generalizable, but largely descriptive propositions about the nature of public policy making; (iii) studies of policy output: these seek to establish the determinants of the

pattern of distribution of expenditure or other indicators of policy outputs; (iv) evaluation studies: these seek to assess specific policies in terms of the extent to which their outcomes have achieved the outcomes of the policy;(v) information for policy making: this refers to the collection and analysis of data with the specific purpose of aiding a policy decision or advising on the implications of alternative policies; (vi) process advocacy :the analyst is concerned with the understanding of the policy-making process as well as to change it usually with a view to making it more 'rational'. The emphasis is less upon what any particular policy should be than with *how* policies ought to be made; (vii) policy advocacy: this involves use of analysis in making an argument for a particular policy. What is important for my study is the action of various actors at different stages in the policy and how ideologies structure perceptions and legitimate worldviews and values.

They also distinguish between (a) the analyst as a political actor and (b) the political actor as analyst. Political actors and their advisors may be viewed with suspicion in analytic findings that will tend to support positions they wish to adapt or to vindicate. positions already adopted. My research is concerned with the understanding of the policy documents by national trainers and what are the policy intentions. For policy to be regarded as a 'public policy' it must be concerned with government procedures, influences and organisations.

The policy process includes stages and the framework has the following stages: deciding to decide; deciding how to decide; issue definition; forecasting; setting objectives and priorities; option analysis; policy implementation, monitoring and control evaluation and review; policy maintenance, succession or termination(Hogwood and Gunn 1994. p.24).

The process framework has advantages and disadvantages. Some of the advantages recognised by Hogwood and Gunn (1994) are: firstly, any process framework is dynamic. Secondly, process frameworks lend themselves to the identification and study of interaction not only among the various stages in the process but also among various participating organizations and between organizations and the social and economic environment, thirdly it is an advantage of a process framework IF it is flexible, in that it enables us to systematize existing knowledge without precluding the integration of future

29

insights to the framework. Hogwood and Gunn (1994) also indicated some of the limitations of the process approach. Firstly the status of the model has to be made clear. Secondly, there is the danger that the framework may degenerate into a strait-jacket, a particular conceptualization of the policy process derived from past research may lead to the imposition upon future events of an explanatory scheme which is inappropriate or may be misleading. Thirdly, there is the danger that the use of a model with a clearly defined sequence of stages may lead to rationalization, which in this context may mean ' giving a rational explanation or justification of past acts' (The Penguin English Dictionary).

The policy process in terms of stages may not occur as such in practice. The policy process may include other processes and may extend over a long period of time. In this study, the study of policy content will be limited to the dominant ideologies within the policy. The study of the policy process will be valuable to this study in terms of the government structures that have been formed. The framework will be useful to examine if there was interaction among various participating organizations. It will also be useful to examine resources and other constraints. The studies of policy output and evaluation studies will not fall within the limits of this study.

Ball (1994) criticises the process approach adopted by Hogwood and Gunn as static and rational without giving sufficient attention to context, interests groups and the effects of power. The policy process is complex and Ball refers to as 'messy realities' (Ball, 1994.cited in Vidovich, p.17). The policy process has various contexts. Vidovich names three contexts: influences, text production and practices\effects. He also states that these texts may occur anywhere in the policy trajectory. The policy process could involve the macro level (state), intermediate level (district offices) and the micro level (individual schools).This study will be concerned with the macro level and the intermediate level. The question is whether people from the micro level are involved. South Africa has nine regional departments, thousands of institutions and a number of unions, to be involved as stakeholders and this is a difficult task in itself.

According to Jones and Anderson (cited in Sayed & Jansen, 2001), the policy process has the following stages: agenda-setting, policy formulation, policy adoption, policy implementation and policy assessment (Table 3.2.2.1 modified from Dunn 1994, p.17 cited in Sayed and Jansen , 2001, p.93).

Table 3.2.2.1 Stages in the policy process

(Sayed and Jansen p.93)

Policy process	Policy - analytic procedures
Agenda – Setting	Problem structuring
Policy formulation	Forecasting
Policy adoption	Recommendations
Policy implementation	Monitoring
Policy assessment	Evaluation

The five phases on the left are the generic stages of the policy process and the five on the right are intellectual activities of policy analysis. These stages are important as it can form a guide to the policy process but it also has limitations because all the countries are different. This study will be limited to agenda-setting and policy formulation.

Bowe, Ball and Gold (1992) in their book *Reforming Education and Changing Schools* wrote about policy as discourse, or knowledge and practices which are contested. The authors maintained that the focus should be on both the formation of policy discourses and the active interpretation which occurs to link policy text to practice. This involves identifying " resistance, accommodations, subterfuge and conformity within and between arenas of practice and the plotting of clashes and mismatches between contending discourses at work in these arenas" (Bowe et al., 1992, p.13). They proposed a continuous policy cycle to allow for the recontextualization of policy throughout the policy process and distinguished three primary policy contexts: the context of influence(where interest groups struggle over construction of policy discourses); the context of policy text production (where texts represent policy, although they may contain inconsistencies and contradictions); and the context of practice (where policy is subjected to interpretation and recreation). This research is concerned with the interpretation of the policy and the value of this interpretation during the recontextualization of the policy discourses.

31

Ball (1993b, as cited in Vidovich, 2001) developed the toolbox of concepts for analysing policy by drawing a more explicit distinction between 'policy as text' and 'policy as discourse'. 'Policy as text 'is based on literary theory which sees policies as representation which are coded and decoded in complex ways. Any particular text will have a plurality of readings by a plurality of readers. Ball also states that policy authors attempt to assert control over the reading of a text. In this research I examine the role played by policy agents. Thus text viewed as the product of struggle and compromises, policy effects cannot be predicted and solutions will be localised. 'Policy as discourse' pays greater attention to constraint, but that constraint is still within a moving discursive frame.

Policies can become 'regimes of truth' in which only certain voices (dominant discourses) are heard as authoritative (Vidovich, 2001). This research shows some of the dominant ideologies within the policy documents and how these are articulated by policy makers and in policy documents. Government conducts research to obtain useful information during policy formulation. The South African Government formed education policies. The policy designers were entrusted with the designing of the NCS documents grades 10-12 (schools). Different stakeholders were involved in the designing process. Vidovich (2001) states that the balance between macro constraints and micro agency would be expected to vary with the different policies. There is a need to consider both. He states that the concept of 'policy networks ' may be one way to bridge the gap between top-down and bottom-up views of the policy process. Raab (1994, p.13) has defined policy network as "a generic label for different types of relationships between the state and other interest groups in the policy process."

Critical Policy Analysis

Kenway's (1990, p.24) 'what' 'how' and 'why' questions are important. Kenway (1990) asks ,'what is the approach to education in terms of curriculum, assessment, and forms of pedagogy?' 'How are such proposals organized?' in terms of funding and staffing arrangements, authority and administrative structures; and 'why have they been selected ?'These questions relate to more general sociological questions such as:
(Kenway, 1990) 'why was this policy adopted? On whose terms was the policy adopted ?

On what grounds have these selections been justified? Why and in whose interest? How have competing interests been negotiated' (Kenway, 1990, p.24). These questions provide insight into why the policy was formed and the type of curriculum and assessment that is used.

In addition to some of the ideas presented by Kenway, Taylor , Rizvi, Lingard, and Henry (1997) they see critical policy analysis as a focus on (i) understanding the context in which a policy arises; (ii) evaluating how the policy-making process is arranged; (iii) assessing the content in terms of a particular set of educational values; (iv) assessing whose interest the policy serves; (v)exploring how it might contribute to policy advocacy; (vi) examining how policy has been implemented and its outcomes and effects. I have looked at the following points in some detail:

(i) Understanding the context in which policy arises.

Taylor et. al. (1997) posit that policy is more than text and to analyze only text is to overlook the nuances and subtleties of the context that gives the text meaning. Policies are dynamic and represent political compromises between conflicting images of how educational change should proceed. There is a prior history of significant events, a particular ideological and political climate, a social and economic context as well as individuals and groups that together influence the shape, timing and effects of policies. (Taylor et al ,1997).

(ii) *Evaluating how the policy making process is arranged*

Taylor et. al. (1997) advises observing politics in action, tracing how economic and social forces, institutions, people, interests, events and chance interact. Issues of power, interest and management structures need to be investigated. Each policy player in some way contributes to how the policy develops and 'works', whether by speaking or not, by alliances or individually.

(iii) *Assessing the content in terms of a particular set of educational values.*

Values permeate the policy process (Taylor et. al., 1997). Hogwood and Gun (1984 as cited in Ramsuran, 2005) state that one of the tasks of policy analysts is to tease out

33

the theories and values underlying policies and to examine the internal consistency of the resulting model and the validity of its assumptions.

(iv) *Assessing whose interests the policy serves.*

Taylor et. al. (1997) rejects the positivist view of policy analysis as value neutral and grounded in facts provided by comprehensive and systemic observation. They feel that observations are informed by the analyst's theories and values in ways which makes any absolute distinction between policy analysis and policy advocacy hard to sustain. They see critical policy analysis as the investigation of how key terms are used, and the extent to which particular policies and practices are consistent with a moral vision for education. Critical policy analysis is a synthesizing, interdisciplinary field of study (Taylor et al ,1997).

In this research I examine some of the different stages of the policy process and how the policy discourses are being recontextualized from National level (macro level) to the teachers(micro level). I have used what Taylor et. al. (1997) states 'observing politics in action'. I have examined the different stages of interaction in the formulation of the policy.

3.3 Ideology

> Ideology is not only even primarily, to be found in the discourses of the ideologues; its principle locus is the language of the everyday life, the communication in which and through which we live our daily lives (Thompson, 1984).

An ideology is a collection of ideas. The concept has its origin in the Greek *idea* , 'idea ' , and logos, e.g. 'the study of ' , 'the science of ' . Ideologies have social and personal impacts: they structure perceptions, legitimate and promote patterns of action, worldviews and values (Fourez, 1988). An ideology may be "ny system of ideas regarding philosophic, economic, political, social belief and ideals"(Angeles, 1981, p.126). Suchting's (1983) stresses that ideologies are forms of consciousness; ways of seeing the world, worldoutlooks, or as Marx expressed it, 'phantoms formed in the

people's brain'. Ideologies as sets of ideas are independent on the material world but serve as creative forces and the aim of all social relations (Suchting, 1983, p.136).

Knain's view is (i) Ideologies are part of worldview. They have a cognitive element and influence the beliefs held by a person; (ii) ideologies are, like worldviews, culturally influenced. People in a social group share them. At the same time they can influence people's world-views by social interaction. Ideologies can both be produced and reproduced. This way they can regulate a discourse; (iii) Ideologies are carried by language. Since ideologies are taken to be beliefs, values and expectation in a fundamental sense , they influence what is said and the manner in which it is said. At the same time they are present when the receiver interprets and makes meaning of an utterance (Knain ,1999, p.ixf). Knain's (1999) definition of ideologies was inspired by the works of Aikenhead(1997), Cobern (1996) and Fourez (1998), focus on two ideological aspects: worldview and language. In their view ideologies are part of worldviews.

The views presented indicate that ideologies are grounded in world views. They have smaller or larger parts of a personally constructed worldview. They can influence the belief of a person and they can say something about what is meaningful and valid knowledge to an individual. Worldviews are important for schooling. Cobern (2000) emphasizes worldviews :

> Worldview is about metaphysical levels antecedent to specific views that a person holds about natural phenomena, whether one calls those views common-sense theories, alternative frameworks, misconceptions, or valid science. A worldview is a set of fundamental non-rational presuppositions on which these concepts of reality are grounded (Cober,1996, p. 585).

Views on curriculum ideologies are important with regard to schooling. Eisner (1992) in his 'curriculum ideologies' chapter in the *Handbook of research on curriculum* says that ideologies are about "beliefs about what schools should teach, for what ends, and for what reason" Eisner also states ideologies are embedded in all cultures, languages and social practices, and can be "acit rather than explicit" on a continuum from the most

obvious, public and articulate statements of educational purposes, content, and rationale to the most subtle, private, and latent views (p.305). My research is concerned with the dominant ideologies in the NCS policy document. Skirbekk lists five characteristics of ideology. (1999, p. 45ff)

"System – connection",i.e.(that is), an interconnected set of shared beliefs and meanings over a period of time.

"Dependence on interests", i.e., to avoid that everything can be labeled as ideology Skirbekk emphasises that the concept has to be reserved for interpretations that have connections to certain discernible interests.

"Distortion of reality", this is the reason why ideologies have to be detected and disclosed.

"Harmful effect", i.e., somebody will be harmed if an ideology over a period of time is playing a dominating role.

" The self – immunisation-strategy", e.g.(for example), to refer to authorities and interpretations that leave opponents in a suspicious role.

There is a connection between the concept of ideology and other concepts as for e. g., religion, politics, values, worldviews and philosophy (the New Encyclopaedia Britannica, 1998). An ideology can be thought of as a comprehensive vision, a way of looking at things which would be in a common sense and several philosophical tendencies or ideas proposed by a dominant class of a society to all members of this society. (Wikipedia , free encyclopedia.). Every society has an ideology that forms the basis of the "public opinion", a basis that can be invisible to people in the society. Organisations that strive for power can influence the ideology of a society. Political organisations which may include governments and other groups try to influence people and this is the reason why people in society seem to "think alike".

Types of ideologies

A political ideology is the body of ideals, principles, doctrines, myths or symbols of a social movement, institution, class or large group that references some political and cultural plan. It can be of a political thought with regard to a political party and their policy.(Wikipedia, free encyclopedia). Important to note is how the education policies have changed since the African National Congress has come into power. Epistemology question how learners come to know science, the nature of science and societies purpose of science. Osborn (1999) and Newton et al., show the epistemological bases of science and show how scientific education promotes ways of theoretical thinking and reasoning. Egalitarian ideology is premised on the principle of equal rights and increased interest in providing educational opportunities for disadvantaged groups (Ramsuran, 2005).

Lerman (1983) identifies two alternative concepts of the nature of mathematics, which he calls absolutist and fallibilist views (cited in Grouws,1992, p.132). The absolutist view of mathematics is a body of knowledge whose 'truths appear to everyone to be necessary and certain' (Ayer cited in Ernest,1991, p.7). The whole rest on certain assumptions which are held to be self-evident. Mathematics was widely regarded as partly value-free because the laws of nature were not dependent upon the presence of mankind. Central to the pedagogic style is the teacher's role as an authoritarian and the learner is regarded as an empty vessel. The fallibilist view was developed more recently. The fallibilist regard mathematics as an essentially human pursuit, invented by humans, and therefore prey to human fallibility. The absolutists belief system is based on incontrovertible truths. Fallibilists argue, "Why not honestly admit mathematical fallibility... rather than delude ourselves that we shall be able to mend invisibly the latest tear in the fabric of our 'ultimate' intuitions" (Lakatos, in Ernest, 1991, p.19). The absolutist view and the fallibilist views could suggest different educational practices. Although used in the context of Mathematics education, these two ideologies are useful in this study for other subjects.

Another ideology that is important for this study is social and economic efficiency. Social and economic efficiency (Morris, 1995 cited in Ramsuran, 2005) prepares

37

students for future employment and satisfying the needs of society. A variation of this is reconstructivism\ social reconstructivism which stresses that schools should develop students' ability to improve and change society. The value system is derived from immense dissatisfaction with the *status quo* and seeks to challenge it through participation in a democratic process (Christie 1990; Marsh and Stafford 1998, Morris, 1995, Skilbeck, 1982 cited in Ramsuran, 2005). Classical humanism is the transmission of knowledge and cultural values from generation to generation. To a large extent this is cognitive academic rationalist(Morris;1995, cited in Ramsuran, 2005). Progressivism (Cope and Kalantziz, 1993 and Skilbeck, 1982, cited in Ramsuran, 2005) is to help each student to develop his\her individual self and attain personal fulfillment.

Progressivism is a political ideal for what is considered good for the progress of society. The NCS Grades 10-12 (General) is based on child-centred pedagogy and this is an example of progressive pedagogy. Progressive Liberalism sees the main function of education is to reproduce those forms of social life in which free and equal individuals can determine their own version of a good life and collectively participate in formulating the common good of the society (Ramsuran, 2005) The new curriculum lays a foundation for lifelong learning and different career paths. The NCS Grades 10-12 is also based on social transformation and progression.

3.4 Bernsteins notion of recontextualization.

Bernstein states that the pedagogic discourse is a recontextualizing principle and that the recontextualizing principle not only selects the ' what' but the 'how' of the theory of instruction. It recontextualizes the *'what'* of pedagogic discourse, what discourse is to become subject and content of pedagogic practice. The *'how'* is the theory of instruction. He further outlines that the recontextualizing principle creates the recontextualizing fields and it creates agents with recontextualizing functions. The recontextualizing functions is the means for a specific discourse being created. From the recontextualizing principle we move to the recontextualizing field with agents with practising ideologies.(Bernstein , 1995).

One such discourse is globalisation. Education policies for a 'new' South Africa show remarkable conformity with international trends. Some approaches to globalisation support the idea of the end of the nation state (Ohmae, 1995), the complexity and heterogeneity of the process reveals that we need to study how globalisation is 'recontextualized 'in different territories and at different scales (Robertson, Bonal, and Dale, 2001). The State is transformed by the globalisation process. This research involves how the policy shifts from the arena of the state (where the policy is developed) to trainers (where the policy is interpreted and advocated for implementation by classroom teachers). In particaular the study focuses on how various discourses and ideologies get recontextualized as the policy moves from the stage of formulation to the stage of implementation.

