

**An Analysis of the Values and Principles guiding
the Further Education and Training
Curriculum Policy**

By

Roselyn Lebari Ngelale

**Submitted in fulfilment of the requirements for the degree of
Master of Education
(Curriculum Studies)**

University of KwaZulu-Natal
School of Education Studies
Edgewood Campus

2007

ABSTRACT

The education reform of the South African democratically elected government ushered in the further education and training (FET) curriculum policy guided by strategic principles and values. This study identified and analysed the principles and values guiding the FET curriculum policy in relation to the factors leading to their selection and the effect of such choices on the FET curriculum design.

A tri-dimensional method of Critical Discourse Analysis as developed by Fairclough (1995) was employed and supplemented with a method of curriculum analysis as developed by Jansen and Reddy (1994) for the analysis of the principles and values. Investigation into the National Curriculum Statement for FET (General) (2003) revealed that the principles and values fall into two categories: Economic based and social-related principles, both aiming to achieve social transformation.

This dissertation positions education and training curriculum design within an emancipatory praxis approach as developed by Grundy (1987), and argued that since the gain in learning principles and values is that which leads to the development and refinement of the individual, the social-related principles and values should be taught holistically as a subject. I contend that the ‘discrete’ integration and application of social-related principles and values in subject statements will not provide an effective way of assessing the competences of such learning. This is because ‘discrete’ means subtle and subtle is elusive – ungraspable. I therefore argue that if the leaders of tomorrow who are the learners of today are expected to project and defend the principles values that the South African society is built on, it is imperative that these learners learn them holistically.

Finally, an individual is assessed by what he /she thinks says, and does and the hands are one of the vehicles that carries out the command of the head, if the hands fail to respond to the ‘will’ of the head, that ‘will’ becomes of no effect. In the light of this argument, I contend that practical work without cognitive knowledge is no knowledge just as cognitive knowledge without practical application is absolutely no knowledge.

Dedication

This dissertation is dedicated to the Almighty GOD, my heavenly father in whom I am complete, for without Him I can do nothing.

Declaration of Originality

I, Roselyn Lebari Ngelale declare that this dissertation: ‘An analysis of the principles and values guiding the further education and training (FET) curriculum policy’ is my own work and that all sources I have quoted or used have been indicated and duly acknowledged by means of complete references.



Roselyn L. Ngelale
University of KwaZulu -Natal
Faculty of Education
2007

J. Karisson's
copy.



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

10 APRIL 2006

MRS. RL NGALALE (205520409)
EDUCATION

Dear Mrs. Ngalale

ETHICAL CLEARANCE APPROVAL NUMBER: HSS/06094A

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

"An analysis of the values and principles guiding the further education and training (FET) Curriculum Policy"

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. Derek Buchler
cc. Supervisor (Dr. J. Karisson)

Acknowledgements

I gratefully acknowledge all those whose contributions have helped me towards achieving the purpose of this research. I would especially like to thank:

Dr Jenni Karlsson, for taking time to patiently read through several drafts, advising and directing me on the right method and approach. Thank you for taking me from a position of 'nowhere' to a place where I can say 'I did it'.

I am indebted to Professor R.T. Moletsane, for directing my focus to, and suggesting this topic which has turned out to be a very interesting and informing research topic.

Nthabiseng Ntebo Bryant, for providing me with valuable information and materials needed for this research. I will always have a special place in my heart for you.

Professor & Mrs Omar lateef, for providing me with a place to cultivate all the knowledge needed for this study.

Chief J.B. Kobo and Madam Irene, J. Ngelale, my dad and my mother in-law, for their prayers and encouragement.

My children, particularly, my beloved son Charles who encouraged me to further my education and took definite steps to ensure I gained admission into the university of Kwazulu Natal. Also, Ajuri, Randy, Mary, Agora, Barimon and Hope for understanding, patient, support.

Finally, and most importantly, I am indeed indebted to my husband, chief Precious Ngelale, in gratitude for his unfailing support, inspiration, contributions and encouragement for my studies over the years, especially my all-day all-night reading and writing during this study.

Abbreviations

ABET:	Adult Basic Education and Training
ANC	African National Congress
CASS	Continuous Assessment
C 2005	Curriculum 2005
CBC	Content Based Curriculum
CDA	Critical Discourse Analysis
CEM	Council of Education Ministers
CFTC	Curriculum Framework Task Team
CEPD	Centre for Education Policy Development
CMC	Curriculum Management Committee
COSATU	Congress of South African Teachers Union
COs	Critical outcomes
CUMSA	Curriculum Model of South Africa
DNE	Department of National Education
Dos	Developmental Outcomes
DOE	Department of Education
DOL	Department of Labour
EFA	Education for All
ERS	Education Renewal Strategy
FET	Further education and training
FEC	Further Education Certificate
FETC	Further education and training certificate
GET	General Education and Training
GETC	General Education and Training Certificate

GEC	General Education Certificate
HC	Hidden Curriculum
HE	Higher education
HSRC	Human Sciences Research Council
HRD	Human Resource Development
IEB	Independent Examination Board
ILO	International Labour Organisation
KBC	Knowledge Based Curriculum
MOL	Ministry of Labour
NCS	National Curriculum Statement
NECC	National Education Crisis Committee
NEPI	National Education Policy Investigation
NETF	National Education and Training Forum
NGO	Non-Governmental Organisation
NTSI	National Training Strategy Initiatives
NTB	National Training Board
NTBTT	National Training Board Task Team
NQF	National Qualifications Framework
OBE	Outcomes Based Education
RDP	Reconstruction and Development Programme
RNCS	Revised National Curriculum Statement
RPL	Recognition of Prior Learning
RSA	Republic of South Africa
SASA	South African Schools Act
SAQA	South African Qualification Authority
SETA	Sectoral Education and Training Authority
TDA	Total Discourse Analysis

VEPA	Values in Education Programme of Action
VET	Vocational Education and Training
3rs	Redress, Reconciliation and Reconstruction

TABLE OF CONTENTS

Abstract.....	i
Dedication	ii
Declaration of Originality.....	iii
Consideration for Ethical Clearance.....	iv
Acknowledgements.....	v
Abbreviations.....	vi

Chapter one: The Foundation of the Research Problem

1.1 Introduction.....	1
1.2 Purpose and objective of this study.....	4
1.3 Scope of the study.....	6
1.4 Theoretical Paradigm and Research Method Employed.....	6
1.5 Conclusion.....	8

Chapter two: Conceptual and Theoretical Framework

2.1 Introduction.....	10
2.2 Conceptual Framework.....	10
2.2.1 Principles.....	10
2.2.2 Values.....	11
2.2.3 Education and Training.....	12
2.2.4 Curriculum.....	18
2.3 Summary.....	21
2.4 Theoretical framework: The application of theories to practice.....	22
2.4.1 Technical Teaching and Learning of Principles and Values.....	23
2.4.2 Practical Teaching and Learning of Principles and Values.....	25
2.4.3 Critical Teaching and Learning Principles and Values.....	26
2.5 Discussion.....	27
2.6 Conclusion.....	29

Chapter Three: The Making of the Further Education and Training Curriculum Policy

3.1 Introduction.....	31
3.2 Moment 1: The apartheid era (1948-1990).....	31
3.3 Moment 2: The transitional period (1990-1994).....	36
3.4 Moment 3: The Post apartheid era (1994-2005).....	38
3.4.1 Principles and Values in Further Education and Training.....	45
3.4.2 The aim of Principles and Values in the Further Education and Training Curriculum.....	48
3.4.3 The impact of the Principles and Values on Further Education and Training Curriculum Design.....	53
3.5 Conclusion.....	54

Chapter four: A Methodology of Curriculum policy Analysis

4.1 Introduction.....	55
4.2 Approaches to Critical Discourse Analysis.....	55
4.3 Criteria for the selection of Texts for Analysis.....	58
4.4 Method of discourse analysis -Analytical moments.....	60
4.4.1 Moment 1: content Analysis.....	62
4.4.2 Moment 2: intertextual Analysis.....	63
4.4.3 Moment 3: Deconstruction and Re-interpretation of Text.....	64
4.5 Conclusion.....	66

Chapter five: A Critical Probe into the Principles and Values into the Policy Texts

5.1 Introduction.....	68
5.2 Moment one: Content Analysis.....	68
5.2.1 Social Transformation.....	69
5.2.2 Outcomes-Based Education.....	70
5.2.3 High Knowledge and High Skills.....	71
5.2.4 Integrated and Applied Competence.....	72
5.2.5 Progression.....	72

5.2.6 Articulation and Portability.....	73
5.2.7 Human Rights, Inclusivity, Environmental and Social Justice.....	75
5.2.8 Valuing Indigenous Knowledge Systems.....	76
5.2.9 Credibility, Quality and Efficiency.....	76
5.3 Conclusion.....	77
5.4 Moment Two: Intertextual Analysis.....	78
5.4.1 Discourse Practice of the National Curriculum Statement.....	78
5.5 Moment Three: De-construction and Re-interpretation of the National Curriculum Statement.....	83
5.6 Conclusion.....	85

Chapter six: Presentation of Finding Summary and Conclusions

6.1 Introduction.....	87
6.2 Findings.....	87
6.2.1 Assumptions.....	92
6.2.2 Silences.....	93
6.3 Discussion on findings.....	94
6.3.1 Moment One.....	94
6.3.2 Moment Two.....	104
6.3.3 Moment Three.....	106
6.4 Summary.....	109
6.5 Conclusion.....	112
References.....	116
Appendix.....	

Chapter 1: The Foundation of the Research Problem

1.1 Introduction

Prior to 1994, education and training were separate activities implemented differently for different racial groups with unequal resources. It was characterised by segregation, inequality and discrimination (Department of Education, 2001a.p.5) as such, it promoted division rather than commonality and national identity. There was 'gross violation of human rights, the transgression of humanitarian principles in violent conflicts and a legacy of hatred, fear, guilt and revenge' (Department of Education, 1995, p.14) which ultimately resulted to wide spread discontent in the society. When the democratically elected government of South Africa headed by the African National Congress (ANC) took over government in 1994, it sought to address these social, economic and political issues through several mechanisms of which education was one. Since then, the entire educational system in South Africa has been undergoing a process of review and overhaul to suit the young post-apartheid democratic system of government (African National Congress, 1994, p.2; 1995, p.2) and its vision. After the emergence of several policy documents, Further Education and Training (FET) curriculum policy became a step taken by the Department of Education towards restructuring the educational system in favour of the overarching national project for social transformation, redress, reconstruction and reconciliation.

Curriculum policies, be they content based or outcome based have always been guided by principles and values, however, the fallen condition of social relations among citizens, coupled with the economic stagnation does not portray the fact that curriculum policies are guided by such principles and values capable of curbing the socio-economic crises, thus portraying poverty and unemployment as ineradicable phenomena. The cause of the social and economic problem in the society gives me a concern to examine the *Further Education and Training Curriculum Policy for Grades 10-12 (General)* (2005). If a curriculum policy ignores the presence of social, political and economic disorder, it may not possibly be able to offer an adequate solution to social transformation. This makes the identification and analysis of the principles and values in the FET curriculum policy and the rationale behind their selection my aim.

The South Africa's economy had been in crises for about two decades prior to 1994 with a dramatic decline in growth rates (National Education policy Investigation, 1993, p.168). There arose the need to increase export of manufactured goods, reduce dependence on primary commodity and exports (National Education policy Investigation, 1993, pp.168 &169) on one the hand, and the promotion of social justice, equity and human rights on the other. The African National Congress noted that whereas the human population has been increasing at about 2.6 percent per year, per capita economic growth has been negative since 1982. The real rate of economic growth in South Africa (that is, its growth after taking account of inflation) has been declining for most of the past thirty years, from around six percent per year in the early 1960s to around one percent by the beginning of 1990s. The manifestation was the decline in the number of jobs in line with the long-term economic trend. Hence, since the human population will not stop increasing by the year, the gap between the rate of employment and that of the available labour widened substantially, resulting to the rapid increase in unemployment rate (African National Congress, 1994, pp. 31-32). This problem makes my investigation into the further education and training curriculum and it design principles and values an informing research.

The African National Congress attributes the decline in economic growth to the education inadequacies of the apartheid era. This is because, education curriculum before 1994 was examination driven with a 'focus on rote learning and the absorption of facts rather than on the development of critical thinking, reasoning, reflection and understanding' (African National Congress, 1994, p.68). It was a cram, memorise and pass the examination, then understand later approach to learning. It was a teacher centred approach, which promoted curricula that, was considered to be unresponsive and irrelevant, with weak coordination and mobility across levels. Also there were no common National Curriculum Statements that spelled out common learning outcomes for the education system (Department of Education, 2001a, pp.5-9). The education and training curriculum focused on transmitting existing knowledge that prioritised division intra and inters subjects. This created what Gamble refer to as 'hierarchical boundary'(Gamble, 2003, p.6) between what is taught and learned in school, and the reality of life, making transferability and applicability of school knowledge to real life

situation problematic (Gamble, 2003, p.6). Also, there was the lack of meaningful educational opportunities coupled with the narrow curriculum offerings provided by education and training schools and colleges, thus, depriving learners of an opportunity to break out of the cycle of poverty and want. For these reasons, the apartheid system of education and training was criticised for developing many areas of inefficiency where funds were wasted and staff not well employed. It was alleged that critical skills needed to develop and support the country's economy were not been provided by the school system (Department of Education, 2001a, p.6), thus, making the productivity of the education system in terms of personal learning, marketable skills, and examination results, in relation to what it cost to provide it very low (Department of Education 1995, p.21). These gaps in education practices was seen as contributing immensely to the apparent production of much unskilled labour force that could not take-up and maintain responsibility in real life situations, thus, causing serious unemployment problem in the society. These problems, coupled with the increasingly globalised world economic demand put enormous pressure on the South African society which in turn, looked forward to the education system to provide marketable skilled workers for the labour market; and marketable commodities for the local, national and international market. This development has informed the notion of a direct and crucial relationship between the educational institutions and the national economy, causing the high expectancy on the out-put of the education system to receive much attention recently (Hough, 1991, p. 9).

It is undeniable that the education sector is a viable means for achieving social transformation and economic development. In South Africa, the case is compounded by the fact that it is a nascent democracy saddled with the quest for social transformation. Therefore in order to transform the society, compete favourably at trade in the 'global core' (Gamble, 2003, p.14) and attract investors, the South African state and its allied partners put all mechanisms both intellectual and technical in motion towards the actualisation of the vision. Such socio-economic factors leading to the production of the further education and training curriculum policy, including its functional role to the society fall within the ambit of my investigation.

The further education and training curriculum policy in South Africa sits as a response to two broad issues: the socio-political problems of racial segregation, inequity,

inequality and discrimination (Department of Education, 2001a, p.5) from the apartheid era and, global economic needs. For these reasons, the further education and training curriculum policy carries within it, guiding principles and values representing a radical departure from the apartheid principles on the one hand and emancipatory elements on the other hand. This study identifies and analyses the selected principles and values in the further education and training curriculum policy to identify areas where it differs from those of the apartheid education system, and how it intends to achieve and sustain its aim.

Further education and training does not have a single purpose but provide access to higher education, (albeit for a minority) on one hand and in preparing young people for the labour market as well as developing them as independent citizens (Young and Gamble, 2005, p.6). For this reason the further education and training curriculum, like any other curriculum policy carries within it the principles and values that serve as a guide to what should be learned, how it should be learned, and the identification of a curriculum practice and design that is suitable for the achievement of the overall purpose of education and training. Because of the long-term implication of further education and training to the economy, it is worthwhile to examine the principles and values in it especially as they affect 'learning and learners, teachers and teaching, knowledge and society' (Jansen and Reddy, 1994, p.13).

Although some scholars such as Jansen, (1998), Michael Young and Jeanne Gamble (2005) have written about South Africa's further education and training curriculum policy as a social construction, issues relating to its the principles and values in the FET are under-researched and that is why it is the focus of my study.

1.2 Purpose and Objectives of this study

Before now, the senior secondary school has always been seen as a medium for the preparation of learners for higher education. However, only a few are not able to gain access to higher education while the majority seeks employment with little or no employable skill. My purpose in this study therefore is to identify and analyse the principles and values informing the further education and training curriculum policy in order to understand the reason for their selection. I also seek to uncover the social factors influencing the further education and training curriculum policy and how these factors

have shaped the design of the further education and training curriculum. To enable me conduct the investigation methodologically, the following three critical questions are set out as leading for the achievement of my purpose for conducting this study:

- What principles and values guide the further education and training curriculum policy?
- What reasons informed the choice of these values and principles?
- How have these principles and values influenced the further education and training curriculum design?

Of supreme importance in this study is to identify and analyse the principles and values in relation to their operative functions, the significance and the rationale behind their selection, and their effect on the further education and training curriculum design.

The *White Paper on Education and Training* (Department of Education, 1995); the *Manifesto on Values, Education and Democracy* (Department of Education, 2001b); and the *National Curriculum Statement for Grades 10-12 (General)* (Department of Education, 2003) are policy documents carrying the list of principles and values that form the basis for education and training. However, these principles are implemented through the National Curriculum Statements Grades 10-12 (General). I critically examine these three policy documents to understand their discourse and the relational coherence between them.

Fairclough contends that principles and values are ideologies produced based on either social structures or socio-historical event (Fairclough, 1995, p.71). On this note, another issue for investigation in this study is whether the principles and values selected for the implementation of the further education and training curriculum are properties of social structure or properties of historical event or both. Principles such as redress, reconstruction and reconciliation (Department of Education, 1995, 2001a & b, and 2003), i.e 3-Rs as I refer to them in this study, are not curricula principles and values but encapsulate the national project to address important problems inherited from the apartheid era. The 3rs are part of an ongoing social reconstruction and transformation or national project that underpins the further education and training curriculum policy. Understanding the origin of the 3-Rs and their influence on the further education and training curriculum design is worthy of investigation. As enumerated above, there are

several perspectives to my investigation, requiring that I conduct a detail probe into the principles and values driving the National Curriculum Statement using other related policy text.

To conduct a detail investigation that will enable me to achieve my purpose and objectives, I now define the scope of my investigation.

1.3 Scope of the Study

This study of principles and values in curriculum policy is restricted to the further education and training band on the national qualifications framework. This is due to the fact that apart from being the stage following compulsory schooling, further education and training sits as the mid-point between general education and higher education. It also represents the first post compulsory band of the National Qualification Framework and leads to higher education as well as to productive employment in various occupations. Young and Gamble (2005) assert that: ‘it is further education which is at the interface of school and the world of work and employment and, of course often unemployment’ (Young and Gamble, 2005, p.6). My reason for restricting this study to further education and training curriculum policy is because it constitutes the terminal stage of secondary education, which prepares learners for public life and independence. I therefore seek to understand how the further education training curriculum is structured towards the achievement of socio-economic goals in South Africa, so that I can apply the knowledge and understanding in my profession.

1.4 Theoretical Paradigm and Research Method Employed

Historically, there are three paradigms in curriculum theory. These have been referred to as the traditionalist (technical) paradigm, hermeneutic (interpretive) paradigm and the critical (emancipatory) paradigm (Luckett, 1993, p.12). These three approaches to curriculum theory coincide with Habermas’ (1972) theory of knowledge constitutive interest which states that all knowledge is produced based on certain values and principles (Habermas, 1978, p.308). These three paradigms are examined to reveal how Habermas’s three knowledge constitutive interests lend themselves to the teaching of

values and principles. In doing so, I present the account of Habermas, in relation to Grundy's emancipatory interest, and whose arguments are so close to that of Habermas.

Since the further education and training is consistent with emancipation, this study is premised on Grundy's (1987) critical theory of emancipation which states that 'emancipation in this sense is not libertinism. It is reflective, responsible but autonomous action' (Grundy, 1987, p.113). This theory provokes critical questions such as: whose interest is served by the curriculum? What curriculum will promote greater equity, emancipation and social justice? What values do these learning opportunities reflect and sustain? What are the guiding principles and values of such knowledge? These questions serve as the framing guide for my analysis of further education and training curriculum and its design principles and values.

There have been several studies regarding the further education and training curriculum policy and its designed features. Whereas scholars such as Hough (1991), Barrie (1997) and Higgs (1997) argue that such curriculum design promotes economic growth to the detriment of the learners' personal need and so education should be separated from training and taught as such. Young (1993), Young and Gamble (2005) argue for the integration of education and training. Gamble's work titled curriculum responsiveness to FET (2003) explains the relationship that exists between theory and practice and present the foundation for bridging the gap between theory and practice in an integrated curriculum such as the FET curriculum. The work of Michael Young and Jeanne Gamble (2005) coupled with Grundy's theory are useful in my discussion on the FET curriculum and its design principles and values as they provide insights for this study and thus, are cited frequently.

According to Fairclough, discourse has taken on a major role in socio-cultural production and change. Therefore to conduct a proper investigation on the issues raised above, I employ a method of critical discourse analysis (CDA) of texts developed by Norman Fairclough. Fairclough's method which is consolidated as a tri-dimensional framework map three separate forms of analysis: analysis of text language (spoken or written English); analysis of discourse practice (process of text production, distribution and consumption) and; analysis of discursive events as instance of socio-cultural practice into one another (Fairclough, 1995, p.2). I apply critical discourse analysis to selected

texts and analyse the content discursively. I supplement Fairclough's method of analysis with an approach recommended by Jansen and Reddy (1994) in which they suggest that curriculum policy should be analysed in three phases: impact analysis or the external micro analysis; principles and values analysis or internal micro analysis and; policy analysis or external macro analysis. Their analyses question the further education and training curriculum policy and its underpinnings, seeking to know who the principles and values in the FET serves, its relevance in relation to a particular set of social policies and of the outcomes or competences. All the issues raised above make my investigation into the principles and values a worthwhile adventure though broad.

1.5 Conclusion

To sum up, I introduced the background, purpose and significance of this research. I have also identified the theories that frame this study including the methodological approach employed. I have defined the scope and limitations and referred to the theoretical paradigm informing this study.

In chapter two, I define key concepts that occur frequently in this study and which are problematic. I define and interpret them in ways that provide the ideational meaning needed for the conduct of this study. I also provide a theoretical overview regarding the selection of principles and values as postulated by various theorists and show how they are used to teach values and principles.

No curriculum policy can be adequately analysed without recourse to the history behind its formulation and, in the case of this study, the issues that necessitated the choice of the principles and values. Hence, in chapter three, I trace the historical transition of education and training from the apartheid era to the post-apartheid South Africa. Looking at the past to see its bearing on the present provides an in-depth knowledge regarding events that provoked the selection of principles and values. In chapter four, I explicitly describe the methodology I use for this study. In chapter five, I present my analysis of principles and values as articulated in the policy texts, applying the methods described in chapter four. I look critically at, and analyse each principle in the National Curriculum Statement to reveal what it projects and the silences and why. The analysis enables me to understand the purpose for the selection of the principles and values embedded in the

further education and training curriculum policy. I support this analysis with both local and international scholarly texts. In chapter 6, I present my findings and support them with detailed discussion.

The next chapter, which is chapter, two is further divided into two sections; conceptual analysis and theoretical perspective. In this chapter, I discuss the conceptual analysis and theoretical perspective in relation to the relevant literature.

Chapter 2: Conceptual and Theoretical Framework

2.1 Introduction

This chapter is divided into two sections: the conceptual and theoretical framework. The first section deals with concepts such as principles, values, education and training, curriculum policy, and curriculum design. These are concepts framing the topic of this research. The second section is the theoretical framework. In this section, I consider the three approaches to curriculum design as suggested by Habermas (1978). I analyse each approach to understand how they lend themselves to the teaching of principles and values.

2.2 Conceptual Framework

The following concepts are useful in this study in the sense that they form the basis for my arguments and define the limits of the study. They also highlight problems which are directly related to this study. I now define and problematise these concepts.

2.2.1 Principles

Principles are rules that guide and control the conduct of a person, group of persons and social institutions. According to Terkel, and Duval, Principle is defined as ‘a fundamental rule, law, or doctrine from which other rules or judgments are derived’ (Terkel, and Duval, 1999, p. 219). Principles are established through personal, social, political, economical, educational and religious values and govern how a society organises and structures itself.

In the South African education system, principles derived from the national Constitution are consciously embedded in the curriculum ‘so that there is a purposeful incremental improvement in human rights practice [...] throughout the system’ (Department of Education, 1995, p.45). Thus principles in the curriculum are critically selected by curriculum policy makers, and defined in ways that reveal the values embedded in the knowledge of the curriculum. For instance, the Department of Education (2003) issued the *National Curriculum Statement Grades 10-12 (General)*, underpinned

by principles that guide the knowledge to be learned through the further education and training programme. These principles determine what should be taught, how they should be taught and evaluated, and what is expected to be achieved at the end of the process. *The National Curriculum Statement* expresses this by stating that high knowledge and high skills are to be taught using an integrated approach that will encourage progression from a simple to a more complex knowledge and skills and from one grade to another. In addition, the assessment is to be continuous and portable, allowing transferability of part of a qualification from one level to another in different learning pathways of the same national qualifications framework (Department of Education, 2003, p.3).

The definition given by Terkel & Duval (1999) indicates that principles are not merely a selection of words instead they arise out of rational decisions geared towards the establishment of rules that will guide the conduct of individuals in an establishment towards the attainment of desired values. The issue for investigation in this regard is how the principles selected for the education and training curriculum recognises the individuality of learners, and relates with all the cultural settings that exist in a heterogeneous society such as South Africa. A central objective of this study is to identify and explore the principles that constitute and inform the further education and training curriculum.

2.2.2 Values

Values as defined by Collins et al are ‘principles which in order of worthiness give direction to human thought and action, they are cultural standards which meet with wide agreement, and enable groups to compare, and judge their experiences and objectives’ (Collins et al. 1973, p. 211). This definition presupposes that values are personal and social norms that constitute personal and social relations. The social related values influence behaviour about what is and what is not. In education, values form the base for curriculum planners to follow and give teachers and administrators a sense of change in the curriculum (Gultig et al, 2002, p.3). Thus, in a curriculum policy, socially acceptable values are integrated and translated into a teachable form. Since contexts can never be the same, there is need for uniformity in curricula, yet, identifying widely acceptable and shared values is important.

Democracy means that individuals have equal opportunities to choose from various set of values that coexist in the society, to form their own set of values for the accomplishment of their needs in life. In a democratic state that has a heterogeneous population, for values to be internalised by all learners as part of life, the curriculum must encapsulate all cultures. This means that values for the curriculum should be open to all for debate and negotiations before they are synthesised and modified (Department of Education, 2001b, p.7). This is because, democratic values cannot be effectively transmitted through imposition otherwise they lose their character (Puolimatka, 1997, p. 467). Adopting values that are discretely embedded in subject statement may not promote freedom, equity, and social justice because what is valuable to one individual may not be for another. Puolimatka argues that compelling and persuading learners to adopt pre-specified values may be viewed as indoctrination. Values such as equity, social justice and equality cannot be communicated through a process that contradicts them. Individual and contextual differences coupled with competing values across various cultural settings make it difficult for decision makers and curriculum planners to come up with shared values that will be acceptable to all in the society. In a heterogeneous democratic society like South Africa where different cultural groups hold different and sometimes conflicting values, it is likely to be difficult for everyone to agree on which values should inform the FET curriculum. This ‘lack of consensus about values and aims that an educational system ought to embody and strive for’ (Winch, 1996, p.87) has posed a lot of problems in the educational system resulting in various debates and deliberations. Despite all positive measures put in place to achieve general principles that should lead to the actual realisation of shared values, ‘problems of irrationality and injustice still exist’ in society (Masschelein, 1997, p.511). This problem lies not only in the choice of principles and values that should inform the school curriculum but also the feasibility of the ideas and approach (Fullan, 1982, p.13). My study looks into: the choice of principles and values in the FET curriculum policy, the ideas behind their selection and how they are taught and learned.

2.2.3 Education and Training

Like principles and values, the third concept that is also a major pillar in this study is

the complex compound of education and training. Until recently, education and training have been strictly separated with education treated primarily as an academic activity, and training as primarily a vocational activity (African National Congress, 1994, p.30). This dichotomy between education and training is seen by several scholars as false because it does not correspond to the structure of knowledge; the need of the workplace; or the requirement of ordinary life in society (ANC, 1994, p.30). In this section, Young and Gamble (2005) present a balanced argument that I find useful for the understanding and the analysis of the purpose of the further education and training curriculum policy and its design principles and values. Gamble's (2003) discussion on the responsiveness of the further education and training curriculum, which focuses on further education and training colleges and their role in teaching learners employable skills, provides me with valuable insights regarding the values that are embedded in the further education and training curriculum. However, Gamble's discussions exclude further education and training schools and so I see the discussion giving more weight to vocational disciplines than academic. On the other hand, Young and Gamble (2005) focus their argument on the reformation of the further education and training curriculum to emphasis vocational knowledge. Their work, coupled with that of Philip Higgs (1997) and John Barrie (1997) guides my analysis of the concept of education and training.

The construct of education and training as a composite term does not only entail teaching learners competence in a particular knowledge or practice that will be useful to them in the world of work or higher education. It also requires that both terms be used to complement each other for the good of the learner. I therefore discuss each concept separately so as to identify their characteristics and the operational role they play when they are alone and when they are integrated.