According to Bernstein (1995) the pedagogic recontextualizing field can be divided into two sub fields: the official pedagogical recontextualising field (OPRF) and the unofficial pedagogical recontextualising field (UPRF). The OPRF thus includes official curriculum documentation supplied by government or education departments, while the UPRF includes recontextualization in, for example, the academic research , teacher support documents, teacher education programmes (Morgan et al. cited in Graven, 2002). In my research it is the OPRF that is the focus and not the UPRF. The official curriculum document in the FET is the NCS policy documents. The research examines who is involved in the formation of the official documents. The research also examines if the state is the only stakeholder involved in the formation of the policy documents, what dominant ideologies are propogated by the state and how these become recontextualized as one moves to trainers.

Bernstein (1995) uses the recontextualzing field to discuss autonomy of education. There are two types of recontextualizing fields: official recontextualizing field (ORF) and pedagogic recontextualizing field (PRF). The ORF is created by the state. The PRF consists of pedagogies that are the agents. Bernstein (1995) states that the PRF can have an effect on pedagogic discourse independently of the ORF. In which case there is some autonomy but if there is only ORF then there is no autonomy. When the state is weakening the PRF through the ORF, it results in an attempt to reduce autonomy over the construction of pedagogic discourse. Generic modes are constructed and distributed

39

outside the PRF. The ORF (state agencies) dominate the PRF and the process of distribution and circulation of educational theories and discourses are mostly controlled by the state. Where certain groups and intellectuals of the PRF are incorporated into the ORF it reduces autonomy of the PRF(Bernstein, 1995). The research examines if agents operate across the two fields. The 'trainers' even if they are employed by the provincial departments/ state are located within the PRF. This research involves trainers at the national level and trainers at the provincial level. This research also include information on leadership.

3.5. Typologies of leadership

Leadership styles fall under a range of control. It ranges from an autocratic and authoritarian style to a democratic and participative style. Autocratic leadership is leader-centred and can be dictatorial (DoE, 2002, p. 25). In this type of leadership the decisions are taken by the leader. The democratic leaders often involve others when working with policies and in the making of decisions. The idea is to guide the others rather that to dictate to them what needs to be done. The characeristics of the autocratic leader are outlined by the DoE (2002, p.27) : the leader prefers to have tight control over others, often relies on rules and procedures and assumes that their status should be respected. The DoE(2002, p. 27) also identifies the following characteristics of participative leadership: prefer to guide others, rather than tell them what to do, prefer shared planning and responsibility and rely on performance rather than status to win respect. In this research I will examine how the process is managed and the type of leadership style that is used.

The way of analysing leadership is associated with the work of Tannenbaum and Schmidt (1973). They considered management style as decision-making, on a spectrum from authoritarian to democratic. At the one end of the spectrum, the manager\leader tells people what to do and at the other end the power to make decisions is handed over to the subordinates. Tannenbaum and Schmidt (1993) recognise that to delegate decision -making to inexperienced colleagues may be inappropriate and that the range of styles used by leaders will vary according to the specific situation.

The 'new' approach to education management, set out in the report of the Task Team (Department of Education, 1996, p.27) highlights transformation of conventional leadership roles:

> The approach being proposed by the Task Team is not new in itself. However, it is new to South Africa and we believe that it is appropriate to the challenges of educational transformation...While we are fully aware of the urgency for action now, we are not suggesting a quick-fix recipe for change. A tension exists between the need to offer practical help to those facing immediate pressures for short-term change, and the goal of promoting an approach which is likely to achieve transformation in the long term.

Change is closely linked with leadership. Without effective leadership the cost of change is high. Leadership is linked to the responsibility for communication and advocacy. Under advocacy and communication the policy buy-in and understanding is important.

3.6 The framework that informs this study

The analytical framework for this study draws on the constructs of critical policy analysis, ideology, recontexualization and typologies of leadership. These constructs are operationalised into the following questions that underpin the way in which the data is anlaysed: What are the dominant ideologies in policy documents and as articulated by policy makers? How are these ideologies articulated? How is language used in particular ways to convey particular messages? How are these ideologies inscribed in what is practised by the policy makers? Do ideologies shift in meaning as they move to trainers? What are the beliefs about what schools should teach, for what ends, and for what reasons? How are ideologies produced and reproduced? How do ideologies influence what is being said and how it is being said? How do ideologies structure perceptions, legitimate and promote patterns of action, worldviews and values? How does the recontextualization principle allow trainers to select certain kinds of ideologies for practice? Who are the agents in the recontextualization field? What are their functions? What typology of leadership is used in the policy process?

3.7 Conclusion

In this chapter the theoretical framework was discussed. The framework drew on the constructs of critical policy analysis, ideology, recontextualization and typologies of leadership. These constructs were examined for the usefulness to the study as well as the perceived gaps. What is significant is that the chosen framework uses a pluralistic approach where significant operational concepts from the various contructs are used for the analysis of data. In the next chapter I will discuss the methodology and the research design.

CHAPTER 4

Methodology and Research Design

4.1 Introduction

This chapter serves to document my role as researcher and outlines the detailed research methodology that was used to answer the critical research questions of this study. This study entailed probing who has been involved in the policy writing process and which organizations they represent, policy writer's perceptions of the policy-making and policy writing processes, and the knowledge that policy writers deem valuable to be included in the curriculum policy documents. I also conducted an in-depth analysis of key policy documents to trace the dominant ideologies. The two key sources of data were policy writers, trainers and policy documents. I have interacted with a member of the IRA ministerial committee, policy designers, policy writers and policy trainers. The study also involves analysis of policy documents in English, Mathematics, Life Sciences and Physical Science. This chapter consists of three sections: section one of this chapter documents the research design, section two discusses the data collection techniques employed and reflected upon, and in section three how the data was analysed.

Recall that this study set out to answer the following research questions:

1.What are the policy intentions\ influences \ dominant ideologies in the Further Education and Training policy documents?

2. How do national trainers understand the intentions of the policy?

3. What is the relationship between policy intentions and national trainers' or provincial trainers ' understanding of the policy intentions ?

In Section One of this chapter, *Setting up the research design,* I provide a narrative account of how the research design of this study unfolded.

In Section Two, *Data collection plan,* I focus on how the research choices I made attempted to answer the critical research questions of the study. I present a description of the sources of data, the sample, the design and kinds of instruments that were used to access the data. I provide details of the strategy employed to answer the critical question

43

as well as the methods employed to enhance the validity of my data.

In Section Three, *Analysing the data,* I present decisions made about how the textual as well as statistical data was analysed and presented.

4.2 Section One: Setting up the Research Design

This research involved two processes: the first process involved analysing the NCS policy documents Grades10-12 (schools) in the following subjects: English, Life Sciences, Physical Science and Mathematics; the second part involved working with research samples that were drawn from people involved in the following subjects : English, Life Sciences, Mathematics and Physical Science. The following questions underpinned the policy analysis process: (i) What are the dominant ideologies\ what is valued in the document? (ii) What image of the teacher is projected? (iii) What image of the learner is projected? (iv) What is said about schools and the context in which teaching takes place? (iv) What are the principles of the NCS documents and what kinds of ideology is fore-grounded ?

The research sample was drawn from people who were involved in the Futher Education and Training for the NCS documents grades 10-12 (school) in the following subjects: Life Sciences, Mathematics, Physical Science and English. The sample included policy designers, NCTT members and PCTT members. This research involved working with 7 PCTT members, 3 NCTT members (as one member was involved in two subjects) and 2 policy designers (because one member was involved in two subjects and one member was unavailable). I also interviewed one member of the IRA ministerial committee. I used qualitative research and the aim of qualitative research is to inform our understanding of educational practices and it is not a " verification of a predetermined idea, but discovery that leads to new insights of a phenomenon" (Sherman and Webb, 1988, p.5.cited in Cresswell 1998).

44

4.3 Section Two: Data Collection Plan
4.3.1 Sampling

A total of eight participants completed the questionnaire and eleven participants were interviewed. The policy trainers were interviewed and filled in the questionnaire at province level for the following subjects:

- English
- Mathamatics
- Life Sciences
- Physical Sciences

Two other people filled in the questionnaire at provincal level. Policy writers from national level have been interviewed for the following subjects :

- English
- Maths
- Life Sciences   }Same person for both subjects
- Physical Sciences   }

Policy designers were interviewed in the following subjects :

- English
- Mathematics   }Same person for both subjects
- Physical Science }

One member of the IRA ministerial committee was interviewed

4.3.2 Who are the provincal trainers?

	Experience of training in	Gender	Exp of teaching	Qualification	Interest group	Present organisation
T1	0 years	female	Over 20 years	B.A.,H.E.D.,B.Ed Hons.	Educators	School
T2	0-5years	male	Under 10 years	B.A.Hons N.E.D.	Deparment of education	Subject advisor
T3	0-5 years	male	Over 20 years	B.Sc. ,B.ED.	Department of Education	Subject advisor
T4	6-10 years	female	Under 10 years	B.Sc., B.Sc. Hons.,H.E.D.M.ED.	Department of Education	Subject Advisor.
T5	16-20 years	male	11-15 years	B.PAED.	Department of Education	Subject Advisor.
T6	O years	female	Under 10 years	H.D.E.	Educators	School
T7	0-5 years	male	Over 20 years	B.Ed.	Union	School

4.3.3 Instruments used

The following research methods, namely, interviews, document analysis and questionnaires were used.

The Questionnaire as an Instrument.

Once the concepts were formed and the relevant samples were chosen, the next step in the research chain was the data collection instrument. In this section the questionnaire as a research instrument is explained by exploring the construction of a good questionnaire, characteristics of a good questionnaire, the advantages and disadvantages of using a questionnaire. The questionnaires (see Appendix B and Appendix C) were used as a tool to gather information from the respondents. In constructing the questionnaire I used the steps as followed by Malaka (1995, cited in Blanche and Durrheim, 2002). I first clarified the reason for the study, then I determined the information that I required from

the respondents, I also listed all the research questions I wanted to answer with the questionnaire and, lastly, I identified any additional information that I needed to address the research question.

The drafting of the questions was crucial as I hoped to get information based on the research topic. I developed the questions with the assistance of my supervisor. The preface of the questionnaire explains the purpose of the questionnaire. Two separate questionnaires were designed: one was for policy trainers at provincial level and the other questionnaire was for policy writers at national level. The questionnaire was subdivided into sections for example part A required biographic information. The questionnaire was made up of different types of questions. Some of the questions were closed questions which required respondents to select answers from given answers. I used the closed questions as it standardised the response from all the respondents. The dichotomous questions that I used required the respondents to present yes\no answers. I used the scaled questions which consisted of a rating scale where respondents indicated the degree to which they agreed or disagreed to the items. I also included open-ended questions where the repondents were able to communicate their experiences and their opinions.

In this study there were many advantages of using a questionnaire. It was time-wise. I did not have to waste a lot of time to ask for details for example biographical details that could easily be obtained from the questionnaire. I could reach policy makers and trainers via e-mail and it is a financially economical and practical way of collecting information. The respondents could complete the questionnaire at leisure and were not unduly influenced by the researcher. Standardised wording can provide greater uniformity. The questionnaire however, has inherent disadvantages in that questionnaires are not as flexible as interviews; verbal expression is easier with a personal interview than with a questionnaire. The questionnaire data was, therefore, supported by the use of a semi-structured interviews; questionnaires do not allow the researcher to correct any misunderstanding of a question which could have easily been clarified in an interview.

Interviews

I used qualitative interviews as a strategy for data collection. Patton (1990) says that qualitative interviewing utilizes open-ended questions that allow for individual variations. I relied on the tape recorder to record the interview data. Patton (1990) also states that a tape recorder is 'indispensable'. I used telephone interviews (Appendix D) as the repondents were in different parts of the country. The telephone interview allows the respondent to respond to sensitive issues over the telephone rather than in person; there is a high response rate for short interviews; it is a cost-effective method to personal interviews as the policy-makers, trainers and designers were from different parts of the province. The telephonic interview is, however, limited in that long-distance telephone calls can be expensive; the amount of information collected over the telephone is limited due to resistance to long telephone interviews; as a researcher I was not able to respond to expressions that would have been evident in a face to face interview. I personally found that the telephonic interviews were an advantage because the respondents in my research were extremely busy and were sometimes unavailable even after an appointment was made with them.

The selection of the respondents in the research was done according to the subjects that I had randomly selected. Participation of all participants was voluntary. The participants were asked to participate in a 30 to 45 minute interview. All information was kept strictly confidential. I personally conducted all the interviews. No names were used in data reporting. After the data was transcribed, the tapes were destroyed.

Validity and Reliability

Validity is concerned with the accuracy or truthfulness of measures. There are many types of validity. Blanche and Durrheim (2002, pp.83-87) explain the different types of validity. Measurement validity is the degree to which a measure does what it is intended to do. Criterion- related validity is the degree to which a measure is related to some other standard or criteron that is known to indicate the construct accurately and this form of validity is established by comparing the measure with another measure of the same construct. There are two types of criterion-related validity: predictive validity and

48

concurrent validity. Predictive validity is established by determining whether the measure predicts future events that are related to the construct. Concurrent validity is the degree to which a new measure is related to pre-existing measures of the construct. Reliability is concerned with the consistency of measurements.

In order to ensure reliability of the data, I made the data collection process as consistent as possible. I used a tape recorder so that I would not have to rely on human memory. I tried to have the interviews in the morning as I hoped that the factor of exhaustion would not be an issue. I was lucky that my supervisor did not exert pressure on me to the extent that it would influence the data collection. I ensured that I had read the necessary information that would inform me before the data collection. I used the same interview questions or the same questionnaire for the same group of people. For example, for provincial trainers so as to ensure the consistency of measurements. I worked closely with my supervisor when drawing up the instruments in an attempt to ensure the reliability of the instrument. In order to ensure content validity we listed the items that the study needs to cover before we developed the questions. I also tried to ensure validity during the various stages of the research: design stage, data collection, data analysis and data reporting (Cohen and Manion, 1989, pp.115-117).

4.3.4 Ethical Concerns

I applied for ethical clearance from the University of KwaZulu–Natal. On the 25 October 2005 the ethical clearance was approved (Appendix E). Consent was obtained from the participants and they were informed about the reasons for the study. I informed the participants about the purpose, objectives and the ethics of the study. Permission was obtained prior to the interviews and appointments had to be made to conduct the interviews. The participants were made aware that the participation was voluntary and they could voluntarily withdraw from the research. In order to to administer the questionnaire a cover letter was sent with the questionnaire(Appendix A). The participants were also made aware that the information gathered would be used for research purposes only. The participants were informed that no names would be recorded as confidentiality and anonymity are central to the ethical aspect of research.

4.3.5 Limits of the study

A research study is subject to possible limitations and problems, which could have a negative effect on validity and reliability of the data collection. The following factors could be seen as a limitation of the study:

i) due to the following reasons it was difficult to conduct interviews or for respondents to complete the questionnaire: NCS grade 10-12 orientation for educators was delayed and many of the department officials were busy with the process of organising the orientation; trainers for the orientation of educators had to make themselves available at different venues and this meant that they were moving around the country at different times; one of the policy writers had to leave the country for a long period and it was difficult to communicate with her; policy designers and policy writers were very busy as some of the policies were still being finalised, for example the assessment policy; there was a lack of human resources for the orientation and a buffer team had to be trained by national trainers and this meant that the trainers were very busy.

ii) The study was time consuming as it was difficult to contact the people involved in my study.

iii) The response with regard to the questionnaire was poor and I had to do a follow up and re-send some of the questionnaires. Although attempts had been made to retrieve the questionnaire some people involved in the study did not respond as they were very busy.

iv) Policy documents (NCS Grade 10-12) were also not easily available in the rural areas.

4.4 Section Three: Analysis

Policy documents and interview transcripts were analysed at the first level for the influence of ideology according to the desriptors outlined in section 4.4.1. Thereafter ideological influences were interfaced (from policy and interview sources) in a second level of analysis to draw out themes and patterns that are captured in Chapter 5. The policy process was analysed based on constructs from the literature on critical policy analysis and processes of management. A third level of analysis draws out three discourses that are evident in the data and is presented in Chapter 7.

4.4.1 Descriptors for Analysis of ideology
(River, 1997, pp. 13-14)

Classical Humanism And Academic rationalist	Classical Humanism: transmission of knowledge and cultural values from generation to generation. To a large extent this is cognitive Academic rationalist (Morris, 1995) concerned with the intellectual development and acquisition of information and concepts associated with the established academic disciplines eg the content of maths (in maths you have to study fractions), science etc Teacher centredness, rote learning and focus on examinations-due to influence of deep rooted tradition of English grammar schools Classical humanist ideology has roots in pre-industrial society and sees its main purpose of education as preparing an intellectual elite for the task of preserving their society's cultural heritage. The curriculum appropriate to this elite is an academic curriculum.
Progressivism	or 'child centred ideology' (Morris, 1995) is to help each student develop his/her individual self and attain personal fulfillment. It stresses exploration, investigation and choice. Progressive Liberalism- progressivism is a political ideal for what is considered good for the progress of society. Child- centred pedagogy is an example of progressive pedagogy. Progressive Liberalism sees the main function of education is to reproduce those forms of social life in which free and equal individuals can determine their own version of a good life and collectively participate in formulating the common good of the society

Reconstructivism/ Social reconstructivism	Reconstructive ideology stresses that schools should develop students' ability to improve and change society. Treasured values are equality, tolerance and acceptance of diversity. This value system is derived from immense dissatisfaction with the status quo and seeks to challenge it through participation in democratic processes.
fallibilistic / absolutist ideology	fallibilistic ideology – the absolutist sees the subject matter as unquestionable, objective knowledge, whilst the fallibilist views the subject matter as uncertain and unchanging and contested eg in the life sciences statements.
Collectivism/ individualism	Collectivism/Individualism- individualism fosters independence, individual achievement, individual thinking and personal choice whilst collectivism fosters interdependence, group work / group success etc.
Egalitarian	Egalitarian ideology is premised on the principle of equal rights and increased interest in providing educational opportunities for disadvantaged groups.
Utilitarian/ economic efficiency	Utilitarian knowledge is intended to prepare students for future employment and satisfying the needs of society.
Combating intellectual fragmentation	Focus is on integration across subjects, within subject themes and with everyday life
Feminist Ideology	Non sexism
Developmentalism	Fit curriculum to child's interests and needs. Inquiry- oriented teaching.
Critical Theory	Teaching should entail critical reflection. A just society maximises the advantage for the least advantaged.
Multiculturalism	Students should learn to participate in various cultures. Approach concept or theme from various perspectives. Students need to feel good about their ethnic identities. All people participate in various cultures and subcultures.
Cognitive Pluralism	Teach and allow students to express themselves through a variety of forms and representation. Allow students to develop numerous intelligences.