2.2.3.1 Education

Education is a broad term covering both knowledge and skill acquisition. Phillip Higgs (1997) defines education as 'the outcome of human agency which differentiated those deliberations in daily life that take place around the possession and exercise of virtue' (Higgs, 1997, p. 5). This definition suggests that education is a product of human activity that carries within it 'virtues', and in the case of this study 'values' that can be

interpreted as personal, social, economical, cultural and aesthetic. Higgs sees education not merely as the empowerment of learners with knowledge while neglecting what they will make of the values associated with such learning, instead he sees it as an activity directed towards the emancipation of learners, that is. 'competence for life' (Higgs, 1997, p.7). Emancipation in educational terms means effecting change in the way learners think, feel, act and react to various situations. Because it is the ability to confront issues critically and reflectively, values embedded in education should be seen as an attempt to bring influence to bear on that which will empower a learner's character, ability and capacity with a sense of personal meaning (Higgs, 1997, p.6). For Higgs, education carries within it, virtues which form the content that makes reflection practical and possible. These virtues make a learner lead an exemplary, good, admirable or excellent life, giving them the conviction regarding why they should or should not do certain things. This means that the educated learner is both virtuous and critical to know that because everyone is doing or saying a particular thing does not mean it is the right thing to do or say. Learners imbued with such qualities are portrayed as educated and prepared for certain life tasks and responsibilities. Gamble (2005) refers to curriculum carrying such knowledge as principled. It is principled in the sense that learners are taught to solve 'real – world problems' (Gamble, 2005, p.87). Gamble uses the term 'principled' in education in conjunction with 'procedure' to describe two kinds of investigation (context dependent and context independent) and argues that these qualities are inseparable and difficult to grasp because they cannot be observed. My interpretation of how Gamble presents both concepts (principled and procedural) points to the application of mental and manual knowledge to real life situation.

On the contrary, Barrie sees education as a normative concept, which is a good thing that is valuable and worthwhile, and should be desired because it changes the learner for good (Barrie, 1997, p.64). He contends that the prediction used to associate education with reformation is a logical one because, educating a person does not mean that such person's previous character, and habit and behaviour have been changed. Barrie argues that all forms of educational institutions need to provide an education that will influence learners for good in terms of: developing learners' cognitive ability to think rationally, objectively and impersonally, and define learning procedures that enable awareness in

learners (Barrie, 1997, pp, 64-66). This presupposes that all forms of education must be devoid of discrete or subliminal infusion of knowledge so that learners are aware of what they are learning. For learners to grasp what they are taught there must be a complete procedure devoid of any form of brainwashing, drilling, repetition and, rote memorisation (Gamble 2005, p.90; Barrie, 1997, p.66). Although Barrie & Gamble maintain that an educational procedure should be voluntarily, and based on the willingness of the learner, Gamble advocates awareness in conjunction with theories. Her argument stems from the fact that the principled kind of knowledge is a conscious, whole knowledge that requires being broken down into components theoretical parts using educational procedures that may be context dependent or context independent (Gamble, 2005, p.92). Knowledge that depends on context would be considered as those that belong to the cognitive or mental domain, while those that can be carried out irrespective of context are those in the practical or technical domain. If education is a 'normative' concept while training belongs to 'non-normative domain' as asserted by Barrie (1997, pp.64; 67), what then links both concepts together? I now analyse the concept of training in relation to education.

2.2.3.2 Training

Training is often understood as the acquisition of skills which entails practical demonstration of skills, requiring pragmatic performance of specified task that are usually pre defined and once completed, learning is over. My experience as a teacher is that young people understand the concept of training to be a rigorous exercise that is good for the poor or old and thus, demeaning. While some people understand training as a term belonging to the games and sports domain, some associate it with animal and pets rearing. In the light of the above, should the word training be associated with education? Is it more appropriate to say skills development or skills acquisition instead of skills training?

Training in the further education and training curriculum policy of South Africa is not a means to an end but seeks to provide access to higher education and preparing learners for the labour market as well as developing them as good citizens (Young and Gamble, 2005, p.6). This then makes training a concept that is incomplete without education.

Placing education and training as preparation for work has been hotly contested by scholars such as Barrie (1997) who argues that education and training are two different concepts. His argument is premised on the fact that whereas education is a normative concept principled on both extrinsic and intrinsic values, training is not a normative concept because; it may not be principled on ethical domains (Barrie, 1997, p.67). By this, Barrie means that the fact that a person is being trained in something does not necessarily mean that the person is undergoing education because the concept of training carries no necessary implication that training need be in a domain deemed to be worthwhile (Barrie, 1997, p.67), especially if the value of such training is not to the advantage of the trainee. His argument is premised on the fact that training is not predicated on cognitive development of the learners but on the physical or manual development towards economic benefit. Is the economic benefit for the learner, the society or both?

In most circumstances, the value associated with such developmental condition is principled on an inductive procedure of teaching and learning 'that leads to abstract generalisations that are based on evidence of a particular result' (Gamble 2005, p.89). At one stage in Barrie's argument, he concedes that there are situations when training carries within it normative elements, stating that, 'there is an important sense in which certain form of training can satisfy the normative condition insofar as they aim at some kind of educational value associated with the development of the mind, knowledge and understanding' (Barrie, 1997, p.67). This presupposes that training can complement education only if it is structured to promote critical thinking and, reflection.

Time was when education and training were separate activities and the resultant feature observed was a 'head full of facts with idle hands'. Gamble contends that the integration of both concepts provides an enabling for the head to co-ordinate and translates the work of the hand so that both head and hand complement each other to form an educationally principled procedure (Gamble, 2005, p.92). Even though the procedure may be complex, offering education and training side by side is not an easy task as it challenges the construction of the daily timetable in the educational institution. Education complements training by transmitting conceptual knowledge that is enhanced by manual work selected for its conceptual relevance rather than for its practical

relevance (Gamble, 2005, p.92). In Gamble's view, the manual is an important reinforcement of the conceptual and not the opposite of mental knowledge (Gamble, 2003, p.46). Although Gamble proposes that knowledge should be an inter-web of education and training so that learners can be fully empowered and employable, she warns that 'such an association between education and jobs, is often lamented as the beginning of the end for education, as it seems to imply that a narrow vocationalism will drive down curricula at all levels of educational systems' (Gamble, 2003, p.61). Contrary to this view, Young contends that if education reforms perpetuate the division between education and training, separating academic from vocational, humanities, technical and technological, such education will not be able to achieve democratic education system (Young, 1993, p.5).

Finally, I have mentioned earlier that education is a broad term encompassing both mental knowledge and practical knowledge, this then makes education and training inadequate on their own as they both have developmental characteristics. Education alone cannot provide the needed skills that are required for economic growth and social transformation. Also a curriculum that focuses only on skills training neglects the broad aspect of human development such as personal quality and sense of responsibility that are needed for adaptability to, and sustainability of employment. Whereas education provides knowledge, understanding, theory, and explanation, training relies on practical demonstration of skills acquired through the educational process, thus, complementing each other. Both concepts work together and complement each other because of the transformatory elements they carry. I argue that education and training curriculum decisions driven by employability with high expectancy on knowledge and skills, applied competence as an expected outcome becomes one sided as not all learning areas require practical application of competence over a short period of time. Education needs to transform training and the links between them needs to be explicitly stated otherwise 'the process of translation or reworking the most complex part of the learning process is left up to students or apprentices to manage somehow on their own' (Gamble, 2003, p.46). Since creativity is done at the intrinsic level and expressed extrinsically through manual demonstration, I contend that no technical or practical activity can be successfully carried out without serious mental involvement, for the perfect co-ordination of the hand totally

depend on effectiveness of the head. Thus, education and training complement each other in the impartation of knowledge, and so both concepts are better when they are together than when they are taught in isolation.

Finally, education requires a systematic approach to knowledge construction that will lead to the development of character and mental power while training is a process associated with skills acquisition, which in most cases involves critical thinking and calculation. This study investigates how education and training curriculum policy aimed at preparing learners for global competition is constructed to balance the learners' personal needs with those of the economy and the society. This investigation requires that I define and analyse the concept of curriculum.

2.2.4 Curriculum

The way the concept of curriculum is understood, defined and theorised has altered over the years and there remains considerable dispute about the meaning and definition of the term. In the early 1900s, curriculum was defined as a plan of action for implementation (Ramparsad, 2001, p.288). Curriculum is all of the teaching and learning activities that take place in a learning institution and is 'understood to be more than syllabus documentation' (Department of Education, 1994 p.67). Many definitions have been given for curriculum, but one that is useful to me in this study is from Grundy (1987) who proposed that curriculum is 'a programme of activities by teachers and pupils so that pupils will attain so far as possible certain educational and other schooling ends or objectives' (Grundy, 1987, p.25). Grundy's way of defining the curriculum suggests that teachers and learners are to be actively engaged in curriculum development. Grundy's definition provides clarity concerning the work of the teacher as a promoter of an enabling environment that will evoke in learners various ideas that will lead towards the attainment of expected outcomes. What this means is that a curriculum is not merely a blueprint describing outcomes but includes theories about what learners and teachers must do and reflects the needs and interests of those it serves such as learners, teachers, community, nation, employers and economy (Department of Education, 1994, p.67).

The further education and training curriculum is an 'integrated', 'outcomes-based' curriculum designed amongst other things, to teach 'high knowledge and high skills'

(Department of Education, 2003) to learners who may be gifted either manually or mentally or both. Such individual difference among learners may restrict progression and application of competency especially when teachers are either oriented towards mental knowledge than manual and vice versa. Also, since the further education and training curriculum places emphases on outcomes and competency, teachers are expected to competently play the dual function of educator and trainer. A class consists of learners with different interest, ability and needs, guided by high expectation on both learners and teachers, with teachers striving to pull all together to achieve competency in specified outcomes. The question is, whose interest is been projected in these specified outcomes statement?

Sub-concepts stemming from the general construct of curriculum are: curriculum policy and curriculum design. These are discussed separately below in order to distinguish them from the root term.

2.2.4.1 Curriculum Policy

Having defined curriculum, it is necessary to also define policy so as to understand their separate meaning and compare the definitions to see how they fit or co-relate. A policy is 'government's thinking' or 'definitive statement' (Kirk, 1991, p.24). Putting these two concepts together means that a curriculum policy is a statement expressing what government thinks regarding education that is what education should seek to achieve and how to achieve it. This intention is communicated through the Department of Education as with the case of South Africa. In most cases curricula intentions are usually prescribed based on the designer's perception of the society with less consideration for learners' individuality (Hough, 1991, p. 9). Learners approach learning with their intrinsic principles, values, talents and needs. This requires that curricula statements are all encompassing, taking every learners need as priority.

Curriculum policy is a broad concept which is not confined to a list of subjects on a school time table, but is a comprehensive package covering complex issues such as how the society relates and responds to economic, political, philosophical, historical, traditional and even global issues. These issues influence government decisions about the direction of curriculum policy. Curriculum policy covers what ought to be taught and

learned in school and how the teaching and learning should be assessed. Curriculum policies are 'hotly contested' Ozga (2000.p.2) among various groups who have a stake in it as either a process or a product. Behind these views are beliefs which are also 'hotly contested, and are polarised between those who think that education should serve the needs of the nation, and those who see it as primarily concerned with the fulfillment of individual potential' (Moore and Ozga, 1991, p.3). There are those who argue that the national interest serves the best interest of the individual which is not always so. This is because national interest usually focuses on the promotion of both national character and national unity, which I consider philosophical than personal. Philosophical in the sense that, national goals are usually driven by philosophical ideologies created to a greater or lesser extent to foster socio-political and economic ends. The skills-based, outcomes-based, competency-based curriculum policy is technically tailored towards providing manpower for the labour market. For this reason, a curriculum policy loaded with philosophical concepts geared towards economic empowerment is pre-disposed to challenges from stakeholders especially if a group feels left out of the policy process (Moore and Ozga, 1991, p.3). For instance, the vocationalists working through the technical and vocational education and related initiatives may want their interest to dominate the curriculum. The government who is seen by the public as the provider of educational services and who is indebted to defend their political manifesto, may refuse to be left out, thus struggles to infuse political initiatives into the school curriculum, while the professionals in the field of education continue to insist on defending the academic domain. This power struggle over whose interest should dominate and who decides what should count as knowledge and how it should be taught and learned not only dis-empowers both the teachers and the learners but also expose the curriculum to socio- economic fluctuations.

The further education and training curriculum policy is not devoid of the above mentioned debate as it is faced with various contestations such as: who decides what should count as knowledge in the curriculum, how should it be taught and learned and, whose interest should drive the curriculum. Cross, Mungadi and Rouhani (2002) observe that during the formulation of the further education and training curriculum policy, 'competing social movement social movements and political actors started fiercely to

take their positions in anticipation of what seem inevitable; the emergence of South Africa's first democratic state. In the process, key principles and values for democratic policy process such as [...] redress, equity, representativity and accountability, were generated and internalised within the mass democratic movement' (Cross et al, 2002, p.175). This statement presumes that the principles and values informing the further education and training curriculum policy were generated by the mass liberation movement and other allied associations. With various lobby groups angling to position their interest in the curriculum policy, the curriculum is pre-disposed to contestations thus influencing the curriculum design.

2.2.4.2 Curriculum design

In section 2.2.4.2, I presented a definition of curriculum as given by Grundy (1987) which in my opinion is suitable for my analysis of curriculum design. That definition describes curriculum as a learning activity, initiated in the classroom by teachers and learners. Grundy expresses the term curriculum design as 'usually indicative of a technical interest' (Grundy, 1987, p.27) because; it portrays a sequential plan that describes a step-by-step, meticulous approach to teaching and learning. The concept of curriculum design is an organised way of preparing knowledge and thus, creates an opportunity for re-assessing and evaluating what is predefined and set for onward transmission to learners (Grundy, 1987). However, designing a curriculum outside the implementation context is viewed by Grundy as disempowerment. The problem associated with such curriculum design is discussed in detail in the next section under theoretical analysis.

2.3 Summary

To summarise this section about the analysis of the conceptual underpinning, I note that all concepts carry equal weight and thus serve as point of reference in my analysis. My analysis of each concept covers their usefulness and the problems they pose to the study. All the problems associated with these concepts make the research topic worth investigating. For instance, should education and training be integrated or taught and learned separately? Why are they not good knowledge on their own? Who's interest is

been projected in the further education and training curriculum policy and why? What principles and values should the further education and training schools and colleges teach? How should a curriculum poised to emancipate learners be designed? These are questions that evolve out of my conceptual analysis and which I need to examine by analysing the theories that frame curriculum design.

2.4 Theoretical Framework: The Application of Theory to Practice

In the previous section, I explored the concepts framing this study of values and principles in the further education and training curriculum policy. In this section, I investigate three approaches to curriculum design, drawing on some of the arguments made by proponents and critics of each approach. This discussion of the theoretical literature provides a frame for my exploration and analysis of the further education and training curriculum design. I use the theories in this section to illuminate the various approaches that are available to the teaching of principles and values. I employ Habermas's (1978) three theories of knowledge constitutive interests which he claims are fundamental to 'human species' (Habermas, 1978)). Habermas argues that there are three categorical processes of inquiry for which a specific connection between logical methodological rules and knowledge-constitutive interest can be demonstrated. This demonstration according to Habermas is the task of a critical philosophy of science that escapes the science of positivism. Meaning that knowledge is not driven or dependent on only factual or observable facts but is either premised on critical and rational occurrence that appears to be perceived as the truth or a solution to a social-economic problem.

Whereas the approach of the empirical-analytical science incorporates a technical cognitive interest, the historical-hermeneutic science incorporates a practical one, while the approach of critically oriented sciences incorporates the emancipatory cognitive interest that, 'as we saw, was at the root of tradition theories' (Habermas, 1978, p.308). All these can be submitted to mean that since human interests are human events that are reflected or projected through human activities, knowledge therefore becomes the decisive factor of the course of all human actions. Hence, I act based on what I know and

what I want to do.