4.4.2 Analysis of document

Another source of information that proved to be invaluable to the qualitative research was the analysis of documents. By critically analysing the NCS documents I was able to identify the dominant ideologies. I was also able to identify the common ideologies within one policy document. The policy document analysis also provided insight into how the different documents were divided into chapters. Chapter 1 and chapter 4 are common in the NCS Grades 10-12 (General) documents for the different subjects. I identified the sections for Life Sciences, Mathematics, Physical Sciences and English.

Table 4.4.3 Ideologies in the NCS documents (Life Sciences, Mathematics, Physical Sciences and English).

	Life Sciences	Mathematics	Physical Science	English
Chapter 1:Introducing the national Curriculum Statement	* Principles of NCS Grades 10- 12 (General) * The kind of learner that is envisaged * The kind of teacher that is envisaged * Structure and design features * Learning programme guidelines			
	Life Sciences	**Mathematics**	**Physical Science**	**English**
Chapter 2	• Definition • Purpose • Scope • Educational and career links Learning outcomes Learning Outcome 1: Scientific Inquiry and Problem-solving skills Learning Outcome 2: Construction and Application of Life Sciences Knowledge Learning Outcome3: LifeSciences, Technology, Environment and	• Definition • Purpose • Scope • Educational and Career links Learning outcomes LearningOutcome 1: Number and Number Relationships Learning outcome 2: Functions and Algebra Learning Outcome 3: Space, Shape and Measurement Learning Outcome 4: Data Handling and	• Definition • Purpose • Scope • Educational and Career links Learning outcomes Learning Outcome 1: Practical Scientific Inquiry and Problem Solving Skills Learning outcome 2: Constructing and Applying Scientific Knowledge Learning Outcome 3: The nature of science	• Definition • Purpose • Scope • Educational and Career links Learning outcomes Learning Outcome1: Listening and speaking Learning outcome 2: reading and viewing Learning Outcome 3: writing and presenting Learning Outcome 4: language

	Life Sciences	Mathematics	Physical Science	English
	Society	Probability	and its relationships to technology, society and the environment Relationship to critical and development outcomes Weightings of the Learning Outcomes	
hapter 3 **earning outcomes, sessment standards, ntent and context**	**Life Sciences** • Introduction Learning Outcome 1: Scientific Inquiry and Problem -solving skills Learning Outcome 2: Construction and Application of Life Sciences Knowledge Learning Outcome3 : Life Sciences, Technology, Environment and Society Assessment Standards Learning Outcome 1: Scientific Inquiry and Problem -solving skills Learning Outcome 2: Construction and Application of Life Sciences Knowledge Learning Outcome 3: Life Sciences,	**Mathematics** • Assessment Standards Learning Outcome1: Number and Number Relationships Learning outcome 2 : Functions and Algebra Learning Outcome 3: Space,Shape and Measurement Learning Outcome 4: Data Handling and Probability •Content and Context for the attainment of Assessment Standards	**Physical Science** • Assessment Standards Learning Outcome1: Practical Scientific Inquiry and Problem Solving Skills Learning outcome 2 : Constructing and Applying Scientic Knowledge Learning Outcome 3: The nature of science and its relationships to technology, society and the environment •Content and Context for the attainment of Assessment Standards	**English** • Assessment Standards Learning Outcome1: Listening and speaking Learning outcome 2 : Reading and viewing Learning Outcome3 : writing and presenting Learning Outcome 4: Language •Content and Context for the attainment of Assessment Standards

	Life Sciences	Mathematics	Physical Science	English
	Technology, Environment and Society Content and Contexts for the Attainment of Assessment Standards			
hapter 4 ssessment ;eneric section)	• Introduction • Why Assess? • Types of Assessment • What should assessment be and do? • How toAssess • Methods of Assessment • Methods of Collecting Assessment Evidence • Recording and Reporting • Subject Competence Descriptions • Promotion • What Report Cards should look like • Assessment of learners who experience barriers to learning • Competence Descriptions for Life Sciences • Glossary			

4.5   Conclusion

This chapter gives an account of the research design that was used in the study. The data collection methods: interviews, questionnaires and document analysis are described. This chapter also includes how the different policy documents were divided into chapters and which chapters were common in the policy documents.

In the next chapter the data obtained is analysed. The dominant ideologies in the policy documents are analysed. This chapter includes the dominant ideologies expressed by trainers, policy writers, the member of the IRA ministerial committee and policy designers.

CHAPTER 5

Ideological Influences in the National Curriculum Statements

..From the Minister's speeches and the amendments to the curriculum structure there has been a move away from the notion of specialisation \vocational qualification to a more general qualification -an ideological shift. White Papers of 1995 and 1998 have a strong focus on producing economically active citizens- now what is being promoted is a more traditional role for general education which has to provide people with a general orientation, general skills. Specialisation would take place post- school , I mean post grade 12 rather than post grade 9. Original idea was that grade 9 would be the exit point from schooling...(Member of MPC)

5.1 Introduction

This chapter deals with the analysis and interpretation of data, which was collected by means of questionnaires and interviews. This analysis gives an indication of how trainers understand the intentions of the policy. This chapter also includes the dominant ideologies in the Further Education and Training policy documents for the following subjects: English, Mathematics, Life Sciences and Physical Sciences. Due to the fact that the data has been triangulated my presentation will overlap from the analysis of the policy documents (subject statements) to the analysis of the data collected from the interviews and the questionnaires. .

5.2. Expressions of Dominant Ideologies: Policy Documents
5.2.1. Introduction

In this section I will present the analysis of the four policy documents: Life Sciences, Mathematics, Physical Science and English. These are presented in Tables 5 5.2.2, 5.2.3 , 5.2.4 and 5.2.5 respectively. I then draw out major themes that emerge from the ideological analysis of the four documents. Tables 5.2.1 depicts the generic section of all

policy statements titled *Introduction.* Table 5.2.6 also depicts a generic section in all policy documents on Assessment.

5.2.2. Tables expressing ideologies

Table 5.2.1 Introduction(Chapter 1)

Dominant Ideology	Articulation in Policy Documents	Analysis
Social Reconstructivism	The Preamble states that the aim of the Constitution are to :lay the foundation for a democratic and open society in which government is based on the will of the people and every citizen is equally protected by law; (p.1)	Treasured values are a democratic and open society and protection of citizens by law
	The Preamble states that the aim of the Constitution are to :build a united and democratic South Africa able to take its rightful place as a sovereign state in the family of nations. (p.1)	Social reconstructivism is linked to democracy
	The National Curriculum Statement Grades 10-12 (General) is based on the following principles: social transformation ;(p.1)	Values social transformation
	The National Curriculum Statement Grades 10-12 (General) is based on the following principles: human rights, inclusivity, environment and social justice; (p.1)	Treasured values are human rights, inclusivity,environment and social justice
	The Constitution of the Republic of South Africa forms the basis for social transformation in our post- apartheid society. (p.2)	
	If social transformation is to be achieved, all South Africans have to be educationally affirmed through the recognition of their potential and the removal of artificial barriers to the attainment of qualifications. (p.2)	Values social transformation No barriers to the attainment of qualifications
	The Developmental Outcomes requires learners to be able to : participate as responsible citizens in the life of local, national and global communities ; (p.2)	
	The National Curriculum Statement Grades 10-12 (General) seeks to promote human rights, inclusivity, environmental and social justice. (p.4)	Emphasis on development of citizenry in local and global communities
	In particular, the National Curriculum Statement Grades 10-12 (General) is sensitive to issues of diversity such as poverty, inequality, race, gender, language, age, disability	Values human rights, inclusivity,

Dominant Ideology	Articulation in Policy Documents	Analysis
	and other factors. (p.4) Now people recognise the wide diversity of knowledge systems through which people make sense of and attach meaning to the world in which they live. (p.4) The kind of learner that is envisaged is one who will be imbued with the values and act in the interests of a society based on respect for democracy, equality, human dignity and social justice as promoted in the Constitution. (p.5) All teachers and other educators are key contributors to the transformation of education in South Africa. (p.5)	environmental and social justice Focuses on diversity Values alternate knowledge systems Treasured values are democracy, equality, human dignity and social justice Teachers are key players in transformation of education
Progressivism Progressivism	The National Curriculum Statement Grades 10-12 (General) is based on the following principles: outcomes-based education ;(p.1) The National Curriculum Statement Grades 10-12 (General) is based on the following principles: progression ; (p.1) Outcomes- Based Education (OBE) forms the foundation for the curriculum in South Africa.(p.2) OBE encourages a learner -centred and activity-based approach to education. (p.2) Each Learning Outcome is followed by an explicit statement of what level of performance is expected for the outcome. (p.3)	Values outcomes-based education-child centred ideology Values progression Values out-comes based education Child- centred and activity based learning
Classical Humanism	The National Curriculum Statement Grades 10-12 (General) is based on the following principles:valuing indigenous knowledge systems;(p.1)	Valuing of alternate ways of knowing
Egalitarian and Social	Social transformation in education is aimed at ensuring that	Equal rights and opportunities for

Dominant Ideology	Articulation in Policy Documents	Analysis
Reconstructivism	the educational imbalances of the past are redressed, and that equal educational opportunities are provided for all sections of our population. (p.2)	all
Collectivism	The Critical Outcomes requires learners to be able to: work effectively with others as members of a team, group, organisation and community; (p.2)	Focuses on group work
Cognitive Pluralism	The Critical Outcomes requires learners to be able to: organise and manage themselves and their activities responsibly and effectively; (p.2)	Allow learners to manage and express themselves Clear focus on useful skills that are link to self sufficiency
Critical Theory	The Critical Outcomes requires learners to be able to: collect , analyse, organise and critically evaluate information ; (p.2)	At the level of cognition, a range of skills are to be developed including collecting, analysing, organising and evaluating
Combating intellectual fragmentation Combating intellectual fragmentation	The National Curriculum Statement Grades 10-12 (General) is based on the following principles: integration and applied competence;(p.1) The Critical Outcomes requires learners to be able to: use science and technology effectively and critically showing responsibility towards the environment and the health of others; (p.2) The Critical Outcomes requires learners to be able to: demonstrate an understanding of the world as a set of related systems by recognising that problem solving contexts do not exist in isolation. (p.2) Integration is achieved within and across subjects and fields of learning. (p.3) The integration of knowledge and skills across subjects and terrains of practice is crucial for achieving applied competence as defined in the National Qualifications Framework. (p.3)	Values integration Focus on holistic development and understanding that technology use is ethically grounded for use locally Real life\problem solving requires a variety of intellectual skills which cannot be developed in isolation Values integration
Multiculturalism	The Developmental Outcomes requires learners to be able to : be culturally and aesthetically sensitive across a range of social contexts; (p.2)	
Utilitarian economic efficiency	The Developmental Outcomes requires learners to be able to : explore education and career opportunities; (p.2) The Developmental Outcomes requires learners to be able to : develop entrepreneurial opportunities. (p.2)	Vocational influence- for future employment and economic development

Dominant Ideology	Articulation in Policy Documents	Analysis
Developmentalism	The intellectual, social, emotional, spiritual and physical needs of learners will be addressed through the design and development of appropriate Learning Programmes and through the use of appropriate assessment instruments. (p.4)	Fit curriculum to child's needs
Classical Humanism	It acknowledges the rich history and heritage of this country as important contributors to nurturing the values contained in the Constitution. (p.4)	Transmission of knowledge and cultural values
Absolutist ideology	Subjects were viewed by some as static and unchanging, with rigid boundaries. (p.6)	Subject matter is unchanging
Fallibilistic ideology	Subjects are viewed as dynamic, always responding to new and diverse knowledge, including knowledge that traditionally has been excluded from the formal curriculum.(p.6) Learning Outcomes are defined in broad terms and are flexible, making allowances for the inclusion of local inputs. (p.6)	Knowledge is not fixed and can change upon new evidence Learning outcomes allow for local inputs
Egalitarian Egalitarian	The Preamble states that the aim of the Constitution are to : heal the division of the past and establish a society based on democratic values, social justice and fundamental human rights; (p.1) The Constitution further states that 'everyone has the right... to further education which the State, through reasonable measures, must make progressively available and accessible'.(p.1) Social justice requires the empowerment of those sections of the population previously disempowered by the lack of knowledge and skills. (p.3)	Democratic and equal rights for all Equal rights for everyone to further education for economic prosperity Increased interest in providing educational opportunities for disadvantaged groups

Table 5.2.2 Life Sciences

Dominant Ideolgy	Articulation in Policy Documents	Analysis
	They will be able to apply scientific knowledge in their personal lives and as responsible citizens in ways that will contribute to a healthy lifestyle and the	Clear focus on the holistic development of the learner.

60

Dominant Ideology	Articulation in Policy Documents	Analysis
	sustainable management of resources. (p. 9) The learner is able to access, interpret, construct and use Life Sciences concepts to explain phenomena relevant to Life Sciences. (p.14)	Application of knowledge to everyday life. Concerned with intellectual development and use of Life Science concepts.
Utilitarian economic efficiency	All these have implications for the socio- economic and technological advancement of society. (p. 9) This understanding and the appropriate attitudes and values that are developed contribute to learners becoming informed and responsible citizens in their community and in South African society. (p. 10) The subject Life Sciences prepares learners for additional education and training, vocational careers, and the world of work and self-employment. (p.11)	Social reconstructivism is linked closely to economic development. Social development of learners Vocational influence- emphasis on development of citizenry
Classical Humanism	A study of concepts and processes in the Life Sciences uses contributions from the past to inform the present , and therefore promotes construction of new knowledge.	Promotes new knowledge.
Developmentalism Developmentalism	Life Sciences will be accessible to learners with special learning needs, ensuring that learners with diverse abilities, interest and learning styles are given equal opportunities to achieve success. The subject Life Sciences develop the following competences: scientific inquiry and problem -solving skills; ...(p.9)	Inclusivity and equal opportunity for learners. Focus on inquiry based learning and problem solving skills
Combating intellectual fragmentation	understanding the interrelationship of Life Sciences, technology, the environment and society, and of	Focus on interrelationships and

Dominant Ideolgy	Articulation in Policy Documents	Analysis
	different attitudes and values. (p.10)	values and attitudes.
	Knowledge in the Life Sciences is constructed and	
	applied within the following knowledge areas:	
	...Structures and control of processes in basic life	Integration with
	systems; (p.10)	everyday life.
	Learners develop an understanding of the	
	relationships between Life Sciences , technology, the	
	environment and society. (p.10	Focus on holistic
	It is important , therefore, for learners to understand:	development of learners
	... how science relates to their everyday lives, to the	
	environment and to a sustainable future;...(p.11)	Knowledge shifts from a
	The subject Life Sciences has three Learning	level of abstraction to
	Outcomes that are based on the three main	application in everyday
	competences outlined in the 'Scope" section above...:	contexts
	understanding the interrelationship of Life Sciences,	
	technology, the environment and society and of	The integration across
	different attitudes and values. (p.11)	subjects.
	In this Learning Outcome, the teaching and learning	
	of Life Sciences focuses on exploring and	
	investigating environmental, biological and	
	technological systems in everyday life, using inquiry,	
	problem- solving and critical thinking skills. (p.12)	Integration with
	Through sharing experiences and reaching a common	everyday life.
	understanding learners make sense of how Life	
	Sciences knowledge applies to everyday life. (p.12)	
	The learner is able to demonstrate an understanding	
	of the nature of science, the influence of ethics and	
	biases in the Life Sciences, and the interrelationship	
	of science, technology, indigenous knowledge, the	Integration of Life
	environment and society.(p.12)	Sciences and everyday
	However, care should be taken to ensure that, among	life
	others, the principles of progression and integration	
	are adhered to. (p. 32)	
	It should be possible to link the core knowledge areas	
	to all known knowledge in the Life Sciences. (p. 33)	Values the influence of
	Knowledge and concepts have been selected that have	ethics and biases as well
	vast practical significance and relevance (e.g. natural	as indigenous
	products with possible indigenous knowledge systems	knowledge.