Since further education and training curriculum policy is South Africa's way of emancipating not only the learners but also the society and its overarching global challenges, it is imperative for me to understand the interest behind its design features. I therefore draw on these three knowledge constitutive interests and dwell on Grundy's application to curriculum design as a framing guide for my analysis.

2.4.1 Technical teaching and learning of Principles and Values

The technical approach is a traditional method of constructing knowledge. Ralph Tyler (1949) is a major proponent of this method of curriculum design. According to Tyler, curriculum is a product of three fundamental principles which state that: educational purposes should be translated as curriculum objectives; learning experiences should be structured and organised for the attainment of the set objectives; and that all learning experiences should be evaluated to ascertain how far the objectives have been achieved (Tyler, 1949, p.1). Tyler's reason for this formulation is that since the purpose of education is not to have the teachers perform certain activities but to bring about the significant changes in the learners' patterns of behaviour, it is important to recognise that any statements of objectives of the school should be about changes that should take place in learners (Tyler, 1949, p.44).

The technical theory uses predictive theories that are open to testing through application to realities based on observation (Habermas, 1978, pp. 308-309). In the case of this study, principles and values are the theories that stand to be tested in practice through observation and conclusions that are drawn based on empirical analysis. Habermas asserts that the technical interest seeks to control the environment through rule-following action based upon empirical, grounded laws (Habermas, 1978, pp.308-309). This interest presents the curriculum as though 'activities in the world are defined in terms of facts, rules and regularities' (Luckett, 1997, p.20). Central to this approach is its quest for instrumental knowledge that will 'facilitate [...] technical control over natural objects' (Carr and Kemmis, 1986, p. 135). Within this traditional paradigm, principles and values are taught based on the premise constituted by technical interest and

uses terms such as design to methodologically structure knowledge, focusing on 'methods and outcomes without questioning the process' (McKenna, 2003, p.215). The further education and training curriculum relates with this paradigm in that outcomes are technically set for knowledge and skills development, which are taught by educator and then demonstrated by student' (McKenna, 2003, p.218). Curriculum premised on this approach set criteria that will essentially engage teachers in constructing a classroom programme that will produce learning outcomes required by the set objectives which are sometimes referred to as outcomes, thus, Outcomes are the targets and invariably an end in this paradigm. When the technical approach is adopted in the teaching of principles and values such learning takes the form of impartation of theories or ideologies which have been developed in the realm of discourse for application in the realm of practice (Grundy, 1987, p.134). A practical application of this theory to an outcomes based education and training curriculum that focus on competencies will translate the statements of outcomes into subject statement with learning technically structured towards the attainment of competency. Thus, the technical paradigm compels teachers to approach teaching for end product (outcomes) and work backwards as all class activity is technically tailored towards achieving towards achieving competency as described by the outcomes i.e. creating content from pre-specified expected outcomes. Similarly, assessment will be geared towards observable, practical application of the knowledge and skills to ascertain learners' level of competency in pre-set outcomes.

Critics of this approach to curriculum design such as Grundy (1987) contend that 'the highest and purest forms of pleasure are to be experienced in rationality' (Grundy, 1987, p. 9). This means that teachers and learners should be empowered to engage critically in the practical selection of principles and values based on their context. It is argued that any curriculum design which separates selection of principles and values, skills and knowledge from implementation process and 'does not recognise the importance of interactive process in implementation cannot hope to achieve the changes it envisages' (Gultig et.al, 2002, p.175). By its nature, this theory portrays principles and values as transparent neutral and unproblematic, expressed as external, pre-existing realities for people to relate with and that such interaction will eventually form the values needed by individuals. The teaching and learning of principles and values are carried out based on

general knowledge and the general expectation of the society with direction and guideline regarding what should be taught, how it should be taught within a specified time. In this regard, textbook becomes the dominant source for curriculum and authors are empowered to play a key role in the selection of, and the direction on how principles and values should be taught and learned. The aim of teaching and learning principles and values then becomes a process of ‘concept formation and development of abstract reasoning’ (Young and Gamble, 2006, p.95) that is distance from the immediate context. This approach to curriculum design requires that learners learn principles and values by grasping the general principles on which to build their values with limited access to practical work that negates the principle of outcomes based education (OBE). It encourages learners to memorise and write down what ordinarily should be done practically as such, in science, learners using this curriculum approach will know and can describe all about the litmus test but will fail at practical conduction of the test or even identifying a litmus paper or Petri-dish.

2.4.2 Practical teaching and learning of Principles and Values

The practical method of teaching and learning principles and values falls within the hermeneutic paradigm of curriculum design, based on Habermas’ (1978) theorisation of the practical interest paradigm. It is a pragmatic approach that is contrary to the technical interest that depends on laid down rules and procedures. Unlike the technical interest that treats knowledge as value-free, the practical paradigm treats knowledge as value-laden. The practical interest seeks to understand the environment through meaning making processes as opposed to the predictions, environmental management and control of the technical interest (Grundy, 1987, pp11 &12). In this paradigm, the teaching and learning of principles and values takes the form of a practical understanding of the environment through interaction and consensual interpretation of meaning (Habermas, 1978, pp.309-310). Habermas describes the process of teaching principles and values under this paradigm as informed by the interaction between teacher, learners, classroom and knowledge in relation to broader context. This paradigm is concerned with the understanding of the meaning of each principle and value, through interpretation of concepts or the theories behind them so as to convey its factual meaning rather than

observation.

Within this paradigm, principles and values are socially constructed and interpreted based on reality and thus, attempt to interpret and reveal the choices in human actions. Cornbleth (1990) describes such curriculum design as ‘an on-going social activity shaped by various interactions between the teacher, learner, classroom and context within and beyond the classroom (Cornbleth 1990, pp.5-14). It is a context-driven approach to curriculum design requiring ‘the right action, practical action within a particular environment’ (Grundy, 1987, p.13). A curriculum informed by this theory will be characterised by modeling and practical demonstration through interaction informed by authentic language use in activities. Values are taught and learned through interpretive understanding (Carr and Kemmis, 1986, p.135). The further education and training curriculum can be linked to this paradigm in that, learners learn values by focusing on the role of social expectations and organisational functions of each social norm. Principles and values are socially constituted based on policy context. This means that the selection and the teaching principles and values are geared towards social expectations, hence much emphasis on social transformation, outcomes and competency in high knowledge and high skills. The argument portrays its constitution as informed by the realisation of how and what it means to the context and not the individual. Grundy (1987) criticises such hermeneutic approach for its silence on problems relating to inequality and injustice (Grundy, 1987, p.16) hence, he conceptualises a paradigm that will emancipate and address social problems. These are principles and values that drive the further education and training curriculum policy and, which is my focus in this study.

2.4.3 Critical teaching and learning of Principles and Values

The emancipatory cognitive interest is a fundamental interest in emancipating and empowering learners to engage in autonomous action arising out of authentic insights of the social construction of human society (Habermas, 1978, pp. 310-311). Critical approach to ideological teaching and learning is that of an open discussion of such ideologies for more detailed understanding and acceptance. For Habermas (1978), emancipation means independence from ideologies that are outside the individual and which can be used to manipulate the learners at will. Habermas sees it as a state of

autonomy rather than liberty as he argues that ‘if knowledge could outwit its innate human interest, it would be by comprehending that the mediation of subject and object that philosophical consciousness attributes extremely to its own synthesis is produced originally by interest’ (Habermas, 1978, pp.311-312). This means that the learner can be aware of social and economic needs, but reflexively, he chooses to do or engage himself in what he / she thinks will benefit him the most. Such decision is born out the reality of his circumstances and not what he is influenced to engage in. This process advocates autonomous, conscious, self-reflection that leads to self-transparency and ultimately truth (Grundy, 1987, p.113). Thus, teaching and learning of principles and values in this paradigm will stipulate that the selected principles and values be open to critical examination and discussion in class by participants (teachers and learners). On this issue, Luckett argues that ‘the everyday experience of both teachers and learners should be subjected to ideological critique’ (Luckett, 1997, p.14), so that the principles and values that were considered unnecessary can be exposed as useful and vice versa.

The critical teaching and learning of principles and values considers the interests of those to be served by the curriculum and seeks to promote equity, emancipation and social justice. It also considers how teachers and learners can be involved in curriculum design. Values in education are not merely orienting learners towards clear outcomes using a curriculum but also the promotion of rational, reflective, and authentic insight (Grundy, 1987). My interpretation of Grundy’s presentation pre-supposes that curriculum is designed to take all these into consideration when selecting principles set as a guide to practice, especially when such selection is aimed at promoting values that are selected without due consideration to contextual differences.

Knowledge does not exist somehow or somewhere as the technical paradigm portrays it rather ‘knowledge is recognised as being something which people together construct’ (1987, p. 8). In the context of this study, teachers and learners design the learning and teaching of principles and values critically and consensually.

2.5: Discussion

Since the emancipatory approach according to Grundy ‘is a form of struggle and as

such can look to [principles and values] for information but not direction' (Grundy, 1987, pp. 134-35), it then follows that the rational justification for teaching and learning principles and values should be the critical examination and exchange of ideas implied by such values. This statement suggests that the selected principles and values which serve as theoretical direction to follow should be elaborately discussed and agreed upon by both teachers and learners, adopted and absorbed in readiness for competent application.

My analysis of theories reveals that whereas the technical interest seeks to control the environment and the practical interest seek to understand the environment through meaning-making the critical interest seeks to bring about the learners' independence from external influences emanating from socio-economic demand. In contrast to the technical approach, which regards education as what learners, must know and do in order to fit into that society, the critical approach proposes that education must put in motion actions that will change the situation and address societal problems. The critical interest goes beyond meaning-making through interpretation to 'determine when theoretical statements grasp invariant regularities of social action as such and when they express ideologically frozen realities of dependence that can in principle be transformed, to the extent that this is the case' (Habermas, 1978, pp. 310). This means the principles and values in the FET curriculum policy are ideological and realistic statements which are intended to guide social action. Unlike the technical approach where principles and values are the theories that stand to be tested in practice through observation and conclusions drawn based on empirical analysis, the critical teaching of principles and values promotes rational self reflection so that the reality of the purpose for its selection is unraveled in class. The emancipatory interest is concerned with empowering learners, thus, curriculum policy within this paradigm is underpinned by the values of justice, equity and empowerment and, the knowledge driven by it claims to emancipate.

My interpretative understanding of the three approaches to curriculum design as proposed by Habermas points to the fact that the further education and training curriculum design carries within it the characteristic features of the three approaches. This observation is consistent with Habermas presentation of the three approaches to curriculum design which states that 'orientation towards technical control, towards mutual understanding in the conduct of life, and towards emancipation from seemingly

natural constraint establish the specific view-point from which we can apprehend reality as such in any way whatsoever' (Habermas, 1978, p.311). This statement by Habermas triangulates the three dimension of curriculum design discussed above. Firstly, the further education and training curriculum design adopts a technical approach to curriculum design by separating the outcomes of education from the teaching and learning process, pre-specifying what is expected of the learners ahead of the activity. In practice, the further education and training curriculum teachers will technically guide the teaching and learning process towards the attainment of outcomes (principles and values) that were set outside the context of teaching and learning. Secondly, the further education and training curriculum design is consistent with the practical approach in that it emphasises a pragmatic approach to the teaching and learning of knowledge and skills driven by real life situations. This method is useful for skill training where knowledge is generated based on the context or socio-economic expectation. Thirdly, the further education and training curriculum design takes up an aspect of the critical emancipatory paradigm by seeking to empower learners with knowledge and skills that will prepare and make life meaningful to them. The critical aspect of the emancipatory interest is seemingly covert as the curriculum tilts considerably in favour of the technical and the practical aspects. See section 6.3.2. Emancipation for Grundy is that aspect of teaching and learning created by, and for the teachers and the learners. It is the authentic knowledge and skills that evolve out of a rational, reflective insight (Grundy, 1987, pp. 134-35). According to Grundy, the rational justification for teaching and learning principles and values should be the critical examination and exchange of ideas implied by such values, which should be done on a democratic basis bearing in mind the diversity, and heterogeneity of society. I therefore conclude by noting that the characteristics of all three approaches postulated by Habermas are found in the further education and training curriculum design.

2.6 Conclusion

In this chapter, have analysed concepts that are at the heart of this study and which form the basis for my analysis and concluding argument. I also identified three theories informing curriculum design and showed how each lends itself to the design of the

further education and training curriculum. I now continue my review of literature as I explore and analyse the socio-historical conditions that informed the formulation of the Further education and training curriculum policy and its design principles and values. I therefore turn to the next chapter where I lay the foundation for answering my research question by reviewing the historical background of the further education and training curriculum policy.

Chapter 3

The Making of the Further Education and Training Curriculum Policy - key Moments

3.1 Introduction

Education and training in the Republic of South Africa has seen an unprecedented amount of activity ranging from research initiatives to legislation, establishing elaborate mechanisms and procedures aimed at providing quality education and training.

The purpose of this chapter is to examine the historical occurrences or events leading to the formulation of post apartheid South Africa's further education and training (FET) curriculum policy. My analysis in this chapter is guided by Fairclough's (1995) dimensions of discourse analysis on the social conditions and context that frame the discourse and production of the further education and training curriculum policy. This includes the historical process of production, interpretation, distribution and consumption (Fairclough, 1995) of the National Curriculum Statements. In doing so, I reflect on the past in order to gain insight about factors surrounding the further education and training curriculum policy and its design principles, drawing on what scholars say about the curriculum. For the purpose of this investigation, I periodise the socio-historical and educational events into three moments and reflect on the achievement of each moment in the making of the further education and training. I categorise the three moments as: (i) the apartheid era, (ii) the transitional era, and (ii) the post apartheid era.

3.2 Moment 1: The Apartheid Era (1948-1990)

During the apartheid era, the principles and values which underpinned the education and training curriculum policy were discriminatory and promoted inequality and racial segregation (Department of Education, 2001a, p.5). During that period, education and training was based on the policy of multinational (separate) development for the main cultural groups (Vos and Brits, 1990, p.52). In practice, this means designing knowledge based on cultural differentiation and in accordance with socio-political intentions. The differentiation through separate sub departments of education resulted in an education

and training curriculum policy drawn along racial lines, dictating precisely what should be taught to whom, and how much funding should be invested in which education and training schools. 'As a consequence of the unequal distribution of resources, schools were divided into well-resourced white schools and poorly resourced black schools' (Department of Education, 2001a, p.5). In the same vein, technical colleges experienced a similar fate as they were divided into state and state-aided institutions. State aided colleges were reserved exclusively for white learners while state colleges that were under-funded and under-resourced catered for blacks and coloured learners (Department of Education, 2001a, p.5). These differences were enforced by means of statutes and regulations, such as the Bantu Education Act of 1953 (Department of Education, 2001a, p.5). This curriculum fragmentation led to the emergence of several private providers of education and training that were also poorly funded and unregulated. Hence teaching and learning were of low quality and the outcome was a continuous mass production of low quality skilled and unskilled manpower (Department of Education, 2001a, p.5). During this era, education and training curriculum policy was devoid of principles and values capable of addressing global concerns, or meet a multitude of needs such as economic empowerment and social transformation. As a result, education and training curriculum policy was faulted to be 'economically unsustainable and morally reprehensible' (Department of education, 2001a, p.5). This economic stagnation led to the formation of several education Commissions.

The most notable Commissions spearheaded by the apartheid government were those headed by Riekert, Wiehahn and De Lange. These commissions were set in the late 1970s and early 1980s to investigate labour, training and black urbanisation legislation (Kraak, 2004, p. 47). The Wiehahn Commission was actually appointed in 1977 after the students' popular uprising against the apartheid system of education. The Commissions 'accepted the need for reform in the education and training to meet the changed skills requirements of the economy' (Kraak, 2002, p.85). The reformation exercise of the Commission was aimed at 'deracialisation of the labour market and education and training institutions so that larger numbers of skilled blacks could be trained for former whites-only technical training institutions to enter an increasingly deracialised occupational structure' (Kraak, 2002, p.85). Kraaks state that the deracialisation strategy

of the Riekert, Wiehahn and De Lange Commissions was strongly resisted within the apartheid education ministries on the ground that it will not promote their agenda. The apartheid education ministry emphasised a commitment to education policy aimed at guiding learners towards good citizenship and which will enable them to make a productive contribution to the economic life of the country and to fit into ordered society as well as adjusted and civilised people (Kraak, 2002, p.85). They therefore politicised and faulted the Commissions' approach as one-sided and advocated a character moulding approach aimed at preparing learners into civilized citizens, an intention directed to meet the needs of the world of work. Hence they continued to stress work related values such as attitudes, habits, honesty, systematic, thorough, and economical and willingness to work hard and be ready to accept pressure (Kraak, 2002, p. 77). This intention was devoid of knowledge and skills development for emancipation, which are values appropriate for the information and technological world. Hence, the deracialisation policy recommended by the Riekert, Wiehahn and De Lange Commissions was rejected.

This political rejection of the Commissions' report resulted in more agitation among the disadvantaged majority. Thus, while the apartheid education was used to propagate the organising principles of the apartheid government, the anti-apartheid groups used education to mobilise for socio-political emancipation. Education became a battle ground for emancipation on the part of the oppressed and resistance on the part of the oppressor. This agitation for educational liberation and empowerment continued to mount enormous pressure on the white minority led apartheid government.

In order to confront and address the problems stated above; the government instituted several research-driven initiatives that led to amendments of legislation regarding industrial training. Notable amongst these initiatives were investigations of the National Training Board and Human Science Research Council. The government in 1980 requested the Human Sciences Research Council (HSRC) to conduct an investigation and make recommendations on the reform of the entire educational system in South Africa (Vos and Brits, 1990, pp. 57, 58). Guided by several principles such as equality of opportunity, quality education that promotes economic growth and freedom of choice in education that meets learners' needs (Human Sciences Research Council, 1981, p.1). The HSRC investigation includes the training of Artisans. Their recommendation led to key

amendments of the Manpower Training Act of 1981; the investigation in 1989 into skills training which studied the training needs of semi-skilled black operatives or workers; and the 1991 investigation into a National Training Strategy (Kraak, 2004, p. 47).

Various reports emerged from each initiative. The researchers reported that Industrial Training had a number of shortcomings that thwarted efforts to provide the economy with sufficient manpower of the right quality and quantity (Kraak, 2004, p. 48). Also reported was 'the growing obsolescence of South Africa's racially defined craft model of apprenticeship, the lack of co-ordination of training effort at the national level, and the fragmented and divers nature of the qualifications structure' (Kraak, 2004, p. 46). The researchers' report questioned the ability of the old apprenticeship system to meet new technology skill requirements. The apprenticeship system during this period entailed serving a fixed period ranging from three to five years, depending on the specific trade and which also involved some form of unsupervised and unstructured on-the-job experiences (Kraak, 2004, p. 48).

The apprenticeship system was vigorously criticised by the researchers on the account that: (i) its approach to training led to the production of low-skilled artisan, (ii) the time frame of the training did not recognise the individuality and capability of artisans which resulted in a situation whereby all aspirant artisans could not enjoy the privilege associated with the training, (iii) it is also alleged that many employers used apprentices to perform specific limited task thereby restricting the overall development of their skills and potentials, (iv) the system of control over apprenticeship was unstructured and sporadic (Kraak, 2004, p. 49).

Following these criticisms, the National Training Board Human Sciences Research Council advocated institutionalised education and training that will provide opportunities and remedy many of the shortcomings and problems associated with the apprenticeship. An institutionally based education and training was proposed for several reasons:

- provide both structured and monitored education and training;
- integrate theoretical and practical education and training to make it more efficient and effective;
- facilitate progression path across any array of education and training institution

- for all level of workers because of its flexibility;
- broaden of skills training to include more cognitive (problem solving innovation and higher productivity) elements required by new technologies (Kraak, 2004, p. 49).

These attempts to reform the education and training failed largely because they came at a time of tumultuous political change, [and] also because they were too ‘voluntarist’ (Kraak, 2004, p. 46). Other reasons were that the institutions proposed for the training were too weak, qualifications were too fragmented, and employment was characterised by lack of trust between the key social partners. Due to political changes, the reformist agenda of the late apartheid period was overtaken by the political transformation process of the popular anti apartheid movement beginning in February 1990, which only consolidated in April 1994 with the transfer of political power to the African National Congress (Kraak, 2004, p. 47).

Between 1989 and 1991, the National Training Board and Human Sciences Research Council argued for a single department of Education with the dual function of education and training. They also recommended a closer integration of formal education and training initiatives and actions with a view to the eventful formation of a nationally integrated vocational education and training (Human Sciences Research Council, 1981, p. 195). The recommendations by the Human Sciences Research Council were problematised because of inadequate funding, the shortage of qualified teachers, inadequate infrastructure and diversified educational management bodies among others (Vos & Brits, 1990, pp.57, 58). As a result, the National Training Board’s strategies also failed in providing training for learners, the unemployed and the employed for the labour market (Kraak, 2004, p. 120). For instance, the technical colleges provided poor pre-employment training with low placement rates. Such training did not lead to greater portability across levels through the acquisition of qualifications and credits (Kraak, 2004, p. 120). Hence, the reformation of the education and training curriculum continued into the transitional period.

3.3 Moment 2: The Transitional period (1990 -1994)

During the period between 1980 and 1994, there was a predominantly narrow and employer-led conception of skill training. Because it was a racially exclusionary labour market, education and training institutions was weak, producing low skill workers with narrow experiences and dominated with antiquated crafts of apprenticeship (Kraak, 2004, p. 46). For this reason, the apartheid state made an attempt to transform the education and training skills system so as to move apartheid education from its low skill origin towards a reformist framework based on free market regulation (Kraak, 2004, p. 46). This thinking towards education and training reformation was as a result of economic difficulties, and a response to mass political oppositions (workers and students) to the apartheid education and training curricula across the country.

In 1990, the National Education Crisis Committee (NECC) inaugurated and commissioned the National Education Policy Investigation (NEPI) to ‘interrogate policy options in all areas of education within a value framework derived from the ideals of the broad democratic movement’ (NEPI, 1993, p.vii). The main concern of the NEPI was the evaluation of education and training policy options. This was directed towards weighing the best possible option regarding the improvement of Human Resource Development (HRD). Human resource development is ‘viewed as a process in which the citizens of a nation acquire the knowledge and skills necessary both to specific occupational tasks and to other social, cultural, intellectual and political roles that are part and parcel of a vibrant democratic society’(NEPI, 1993, p.167). Their investigation was guided by the vision of an education and training system committed to a firm adoption of the principles of equity, democracy, non-racism, non-sexism, and redress for all those disadvantaged by the apartheid education and training (NEPI, 1993, p.167). The NEPI research group analysed the Human Resource Development policy in relation to these key principles and values with a broader view. The NEPI report advocated that the HRD should be implemented through the Vocational Education and Training (VET). The report states that ‘a HRD strategy must be composite and comprehensive in character: it must outline coherent and integrate policies in a range of related institutions including economic, manpower and VET agencies and those of the civil society’ (NEPI, 1993, p.167). This implies that for efficiency and effectiveness of the human resource development, the VET institutions

must be reformed in conjunction with other economic and social institutions.

The quest for an efficient and effective unitary education and training system continued until shortly before the 1994 national election when the African National Congress in 1993 commissioned an Independent Policy Research Agency, the Centre for Education Policy Development (CEPD). The Centre for Policy Development was mandated to develop a policy framework for education and training that would suit a democratic South Africa (African National Congress, 1994). To carry out this responsibility, the Centre for education and development engaged in wide consultation among all sections of the South African society. The CEPD mobilised the assistance of trade unions; teachers and student activists; researchers; academics; officials from the old education department and leading educationist in South Africa and abroad (African National Congress, 1994). This collection of educationists, interest groups and stakeholders shared ideas, debated, negotiated, analysed the best possible options, and reached a consensus on a vision of an education and training system for a democratic South Africa. As a result, the CEPD published *A Policy Framework for Education and Training* or 'the yellow book', for the African National Congress (African National Congress, 1994). This policy framework reflected the thinking, hopes and inspiration of the African National Congress and its allied partners and set out goals, values and principles on which subsequent government policies for education and training were based (Cross et al, 2002, p.175). Although the Centre for Education Policy Development consulted widely, the Centre was criticised for limiting their consultation to only workshops without including players at the grass root (Cross et al, 2002, p.175). However, in many ways, the Policy Framework strongly influenced the actual policies adopted by the new democratic government (African National Congress, 1994). The African National Congress's Education and Training Policy Framework was consistent with the formulation of the 1994 Reconstruction and Development Programme (RDP) (Cross, et al, 2002, p.175). Reconstruction and Development later became the two operational principles, which served as the synergy for the White Paper on Education and Training (Department of Education, 1995, p.18), which emphasised and embraced democratic practice of equality and equity, principles and values that were denied by the apartheid educational system (Cross, et al, 2002, p.175). The Policy Framework proposal

serves as a base line for the African National Congress policy on education and training in the new democratic government. Thus the proposals for the reconstruction and transformation of the education and training system in South Africa emerged first within the civil society. The civil society continued their agitation for reformation and validation of the education and training system into the post apartheid era.

3.4 Moment 3: The Post apartheid era (1994-2006)

After the African National Congress and its allied partners won the election in 1994, there was an immense debate within the African National Congress, and between the African National Congress and Congress of South African Teachers Union (COSATU), private sector and community groups (Cross, et al, 2002, pp.174-177). This debate was about curriculum choices. Of note is the strength and strategic role played by trade unions in both curricula and democratic processes. Competing social movement and political actors started fiercely to stake their curriculum positions in anticipation of what seemed inevitable, the emergence of South Africa's first democratic state (Cross, et al, 2002). The trade unions and other social movements established their positions on education and training early before 1994 and thus were well positioned to participate in curricula decisions after 1994. In the process, 'key principles and values for democratic process's such as participation, consultation, redress, equity, representativity and accountability, were generated and internalised within the mass democratic movement' (Cross, et al, 2002, p.175). These activities and principles led to and informed the constitution of the first White paper on education and training.

In March 1995, the Department of Education released a White Paper on education and training which described the first steps in policy formation by the, then, Ministry of Education in the Government of National Unity (Department of Education, 1995, p.4). The purpose of the White Paper among others was to:

- locate education and training within the national reconstruction and development programme;
- outline the priorities, values and principles for the education and training system;
- preview important developmental initiatives on which the Ministry of Education

engaged;

- discuss the implications of the interim national Constitution for the education system, especially in respect to fundamental rights;
- discuss the division of functions between national and provincial governments in the field of education and training (Department of Education, 1995, p7).

Although the White Paper's programme covers education and training, only the purposes mentioned above showed a concerted effort by the Ministry of Education towards the correction of social imbalances. For instance, the message from the then Deputy Minister of Education, Mr. Schoeman, states that the aim of the White Paper was to provide 'relevant, affordable, non-discriminatory and quality education for all' (Department of Education, 1995, p.4). This is evident in its list of principles and values which start with human rights, and emphasised access, quality, redress, equity, democratic governance, accountability, equality, co-operation and mutual respect (Department of Education, 1995, pp.18-21). From this list of principles and values, it is visible that even though its two operational principles hinged on sustainability and productivity, the White Paper accentuates the social aspect of education and training more than the economic aspect.

The White Paper on Education and Training calls for the transformation of the school curriculum and the formation of political structures to develop the education and training curriculum (Department of Education, 1995, pp. 9-10). Following the line of discussion in the White Paper on Education and Training, the Green Paper of 1997 and the 1998 Skills Development Act proposed a framework aimed at impacting on each of the learners' constituencies through the creation of a new institutional regime with strong links forged between learners'; employers; government; and the new intermediary bodies known as Sectoral Education and Training Authority (SETA) which was termed learnerships (Kraak, 2004, p. 121). Learnership was introduced to address South Africa's human resource needs. Learnership according to Karlsson & Berger (2006) was intended to offer opportunities for economically disadvantaged school leavers so that they can become skilled and qualified professionals (Karlsson & Berger, 2006, p.53). This was supposed to be achieved through structured learning that is linked to multiple work sites with training and practical work experience culminating into a nationally recognised qualification. The feature of the learnerships regarding the provision of a recognisable

certification differs remarkably from that of the previous apprenticeship system, which was characterised by a very loose requirement regarding the linkage between theoretical training and work experience. All that was done during the apprenticeship was a trade test that progressed into certificate for artisans (Kraak, 2004, p. 121). The difference between the apprenticeship system and learnership is that, learnerships is a coordinated programme between institutions of learning and work sites while the apprenticeship was basically carried out on the job site, and which were often poorly supervised. Despite the benefit associated with learnerships as acknowledged by Karlsson & Berger, these scholars argue 'that learnerships cut across concerns and responsibilities of the Ministries of Labour and Education, and challenge long-term established ways of offering and undertaking initial teacher education' Karlsson & Berger, 2006, p.53). Their assertion is probably driven by the fact that education and labour being two separate independent ministries with peculiar established bureaucratic processes and system of functionalities may pre-dispose learnerships institutions to 'logistical coordination challenges' (Karlsson & Berger, 2006).

The learnerships programme was set aside for another notable initiative which emerged from the Department of Education in 1996. This was an educational initiative called Curriculum 2005, also referred to as C2005. It is notable because it is a significant curriculum reform in South African education aimed at phasing out the legacy of the apartheid curriculum and 'intended to simultaneously overturn the legacy of apartheid education and catapult South Africa into the 21st Century' (Department of Education, 2000, p.1). It is the process of indigenisation through policy formulation and implementation that became Curriculum 2005 (Department of Education, 2000, p.2). The introduction of Curriculum 2005 charted a purposeful course through which the education and training curriculum policy will be organised and implemented. It is the first major curriculum statement of the democratic government. This initiative consequently resulted to the development of several initiatives producing several principles and values. The most notable and current of them is outcomes based education, a principle subscribed by the department of education as a foundation upon which the further education and training curriculum policy will be laid.