Dominant Ideolgy	Articulation in Policy Documents	Analysis
	links to industry, nutrition, health and other sciences), and that build a foundation for future science careers and further learning. (p.33)	Values intergration
		Values integration of core knowledge areas with knowledge in Life Sciences.
		Vocational influence-emphasis on further learning
Critical Theory	The skills that learners develop and use in the Life Sciences allow them to solve problems, think critically, make decisions, find answers and satisfy their curiosity. (p.10)	Skills advocated that will promote critical thinking, solving problems and decision making
Social Reconstructivism	Knowledge in the Life Sciences is constructed and applied within the following knowledge areas: .....diversity, change and continuity. It is important , therefore, for learners to understand: ...that other science understandings, such as African indigenous knowledge systems should also be considered; (p.10)	Focuses on diversity , change and continuity. Values alternate ways of knowing
Fallibilistic ideology	It is important , therefore, for learners to understand: ... that scientific knowledge is in principle tentative and subject to change as new evidence becomes available;(p.10)	Scientific knowledge is not a fixed body of knowledge
Progressivism	The subject informs the choices learners make when pursuing Higher Education and different career pathways in various specialisations. (p.11)	Vocational influence and different career pathways.
Developmentalism	The subject Life Sciences has three Learning Outcomes that are based on the three main	Skills advocated that will promote critical

Dominant Ideolgy	Articulation in Policy Documents	Analysis
	competences outlined in the 'Scope" section above... : scientific inquiry and problem -solving skills;(p.11) The learner is able to confidently explore and investigate phenomena relevant to Life Sciences by using inquiry, problem solving, critical thinking and other skills. (p.14)	thinking and problem solving Focus on inquiry based learning and other skills development.
Multiculturalism	People from different cultures have contributed to scientific innovations by making their indigenous scientific knowledge available to scientists from the Western framework of science. This indigenous knowledge needs to be rediscovered for its value in the present day.(p.12) This Learning Outcome raises learners' awareness of the existences of different viewpoints of in a multicultural society, and encourages open-mindedness towards all viewpoints. (p.13) Focus of Assessment Standard 1: The learner explores and evaluates the scientific ideas of past and present cultures. (p.15)	Valuing indigenous knowledge and different cultures. Awareness of different viewpoints. Understanding of past and present cultures.
Fallibilistic ideology Fallibilistic ideology	Scientific knowledge is, in principle, tentative and subject to change as new evidence become available. (p. 13) The study of historical perspectives on the acceptance of scientific explanations highlights how knowledge is contested and accepted depending on social , religious and political factors. (p.13) These viewpoints are based on scientific knowledge, beliefs, ethics, attitudes, values and biases, and may change over time due to new information. (p.13)	Scientific knowledge is not a fixed body of knowledge Knowledge is contested due to social, religious and political factors. Scientific knowledge is not a fixed body of knowledge and may change over time.

Table 5.2.3 Mathematics

Dominant Ideology	Articulation in Policy Documents	Analysis
Combating intellectual fragmentation	Mathematical problem solving enables us to	Knowledge from a level

Dominant Ideology	Articulation in Policy Documents	Analysis
	understand the world and make use of that understanding in our daily lives. (p.9)	of abstraction is applied in everyday contexts
	An important purpose of Mathematics in the Further Education and Training band is the establishment of proper connections between Mathematics as a discipline and the application of Mathematics in real-world context.(p.10)	Integration of Mathematics and Mathematics in real world context
	Mathematics can be used in a wide variety of physical, social and management sciences. (p.10)	
	Such mathematical skills and process abilities will, where possible, be embedded in contexts that relate to HIV\AIDS, human rights, indigenous knowledge systems, and political, economic, enviromental and inclusivity issues. (p.11)	Integration across disciplines
	Mathematics also has an important role in the economic, management and social sciences. (p.11)	Focus on skill development -integration with subject themes
	The emphasis on contexts and integration within Mathematics and across the curriculum is maintained, while mathematical modelling becomes more prominent. (p.11)	Focuses on integration
	The financial aspect of dealing with daily life are informed by mathematical considerations. (p.11)	
Combating intellectual fragmentation	A basic understanding of the way the probability of everyday events can be calculated and used in prediction will be developed. (p.14)	Integration within and across subjects
	Wherever possible, context that are investigated will focus on human rights issues, inclusivity, current matters involving conflicting views, and environmental and health issues. (p.14)	Integration with economic development
	This power extends beyond the natural science to the engineering, computing, actuarial, finanacial, economic, business, social and other sciences. (p.62)	Skills development linked to application in everyday contexts
		Focus on holistic development of learner Integration of social, enviromental and health issues

Dominant Ideology	Articulation in Policy Documents	Analysis
		Integration across subjects
Fallibilistic ideology	Mathematics is developed and contested over time through both languages and symbols by social interaction and is thus open to change. (p.9) In an ever-changing society, it is essential that all learners passing through the Further Education and Training Band acquire a functioning knowledge of the Mathematics that empowers them to make sense of society. (p.9)	Knowledge is not fixed and is open to contestation and interpretation. Knowledge is not fixed in an everchanging society.
Utilitarian economic efficiency	It also ensures access to an extended study of the mathematical sciences and a variety of career paths. (p.9) Mathematics is an essential element in the curriculum of any learner who intends to pursue a career in the physical, mathematical, computer, life, earth, space and environmental sciences or in technology. (p.11) Mathematics has often been used as a filter to block access to further or additional learning, not only in Mathematics itself but also in areas and careers related or even unrelated to Mathematics. (p.62) Being literate in Mathematics is an essential requirement for the development of the responsible citizen, the contributing worker and the self-managing person. (p.62)	Vocational influence-further employment. Prepare students for further employment Explicit links with careers Emphasis on development of citizenry and self-managing learners
Utilitarian economic efficiency		
Collectivism \ individualism	Individual and collective engagement with Mathematics will provide valuable opportunities for the development of a variety of values, as well as personal and interpersonal skills. (p.9) Mathematics enables learners to: ...work collaboratively in teams and groups to enhance mathematical understanding ;(p.10)	Individual as well as group work fostered Group work fostered
Critical Theory	Mathematics enables learners to: ...use mathematical process skills to identify, pose and solve problems creatively and critically (p.9) Learners will become critically aware of the	Clear focus on useful skills that are link to self-sufficiency

Dominant Ideology	Articulation in Policy Documents	Analysis
	deliberate abuse in the way data can be represented to support a particular viewpoint. (p.14)	Skills advocated that will promote critical thinking
Social Reconstructivism	An appreciation of the manner in which Mathematics has developed over time, establishes its origins in culture and the needs of society. (p.10)	Acknowledges time and cultural domains of maths
	Through the continuing inventiveness of the human mind, new aspects of Mathematics have been created and recreated through social interaction over the centuries. (p.62)	Recreation of knowledge through social interaction
Progressivism	Mathematics is also important for the personal development of any learner.(p.11)	Child-centred ideology
	it will also provide for linkage to Mathematics of a complementary nature but specific to the needs of the individual, in appropriate Further Education and Training sites of learning. (p.11)	Child-centred ideology
Egalitarian	The past political history of our country is a prime example of how the deliberate lack of provision of quality learning for all in Mathematics was used to stunt the development of the majority of our people. (p. 62)	Less opportunities for disadvantaged people
Feminist ideology Feminist ideology	Stereotype needs to be guarded against, as Mathematics is often seen to be a male preserve, leading to arrogance and domination by the boys in the class. (p.62)	Stereotyping - Mathematics male dominated
Multiculturalism	Another aspect of providing access and affirmation for learners of Mathematics is to look at examples of Mathematics in the variety of cultures and societal practices in our country. (p.62)	Value examples from other cultures and societal practices
	Mathematics is embedded in many cultural artefacts which we experience in our daily lives: the murals of the Ndebele, the rhythm in the drums of theVenda, the beadwork of the Zulu and Vedic art, to name but a few. (p.62)	Values cultural artefacts and indigenous knowledge
	Ethnomathematics provides a wealth of more recently developed materials, sensitive to the sacredness of culture, for use in the classroom. (p.62)	Use of materials sensitive to culture

Table 5.2.4 Physical Science: Chapter 2 (pp9-15)

Dominant Ideology	Articulation in Policy Documents	Analysis
Egalitarian	P9..SA has a legacy in which the poor quality and lack of education in certain sectors resulted in limited access to scientific knowledge and the de-valuing of indigenous scientific knowledge	Access, improved quality, valuing indigenous knowledge, inclusion
Developmentalism	P9 (**definition**) the subject Physical Sciences focuses on investigating physical and chemical phenomena through scientific inquiry P10......broadening access to appropriate and sufficient resources........inquiry based science teaching and learning P13 (**learning outcome 1**) scientific inquiry skills like planning, observing...................................and conclusions	Process of scientific inquiry. Foregrounding scientific method. Access is construed as access to world class science through inquiry-based learning Focus on inquiry -based learning. No mention of skills such as scientific argumentation
Utilitarian/ economic efficiency	P9 (**purpose**) the physical Sciences plays an increasingly important role in the lives of all South Africans due to its influence on scientific and technological development, which underpins our countries economic growth and the social well- being of our community. P10 developing useful skills and attitudes that will prepare learners for various situation in life, such as self-employment and entrepreneurial ventures P10 **Scope** ... prepares learners for future learning, specialist learning, employment, citizenship, holistic development, socio-economic development and environmental management	Implicit relation between social well---being and economic growth. Clear market-driven ideology for social well being. Ignores conditions of market that has oppressed certain groups of people. Clear focus on useful skills that are linked to self sufficiency and individualism for economic prosperity

Dominant Ideology	Articulation in Policy Documents	Analysis
	P12 to follow various career pathways, and take their place in society as informed, responsible citizens	Advocates holistic development- link to combating intellectual fragmentation- no apparent tensions between the different areas of development
	P13 (learning outcome 2) ......can apply it to everyday contexts	
	P15 (developmental outcome) explore education and career opportunities; and develop entrepreneurial opportunities	Vocational influence- emphasis on development of citizenry
		Knowledge shifts from a level of abstraction to application in everyday contexts
Cognitive Pluralism	P9 the subject fosters an ethical and responsible attitude towards learning, constructing and applying Physical Sciences, and accommodates reflection and debate on its findings, models and theories.	At the level of cognition, a range of skills are to be developed including reflection, debate, application
Social reconstructivism Social reconstructivism	P9 (purpose) the Physical Sciences plays an increasingly important role in the lives of all South Africans due to its influence on scientific and technological development, which underpins our countries economic growth and the social well- being of our community.	Social reconstructivism is linked closely to economic development
	P11 that other knowledge systems, such as indigenous knowledge systems should be considered	
		Valuing of alternate ways of knowing
Multiculturalism	P9 developing insight and respect for different scientific perspectives and sensitivity to cultural	Tolerance, respect, valuing of each others

Dominant Ideology	Articulation in Policy Documents	Analysis
	beliefs	perspectives
	P14 people from other cultures have developed alternative ways of thinking resulting in different knowledge systems, which are increasingly interactive with mainstream science	Alternate knowledge systems have limited status in their own right and gain legitimacy through interaction with mainstream science
Combating intellectual fragmentation/ holism	P10 enhancing understanding that the technological applications of the Physical Sciences should be used responsibly towards social, human, environmental and economic development both in South Africa and globally	Focus on holistic development and understanding that use of technology use is ethically grounded for locally and globally
	P14 (critical outcome) develop an understanding of the world as a set of related systems by recognizing that problem- solving contexts do not exist in isolation	Real life/ problem solving requires a variety of intellectual skills which cannot be developed in isolation. Shift in focus to integration with learning outcomes
	P15 the planning of learning units must integrate integration of the different learning outcomes	
Progressivism/ holism Progressivism/ holism	P10 the development of these skills allows learners to solve problems, think critically, make decisions, find answers and satisfy their curiosity. These skills are the focus of all science learning and assessment activities in the classrooms, but cannot be developed in isolation.......within the context of an expanding framework of scientific knowledge	Child centered pedagogy implicit in the articulation of the ideology, also implicit is holistic development and the fact that scientific knowledge is not a fixed body of knowledge
Collectivism	P10 ..... while working with others to achieve common goals P14 (critical outcomes) work effectively with others as members of a team, group, organization, community	Group work fostered

Dominant Ideology	Articulation in Policy Documents	Analysis
Falibilistic	P11 that scientific knowledge is in principle tentative and subject to change as new knowledge becomes available….that knowledge is contested and accepted and depends on social, religious and political factors P14 scientific knowledge is tentative and subject to change as new evidence becomes available and new problems are addressed	Scientific knowledge is not fixed and is open to contestation and interpretation from a variety of religious, political, social and cultural interpretations Scientific knowledge is not fixed and can change upon new evidence
Academic rationalism/ utilitarian/economic	P12 learners will have access to academic courses at institutions……..professional career paths…….vocational career paths	Access to different pathways
Critical theory	P13 critical thinking, scientific reasoning, ……solve problems…..variety of…….contexts P14 (learning outcome 3) critically evaluate scientific knowledge claims and the impact………quality of……..human development	Skills advocated that will promote critical thinking but action is limited in its transformative potential Scientific claims evaluated against impact and not accepted as truth – action is limited in its transformative focus
Individualism/ collectivism	P15 working effectively with others and individually	Both ideologies are fostered

Table 5.2.5 Languages English First Additional Language (Chapter 2 pp9-13)

Dominant Ideology	Articulation in Policy Documents	Analysis
Utilitarian/ economic efficiency	P9 the range of literacies needed for effective participation in society and the workplace in the global economy of the twenty-first century has expanded beyond listening, speaking, reading, writing and oral traditions to include various forms such as media, graphic, information, computer,	Implicit relation between social well-being and economic growth. Clear market driven ideology for social well-being. Ignores conditions of

Dominant Ideology	Articulation in Policy Documents	Analysis
	cultural and critical literacy	market that has oppressed certain groups of people.
	P11 section on educational and career links for language oriented careers	Clear focus on useful skills that are linked to self sufficiency,
	P13 well-developed reading and viewing skills are central to successful learning across the curriculum, as well as for full participation in society and world of work.	globalization and individualism for economic prosperity
		Advocates holistic development- link to combating intellectual fragmentation- no apparent tensions between the different areas of development
Social reconstructivism	P9 it is through language that cultural diversity and social relations are expressed and constructed	Language is the mechanism to achieve social constructivism
	P9 in view of the linguistic and cultural diversity of South Africa, its citizens must be able to communicate across language barriers and foster cultural and linguistic respect and understanding. P10 use language and imagination.............reflect on their own lives and experiences and to consider alternative worldviews	Language is the mechanism to achieve social constructivism
		Valuing of alternate views, tolerance thereof
Multiculturalism	P9 it is through language that cultural diversity and social relations are expressed and constructed	Tolerance, respect, valuing of each others

Dominant Ideology	Articulation in Policy Documents	Analysis
	P9 in view of the linguistic and cultural diversity of South Africa, its citizens must be able to communicate across language barriers and foster cultural and linguistic respect and understanding.	perspectives is constructed through language Language is the mechanism to achieve social constructivism
Combating intellectual fragmentation/ holism	P10 use language appropriately in real-life contexts, taking into account audience, purpose and context	Focus on holistic development related to audience, purpose and context and sensitivity thereof
Progressivism/ holism	P12 through effective listening and speaking strategies, learners collect and synthesise information, construct knowledge, solve problems, and express ideas and opinions	Child-centered pedagogy implicit in the articulation of the ideology, also implicit is holistic development
Collectivism	P13 through reading and viewing learners also explore and reflect on the interrelationship of their own existence with that of others	Group work and interrelationships fostered
Critical theory	P10 use language as a tool for critical and creative thinking. This ....knowledge is socially constructed.....interaction between language and thinking P10 interact critically with a wide range of texts. Learners will recognize and be able to challenge the perspectives, values and power relations embedded in texts. P10 express reasoned opinions on ethical issues and values P12 critical listening skills enable learners to recognize values and attitudes embedded in texts and to challenge biased and manipulative language.	Language used as a tool to transform power relations but must be embedded in the cognitive. Texts are implicitly techniques of power that could be challenged through language Values, ethics and power are linked and are a justifiable rationality

73

Dominant Ideology	Articulation in Policy Documents	Analysis
	P13 they develop critical awareness of how values and power relations are embedded in language and how language may influence others	Texts are value-laden with implicit power issues that need to be challenged Texts are value-laden with implicit power issues that need to be challenged
Individualism/ collectivism	P10 express and justify their own ideas, views and emotions confidently in order to become independent and analytical thinkers	Individualism is fostered for independence and analytical thinking
Inclusivity	P10 section on inclusivity	Inclusion of learners to access or produce language texts (sign language a significant aspect).

5.2.3. Emerging Themes

An overwhelming emphasis on Social Reconstructivism

Chapter 1 (represented in Table 5.2.1) lays the foundational ideologies that underpin the subject statements. The chapter overwhelmingly emphasises social reconstruction in various forms. This ideology is governed by a legislative framework: *The Constitution* and is underpinned by values such as democracy, justice, equality, human rights and so on. Teachers are considered key agents in the transformation process. The documents openly acknowledge that teachers are the key agents that will deliver the curriculum in schools and are therefore central to the change and transformation process. What the policy document does not do is attempt to define and problematise key concepts like democracy, social justice, equality and so on. It is assumed that these concepts are well understood by the various readers of the policy documents and that their understanding bears some semblance of consensus of meaning.

Closely linked to the social reconstructive ideology is egalitarianism and

multiculturalism emphasing equality and tolerance. Once again there is an assumption that these values are unproblematic. The Life Sciences statement (Table 5.2.2) see reconstruction acheived through diversity, change and continuity and valuing ways of knowing (tolerance). It does not appear to be the dominant ideology in the rest of the Life Sciences statement. Its limited influence is also evident in the rest of the Mathematics and Physical Science statements (Table 5.2.3 and Table 5.2.4). In the Physical Science statements social reconstructivism is linked to economic and technological development, in the English subject statements (Table 5.2.5), it is linked to the theory of social constructivism and the belief that social recontruction can be achieved through communication and meaning construction in social settings.

Valuing Alternate ways of Knowing and Nature of Knowledge

A fallibilistic ideology is strongly evident in subjects such as the Life Sciences, Mathematics and Physical Sciences and in the introduction to the subject statements. The view that scientific knowledge is not fixed and is open to contestation and interpretation from a variety of religious, political, social and cultural interpretations is a new movement particularly in response to the pure sciences that have traditionally been conceptualized as a fixed body of knowledge. This ideology is not evident in the English subject statement possibly due to its history of a discipline without a fixed, unchanging body of knowledge. Mathematics was widely regarded as partly value-free because the laws of nature were not dependent upon the presence of mankind (Ernest, 1999). Given South Africa's racial and cultural composition such a perspective challenges rigid views of knowledge and localizes knowledge. The ideology of multiculturalism and inclusivity was also evident in all subject statements. In the English statement the ideology is linked to tolerance, respect, valuing of each others perspectives that can be constructed through language with language as the mechanism to achieve social constructivism. The focus here is the sharing of cultural and local knowledge through language, verbal or non-verbal. The focus in the other subject statements is about legitimizing other ways of knowing. Alternate knowledge systems have limited status in their own right and gain legitimacy through interaction with mainstream science. Indigenous knowledge is a valuable form of knowledge and has been given legitimacy in the curriculum policy statements.