Curriculum 2005 arose out of coalition processes designed to ensure the integration of education and training through the National Qualifications Framework (NQF). The

National Qualifications Framework is an assessment, qualifications, competency and skills-based framework instituted to set learning and assessment standard for qualifications and link them to job sites. Curriculum 2005 aims to correct curricula imbalances through the integration of education and training, with needed knowledge and skills, drawing on a variety of ideas current in the international arena and reshaping them to fit local conditions (Gultig, et al, 2002, p. 8; Department of Education 2000, p.vi). Amongst these ideas was that of Outcomes-Based Education (OBE). Outcomes Based Education ‘describes the skills, knowledge, understanding and values that are the results of learning’ (Department of Education, 2002, p.3). It is an integrated approach to educational assessment and certification based on what learners know and can do.

The implementation of Curriculum 2005 began in 1997 in a context of immensely complex social inequalities, and realities and diverse educational politics. These include a long history of radical and transformative educational ideas and practices. Apart from OBE, Education and training, content and skills, values and knowledge are all characteristics of Curriculum 2005. Key moments in the emergence of Curriculum 2005 include among others:

- a syllabus revision and subject rationalisation processes of the National Education and Training Forum immediately following the election in 1994;
- the development of the National Qualifications Framework (NQF) prior to and immediately after the election resulting in the establishment of the South African Qualifications Authority in October 1995 which became operational in 1996 and;
- the endorsement of the principles of the NQF in the White Paper on Education in Training in 1995 (Department of Education, 2000, p.3).

These are key moments which were absent in the previous curriculum policy thus, ‘signal a dramatic break from the past curriculum policy’ (Department of Education, 2001a, p.iv). The policy document argued that:

‘successful modern economies and societies require citizens with a strong foundation of general education with the desire and ability to continue to learn, adapt to, and develop new knowledge, skills and technologies, move flexibly between occupations, take responsibility for personal performance, set and achieve high standards and work cooperatively’ (Department of Education, 2000, p.3).

However, because the contextual realities that confronted the new democratic state, Curriculum 2005 like all other initiatives could not meet the envisaged purpose

(Department of Education 2001a, p.5). It is noted that:

‘Despite these noble goals for social and educational change, there is a perception that schools are not assisting in either creating new social values or the skilled population that the country requires in order to compete globally. In part, it must be recognised that education (or even a curriculum) cannot change society or on its own produce national development. Vesting such hopes in education are bound to lead to disillusionment. Education, and getting it right, are however important because more and better education to a higher level for all is both a good in itself and can create the conditions for enhanced social and personal development. The success of Curriculum 2005 is ultimately necessary because of the value vested in it as an instrument of social change and educational achievement by broad layers of the society’ (Department of education, 2000, p.1).

This discontentment informed the decision of the Department of Education in February 2000 to inaugurate a committee chaired by Professor Linda Chisholm to review Curriculum 2005. The review committee was tasked to provide recommendations on steps to be taken in respect of the implementation of the new curriculum in Grades 4 and 8 in 2001. Key success factors and strategies for strengthening implementation of the new curriculum structure, and level of understanding of outcomes-based education (OBE) (Department of education, 2000, p.4) were suggested.

The Review Committee concluded their investigations and deliberations and submitted their report to the Department of Education in 2000. The Report was prepared on the basis of an exhaustive review of existing research reports and papers, interviews with teachers, principals, managers, trainers, publishers and departmental officials as well as public submissions made by a range of individuals, organisation and institutions. The report shows that while there was overwhelming support for the principles of outcomes-based education and Curriculum 2005, which had generated a new focus on teaching and learning, implementation was confounded by problems arising from its structure and design. This Report recommends that:

- curriculum should be clearly steered by principles that promote personal and social development and transformation for the 21st Century;
- the social goals of social justice, equity and development should be pursued by confronting a dual challenge of the past and moving beyond the legacy of apartheid and the future;
- developing a curriculum that will provide a platform for the knowledge of skills and values for innovation and growth, and cultural creativity and tolerance for an African Renaissance (Department of Education, 2000, p.vi).

The Report however does not say in detail what the teaching and learning of skills in the further education and training curriculum should be rather its focuses it presentation on outcomes based education.

Following the need to address these social issues as recommended by the Review Committee's Report, the Department of Education set up a Working Committee in 2000, the same year the C2005 Review Committee presented its report, to look into the matter of values, education and democracy. The Working Committee produced a document titled, *The Manifesto on Values, Education and Democracy*, which is referred to as 'a description of South Africa as it exists than a document that compels transformation' (Department of Education, 2001b, p. iii). This document aims at securing the commitment of all individuals involved in the education sector and schools specifically. The presentation in the Manifesto draws on public submissions and debate as well as the proceedings of the Saamtrek conference. The Report of the Working Group on Values in Education and Democracy highlighted six qualities that the education system should actively promote. These are equity; tolerance; multilingualism; openness; accountability; and social honour (Department of Education, 2001b, p. iii). The Manifesto takes these further and explores the ideals and concepts of democracy; social Justice, equality, non-racism, and non-sexism, ubuntu (human dignity); an open society; accountability (responsibility), rule of law, respect, and reconciliation. The Manifesto referred to them as Constitutional values of the Republic of South Africa. The document suggests strategies by which these values can be taught, as part of the curriculum and brought to life in the classroom as well as applied practically in programmes and policy making by educators, administrators, governing bodies and officials (Department of Education, 2001, p. iii). The aim of the Manifesto was not to institute a value system that will provide for the labour market only but also the individuality of learners. The Manifesto stressed that:

'education does not exist simply to serve the market, but to serve society, and that means instilling in pupils and students a broad sense of values that can emerge only from a balanced exposure to the humanities as well as the sciences. Enriching the individual in this way is, by extension, enriching the society, too' (Department of Education, 2001b, pp.9-10)

A balanced exposure will mean a curriculum that is all encompassing in terms of avoiding a particular knowledge area to have an overriding position over the other simply

because the economy needs it. The approach of the Manifesto is founded on the idea that the Constitution expresses South Africans' shared aspirations, and the moral and ethical direction they have set for the future, which is a vision of a society, based on equity, justice and freedom for all.

The Manifesto does not promote economic values over social values and so, following the trend of the learnership and need to match education with job, the Department of Education in 2001, the same year the Manifesto emerged, released a policy document titled Curriculum Framework for Further Education and Training Schools and Colleges. This Framework for FET emerged from an extensive research exercise into local and international practice, and describes elements fundamental to teaching and learning activities. The purpose of the framework is to define 'a common structure for learning outcomes, programme development, assessment, accreditation and certification of learning across further education and training' (Department of Education, 2001a, p.iv) schools and colleges. The policy framework laid the foundation that ushered in an education and training curriculum policy that can be used to locate South Africa in the global market (Department of Education, 2001a, p.iv). The issue at stake at this point is that whereas Curriculum 2005 is emphasising outcomes based education on one hand, the Curriculum Framework for Further Education and Training for schools and Colleges is stressing skills training on the other hand. The problem becomes how to integrate outcomes-based education into further education and training. This problem has been a subject of debate in the Council of Education Ministers (CEM). The debate continued until the 26th of February 1997 when the Council of Education Ministers decided that Outcomes Based Education should be an integral part of both General Education and Training and Further Education and Training curriculum by 2005 (Department of Education, 2002a, p. i). Therefore, in 2002, the Department of Education considered the proposal of the Council of Education Ministers by producing a document titled Educators Guide to phase Outcomes-Based into Further Education and Training (Department of Education 2002). Closer examination of this official document reveals the relationship between further education and training and outcomes based education. The document also links the further education and training curriculum to the national goals of social transformation (Department of Education, 2002, p. i). The Educator's Guide links further

education and training with outcomes based and emphatically states that ‘all FET educators will require to use outcomes based approach in their subjects’ (Department of Education, 2002, p.iv). Hence, from 2002 upward, further education and training curricula and its design principles and values and their learning outcomes are embedded in most official presentations of the National Curriculum Statement.

3.4.1 Principles and Values in Further Education and Training

Further education and training is the term used to refer to the education experiences which follow the attainment of General Education and Training Certificate (GETC) within the compulsory phase of schooling through the Adult Basic Education and Training (ABET) programme. This is what the African National Congress means when they said ‘the curriculum will seek to open learning paths consistent with the goals of lifelong learning’ (Department of Education, 1994, p.109). The aim of FET is made clear in the yellow book that ‘Further education and training will provide schooling, training and adult education as an integrated system’ (African National Congress, p. 109). The basis for this statement is premised on a balanced curriculum developed for all learners in a variety of learning context that will lead to the attainment of the further education training certificate (FETC) (African National Congress, p. 108). The fundamental concept of education and training is premised on providing learning experiences for learners within formal institutions, workers in the industry, and out-of-school youth through community learning centers. FET learning programme is a combination of learning activities, arranged in a particular way that unfolds over a period of three years and allows learners to achieve pre-defined learning outcomes, at a level described by specified assessment standards in a specified subject (Department of Education 2002, p.5). The further education and training curriculum policy integrates education and training as a body of knowledge to be imparted into learners so that they are employable, self employed or continue in any academic discipline of their choice.

The strategic principles guiding the further education and training curriculum are:

- To admit the largest possible number of learners to further education and training, bearing in mind the multiple criteria of equity, regress, human resource development, cost, provision of facilities and the availability of teachers.

- Develop curricula, which open up career choice and allow articulation across levels and across institutions.
- Ensure that choice is not limited by the ability of the individual to pay (Department of Education, 1994, p.109).

The principles stated above suggest that a large amount of fund will be required and made available so as to match the quality of education and training skills and knowledge with the quantity of learners to be empowered, provide enough human and material resources that will meet the demand of as many learners as possible. Naledi Pandor reiterated the position of the Department of Education on the issue of the further education and training curriculum policy and its design principles and values. She established the fact that the Department's approach to FET is in line with those suggested in the recent International Labour Organisation (ILO) paper for debate. Naledi expressed that 'Portability of Skills that those we train not only require skills that are applicable to work but also a knowledge base that will enable them to adapt as products and production methods change [...] that in the 21st century Education and training are rapidly becoming inseparable, especially as the notion of a job for life is being replaced with lifelong learning' (Department of Education, 2007). This means that the FET learners are trained to meet the diverse intellectual and the information technology challenges that is consistent with the 21st century.

Values in education and training are generated through innovations, information and critical discussions. Given the condition in global economic competitiveness, the further education and training discourse is centered on general and specific skills acquisition and the provision of skillful labour for employers. This then becomes the national goal which education must seek to provide. Education must achieve this through a curriculum that integrates high knowledge and high skill as a point of departure, and outcomes as a terminal base. The National Curriculum Statement presents the further education and training as an outcomes-based education curriculum derived from nationally agreed-on critical cross-field. Outcome based education is aimed at promoting equity through statements of outcomes (Department of Education, 2000, p.29). Thus, social transformation, outcomes-based education, integration and applied competence became major principles in the National Curriculum Statement (NCS) Grades 10-12 General.

Statements of outcomes are the description of the eventual result of the learning process without prescribing how these results are achieved (Department of Education, 2002, p.5). Texts presentation of outcomes shows that it represents a sketchy framework of South Africans vision of a transformed society and the role education has to play in creating it. These are reflected in the Critical Outcomes (COs) and Developmental Outcomes (DOs). Critical Outcomes are the 'broad, generic cross-curricular outcomes which underpin the Constitution and which are adopted by South African Qualification Authority (SAQA) (Department of Education, 2000, p.38). These outcomes are intended to ensure that learners gain the skills, knowledge and values that will 'allow them to contribute to their own success as well as to the success of their family, community and the nation as a whole' (Department of Education, p. 38). The developmental outcomes are statements specifying outcomes and assessment standards. 'The developmental outcomes assist learners to achieve critical outcomes' (Department of Education, 2002, p.4). These two features are aimed at promoting the principles of conceptual coherence and integration.

Outcomes-based education is a competency based education and training and the quality of outcomes depends on input (Department of Education, 2000, p.29). This statement requires a pedagogic approach should be holistic so that the output is commensurate with the input. Further education and training uses outcomes-based to recognise the ability and competence of learners while learning outcomes are used to describe the knowledge, skills and values that learners acquire in their various subjects or discipline (Department of Education, 2002, p.4).

Learning and teaching in further education and training are carried out using an integrated approach to both manual and mental knowledge, that is, knowledge integrates theory, skills and values. The curriculum focuses on creating new high knowledge and high skills (Department of Education, 2003, p.3) as well as acknowledging and transmitting existing ones i.e. prior knowledge. Apart from placing value on how knowledge can be integrated and applied, the further education and training curriculum policy prioritises articulation, portability, progression and multiple access as its exit routes (Department of Education, 2003, p.3). Subject areas are interdependent with no clearly defined boundary between them and emphasises relevance to everyday real life problems (Gamble, 2003, p.6), so that graduates can apply the integrated knowledge and

experiences on the job. In this regard, the further education and training curriculum is expected to perform a dual role of inculcating right skills and values on one hand and transformation on the other hand. This then compels the further education and training curriculum designers to select principles and values such as social transformation, outcomes based, high knowledge and high skills, integrated and applied competence, progression, articulation and portability, indigenous knowledge system, credibility, quality and efficiency (Department of Education, 2003, pp. 2 - 4).

Scholarly literature does not identify with curriculum principles driven by economic interests. Muller contends that ‘a curriculum grounded in a set of principles that translate the messages received from industry, commerce, employers and the broader community into educational language and logic is clearly not the way of being responsive in curriculum terms’ (Muller 2005, p. 69). Principles such as human rights, inclusivity, environmental and social justice are among other social related issues that the White Paper on education and training emphasised and which are drafted in to the further education and training curriculum policy. I analyse these principles and values in detail in chapter five.

Department of Education identifies these principles to be perfectly suitable for the achievement of its envisaged economic vision. This statement takes me into the investigation as to the why the Department of Education selected the principles and values.

3.4.2 The aim of the principles and values in the FET

Curriculum

The further education and training curriculum policy represents South Africa’s response to global demand. This is apparently why the Department of Education says that:

‘South Africa has to respond to the pressure presented by globalisation. The global economy has changed to an information and technology system with implications for high levels of collaboration and competition between countries. Developing countries are in competition to attract scarce capital from developed countries. Growing economies are characterised by a highly skilled workforce. In order to grow the South African economy, it is necessary to develop a highly skilled workforce’ (Department of Education, 2001a, p.9).

This global concern informs the government's need to link economic growth to education by formulating a further education and training curriculum policy that will reflect the needs of the labour market. According to the White Paper on Education and Training (Department of Education, 1995, p.21), the further education and training aims to:

- improve efficiency and productivity in order to justify the cost of the education system to the public;
- secure more funds for development when they are needed and;
- improve the life chances of learners.