75

Child-centred Pedagogy

The NCS Grades 10-12 (General) is based on child-centred pedagogy and this is an example of progressive pedagogy. Progressive Liberalism sees that the main function of education is to reproduce those forms of social life in which free and equal individuals can determine their own version of a good life and collectively participate in formulating the common good of the society (Ramsuran, 2005). Progressivism is also evident in attempts at maintaining intellectual coherence. In the Physical Science statements (Table 5.2.4) progressivism takes expression in focusing on holistic development and understanding and that technology used is ethically grounded for use locally and globally. Real life/ problem- solving requires a variety of intellectual skills which cannot be developed in isolation. Combating intellectual fragmentation takes its widest expression in the Mathematics subject statements (Table 5.2.3). Its focus on knowledge from a level of abstraction is applied in everyday contexts, integration in real world context, intergration across disciplines, and integration with subject themes. The child is at the centre of the education enterprise and this can be acheived through processes of integration, valuing cognitive pluralism and achieving a balance between individualism and collectivism.

5.3. Interfacing Ideologies and Policy Intentions

This section identifies five policy intentions and interfaces these intentions with the ideologies as expressed in policy documents (see above section 5.2), by policy designers, policy makers, a member of the MPC and trainers.

5.3.1. The new government needed a new system of education

All five trainers indicated that the major influence on rethinking the curriculum came from the polictical sphere. The polictical agenda that arose out of a changed political structure was to address the imbalances of the past. This is also evident in the policy document Grades 10-12 (General) (DoE, 2003, Chapter 1) where the egalitarian and reconstructive ideology dominates:

76

"The Preamble states that one of the aim of the Constitution is to: heal the
division of the past and establish a society based on democratic values, social
justice and fundamental human rights" (DoE, 2003, p.1)

The need to establish a society on the democratic and human rights is evident. The
ideology of social reconstructivism is also used in the policy document(Table 5.2.1) to
indicate treasured values such as a democratic and open society and protection of
citizens by law. Social reconstructivism is linked to democracy and the need to ' build a
united and democratic South Africa' (Table5.2.1). Social reconstructivism is necessary
for social transformation. For example, the following comment from a trainer identifies a
progressive ideology:

"Report 550 which detailed the transitional syllabus following the CNE syllabi of the
apartheid era was still teacher-centred with learners as information recipients.
This method is outdated therefore the learner must do OBE which is learner-
centred" (trainer 1)

Trainer 1 strongly identifies with the paradigm shift from the old to the new based on
pedagogic reasons. The progressive ideology is strongly linked to a social reconstructive
one, for example in expressing a shift from a teacher-centred to a learner centred
approach.

5.3.2. The NCS Grades 10-12 (General) gives expression to knowledge , skills and values worth learning .

In the policy document Grades 10-12 (General) (DoE, 2003, Chapter 1) the
egalitarian ideology is used:

"The Preamble states that one of the aim of the Constitution is to: heal the division
of the past and establish a society based on democratic values, social justice and
fundamental human rights;" (DoE, 2003, p.1)

77

The need to establish a society on democracy and human rights is evident. The ideology of social reconstructivism is also used in the policy document Grades 10-12 (General) (Table5.2.1) to indicate treasured values such as a democracy and open society and protection of citizens by law. Social Reconstructivism is linked to democracy and the need to ' *build a united and democratic South Africa*' (DoE, 2003 , p1). Social Reconstructivism is based on social transformation.

The National Curriculum Statement Grades 10-12 (General) is based on the following principles: outcomes-based education ... (DoE, 2003, p.1). The findings indicate that the National Curriculum Statement Grades 10-12 (General) values outcomes-based education and child-centred ideology. The child-centred ideology is also used in the Mathematics policy document and draws attention to the needs of the individual (DoE, 2003, Mathematics, p.11). Report 550 which detaits the transitional syllabus following the syllabi of the apartheid era was still teacher-centred with learners as information recipients. The new system encourages an activity-based approach to education.(DoE, 2003, p.2). The new system of education values integration and progression. The aspect of integration is clearly stated by policy maker 1 by stating that knowledge of other cultures and people as well as knowledge about the wider world should be emphasised.

The ideology of combating intellectual fragmentation is used to indicate that integration is achieved within and across subjects and fields of learning (DoE, 2003, p.3).
This view was also shared by policy trainer 3 who indicated that integration of subjects and integration within the subjects is also important. Policy trainer 5 links the ideology of combating intellectual fragmentation to integration with other knowledge from other learning fields and the need to integrate assessment standards. The ideology of combating intellectual fragmentation is used in the Mathematics policy document:

> *Mathematical problem-solving enables us to understand the world and make use of that understanding in our daily lives* (Table 5.2.3).

It is important to note that this implies that knowledge from a level of abstraction is applied in everyday contexts.The principles of progression and integration are also

78

valued in the Life Sciences policy document :

however, care should be taken to ensure that, among others, the principles of progression and integration are adhered to (Table5.2.2).

The Life Sciences values the integration of core knowledge areas with knowledge in Life Sciences. Combating intellectual fragmentation shows how integration within and across subjects in Mathematics is encouraged (DoE, 2003, Mathematics, p.11).

The new system recognises the wide diversity of knowledge systems (DoE, 2003, p.4). The NCS grades 10-12 (General) values alternate ways of knowing. Social reconstructivism in Life Sciences policy document is where alternate ways of knowing is valued: ' it is important , therefore, for learners to understand: ...that other science understandings, such as African indigenous knowledge systems, should also be considered;' (DoE, 2003, Life Sciences, p.10). This point was also expressed by policy maker 1 by stating that indigenous knowledge should be emphasised for the learners in the FET phase.The policy designers also expressed the view that knowledge is important to learners and skills must be taught and not only based on western way of thinking but must include indigenous knowledge systems. The National Curriculum Statements Grades 10-12 (general) also acknowledges the rich history and heritage of this country. The ideology of classical humanism indicates the transmission of indigenous knowledge and cultural values. The indigenous knowledge has been infused into the subject statements. The National Curriculum Statements Grades 10-12 (general), Life Sciences focus on inquiry-based learning and problem solving skills. The ideology of developmentalism is used :

"The subject Life Sciences develop the following competences: scientific inquiry and problem-solving skills; ..."(DoE, 2003, Life Sciences, p.9).

The Life Sciences policy document requires learners to develop skills that will promote critical thinking, solving problems and decision-making. This also reflects the critical theory.

79

The NCS grades 10-12 (General) focuses on group work.

> *"The Critical Outcomes requires learners to be able to: organise and manage themselves and their activities responsibly and effectively"*(DoE, 2003, p.2).

The critical outcomes requires the learners to manage and express themselves. In the policy document there is a clear focus on useful skills that are linked to self- sufficiency. At the level of cognition, a range of skills is to be developed including collecting, analysing, organising and evaluating. The critical theory ideology shows how mathematics allows learners to use skills to identify and solve problems creatively and critically, therefore focusing on useful skills that are linked to self- sufficiency (DoE, 2003 , Mathematics, p.9). There is a value placed on individual and collective engagement which will allow for the development of personal and interpersonal skills (DoE, 2003, Mathematics, p.9). All the policy trainers that participated in the study state that the skills stated in the NCS documents should be emphasised for the learners in the FET phase. Policy designer 1 also stated that the old curriculum was geared too much towards Higher Education and the problem was that majority of learners did not get into Higher Education. Policy trainer 3 further stated that the old curriculum was too content-based and there was a need to infuse the skills and values. In the policy document there is the use of the ideology of combating intellectual fragmentation.

> *"The Critical Outcomes requires learners to be able to: use science and technology effectively and critically showing responsibility towards the environment and the health of others"* (DoE, 2003, p.2).

The policy document focuses on holistic development and understanding thatthe use of technology is ethically grounded for use locally. Some of the trainers felt there was a need to focus on the holistic development of the learners. Another example of the use of combating intellectual fragmentation in the policy document is that real- life\problem solving requires a variety of intellectual skills which cannot be developed in isolation

"Critical Outcomes requires learners to be able to: demonstrate an understanding of the world as a set of related systems by recognising that problem-solving contexts do not exist in isolation" (DoE, 2003, p.2).

Policy designer 2 also commented on the real life situation by stating that the old system required to memorise things and not to be able to apply it to real life situations.

Some of the views expressed by policy trainer 3 was that learners need to be critical thinkers and need to contribute as citizens. He further explained that in society learners needed to work as a team. Trainer 1 also expressed the view that the learner should participate in a group, work in a team and use to move forward and be an active, life-long learner with high knowledge and high skills. In the life sciences policy document combating intellectual fragmentation ideology is used:

"They will be able to apply scientific knowledge in their personal lives and as responsible citizens in ways that will contribute to a healthy lifestyle and the sustainable management of resources" (DoE, 2003, Life Sciences, p.9).

This indicates a clear focus on the holistic development of the learner. There is also a need for learners to apply scientific knowledge to everyday life. Policy- makers expressed that knowledge can be applied to the learners' own lives to improve their quality of life. The fallibilistic ideology is used to view the subject matter.

"Subjects are viewed as dynamic, always responding to new and diverse knowledge, including knowledge that traditionally has been excluded from the formal curriculum" (DoE, 2003, p.6).

Knowledge is not fixed and can change upon new evidence. The absolutist ideology is used to show how subjects were viewed by some as static and unchanging. The National Curriculum Statements Grades 10-12 (General) views the subjects as dynamic and is able to include new and diverse knowledge. This view is also supported by the trainers and trainer 2 simply stated that there was a need to change with the times. The fallibilistic ideology is also used in the Life Sciences policy documents to indicate that

81

scientific knowledge is not a fixed body of knowledge: *'scientific knowledge is, in principle, tentative and subject to change as new evidence become available '*(DoE, 2003, Life Sciences, p.13). The fallibilistic ideology in the Life Sciences policy document states that knowledge is contested due to social, religious and political factors. The fallibilistic ideology is used to indicate that knowledge is not fixed and is open to contestation and interpretation over time through both languages and symbols by social interaction (DoE, 2003, Mathematics, p.9).This change was expressed by policy trainer 4 by stating that the curriculum was more fixed and the new curriculum is more open.

5.3.3. The principles of democracy, human rights , social justice, equity, non-racism, non-sexism, multiculturalism and ubuntu has guided the development of the NCS Grades 10-12 (General).

Social Reconstructivism is also based on treasured values such as democratic values, social juistice and fundamental human rights (DoE, 2003, p.1). Policy designer 2 added that some issues for example human rights are addressed in the outcomes. Social transformation is aimed at allowing for equal rights and opportunities for all.

> *"Social transformation in education is aimed at ensuring that the educational imbalances of the past are redressed, and that equal educational opportunities are provided for all sections of our population"* (DoE, 2003, p2).

The new education system focuses on social transformation which is aimed at equal rights and opportunities for all. Policy trainer 3 expressed that South Africa is a democratic country and there was a need to rethink issues in South Africa. Policy trainers 4 also stated that democracy and ubuntu underpin the new curriculum.

> *"The Constitution further states that 'everyone has the right... to further education which the State, through reasonable measures, must make progressively available and accessible"* (DoE, 2003, p1).

The egalitarian ideology is used which indicates equal rights for everyone to further education for economic prosperity. The policy designers also stated there was a need to

82

align the curriculum with the constitution whereby the curriculum had to deal with issues of human rights and also included should be problems that people come across in the environment such as HIV | AIDS and so on.

The ideology of developmentalism is used in the Life Sciences:

"Sciences will be accessible to learners with special learning needs, ensuring that learners with diverse abilities, interest and learning styles are given equal opportunities to achieve success" (DoE, 2003, Life Sciences, p.9).

The principle of equal opportunity has guided the development of the NCS Grades 10-12 (General). Policy trainer 4 felt that it is important not only to mention inclusivity but also how to handle these learners.

"If social transformation is to be achieved, all South Africans have to be educationally affirmed through the recognition of their potential and the removal of artificial barriers to the attainment of qualifications" (DoE, 2003, p.2).

In the new education system social transformation is achieved where there are no barriers to the attainment of qualifications. Policy trainer 1 was of the opinon that there was a need to change the old matric certificate towards the Further Education and Training Certificate.

"The National Curriculum Statement Grades 10-12 (General) seeks to promote human rights, inclusivity, environmental and social justice"(DoE, 2003, p.4).

There is a focus on skills development in context that are related to HIV|AIDS, human rights, indigenous knowledge systems, and political, economic, enviromental and inclusivity issues (DoE, 2003, Mathematics, p.11). Skills development is linked to integration with subject themes. Policy designers also agreed with the view that there was a need to deal with issues of environmental and social justice. The ideology of social reconstructivism is also used to indicate the focus of the National Curriculum

83

Statement Grades 10-12 (General) on diversity.

" *In particular, the National Curriculum Statement Grades 10-12 (General) is*
sensitive to issues of diversity such as poverty, inequality, race, gender, language,
age, disability and other factors"(DoE, 2003, p.4).

The ideology of social reconstructivism is used in the Life Sciences policy document to
indicate the focus on diversity, change and continuity. The ideology of multiculturalism
is also found in the Life Science policy document (see Table 5.2.2). The learning
outcome is used to raise the learners awareness of the different view points in a
multicultural society.

5.3.4. The new curriculum lays a foundation for lifelong learning and different career paths .

The ideology of utilitarian economic efficiency is used to indicate the vocational
influence for future employment and economic development.

"*The Developmental Outcomes requires learners to be able to: explore education*
and career opportunities;" (DoE, 2003, p.2)

The new curriculum allows for the development of different career paths. The
developmental outcomes requires learners to develop entrepreneurial opportunities. The
utilitarian economic efficiency ideology is used to prepare learners for future
employment by developing entrepreneurial opportunities. This ideology was supported
by policy trainer 4 who felt that learners envisaged as a result of an effective policy
would be learners who were be able to make proper career choices and to develop
entrepreneurial skills. Policy designer 1 stated that the curriculum was developed in
order to develop and build learners in terms of entry into the world of work. The
member of the MPC agreed with this view and stated that the vision shifted the focus
from the academic stream to a technical and vocational stream. The MPC was also able
to comment on current trends at the time of the interview:

84

In recent changes there is an interesting shift taking place away from human
resource development type approach which links the curriculum to the world of
work very explicitly. There is a much greater emphasis on a general education
that people should have. From the Minister's speeches and the amendments to the
curriculum structure there has been a move away from the notion of
specialisation \vocational qualification to a more general qualification -an
ideological shift (member of MPC)

In the Life Sciences policy document social reconstructivism is linked closely to
economic development. The Life Sciences has a vocational influence and an emphasis
on development of citizenry. The utilitarian economic efficiency ideology is used to
indicate this in the Life Sciences policy document:

Knowledge and concepts have been selected that have vast practical significance
and relevance (e.g. natural products with possible indigenous knowledge systems
linked to industry, nutrition, health and other sciences) and that build a
foundation for future science careers and further learning (DoE, 2003, Life
Sciences, p.33)

The utilitarian knowledge is intended to prepare the learners for further employment and
further learning. The utilitarian economic efficiency ideology is used in the mathamatics
policy document and shows the vocational influence (DoE, 2003 , Mathematics, p.9).
Policy trainer 4 stated that learners should become life- long learners and be encouraged
to find information from a variety of sources. Policy trainer 1 supported this idea and
stated that the kind of learner envisaged as a result of an effective policy was an active,
life-long learner with high knowledge and high skills.

5.3.5. The curriculum promotes the idea of knowledge in local contexts and is also sensitive to global imperatives.

The introduction to the National Curriculum Statements, Chapter1, states that :

"The Developmental Outcomes requires learners to be able to participate as
responsible citizens in the life of local, national and global communities;" (DoE,
2003, p.2)

The curriculum thus places emphasis on development of citizenry in local and global
communities. The ideology of social reconstructivism is used. The fallibilistic ideology
is used to show that learning outcomes can be defined in broad terms and can be flexible.
Thus the learning outcomes can allow for local inputs (DoE, 2003, Chapter 1, p.6). All
policy trainers expressed the view that the new curriculum did allow for local variation.
Policy trainer 1 expressed the view that the level of available knowledge of change will
vary from race to race as well as geographically. Thus one will have to gauge carefully
what the baseline is upon which one builds. The member of the MPC spoke about the
local context of our schools:

> *Different elements of curriculum statements require people to integrate ICT*
> *much more and some schools do not have that in place as yet. On the reverse*
> *side of it, you could not have got the system to be totally ready .....no system is*
> *totally ready for implementation and by implementing when things are not*
> *entirely ready is not necessarily going to mean that things are worse than they*
> *are now because we know that currently the system is not functioning efficiently*
> (member of MPC).

The utilitarian economic efficiency ideology is used in the Life Sciences policy
documents where 'attitudes and values that are developed contribute to learners
becoming informed and responsible citizens in their community and in South African
society' (DoE, 2003, Life Sciences, p.10)

5.4. Conclusion

This chapter focused on some of the ideologies found in the NCS policy documents and
some the data analysed was organised in the form of tables to simplify the analysis.
Curriculum is a contested terrain and the South African curriculum policy documents are
no exception. In Apple's (2003) words

*If we were very honest with ourselves about what we know about education, one
of the few things that we actually do know for certain is that there will be conflict
over the curriculum. Because "official knowledge" is always a selection from a
much wider universe of possible knowledge, and because such a selective
tradition is often connected to deeply held social and ideological commitments,
what is legitimate for one sector of society is often illegitimate for another*
(Apple, 2003).