In order to achieve the above stated aims, education and training must be developed as an integrated way so as to:

- address the fragmentation caused by the apartheid education;
- change the character of the South African market;
- build the productive potential of the South African society;
- develop an education and training system which is characterised by the learning of broad range of knowledge, skills and competencies;
- provide more effective life chances, through opening possibilities for lifelong learning, to those who are not in school, the employed, the unemployed, and people in the rural areas who have very little opportunity for learning;
- provide access to meaningful knowledge and competencies to those in the formal education system, coupled with the opportunity for greater mobility within the system (African National Congress, 1994, p.31).

This is envisaged through the provision of equal access to quality education and training. This means providing all citizens with opportunities to develop not only knowledge, skills and values but also to understand and integrate them to all aspect of life, whether economic, social or spiritual. This is suggestive of the fact that the principles in the further education and training will create a better future for all. According to the Minister of Education, Naledi Pandor:

‘The FET College Act passed in December 2006 sets out our vision clearly. We aim to establish a nationally co-ordinated further education and training system that provides for programme-based further education and training. The programmes offered at the colleges are designed to train students for satisfying and fulfilling jobs; advance the strategic priorities determined by national policy objectives; and complement the Skills Development Strategy in co-operation with the Department of Labour. From this you can see that the programmes we offer are central to the transformation of the college sector

and our human resources' (Department of Education, 2007).

Further education and training becomes a strategy for providing knowledge and skills needed by employers and also for the development of human resources that will position the South Africa's economy in the global market. Comprehensive human resource development becomes the key to economic growth. Gamble (2003) defines global economy as 'an economy in which levels of productivity and competitiveness are brought about by knowledge and information, which is supplied and powered by information technology' (Gamble, 2003, p.14). She took it further by stating that, it is global, but not in the sense that the whole world has one single economic system, or that jobs are global because what influences most, if not all, jobs happens in the global core of the economy. The implication for South Africa is that if the country has to participate fully in the interplay at the global core, it must produce credible skills and products that can compete with the rest. For instance, if the labour market in South Africa needs skilled manpower to produce cell phones, all further education and training schools and colleges will be required to design their curriculum with knowledge and skills that will equip learners with such technological skills. In addition to skills acquisition, employers seek for employees that can apply school knowledge to specific job situations so as to produce high quality products that can be marketed globally.

Gamble observes that when it comes to planning, most jobs are still determined by local, regional and national labour markets, and that labour is the source of productivity and connectivity. This means that employers of labour should play a key role in curriculum development regarding what skills to be taught and learned in school that will meet the needs of the labour market. This is perhaps the meaning of Naledi Pandor's two count argument that says:

'First, colleges aim to educate students to meet employers' needs. It is therefore important that employers scrutinise our curricula to ensure that we provide the skills required by our modern expanding economy. Employers should also consider going beyond scrutinising the curricula and bringing your experience and expertise to the teaching of students, the setting or moderation of examinations and practical assessment tasks. Second, it is extremely important that employers provide students with a most important component of their development as skilled artisans and professionals, namely workplace experience. It is this component that will give our FET college students the edge' (Department of Education, 2007).

This presentation by Pandor demands a more participatory role for employers of labour in

FET curricula processes such as providing the curricula content and the supervision of the potency of the curriculum, using their expertise and experience. Since this assertion is not limited to certain category of employers, it then follows that the statement is binding on all those who provide employment, be they small, medium and large-scale employers.

The mission of the further education and training curriculum policy is to ‘develop high middle-level knowledge and skills, lay the foundation for higher education and lifelong learning, and equip the learner for the world of work (Department of Education, 2001a, p.7). Therefore, in order to accomplish this mission, the Department of Education set four objectives which are to:

- improve the foundation for human development;
- improve the supply of high quality skills, particularly scarce skills, which are more responsive to societal and economic needs;
- increase employer participation in lifelong learning and;
- support employment growth through industrial policies, innovations and research development’ (Department of Education, 2001a, p.7).

This policy statement requires that further education and training schools and colleges are well equipped to deliver and meet these expectations. However, the challenge is not binding on the institutions alone but also on the providers of resources who are also policy makers. Gamble argues that:

the implications for the FET curriculum of such policy statements are daunting and challenging by any standards, but particularly for those institutions that have a low status history and a limited track record in terms of curriculum development. On what sources can the FET colleges sector draw to find the inspiration to develop and deliver the necessary and required curricula?’ (Gamble, 2003, p.2).

This requires that policy statement regarding FET should take cognizance of the fact that not all institutions are well equipped with human and material resources for the take off of the complex programme of education and training. It is not easy to construct a curriculum which has its roots in practical or industrial concerns and which also develops general intellectual skills and understanding. This is particularly so when these skills and understanding need to be transferred to and applied in situations different from those in which the learning originally took place’ (Gamble, 2003, p.45). My interpretation of this premise by Gamble suggests that on the job training is likely to be more ideal than school based training. But if:

‘A successful FET system will provide diversified programmes offering knowledge, skills, attitudes and values South Africans require as individuals and citizens, as lifelong learners and as economically productive members of society. It will provide the vital intermediate to higher-level skills and competencies the country needs to chart its own course in the global competitive world of the 21st century’ (Gamble, 2003, p.2).

However, she notes that:

‘One of the criticisms of the current FET policy documents is that they do not adequately address the economic context in which the transformation of FET will take place [...] the need to be part of the global competitive world is acknowledged and so is the need for equity and redress, but little is said about the nature of immediate and higher-level knowledge and skill and, particularly, what this means in curriculum terms’ (Gamble, 2003, p.2).

Gamble’s argument points to the need for the National Curriculum Statements to adequately explain in context, how skills in the further education and training will be taught and learned, and what learners will do after they have acquired skills so that all citizens can participate and contribute toward the global demand. Contrary to all arguments from policy documents on FET discussed, McGrath (2004) notes that the recent report of the National Committee for further education and training did not acknowledge the importance of training for self-employment. According to McGrath, ‘the report as a whole was inadequately conceptualised in terms of issues about globalisation, work, and the likely future trajectory of the South African economy [...]. As a result it failed to address the likely labour destinations of the learners it was concerned to serve. No clear picture emerged of the linkage of further education and training to either formal sector or informal sector employment’ (McGrath, 2004, p. 206). Such disengagement suggests that either the committee or the Department of Education and its stakeholders have revisited their earlier pronouncement regarding the laudable objectives to ‘improve the foundation for human development; improve the supply of high quality skills, particularly scarce skills, which are more responsive to societal and economic needs; increase employer participation in lifelong learning; and support employment growth through industrial policies, innovations and research development’ (Department of Education, 2001a, p.7). Could it be that the Department of Education is beginning to de-emphasise an educational rationale that will stress economic growth (economic based principles and values) over social related principles and values? Again, this shows how unstable curricula intentions can be, especially when its collection of

principles and values is tied to socio-economic expectations. If the aim of the principles and values is to achieve economic growth through the further education and training curriculum policy, then, the implication is that all curricula statements flowing from the Department of Education need to be consistent regarding its aim to create reasonable impact.

3.4.3 The impact of the principles and values on the FET curriculum design

Global competition places a demand on the educational sector to supply the labour market with competent workers who are skillful in both academic and vocational disciplines. This pressure puts enormous demand on policy makers and other stakeholders to design curriculum principled on global economic expectations. Economic expectations can be categorised as: structural adjustment, new technologies, competitive concerns, high level of unemployment, attempt with equity and discrimination (Gamble, 2003, p.13). Since the global economy works as a single unit, it means that the whole planet works as a unit as well (Gamble, 2003, p.14), meaning that the further education and training curriculum must be designed with this in mind.

Although the Department of Education reiterated that the purpose of education and training is to equip learners with knowledge, skills and values meaningful for social and economic participation, it fails to elaborate on how to create and open job opportunities for the learners who do not want to further their education on graduation. I say so because open access to quality FET is not a guarantee for automatic employment.

Amidst all these strong support are debates that further education and training will be faced with problems. For instance, Gamble argues that employers, when talking about their employees, appear not to be asking for high levels of general education but rather for a sound educational foundation. She states that this appears to contradict the messages coming from the economy, thus, requires that we look very carefully at the assumption that employers know best what the nature of skilled labour should be (Gamble 2003, p.19). While some employers seek employees with sound academic background and general knowledge to perform multi-task assignments, others simply go for some one who can perform specific task or fit into a specific role in their establishment. Also, since

all subjects are integrated with high knowledge and high skill and which learners are expected to competently apply to job situations, teachers are expected to be knowledgeable in both academic and vocational disciplines. It should be noted that not all individuals are multi-talented. If a teacher using the integrated curriculum is academically inclined, his teaching will definitely deny learners of a sound practical learning and vice versa.

3.5 Conclusion

I have reviewed and discussed the history behind the making of the further education and training curriculum policy and mentioned how its guiding principles and values were selected including the purpose for their selection. I probed briefly into the past to reveal how the educational activities of the apartheid and post apartheid administrations influenced the development of the further education and training curriculum policy and its design principles and values. In so doing, I examine the principles and values and their impact on the further education and training curriculum design.

I now end my literature review so as to define a method suitable for the analysis of the principles and values in the further education and training curriculum policy.

Chapter 4: A Methodology of Curriculum Policy

Analysis

4.1 Introduction

In this chapter, I describe my use of the Critical Discourse Analysis (CDA) methodology as postulated by Norman Fairclough (1989, 1992 and 1995) for my analysis of the further education and training curriculum policy documents. I explain the reasons for my adoption of Fairclough's approach to Critical Discourse Analysis. Then, I give an account of the criteria for selecting the texts to be analysed. In my application of Fairclough's approach to these texts, I structure my analysis into stages that I refer to as moments. I explain and justify why these structures are suitable for my study of principles and values informing the further education and training curriculum policy.

I am a professional teacher working in a management capacity to translate organised knowledge for the learners. Also, my classroom experience reveal to me that curriculum is not merely the presentation of knowledge but rather it is the discursive process of the knowledge. This knowledge (curriculum) carries within it other hidden learning experiences such as values, beliefs, methods standards, assumptions and theories (Jansen and Reddy, 1994, p.6) which are integrated and presented to teachers for onward transmission to learners. Therefore, as an analyst and an ordinary interpreter who will constantly be engaged in interpreting verbal and textual language, I desire to be well equipped for such critical exercise. Bearing in mind that a teacher's analysis of curricula text is shaped and coloured by his or her beliefs, values and principles (Fairclough, 1992, p.199), my knowledge and understanding of Critical Discourse Analysis is imperative. The reason is that CDA explicitly defines in stages, the steps to take so as to be critically involved but emotionally detached while at the same time, achieving a comprehensive and objective analysis. This way, I am further enlightened and equipped on how to organise and interpret organised knowledge, which makes it ideal for me.

4.2 Approaches to Critical Discourse Analysis

Discourse is the mechanism through which societies establish and sustain their social

structures and social relations. It is synonymous with social systems and ideologies that include: 'social identities, social relations and systems of knowledge and belief' (Fairclough, 1995, p.131). Critical Discourse Analysis reveals how texts are produced, distributed and consumed in a particular socio-cultural context (Fairclough, 1995, p.2). Fairclough (1992 and 1995) advocates a method of Critical Discourse Analysis involving the analysis of textual language, the process of textual production and socio-historical events that led to the texts production (language, process and event). In adopting this tri-dimensional approach to the further education policy texts, firstly, I start with the National Curriculum Statement textual language, examining each word, the phrase and their meaning. See section 4.4.1. Secondly, I consider the processes leading to the production of the National Curriculum Statement by reflecting on my exploration in chapter three. Thirdly, I reflect on the events that led to the production of the National Curriculum Statement. Then, I interpret all three dimensions to see how they articulate socially in the discursive process, relating all to social conditions and their affect on institutional situations and the society (Fairclough, 1992, p.56).

Fairclough recommends that Critical Discourse Analysis should be done in conjunction with other types of analysis so as to provide a comprehensive and detailed understanding of the discourse (Fairclough, 1995). This means combining CDA and Total Discourse Analysis (TDA). The difference between Critical Discourse Analysis and Total Discourse Analysis is that whereas the former looks critically at the language used in constructing the text to reveal the meaning of every single word in order to understand the psychology behind each sentence, the later focuses on textual texture, that is, text formation and how it is shaped by the discourse. The combined application of both Critical Discourse Analysis and Total Discourse Analysis to all texts selected for analysis helps to uncover hidden facts and the ideas behind them. I am analysing principles and values which are ideologies selected for social construction and Fairclough's Critical Discourse Analysis approach proves useful for the critical look at the principles and values.

Fairclough argues that Critical Discourse Analysis is not merely a description of discourse practices shaped by power relations and ideologies but is an analysis of the constructive effect that discourse has upon social identities, social relations, systems

knowledge, and belief. His point is that in the discourse practice, neither description of ideology nor the power relation should be apparent to the analyst; rather, what should be apparent are the text construction processes and the meaning they reveal in the discourse (Fairclough, 1992, p.12). Fairclough's critical discourse analysis reveal instances of textual forms and shape, through language analysis, and which in turn reveal the processes of the NCS production i.e. the socio-historical events that provoked the production of discourse in the texts including the language used.

In order to bring my argument on the FET curriculum policy analysis closer to the context of study, I supplement Fairclough's Critical Discourse Analysis method with Jansen and Reddy's approach to curriculum policy analysis. Jansen and Reddy (1994) developed a method of analysing curriculum, which they divide into three categories: external micro level, internal and external macro-level (Jansen and Reddy, 1994, p.6). These three approaches developed by Jansen and Reddy fit into Fairclough's three analytical approaches and which are in line with the three critical questions I set for this study. Jansen and Reddy refer to the external micro as impact analysis which analysis the effectiveness of a curriculum. I adopt the external micro level to Fairclough's dimension three and use it in my analysis of the 'event' in moment three. The internal level analysis deals with the analysis of the curriculum design in relation to theories, principles, methods, standards and assumptions, which underpin the curriculum. These levels of analysis involve unpacking the curriculum into components parts of learners and learning, teachers and teaching, knowledge and society. I apply the internal level analysis to Fairclough's dimension one and use it for my analysis of the textual 'language' in moment one. They refer to the external macro level analysis as 'curriculum policy analysis' (Jansen and Reddy, 1994, pp.4- 13). In the policy analysis level which is the external macro level, Jansen and Reddy contend that the policy analyst should investigate the relevance of a curriculum in relation to other sets of educational policies. I apply the macro external level procedure to Fairclough's dimension two and use it for my analysis of the 'process' in moment two of my analysis of the policy texts. Section 4.4 - 4.4.3 explains in detail how Fairclough's, Jansen and Reddy's method is brought together and applied to the texts. The combination of Fairclough's Critical Discourse Analysis and Jansen and Reddy's approaches help to focus my analysis in the direction of textual

production process so as to gain a better understanding and interpretation of the National Curriculum Statement to see how it articulates socially and institutionally. Texts for analysis were selected based on criteria useful for this study.