This chapter revealed the hybridity of ideologies and the way they were articulated by
policy makers, trainers, policy-designers and as a product in policy documents. The
policy documents and interview data revealed a strong transformative agenda of what
constitutes valuable knowledge and the kinds of teaching and learning that should be
fostered in the classroom. At the level of policy, the documents are elegantly constructed
to convey the political and social messages necessary for a country that has been steeped
in its offer of an inferior curriculum to the majority of its people. How the policy, has
intended (and unintended) ideologies and influences will be realised in the classroom
with vast structural and resource inequities, is yet to be documented. The next chapter of
this study explores the the policy development process.

CHAPTER 6

Policy Development Processes

6.1. Introduction

This chapter digs deeper, examining the processes of policy development, including the roles of individuals and structures and how they interacted. My intention here is to dig deeper into the policy process and understand the rules of the game of how the documents came to be, to unearth how the details of the particular structure has been resolved. I will explore: how the policy process unfolded and the structures that constrained or facilitated the process. Data has been gathered from interviews, questionnaires and curriculum policy documents. In policy research, power relationships are part of the data collection as well as the policy process. Participants in the research included curriculum leaders, advisors and bureaucrats, highly skilled in the politics of interview as they are in the politics of meetings (Taylor et. al., 1997). The interviews occur in a situation coloured by perceptions of expertise, ego and gender (Roberts, 1981; Le Compte et al., 1992). I approached the interviews with sensitivity to these issues, seeking to find ways through them according to the people involved, in ways that provided thoughtful and insightful responses. I attempted to understand and explore the policy-making process through the eyes of these 'chosen individuals' and capture the emotions and frustrations as they dealt with conflicting demands. Although the larger frameworks and broader battles were decided outside the writing teams, this chapter shows the interaction between individuals and 'structures', and ways in which structures were used/subverted were significant in terms of the writing of the policy document.

This chapter is organized as follows along the four levels of the policy process. The four levels are: the policy process for the national policy designers, the policy process for development and training of FET, the process for the national policy makers and the process for provincial policy trainers.

6.2. The policy process for development and training of FET

6.2.1. The policy process for the National Policy Designers.

The policy process for National Policy Designers was structured according to the different subjects. Some of the policy designers were involved in more than one subject. A number of stakeholders were involved in the policy-designing process. Policy designer 1 commented on the members involved in the process :

> *There were 7 members in the committee. Some of the members were: persons from the university\colleges\technikons; subject coordinator; chief education specialist; deputy chief education specialist; person from SETA and a union member.*

The composition of the group varied from subject to subject. Policy designer 2 stated that the group consisted of 25 members. According to policy designer 2 the process began in 2003. The process was so long that sometimes people had to leave the process. The policy designing process was structured in such a way that it would involve as many stakeholders as possible. A consultative method was used so that it would not be government centralised only (that is the principle of curriculum devolution). Although the National Government is responsible for determining the FET policy for the country, the National Government has involved other stakeholders in the designing process. The input in the designing process from grass-root level could be seen in the representation of union members. Another mechanism used was the reporting requirement whereby reports had to be made to national government from the teams about the progress of the process. The type of management used was participatory management. Also important was that designers had to consider other laws of the country, for example they had to use the constitution in designing the FET curriculum. The designing of the FET curriculum has important socio-economic implications for the country.

The MPC led the process. Each member of the MPC had tasks listed that they would be required to perform. The MPC reported to Senior Management in the Department of Education. The Project Manager had the overall responsibility for the project, controls and the budget and communication with different structures with an interest in the

project. The Project Manager would provide leadership in terms of: direction in delivering the vision; motivating and inspiring members of NCS structures; encouraging and managing team work; mediating tension and conflict (Department of Education ,2004).

Each MPC represented a specific subject. The designing of the policy involved different stakeholders. The aim was to involve structures that would allow for a balance of expertise and stakeholder involvement. The following stakeholders were to be consulted in the development of the new curriculum: industry (labour ,SETAs, business); higher Education Quality Committee, UMLALUSI, Teacher Unions, Associations, SAQA, Higher Education, Trainers , School Governing Bodies, Educators. The MPC oversaw the provision of guidelines for the writing of Learning Programmes.

The designers were able to identify some of the strengths and weaknesses of the process. Some of the weaknesses of this process was that the process was long and it was difficult to involve many educators as they could not be removed from the classroom for a long period of time. Another weakness was that the new curriculum could not be published in the newspaper due to the cost factor. Some schools in the rural areas did not have the resources to access the new curriculum document and had seen it for the first time during the training process. The language document for example, the generic part had to be translated into the African languages and foreign languages. This was a difficult process. Policy designer 2 identified the following weaknesses:

> *All stakeholders did not have resources to access the draft policy as the documents could not be e-mailed to people in the rural areas. ....teachers saw the NCS documents for the first time during orientation. ..the policy document was written in English and had to be translated to other languages for example foreign languages and African languages.*

Apart from these weaknesses there were also strengths in the process. The policy designers that I interviewed stated that :

"One of the strengths that I can think about was that union members were involved (policy designer 1). *Different stakeholders were involved"* (policy designer 2).

The different stakeholders were able to provide input that would inform the policy making process. Policy designer 1 commented on the stages of the policy process. She stated that there were two phases for the curriculum development, the first phase was to develop the subjects. Once the draft was completed it was sent to the schools so that the teachers could provide input then a second draft was written and it was the second draft that was field tested. The documents were only finalised once the second draft had been field tested. She also commented on the process for teacher orientation:

> *The NCTT were involved in the orientation of the PCTT members... there were 2 training manuals, the generic manual and the subject specific manual. The generic manual was made up of the participants manual and the facilitators manual. The subject specific was made up of the subject specific manuals.*

For the NCS for FET policies had to be written for the following:Overview document.

- Quality and assessment policy.
- Subject statements for
- Languages(Fundamentals);
- Arts and Culture;
- Business, Commerce, Management and Service Studies;
- Manufacturing, Engineering and Technology;
- Human and Social Sciences and Languages; and
- Physical, Mathematical, Computer, Life and Agricultural Sciences.

Each subject had its own working groups. The formulation of the policy for the subject was a team effort. Subject working group convenors and their assistants had to co-ordinate the writing of the subject statements and assist with the field testing process. Subject working groups had to develop outcomes and assessment standard (Department of Education, 2004)

91

The NCS policy and vision had to be supported and understood by the following:

- head office officials,
- district\regional officials,
- schools and teachers and
- parents and governing bodies

(Department of Education ,2004)

Communication and advocacy strategies are important within the policy process. It is important to build understanding and to have effective communication to enable the change process. In order to carry out these management duties there is a need for planning and capacity building at National level and Provincial level. Co-ordination and planning depended on the development of the following:

- Building leadership and management capacity both at National level and at Provincial level.
- Building an understanding of how to develop policies at National level and developing frameworks.
- Develop partnership with other institutions (example, industries etc.) to assist with the development of the policy.
- To develop information systems both at National and Provincial level. (To develop the National Board for Further Education and Training, NBFET, to design these systems.)
- To develop working groups \teams to manage the orientation process both at National and Provincial level.
- To build leadership and management skills and administrative systems for up-to-date, network information technologies.
- Funding and resource management both at National level and Provincial level.
    (Department of Education ,2004)

This articulates a view of management that is based on capacity building, developing partnerships with other institutions and team work. The focus is on participatory management. The research examined the management style that was adopted by the state in the orientation of the policy documents for the FET.

92

6.2.2. The policy process for development and training of FET

The illustration below depicts how the development and training processes were structured:

Figure 6.2.3   Development and training processes

POLICY DESIGNERS

(Designed the documents)

↓

Policy makers

(Writers wrote the documents)

↓

NCTT

(National Core Training Team)

↓

PCTT

Provincial Core Training Team

↓

Educators (Grade 10) in the FET band
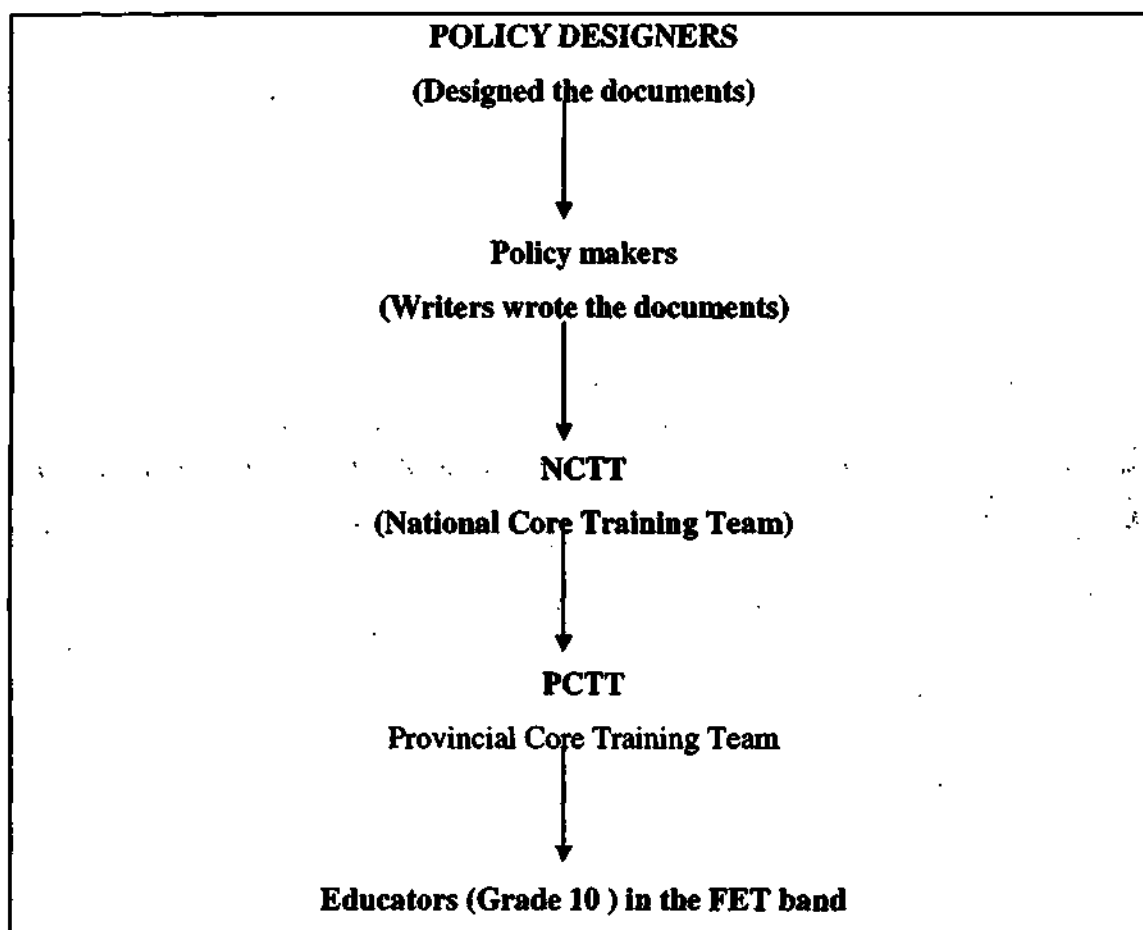
Drafts of the curriculum were circulated. Feedback to improve statements from evaluation and field testing was done. Field testing was aimed at collecting data that would improve the quality of the NCS. Data collected was debated, evaluated and considered. There were special field testing teams that comprised of: the secretariat, field experts, and education specialist. Both the first and the second drafts had to be trialled. A phased approach to teacher development was used :

- Phase 1: Orientation and development of officials, trainers and providers.

- Phase 2: Period of development for all FET band teachers as ' OBE Practitioners ".

- Phase 3: A phase for formal accredited programs (both modular or short-courses and full qualification) that is outsourced to universities and technikons and private accredited providers. (Department of Education , 2004)

6.2.3. The process for the National Policy Makers

The policy makers formed an important part of the policy-making process. The National government used experts from the provinces and people were selected because of their expertise to write the policy. Policy makers were involved at different levels and engagement in the policy process. Policy Maker 1 stated:

> "I was not involved in the policy-making process before. However I did make inputs in Report 550."

Policy maker 2 on the other hand works for the Department and was more involved:

> "I work for the department. I was involved in policy-making. The department has to consult with all stakeholders, so I was called upon to assist with the policy writing. I was able to consult with other members within my subject."

Policy Maker 3 stated :

> "I work for the province. I was asked by national government to write the policy. National government used experts from the provinces to write the document. National government puts down the criteria and guidelines on which to work."

Policy maker 1 defined her role as:

*"To facilitate the subject. The roles are fluid. There was teamwork. I was given
specific tasks to do... Reading material was provided on syllabuses of other
countries."*

The policy-making process included office-based people as well as other stakeholders.
Policy maker 3 stated that all stakeholders were involved, for example, government
officials, union members, people from the colleges, people from the universities,
educators etc. A consultative method was used. In the policy- making process what has
become evident is that governments need to act in partnership with the stakeholders. The
information that was to be included in the policy was outlined by the policy designers,
and the policy-makers had to follow these requirements. Policy maker 1 explained:

*"We were given a skeleton and we had to build around it. There was a lot of
brainstorming exercises."*

The policy makers formed teams according to the different subjects. Some policy-
makers were involved in more than one subject for example policy-maker 1 was
involved in the writing of two subjects. Policy maker 3 explained how she was trained:

*"I was involved with the policy document at national level. National level has its
own context and each province has its own context. I wrote the policy, but the
policy was designed at national level. National level gives the guidelines on what
needs to be included in the policy. I was briefed and trained by National
department on what is needed to be done."*

Quality control was also an important item on the policy process agenda. A committee
was set up to do quality control. Policy maker 1 explained the process:

*There was a committee that did quality control. The committee that did quality
control would read the teams efforts and send them back to the team and it was a*

long process. There were writers and then there were people who were the
critical readers.

Policy makers identified stakeholder involvement as a strength to the process. Policy maker 1 identified some of the strengths as :

Critical readers were very good. There was consultation done outside the
immediate group and there was input from people beyond the immediate group.
It was not constantly the same group. Different people came into the group.
Having fresh blood was good because people have a new perspective on things.
Parents were not directly involved but teachers were involved who were parents.
Learners were involved when things were informally field-tested. Unions were
also involved.

Democratic consultative forums was also acknowledged as a strength to the process. Policy maker 2 comments :

"Everyone has a say and it was a democratic process. This would be in keeping
with the Constitution of the country."

Policy maker 3 also added that :

"The *public were to critic the policy for example the universities and other*
ordinary . *Both the private sector and industries were involved."*

There were also weaknesses that were identified by the policy makers. Policy maker 1 identified one of the weaknesses as the loss of a holistic picture:

"One of the weaknesses that I can identify was that during the process one would
lose sense of the holistic picture."

Concerns were also raised about the training process and the 'cascade' model adopted by the department. Policy maker 3 comments :

96

The generic part is being reduced when teachers are being trained and it
becomes weaker as a result. Another level of cascading has been added to the
PCTT. The PCTT had to train another team of teachers who came from the
schools. The cascade levels have thus increased. The generic part had been
reduced during the different cascading levels. The province had also realised
that the PCTT needed more human resources during the recontextualization of
the policy documents.

Timing was also crucial. Policy maker 2 stated one of the concerns was that the time for
training teachers is short.

"Policy maker 1 also stated that working with a large group in the training
process was problematic: During the training of the subject advisors there were
large numbers that had to be trained and it is difficult to work with large
groups."

Due to the fact that different stakeholders had to be trained, it meant that the number of
people to be trained would be large and this resulted in big groups being trained.
However, it is important to remember what policy maker 3 stated about the training
being ongoing :

First part of training is in September 2005 and the training is on-going right up to
2008.

6.2.4. The process for Provincial Policy Trainers

The provincial orientation was conducted by NCTT. The type of orientation was team
training. Members of the provincial team included provincial subject specialist, chosen
educators of the subject and union members. Cascading of information was the method
that was used to impart information. The training was structured according to the
different subjects. Resources and policy documents (NCS documents)were made
available to the PCTT.

Each province had its own PCTT that trained educators within that province. The provincial subject advisors, selected educators and union members were trained by the NCTT. The training was structured into two parts: the generic part and the subject-specific part. There were specific number of days for generic training and subject-specific training. Both the generic training and the subject-specific training were ten days. The ten days were divided differently for different subjects. Policy trainer 1 elaborated :

> "The training was for ten days. The first two days were for generics and the rest of the days were subject specific."

Policy trainer 2 and policy trainer 5 stated the following :

> "There were five days for generics and five days for subject specific training."

The generic part provided background information. Policy trainer 3 explained the purpose of the generic part :

> "The generic part was to instill the philosophy around the curriculum for example the need for change and why there was a need to introduce outcomes based education."

Some members felt that the time allocated for generics was sufficient. The subject specific part was concerned with the information about the subject and the unpacking of the learning outcomes and the assessment standards. Policy trainer 5 expressed the view that more time needed to be spent on the subject specific.

There were strengths and weaknesses that were identified in this process by the trainers. Policy trainer 3 expressed the following views:

"The strength was that it allowed for the unpacking of the whole learning outcomes. Tasks were developed that the teachers were expected to do. Different activities were developed."

The policy trainers were able to work with the learning outcomes. The training also included activities that the trainers would give the teachers to work on. Policy trainer 1 commented on the participants manual :

"Excellent participants manual and learning programme guidelines and I think it got me to believe that this was a world class system. I felt motivated to carry it out to the people I was training."

According to policy trainer 1 the participants manual and learning programmes could be seen as a strength of the process. Policy trainer 4 was also able to add to the views about the strength of the process :

" ...freedom to discuss and provide input. Union members were also facilitators. Facilitators were more than one and there was team training ... sometimes others in the team knew the answers."

Team training according to policy trainer 4 could be seen as a strength of the process. There were also weaknesses that were identified by the policy trainers. Policy trainer 1 expressed the view :

"The capabilities of facilitators varied. Some were weak and some were good."

Policy trainer 2 also commented on the competence of facilitators which varied. Policy trainer 2 viewed the following as limitations of the process:

"A top-down method was used. Uniformity ...no negotiations. Framework was given as to what you needed to do. Communication was poor with the audience. Mostly the telling method was used."

99

This points to a disjuncture between policy intentions (a move away from transmission methodology) and training and the extent to which policy intentions become distorted at the differnt levels of the system.

The assessment section of the document was an area of concern as expressed by policy trainer 2 :

> *"Assessment was a problem .....however, it is being dealt with. New document for assessment is being drawn up. When this new document will reach educators and schools is not yet on the agenda."*

There were grey areas around the assessment document. Policy trainer 3 explained that the assessment part had to be referred to people who would work with the finer details. At the level of training, concerns were also raised about the cascade model.

6.3. Conclusion

This chapter reported on the policy development and training process through four levels. What is evident is that as the policy cascaded downwards, new concerns and issues arose. At all levels the postive outcomes that were recorded was the democratic consultative stakeholder driven process. A key concern expressed at some levels were the dominance of process to the extent of understanding content and intentions. The capacity to roll out the orientation process at provincial level would have been affected if another cascade level had not been introduced. The department has strongly held on to this model of training despite its inherent problems in the roll-out of Curriculum 2005. The government has introduced workshops to induct teachers into the new curriculum in the hope that this will lead to the implementation of the NCS documents but this is not always the reality. Workshops are useful as they make the teachers aware of the innovations. Teacher orientation to the NCS, therefore, needs to be designed in a manner that facilitates a behaviour change and paradigm shift ' (Department of Education, 2005 p. 35). Fullan discusses change.

Fullan (1993) discusses the faulty beliefs about how change takes place. He suggests that these beliefs need to be countered by lessons of the new paradigm of change (Fullan,1993, p. 22). He states that *'you cannot mandate what matters or the more complex the change, the less you can force it.'* Fullan argues that you can successfully mandate things that do not require thinking or skills in order to implement them; can be monitored through close and constant surveillance. We cannot simply mandate people to change. Fullan also states that ' change is a journey, not a blueprint- change is non-linear, loaded with uncertainty and sometimes perverse.' There is a need for teachers to make the paradigm shift and the good management and design of the teachers orientation will allow for this.

Hopkins (1996) believes that the following model can be successful for teacher development. An "ideal" model of teacher development according to Hopkins will consist of the following: Workshop; Understanding of key ideas and principles; Modelling and demonstration and practice in non- threatening situations. It is important for teachers to understand the key ideas and principles of the innovation and this would help with the implementation process. Teachers must be active within the whole process so that they have a chance to practice the change.

In the chapter that follows I explore three discourses that became recontextualized through the various stages of policy development.

CHAPTER 7

Recontextualising Policy Discourses

A curriculum framed from the standpoint of the disadvantaged begins by locating these people at the heart of the dominant social, cultural and economic environment where they develop and transform it. To begin from such a standpoint does not imply a common viewpoint within or among marginalised social groups. What such people share in common are the patterns of social (power) relations that have accomplished their exclusion. However, it is not merely a matter of including the presence of the variously marginalised in the curriculum, but that by doing so the curriculum itself is changed and improved. While such an endeavour is not beyond critique, it is arguably the case that criticisms of it can be met such that the project is worthwhile (Singh and Hatton, 1995).

7.1 Introduction

It is inevitable that formal systems of education will promote the dominant ideology political and economic interests and culture within which they are located. For citizens who desire a more democratic, equitable and inclusive schooling, strategies for change must be developed that will realistically combat such factors and for which, general support can be won. The curriculum of all regular schools therefore must be appropriate for all children, not only in terms of cultural awareness but in the creation of new insights and understanding across knowledge that encourage children to be autonomous and independent learners. In this section I present a second level of analysis by drawing on Foucault's notion of discourse to draw out three dominant discourses that emerges from the data. Discourse is the key concept of the relationship between power and knowledge (Foucault, 1977). Discourses are, therefore not only, about what can be said and thought, but also about who can speak, when, where and with what authority. Discourses embody meaning and social relationships and they constitute both subjectivity and power relations. The effects of power narrows the possibilities of

102

discourse and/or obscure its boundaries. I will show how these policy discourses become recontextualized and rearticulated as one moves from the arena of policy to the view expressed by trainers. My theoretical considerations will indicate how the official discourses (official policy discourse) of globalisation, redress and market-driven discourse shapes trainer's understandings. Do trainers speak the voice of the official (legitimate) discourses or speak the voice of other discourses. Therefore, the central question that directs this chapter is: Do trainers accept or reject the official discourse?

7.2 The globalization discourse

Globalization as a process is not amenable to reductions forms of explanation, because it is many-faceted and multidimensional and involves ideas, images, symbols, music, fashions, and a variety of tastes and representations of identity and community (Poppi cited in Kumar, 1999). Nevertheless, in its present, mythic and ideological representations, the concept serves to show a global economic system dominated by large institutional investors and transnational firms that control the bulk of the world's productive assets, and that are the principal influences in world trade and financial markets. The concept of globalization exhibits positive and negative forms of ideology. A positive aspect is the equation of free competition and free exchange with economic efficiency, welfare and democracy, and a myth of virtually unlimited social progress, as represented in television advertising and other media and in World Bank and IMF reports. A negative aspect is how neo-liberal market forces are often said to have marginalized non-market alternatives. Globalization as a discourse can be constituted as a historical phenomena. In characterizing globalization as a historically observable phenomenon, Poppi (cited in Kumar, 1999) claims:

> *Globalization must be understood as the condition whereby localizing strategies become systematically connected to global concerns. . . . Thus, globalization appears as a dialectical (and therefore contradictory) process: what is being globalized is the tendency to stress "locality" and "difference", yet "locality" and "difference" presuppose the very development of worldwide dynamics ofinstitutional communication and legitimation* (p.285)

Thus, Globalization is partly a condition whereby "localizing strategies" attach to global issues, and partly a global process accentuating "locality" and "difference." Poppi (cited in Kumar, 1999) also asserts that globalization is a "discourse," not only as a debate about itself as a concept, but also a discourse that "creates what is coterminous with it." Here, the debate about globalization becomes a criterion of its definition. For Poppi, all this means that the definition of globalization "cannot be accepted or rejected: it is a historical development (cited in Kumar, 1999). The central question asked in this part of the chapter is: What is the official discourse of globalisation in the policy documents and how have trainers recontextualized the discourse of globalisation?

The policy documents have not explicitly taken on a discourse of globalisation but is implicitly stated in the approach offered (OBE), in the learner-centred pedagogy, the advocation of high knowledge and high skills (arguably from a western- disciplinary focus), and in attaining sovereignty: build a united and democratic South Africa able to take its rightful place as a sovereign state in a family of nations (p.1)

Policy trainer 1 questions the localisation and Africanisation of the curriculum and views the gobal position as ideal:

> *Was the curriculum Africanised to fit our culture? I am happy now as I am able to see Africa within the global perspective and I am at ease. We have an ideal and we have to start with an ideal before we reach it. There will be areas where there will be less reaching the ideal than others.*

Policy Trainer 5 sees the changes in the curriculum as a global pressure towards OBE and draws on discourses of change to articulate his position:

> *it was forced upon us by the rest of the world. Globalisation is one of the*
>
> *reasons. We cannot stay with the content of today, we have to change. Changes such as OBE needed a change in the teaching approach and assessment.*

Trainer 2 and 3 draw on local pedadogic discourses in articulating how pedagogy should shift in response to global pressures:

"the whole world is moving in the direction of information applying and developing skills. Memorisation is not sufficient."

Trainer 4 articulates a similar position:

We also live in the information era, learners need to access information and need to use it rather than to remember. Learners have different preferences in learning therefore teaching needs to be adapted accordingly. It is a worldwide tendency to move towards a learner-centred approach.

The discourses around globalisation that policy makers, designers and trainers draw on include localisation, Africanisation, change and so on. There is a clear recontextualization from the official policy perspective. Globalisation has an effect on policies. However the local context has to be considered so that the policy can be put into practice. There is a need to develop skills for a postmodern world due to technological developments. However the local context also needs to be considered, for example, some schools are in remote areas where there is no electricity or computers.

7.3. Discourse of Redress

The policy statements clearly state that it seeks to promote human rights, social and environmental justice. All newly developed Subject Statements are infused with the principles and practices of social and environmental justice and human rights as defined in the Constitution of the Republic of South Africa. In particular, the RNCS is sensitive to issues of diversity such as poverty, inequality, race, gender, language, age, disability and other factors. New government leaders had to signal that they were constructing policy reforms that were recognized as fair, equitable and in line with 'world class standards' (Spreen, 2001). Concerns about social justice were at the forefront of the deliberations.

In both C2005 and the NCS common outcomes have been stated for all learners as one way of achieving social justice. Willis and Johnston (1998) argue that this implies uncommon curricula:

> *In Western Australia, social justice principles are central, at least in the rhetoric that surrounds this curriculum policy change. The argument is that a commitment to ensuring that all students have access to, and succeed with, high quality outcomes will enhance equity; that there is considerable social justice potential in the clear articulation of 'what's important' together with the assumption that all groups of students, regardless of their class, gender, race, ethnicity, physical ability, and so on, should achieve at high levels with respect to a common set of outcomes. This involves the premise that all students can achieve learning outcomes of significance so long as the condition necessary for their success are met, and that it is the responsibility of schools and systems to ensure that those conditions are met. This may, of course, require that schools vary curriculum, learning conditions and time*(Willis and Johnson, 1998, p.125).

In order for common outcomes to achieve their redress potential the curriculum needs to respond to students in different ways:

> *A curriculum that enables all students to learn must allow for different starting points and pathways to learning so that students are not left out or left behind; allow for different strategies and approaches that meet varying learning styles and needs; allow for the reality that different areas of study are differentially relevant (and will be differently pursued) in various communities because of geographic, economic, topological, and cultural considerations and allow for the prospect that* students' demonstration of their knowledge which is grounded in these contextual differences (Darling-Hammond, 1994, p.489).

How are the discourse of redress understood in the official policy documents and by trainers? Chapter 1 of all subject statements is strongly infused with the discourse of redress. The official policy discourse on redress draws on other discourses (for example,

democracy and democratic values- laying the foundations for a democratic society; social justice through improving the quality of life and potential of each person; human rights, inclusivity, environmental and social justice and access to high knowledge and skills). The document states that:

> *Social transformation in education is aimed at ensuring that educational*
> *imbalances of the past are redressed, and equal opportunities are provided for*
> *all sectors of our population(p2)*

Social justice is also to be achieved through empowerment of those sectors of the population previously dis-empowered by the lack of knowledge and skills (p3). Valuing a diversity of knowledge systems is yet another issue on the redress agenda. The redress discourse is infused with other socially just discourses.

How did policy designers, policy makers and trainers interpret the discourse of redress? Trainer 4 and the MPC member drew on pragmatic and pedagogic discourses in stating that:

> Inclusivity still needed to be addressed and trainers need to know more about the
> most common learning barriers, for example, the misuse of drugs, how to identify
> and treat such learners (Trainer 4)

> We looked at the context in which the curriculum was going to be implemented.
> What we were wanting to prove was how that was going to happen in a context
> of poverty, inequality, equalising resources etc.(MPC)

Trainer 1 and Trainer 5 drew on discourses of accountability and benchmarking:

> The level of available knowledge of change will vary from race to race as well as
> geographically thus one will need to gauge carefully what the baseline is upon
> which one may build (Trainer 1)

107

The opinion expressed was that it would be good if the standard of papers written in grade 12 would be of a high standard so that universities would accept learners without getting them to write an entrance examination (Trainer 5).

At the level of policy development, policy maker 3 interpreted redress as inclusion in the policy process:

The new policy caters for everyone to be involved. All stakeholders are involved including the universities, union members, department officials etc.

Policy designer 2 interpretation of redress is closely aligned to the official policy discourse in valuing alternative knowledge systems and localising knowledge:

Knowledge is important to learners and skills must be taught and not only based on western way of thinking but must include indigenous knowledge systems. Develop curriculum that will allow learners to contextualise what they are learning.Use things that look at the local context.

7.4. The market-driven discourse

Today, led by the U.S. A. and the U.K. there is a new principle guiding the latest transition of capitalism. The principle of the market and its managers are more the managers of the policy and practices of education. Market relevance is becoming the key orienting criterion for the selection of discourses, their relation to each other, their forms and their research ... Knowledge, after nearly a thousand years is divorced from inwardness and literally dehumanized (Bernstein 2000, p. 86).

Tables 5.2.2 in Chapter 5 shows the strong focus on economic efficiency and a market driven discourse. This ideology is articulated in the generic section (Chapter 1) as:

108

The Developmental Outcomes require learners to be able to : explore education and career opportunities; (p.2). The Developmental Outcomes require learners to be able to: develop entrepreneurial opportunities.(p.2)

This discourse is strongly reinforced in the subject statements, for example, in the Life Sciences statements:

All these have implications for the socio- economic and technological advancement of society (p. 9). This understanding and the appropriate attitudes and values that are developed, contribute to learners becoming informed and responsible citizens in their community and in South African society (p. 10). The subject Life Sciences prepares learners for additional education and training, vocational careers, and the world of work and self-employment (p.11).

Other similar articulations are documented in Chapter 5. A market –driven discourse in the official policy statements is closely linked to technological advancement and social reconstruction.

Policy-makers, designers and trainers see the driver for economic development as social development and vice versa. Their interpretations are closely aligned to the policy position but articulate a more forceful and aggressive view linked to the politics of struggle, both politically and socially. Trainer 1 sees economic development inseparable from social development and given South Africa's political struggle freedom has a high premium:

The greatest freedom becomes evident when the greatest number of individuals are free, so if education returns to social engineering it curbs choices and freedom is compromised.

With a country with one of the highest unemployment rates, economic development has crucial place in the FET curriculum. Policy maker 2 articulates this view:

109

The new FET curriculum works towards addressing the problem of
unemployment.

And policy designer 1 claims that learners have to be prepared for the world of work.

7.5. Conclusion

This chapter has shown that policy makers, designers and trainers adopt/ take on particular discourses that are at times aligned to the official policy discourse and at times they draw on new discourses based on their own histories, biographies, and experiences of teaching in South African schools. The closer the policy gets to the ground, the more the discourses that are taken up are linked to pragmatics, implication and pedagogical issues. The official policy discourse is not in itself a 'pure' discourse, but a hybridity of discourses that encompasses a range of influences.

In the concluding chapter of the thesis, I draw on three lessons for policy.

CHAPTER 8

Policy Lessons and Recommendations

If we were very honest with ourselves about what we know about education, one of the few things that we actually do know for certain is that there will be conflict over the curriculum. Because "official knowledge" is always a selection from a much wider universe of possible knowledge, and because such a selective tradition is often connected to deeply held social and ideological commitments, what is legitimate for one sector of society is often illegitimate for another (Apple, 2003).

8.1 Introduction

In this chapter, I pool together the different levels of analysis and offer three policy lessons and recommendations.

8.2 Timing determined what was possible for the NCS: the policy development process was driven by a political need to deliver on a new curriculum.

The department of education was under immense pressure to deliver a curriculum by January 2006 for implementation. Time was one of the factors that was a weakness in the development and training sessions and processes. Orientation cannot be rushed. In order to implement the policy it is important for proper orientation of the policy. The 'hands on approach' is important where trainers are able to work with the policy documents during the orientation and specific problems that arise from the engaging with the document can be dealt with during the orientation process. There is clearly a difference between a top-down method of orientation and a participatory method of orientation. By just presenting the information to the teachers would not properly prepare teachers for the change. The "telling" method would involve little participation. Good communication is of vital importance during the orientation. Freedom to discuss and provide input during the orientation can be valuable as it would make the audience feel part of the process. When changing a curriculum, the orientation on subject specific cannot be done within a short time frame. One needs to remember that change takes place over time (Fullan, 2003).

Orientation needs to be planned in such a way that the different levels of orientation do not occur after a long period of time. For example regional orientation should be shortly followed by provincial orientation then shortly teacher orientation should follow. The kind of attitude displayed by the facilitators is also important as it can influence the people being orientated. A good lesson is that policy documents need to be designed with the relevant stakeholders involved and need to be presented during the orientation, for example, the assessment document. A recommendation is that a sample of examination papers can be made available so that it would form part of the planning process. The teachers will implement the innovations. Thus it is important to invest in the teachers by providing support during the change process. All these take time. In order for policy to be put into practice, I feel there must be a link between the macro world of the policy- makers and the micro world of the teachers.

Political tensions were also evident during the policy process as policy maker 2 comments:

> *"There were tensions between the department officials and the unions. There was a feeling that some people were trying to stall the process. Time was wasted in this way."*

These tensions, albeit significant, were seen to delay a process where there was a political need to deliver.

8.3 In a system that is not currently functioning efficiently, new policy initiatives exacerbate rather than reform the conditions on the ground.

Policy describes the ideal teacher, it does not see the real teacher and the culture and material constraints imposed by the classroom reality. Some of the important points by the respondents of the study are that well-resourced schools are the historically advantaged schools. Poorly-resourced school are some of the disadvantaged schools. When planning the policy a recommendation is to consider the problems associated with the implementation of the policy. Planning for implementation should be seen as part of the planning stage.

112

It is important to have follow-up workshops to assist the teachers to grasp what they were unable to grasp in the first workshop. Policy must feed into practice and vice-versa. Follow-up workshops and visits to the sites to provide support is recommended. This will provide policy agents with a map of the weak and strong areas. This will inform policy agents about the weaknesses and strengths of the policy process. Another valuable idea would be to plan for the implementation whereby resources, for example, text books are made available on the first day of school when the policy is being implemented. If these resources are not made available then the policy\practice process will be affected. A member of the MPC comments:

> *Different elements of the curriculum statements require people to integrate ICT much more and some schools do not have that in place yet. On the reverse side of it, you could not have got the system to be totally ready- no system is totally ready for implementation and by implementing when things are not entirely ready is not necessarily going to mean that things are worse then they are now, because we know that currently the system is not functioning.*

Policy designer 2 also raises questions about implementation and readiness:

> *"My concerns are for the implementation of policy. I am not sure whether there are enough teachers trained for mathematical literacy. Will schools have enough resources to implement the new curriculum ?"*

Policy maker 2

> *"Department of Education was to provide resources for disadvantaged communities, like labs so that they can implement the new curriculum. Thedepartment has now said that we need to start with the subjects we have."*

The issue of textbooks and delivery was also raised. Trainer 2 felt a challenge will be to see teachers' responses and reaction to new textbooks for the FET.

113

This will provide an invaluable idea of the format of continued support and development. If books are not available to learners from the first day of school in 2006, there will be very little basis on which to make judgements on the implementation of FET.

8.4 Government rationality was driven by a transformative agenda yet constrained by technicist management theories.

One of the significant areas where the governments transformative agenda fails is at the level of training and implementation. The cascade model adopted for training faced immense problems at grassroots levels. Teachers were not able to leave their classrooms as anticipated, not all teachers could receive the information first hand, workshops were held in areas that were inaccessible to teachers, they had to travel long distances and arrived late and had to leave early. A recommendation is that the cascade levels need to be reduced to a minimum. A lot of information can be lost during the different cascade levels. If during the cascading of information the time frame is reduced within which to cascade the information, the question arises as to how to reduce the amount of information. Thus the presentation of information will be reduced to the choices made of what is worthwhile.

The separation between policy and implementation is also problematic. The top-down model adopted resulted in the key implementers having to implement the curriculum rather than be designers of the curriculum. Also, policy planning cannot be done in isolation. Team planning can be a link between the macro world of the policy makers and the micro world of the teachers if all stakeholders are involved. Policy planning must not be idealistic but rather realistic. The involvement of macro agents and micro agents in the policy planning will bridge the gap between top-down and bottom-up views on the policy planning. This idea of networking will allow for shared power between the macro agents and the micro agents. Policy-makers need to view the policy planning process as a collective process. Shared networking will allow for shared control rather than hierarchical control. Working with teams may be messy. It involves conflict, emotional differences and other feelings. It is important to keep the visions and goals in mind.

114

There must be a balance between the chaos and order. The policy planning process is influenced by different ideologies and laws. Ideologies in policy documents can indicate the beliefs and values that are important for that policy document. These ideologies can influence the belief of a person thus the policy planning stage is important as the ideologies develop during this stage.

In order for people to understand the change process it is important for people to understand the ideologies associated with transformation. These educational ideologies indicate the beliefs and values that are important and it can have a social, political or economic influence on the curriculum. The policy planning should not be a battleground for parents, learners, teachers and bureaucrats. During the planning stages it is vital to remember that the curriculum as a plan can impact on the curriculum as a practice.

Ideologies are formulated during the designing of the policy and these ideologies are reflected in the policies. It should be kept in mind that ideologies are carried by language and the beliefs and values that are displayed can influence what is said. This is important during the orientation as people would make meaning of these utterances. Preparation and attitude during orientation of the policy can impact on the process. Competent facilitators with a good understanding may be able to impact positively on the process. The receiver of information is able to interpret uncertainty.

It is important to expose the trainers to the draft policy. This will allow for discussions and input with regard to the policy. A recommendation is that people that are involved in the designing of the policy should also form part of the core training teams. Before orientation it is important to consider some of the contextual factors that may impact on the orientation, for example, time frames.

For stakeholders that were brought into the process there were role tensions:

> *There was pressure on the commitee to make a recommendation to keep the process going. We found that we did not only have to assess implementation readiness but were also saying that if we are not quite ready what needs to be done to get ready. This created tension in the committee as to what the role was.*

We realised that as we were interacting with the process we were having an effect on implementation(Member of the MPC).

8.5 Concluding Reflections

The researcher feels that the aims of this study have been achieved. It is trusted that this study will be of value to all educational authorities and interested stakeholders in education. It is also hoped that the recommendations from the study will be implemented and thereby enhance the implementation of the policies in South Africa. This research study opens up avenues for further research in this area and research in the area of policy implementation of the RNCS (grades10-12) in the South African schools.

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APPENDICES

Appendix A

Cover letter with questionnaire

P. O. Box 1518
Dundee
3000

10 July 2005

Dear Colleague

I wish to place on record my sincere thanks and appreciation to you for volunteering your kind assistance with the research being undertaken into the analysis of the FET curriculum development process. I also wish to guarantee that the information you supply will be treated with absolute confidentiality. This information will be used for research purposes only.

The study that I am embarking on traces the dominant influences and ideologies in the development of the FET curriculum development process. You have been identified as one of the policy-makers involved in conceptualising and formulating the policy documents/ a facilitator in the training programme or a regional trainer. I am interested in how you have perceived the policy-making / training process and your personal views on the new FET curriculum. The data collection method that I am employing is a questionnaire to capture base-line data and a follow up interview. I would appreciate it if you would complete this questionnaire for me and mail it electronically or I will contact you telephonically regarding the return of the questionnaire and arrangement for the interview that would be most suitable for you.

In conclusion may I add that your assistance in this research will not only be sincerely appreciated by me but will, I hope, make a contribution to the policy development process.

Kind Regards,

Asha Maharaj
Masters Student
University of KwaZulu Natal: Pietermaritzburg Campus

QUESTIONNAIRE

PREFACE: The purpose of this questionnaire is to collect information about your role as a policymaker. Please be assured that the information you supply will be treated with absolute confidentiality and will be used for research purposes only.

PART A

BIOGRAPHIC INFORMATION

PLEASE FILL IN OR CROSS (X) THE APPROPRIATE OPTION

1. **Experience of curriculum development at policy level in years.**

0	0-5	6-10	11-15	16-20	More than 20

2. **Gender**

Male	Female
1	2

3. **Experience in completed years of teaching at school level.**

Under 10	11-15	16-20	Over 20

4. **Formal qualifications (completed) with specialisation.**

_____

_____

_____

5. **Do you represent an interest group/ organisation during the time of your involvement in developing the FET policy? Name the organisation and state where is your organisation located?**

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6.   Which organization/institution are you presently at?

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PART B

This part of the questionnaire is intended to gather information on how the policy making process was structured.

PLEASE FILL IN OR CROSS (X) THE APPROPRIATE OPTION.

1.   What was your role in the process?

Policy maker in a learning area	Mentor/Advisor	Member of the Ministerial Project Committee	Other (please specify)

2.   Why do you think you were chosen to be part of the process?

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3. Why do you think there was a need to review/ reform the curriculum for the FET phase?

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4. Which organisations/ interest groups were represented in the sessions (policy development) you were involved in?

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_____

5. How strongly would you rate each of the following statements about the policy making process?

	Always True	Often True	Only Sometimes True	Not True	Definitely Not True
1.Representation was based on expertise more than affiliations with particular groups	1	2	3	4	5
2. The process of consultation was democratic.	1	2	3	4	5
3. Collectively we had rich resources, information and skills to formulate the policy.	1	2	3	4	5
3. Some members of the team dominated the discussion and strongly influenced what was put into the final policy.	1	2	3	4	5
4. Much of the discussion revolved around implementation issues and what needs to be done to lay the foundation for implementation.	1	2	3	4	5
5. I felt that I was not able to contribute significantly to the process of policy formulation.	1	2	3	4	5
6. There was extensive discussion around nature of knowledge and curriculum content.	1	2	3	4	5
7. Some members of the team had vested interest in channelling the discussion around certain values.	1	2	3	4	5
8. The committee operated within an agreed framework of:					

125

	Always True	Often True	Only Sometimes True	Not True	Definitely Not True
8.1 purposes/goals/principles	1	2	3	4	5
8.2 learning theories	1	2	3	4	5
8.3 content	1	2	3	4	5
9. The allocation of tasks was as a result of collective decision- making.	1	2	3	4	5
10. Compromises of competing interests and demands reduced the integrity of the final policy document	1	2	3	4	5

PART C

How strongly do you feel about each of the following statements?

PLEASE PLACE A CROSS (X) IN THE APPROPRIATE BLOCK.

	Strongly agree	agree	not sure	disagree	strongly disagree
1. The policy document is easy to understand.	1	2	3	4	5
2. The policy document provides clear guidelines for implementation.	1	2	3	4	5
3. The policy when formulated has/ had relevance to:					
3.1 rural pupils	1	2	3	4	5
3.2 urban pupils	1	2	3	4	5
3.3 all pupils (rural and urban)	1	2	3	4	5
4. The policy has been influenced by international trends in education.	1	2	3	4	5
5. The policy has been influenced by the politics of transition in South Africa.	1	2	3	4	5
6. The guidelines offered in the policy clearly indicate the classroom activities that will result in positive pupil achievement.	1	2	3	4	5
7. When drafting the policy we were aware of the varying contexts of					
7.1 schools.	1	2	3	4	5
7.2 science classrooms	1	2	3	4	5
7.3 teachers' knowledge and skills					
7.4 school management					
8. Schools have the basic level of resources to implement the policy.	1	2	3	4	5
9. The motivation for introducing this policy has been well understood by:					
9.1 educators	1	2	3	4	5

	Strongly agree	Agree	not sure	disagree	strongly disagree
9.2 parents	1	2	3	4	5
9.3 department officials at provincial level	1	2	3	4	5
9.4 school managers	1	2	3	4	5
10. The policy looked at the historical context of South Africa and embodies principles of redress and equity.	1	2	3	4	5
11. The policy provides opportunities for integration across learning areas/ subjects.	1	2	3	4	5

PART D

Part D intends to gather information on your personal hopes for the FET curriculum.

1.　　What kind of learner do you envisage as a result of an effective policy?

_____
_____
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2.　　What kinds of *knowledge, skills and values* do you think should be emphasised for learner in the FET phase?

Knowledge

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Skills

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Values

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3. What is your own position in resolving the perceived tensions between:
3.1 democracy and ubuntu

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3.2 The same curriculum and content for everyone versus local variations to suit local students

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3.3 Curriculum for economic development versus curriculum for personal/social development

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3.4 Curriculum developed at National Level and implemented at provincial/local level

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THANK YOU FOR TAKING THE TIME TO COMPLETE THIS QUESTIONNAIRE

Appendix C

Questionnaire to Policy Trainers

QUESTIONNAIRE

PREFACE: The purpose of this questionnaire is to collect information about the your role as a national trainer/ facilitator. Please be assured that the information you supply will be treated with absolute confidentiality and will be used for research purposes only.

PART A

BIOGRAPHIC INFORMATION

PLEASE FILL IN OR CROSS (X) THE APPROPRIATE OPTION

1. **Experience of training/facilitation of National Policy in years.**

0	0-5	6-10	11-15	16-20	More than 20
1	2	3	4	5	6

2. **Gender**

Male	Female

3. **Experience in completed years of teaching at school level.**

Under 10	11-15	16-20	Over 20

4.   Formal qualifications (completed) with specialisation.

_____
_____
_____

5.   Do you represent an interest group/ organisation? Name the   organisation and state where is your organisation located?

_____
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6.   Which organization/institution are you presently at?

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PART B

This part of the questionnaire is intended to gather information on how the training process was structured.

PLEASE FILL IN OR CROSS (X) THE APPROPRIATE OPTION.

1.   What was your role in the process?

Trainer	Facilitator	Other (please specify)

2. Why do you think you were chosen to be part of the process?

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3.Why do you think there was a need to review/ reform the curriculum for the FET phase?

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4.Which organisations/ interest groups were represented in the sessions (training or policy development) you were involved in?

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_____

5.Did the training workshop provide insight into the following issues?
Please place a cross next to the correct option.

	YES	NO		YES	NO
Subject Choices			Teacher Guidelines		
FETC Qualification			Human Resource needs		
Rules of Combination			Infrastructure Needs		
Timetabling			Teaching Methods		
Learner Support Material			Finance Implications		
Content of the subject/Field			Assessment		

         Additional comments

_____
_____
_____
_____
_____
_____

6.Were your concerns adequately addressed by the FACILATOR?

YES		NO	

Additional Comments

_____
_____
_____
_____
_____

7. Comment on the:

7.1   nature of training

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_____
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7.2   whether the training was sufficient

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7.3   competence of the facilitator

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7.4   structure of the training programme

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7.5   What are the possible challenges you envisage in training teachers to deal with the new FET curriculum?

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PART C

How strongly do you feel about each of the following statements?

PLEASE PLACE A CROSS (X) IN THE APPROPRIATE BLOCK.

	Strongly agree	agree	not sure	disagree	strongly disagree
1. The policy document is easy to understand.	1	2	3	4	5
2. The policy document provides clear guidelines for implementation.	1	2	3	4	5
3. The policy when formulated has/ had relevance to:					
3.1 rural pupils	1	2	3	4	5
3.2 urban pupils	1	2	3	4	5
3.3 all pupils (rural and urban)	1	2	3	4	5
4. The policy has been influenced by international trends in education.	1	2	3	4	5
5. The policy has been influenced by the politics of transition in South Africa.	1	2	3	4	5
7. The guidelines offered in the policy clearly indicate the classroom activities that will result in positive pupil achievement.	1	2	3	4	5
9. Schools have the basic level of resources to implement the policy.	1	2	3	4	5
10. The policy looked at the historical context of South Africa and embodies principles of redress and equity.	1	2	3	4	5

PART D

1.   What kind of learner do you envisage as a result of an effective policy?

_____
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2.   What kinds of *knowledge, skills and values* do you think should be emphasised for learner in the FET phase?

Knowledge

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Skills

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Values

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3. What is your own position in resolving the perceived tensions between:

3.1 democracy and ubuntu

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3.2 The same curriculum and content for everyone versus local variations to suit local students

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3.3 Curriculum for economic development versus curriculum for personal/social development

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3.4 Curriculum developed at National Level and implemented at provincial/local level

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THANK YOU FOR TAKING THE TIME TO COMPLETE THIS QUESTIONNAIRE

Appendix D

Interview Schedule

Dear Colleague

Thank you for consenting to be interviewed for this study. I have no doubt that the contribution you will make will significantly advance this study. In this interview I wish to hear about the curriculum development/ training process for the FET as you have experienced it. I intend to ask questions around the policy-making/training process and nature and content of the policy document. I do not intend to impose any particular structure to this interview, so please speak freely. In order to guide the discussion, below are a few questions I will focus on.

Questions

A.   For Policy makers and Trainers

General pressures/influences on the curriculum:
4Where did the major pressures for rethinking the curriculum come from?

Particular problems or issues
>other policy documents?
>new theoretical insights into the most appropriate ways of teaching and learning in relation to complex goals?
>Broad vision embodied in the White Paper on Education and Training?

5It is sometimes claimed that the 'curriculum reflects the concerns of university academics/ experts involved in the process rather than learners and the educators'. How do you feel about this?

6Why do you think the curriculum needed to be reformed?

7What purposes are served by the new FET curriculum?

B.   The Process: Policy Maker

8In this question I am interested in the role you played in policy before you became involved in the process?
>were you a critic of the state and its workings?
>a reformer?
>activist/ researcher?

9How was you role defined in the committee?
>what were the specific responsibilities you were tasked with?
>were you sufficiently resourced, empowered and skilled to fulfill your task?

10How was the policy-making process for FET structured and what did you see as possible strengths and weaknesses to this kind of arrangement?
In what ways did the process give voice to learners and parents that were not represented in the process?
>was there a broader consultation process, public submissions? Did that consultation reach all people/groups?

11What were some of the political and practical issues/tensions that were important for the committee during and after the process?

12What were some of the conceptual and theoretical conflicts/ compromises that were important for the committee during and after the process?

13Was there much discussion on sensitivity to societal issues of poverty, inequality, HIV/AIDS? How have these concerns played out in the final policy document?

B   The Process: Trainers

1.   How was the training process structured and what were the strengths and potential limitations of the process?

14Comment on the nature of training you received?
>period of training
>whether issues were covered (see questionnaire)
>competence of facilitator

15What were your concerns (if any) regarding the new curriculum and how have these concerns been addressed by the facilitator?

RESEARCH OFFICE (GOVAN MBEKI CENTRE)
WESTVILLE CAMPUS
TELEPHONE NO.: 031 – 2603587
EMAIL: ximbap@ukzn.ac..za

2 NOVEMBER 2005

MRS. A MAHARAJ (200401021)
EDUCATION

Dear Mrs. Maharaj

ETHICAL CLEARANCE APPROVAL NUMBER: HSS/05148A

I wish to confirm that ethical clearance has been granted for the following project:

"Ideological influences in the Further Education and Training National Curriculum"

Yours faithfully

MS. PHUMELELE XIMBA
RESEARCH OFFICE

PS: The following general condition is applicable to all projects that have been granted ethical clearance:

THE RELEVANT AUTHORITIES SHOULD BE CONTACTED IN ORDER TO OBTAIN THE NECESSARY APPROVAL SHOULD THE RESEARCH INVOLVE UTILIZATION OF SPACE AND/OR FACILITIES AT OTHER INSTITUTIONS/ORGANISATIONS. WHERE QUESTIONNAIRES ARE USED IN THE PROJECT, THE RESEARCHER SHOULD ENSURE THAT THE QUESTIONNAIRE INCLUDES A SECTION AT THE END WHICH SHOULD BE COMPLETED BY THE PARTICIPANT (PRIOR TO THE COMPLETION OF THE QUESTIONNAIRE) INDICATING THAT HE/SHE WAS INFORMED OF THE NATURE AND PURPOSE OF THE PROJECT AND THAT THE INFORMATION GIVEN WILL BE KEPT CONFIDENTIAL.

cc. Faculty Officer
cc. Supervisor (Dr. A Ramsuran)