4.3 Criteria for the selection of texts for Analysis

I stated in chapter one that the scope of my research does not include the implementation of the FET curriculum but focuses on the values and principles articulated in the further education and training curriculum policy texts, how they emerged and the impact they have on the further education and training curriculum design. This means that the study does not involve empirical fieldwork instead I rely on the qualitative method of documentary analysis using relevant policy documents and statements. The selected documents for analysis fall into two categories: policy documents and discussion documents. Policy documents are the text I have selected to analyse in this study. These are: *The White Paper on Education and Training* (Department of Education, 1995); *The Manifesto on Values, Education and Democracy* (Department of Education, 2001b) and *The National Curriculum Statement Grades 10-12 (General)* (Department of Education, 2003).

I elect to use these texts because:

- the *White Paper on Education and Training* (Department of Education, 1995) is the first policy statement on education and training that set the purpose and aim of education and training in the post apartheid South Africa.
- with the exception of the National Constitution, the *Manifesto* is the document referred to in the *National Curriculum Statement* (Department of Education, 2003, p.4). The policy text refers to the *Manifesto on Values, Education and Democracy* as a document about the values needed to prepare the kind of learners that is envisaged and which the National Curriculum Statement must strive to achieve (Department of Education, 2003, p.5).
- the *National Curriculum Statement for Grades 10-12 (General)* (Department of Education, 2003) as my primary text for analysis is the most recently published and comprehensive curriculum statement for the implementation of the further education and training.

These three documents are selected for two reasons: firstly, they are informed by the Constitution of the republic of South Africa. Secondly, they are issued by the Department of Education and therefore are the official texts, which express the government's intentions, that frame and guide the Further Education and Training curriculum design. The three policy documents are useful to me in this study because of the socio-historical considerations informing the process of their production, the ideologies and power behind their production and what they seek to achieve in relation the social context - the FET sector and its relation to education and economy.

The process of identifying the primary sources for analysis has been a difficult task due to the on-going changes in policy decisions and processes. The continuous changes produce several documents purporting to achieve the same purpose but emphasise different principles and values. For instance, the 1995 *White Paper on Education and Training* carried a comprehensive list of principles and values that should inform education and training. Some of those principles and values gave way with the emergence of new ideas in 2001 when the *Manifesto on Values, Education and Democracy* was produced. In 2003 when the *National Curriculum Statement for Grades 10-12 General* emerged, most of the principles and values found in the White Paper and Manifesto were replaced or re-framed into a different concept with more emphasis on competency, high knowledge and high skills training. Nevertheless, I elect to analyse the *National Curriculum Statement (2003) Grades 10-12 (General)* in conjunction with the *White Paper on Education and Training* and the *Manifesto on Values, Democracy and Education*. In doing so, I identify the principles and values from the introductory pages of the National Curriculum Statement General (Department of Education, 2003, pp, 2-4) grades 10-12. I examine into the White Paper on Education and training (Department of Education, 1995, pp.18-21) and the executive summary pages of the Manifesto on Values, Education, and Democracy (Department of Education, 2001 pp, iv and viii). Also used in this study are discussion documents. They are not for analysis but provide insights and information that illuminate events that led to the choice of principles and values. I also use them as secondary sources to support my discussions and claims.

Since discourse analysis is not merely analysing text in relation to phonological presentations or the lexo-grammer of text but also includes an exploration of how text at

all levels work within socio-cultural practices (Fairclough, 1995, pp.viii-ix), I now describe the various approach used to analyse the principles and values in the further education and training curriculum policy.

4.4 Method of Discourse analysis: Analytical moments

I have explained the processes and criteria adopted for the selection of policy texts including the texts selected and why. I now discuss how I apply the Critical Discourse Analysis approach to the policy texts. Fairclough (1995) presents discourse as a complex of three elements and thus, advocated a tri-dimensional approach for the Critical Discourse Analysis of a text. The three dimensions are:

- analysis of text language i.e. spoken or written, in this case, written English;
- analysis of discourse practice namely; process of text production, distribution and consumption) and;
- analysis of the social conditions and context that frame the discourse as an instance of socio-cultural practice (Fairclough,1995, p.2).

These tri-dimensional approaches can be simply referred to as textual analysis of: the language, the practice and the event. I structured these three dimensions into stages which I prefer to refer to as moments in my analysis. Working within the first dimension in moment one of my analysis of the National Curriculum Statement. I aim to identify and understand the language, the characteristic function of each principle and value in the policy text. I look closely at texts to understand and to find out the meaning of each word used to define the principles and their functions. I do so by tracing words that are synonymous with these principles and the ideologies that form them. I then translate them in such a manner that makes them free and usable for interpretation. Since language is central to critical discourse analysis I go beyond textual language analysis by probing into the processes - the interpretation and the implementation of the NCS.

Then, I investigate the historical condition that led to the production of the National Curriculum Statement including the hidden connections between the principles and values and their contexts. These dimensions help me to analyse the National Curriculum Statement, which is socially shaped and socially constituted for socio-economic transformation.

In applying the three dimensions, I critically involve my mental skill but distance myself emotionally so that my analysis and interpretation are bias free. I do so by looking at the text from an outsider's position, probing the textual language as transparently and objectively as possible while at the same time reflecting on the meaning in every sentence. Nevertheless, in order to be able to extract an in-depth meaning from the text, and to understand and interpret it coherently, I look very closely in anticipation of extracting the hidden ideas, knowledge and assumption embedded in the texts. I confront this by approaching each sentence with questions such as, what is the National Curriculum Statement saying and why? What processes led to the production of the National Curriculum Statement, what event/s led to its production and why was it produced? What social, cultural or historical issue informs its discourse? How does the discourse in the *National Curriculum Statement* agree with what other related texts say concerning the same issue? This dialogic probe between the texts and me reveals linkages and uncovers some assumptions. For example, it is assumed that the principles and values guiding the National Curriculum Statement will emancipate learners and ultimately transform the South African society (Department of Education, 2003, p.2; Department of Education, 1995, p.16). In order to understand what the National Curriculum Statement is implying by 'social transformation and empowerment' I apply Jansen & Reddy's approach to Fairclough's dimension one and three above to the text, tying all to Grundy's critical emancipatory theory. Similarly, to identify the relationship between the *National Curriculum Statement*, the *Manifesto*, and the *White Paper*, I apply Fairclough's dimension two above in conjunction with Jansen and Reddy's approach for the examination of what the curriculum policy might have left out (silences) and what is projected or implied between each sentence and text (Jansen and Reddy, 1994, p.13). This process enables me identify the link between the *National Curriculum Statement*, the *Manifesto* and the *White Paper*. Jansen and Reddy's approach and Fairclough's three-fold method which Fairclough claims are indispensable for discourse analysis form the basis of my Critical Discourse Analysis approach.

Texts in their ideational functioning constitute system of knowledge and belief, and in their inter-personal functioning they constitute social subjects and social relations between various categories of subject (Fairclough, 1995, p.6). Therefore, in order to

identify how the discourse is working in the National Curriculum Statement to reveal the knowledge and belief contained in it and its meaning to social structures and social relations, I define and describe the process in moments starting with content analysis which I refer to as moment one of my analytical procedure.

4.4.1 Moment 1: Content Analysis

The aim of the first moment of content analysis is to identify the language used by the Department of Education to express the National Curriculum Statement. In this moment, I identify the relationship between the principles and values, the ideas the discourse expresses and the power sustained by such discourse. Fairclough (1995) argues that one cannot properly analyse content without simultaneously analysing form because content is realised in the form (Fairclough, 1995, p.188). By this statement, Fairclough is saying that the analysis of the discourse language reveals the ideational meaning that forms the textual construction and thus shapes the knowledge in the text. He asserts that different contents entail different forms and vice versa. What this means is that the formation of the text is revealed in the content (language) because text uses language to shape its formation, thus, plays a key role as to what form the curriculum design will take. In this moment, I explore the characteristics and operative functions of words in the National Curriculum Statement, what each word is positioned to do or achieve its importance, and the linkages that provide meaning including the rationale behind them. I critically focus my investigation on the words used in presenting each principle so as to identify the knowledge or values they seek to achieve. This enables me to identify the relationship between the language used in presenting the principles and values in the NCS including the power the selected principles exerts on the FET curriculum design. A critical probe into the textual content may not only reveal inflections in the principles and values but also some issues hidden or were completely excluded from the curriculum policy.

Fairclough advocates that ‘a Critical Discourse Analysis must aim for constant vigilance about who is using its results for what, and about whether its critique of certain practices is not helping to naturalise other equally but different ideological practices’ (Fairclough, 1995,p.83). I cannot draw any conclusion based on what is revealed in

moment one without bringing such discoveries into different but similar discourse setting. I now take my analysis further into a higher and intricate moment where I triangulate the preliminary findings from the base text with other related policy texts selected for intertextual analysis.

4.4.2 Moment 2: Intertextual Analysis

Texts are product of other already existing and potentially diverse text types discourses (Fairclough, 1995, p.2). This statement by Fairclough suggests that texts emerge from other texts or their construction is informed by social order or social institutions. On this note, I am compelled to investigate and examine other texts that previously discussed issues related to education and training, and, principles and values. The aim of intertextual analysis is to uncover how the authors of texts selectively draw upon other texts in a discourse which are available to text producers and interpreters in particular social circumstances (Fairclough 1995, p. 188).

This moment focuses on the production process of the National Curriculum Statement and how it relates with other curriculum policy texts such as the White Paper and its two operational principles - 'reconstruction and development of education and training' (Department of Education 1995, p.18). Fairclough states that 'the power to control discourse is seen as the power to sustain particular discursive practices with particular ideological investments in dominance over other alternatives including oppositional practices' (Fairclough, 1995, p.2). In the context of this study, several policy documents have been released in relation to education and training but the discourse practice of the National Curriculum Statement (Department of Education 2003) and the principles in use seem to exert dominance over other alternative policy documents regarding education and training. I analyse critically, the discourse practice of the National Curriculum Statement in relation to those of other policy documents on the issue of education and training so as to identify the power the National Curriculum Statement has over policy documents on the same issue and how it intends to sustain it. I also examine and analyse critically, the principles and values in the National Curriculum Statement in order to understand the relationship that exists between its principles and values, education and training and their influence on grades 10-12 curriculum design.

In this moment, I analyse to understand how the discourse in the National Curriculum Statement draws on the Manifesto and the White Paper; how and where the National Curriculum Statement agrees or disagrees with the discourse in the White Paper and the Manifesto. I check for coherence, continuity, changes and silences. Fairclough states that 'Intertextual analysis links the text and discourse practice dimensions of the framework, and shows where a text is located with respect to social network of orders of discourse' (Fairclough, 1995, p. 10). Therefore my purpose in this moment is to probe how the discourse pattern that forms the National Curriculum Statement coheres, extends and applies the discourse in other related texts. This moment of my analysis provides insight for the identification of principles, their functions, characters and their relationship with several policy texts on the issue of education and training.

This moment of analysis shows how the discourse mediates between what all texts are saying or claiming to do and what I see happening. I do this by linking texts through their shared ideational meanings. For example, in the case of the National Curriculum Statement, the principles highlighted are heterogeneous in form and meaning. One instance of such variation occurs under the principle of social transformation where social transformation as a principle among other values seeks to achieve equality and redress. Yet, redress and equality are principles and broad values highlighted and stressed in the White Paper (Department of Education, 1995, pp.19-20) as a major social issue that education and training must seek to address. This aim portrays redress as a distinct value that needs to be addressed in isolation. Redress is an apparent value to be addressed by the principle of social transformation in the National Curriculum Statement. The combination of three main principles and values with various meanings makes the analytical process and interpretation complex, resulting in occasional mis-representations and incoherencies. However, I rescue myself from such situation by employing Fairclough's dimensions one and two then apply Jansen and Reddy's strategy, taking each of the varied principles and values in all text. This process enables me to identify and uncover common and uncommon strands that exist in the principles and values in all three policy texts.

Having uncovered these strands, I move my analytical process to a higher and more complex moment where I deconstruct and re-interpret the national curriculum statement.

4.4.3 Moment 3: Deconstruction and Re-interpretation of text

In this moment, I identify and analyse the relationship between the discourse mood of the National Curriculum Statement as a socio-cultural statement of change, and the power it creates and sustains in the further education and training curriculum design. Fairclough warns that any Critical Discourse Analysis that separates texts from their condition of production and consumption is based on superficial linguistics and content analysis. Such analysis focuses only on the macro aspect of the text discourse and thus lacks the ability to provide detail account of the text discourse (Fairclough 1995, pp.viii-ix). In this third moment of my approach to Critical Discourse Analysis, I explore and analyse the event that led to the production of the National Curriculum Statement. This moment requires that the information gathered from the analysis of the two previous moments be employed as a background foundation for the event that led to the production of the NCS. This means that this moment is different from the previous two moments but proceeds from them. I re-interpret the National Curriculum Statement based on what I gathered from chapter three regarding socio-cultural practices like knowledge construction, teaching and learning, relating all to the previous two moments. I uncover the social-political and economic under-tone of the further education and training curriculum policy and thus, influence curriculum design.

In order to extract detailed information about social influences shaping the further education and training curriculum, I move beyond summarising text to look at how the National Curriculum Statement was constructed and the history behind its construction. In doing so, I trace its origin, the history, the event, the politics and the pre and post apartheid educational tradition that informs the policy and purposes for its production. Then I examine how discourses are working through the text to reveal the author's intentions and which principle dominates the text construction. For instance, in the National Curriculum Statement, human rights, inclusivity, environmental and social justice is combined as one principle. The complexity of this principle requires that I look in the direction of the event that informed the selection of these principles, and what they seek to achieve. I do so by relating to why they are presented in compound form before dealing with each in isolation so as to understand the way each principle is articulated on

issues regarding knowledge, teaching, learning and society with occasional inferences to what is stated in the White Paper and the Manifesto. I investigate to identify whose interests are being articulated in the policy discourse.

Luckett (1997) warns that re-interpretation of text is a risky, political and conflict-laden exercise. Realising that many interest groups such as the political class, entrepreneurs, the labour union, educators and other stakeholders took part in the construction of the further education and training curriculum and discourse, and that each group approached the discourse with the aim of projecting and protecting their interest, I employ utmost care by being as objective as I can possibly be. I do so by presenting one interpretation amongst a number of possibilities Luckett (1997, p.80). This is to ensure that my interpretation is coherent with my findings as to what the National Curriculum Statement say in respect to knowledge, teaching, learning and society in moments one and two. Occasionally, I make references to all texts to confirm my interpretation, and then arrange them so that they answer my research questions.

In all three moments, there is no phase of analysis that is purely descriptive and there is no difference between how I describe and interpret the National Curriculum Statement. This is because both my interpretation and description flows from my understanding of the text, and my understanding stems from my analytical moments. Based on the understanding I gain regarding the purpose and process of the National Curriculum Statement in the three moments, I then draw some conclusions about the construction of the National Curriculum Statement before contesting its design.

4.5 Conclusion

In this chapter, I have described how I approach my analysis of policy texts and explained why they are useful in this study. I also explain the various methodologies adopted for the analysis of text and how I used them. I explained the problems I encountered during the identification and analysis of the principles and values and how I rescued myself in the process.

In general, the following questions, which are offshoot of my main research questions, are set as a framing guide for my analysis in the next chapter.

- What principles and values drive the further education and training curriculum policy?
- How has the choice of the principles and values shaped the design of the further education and training curriculum policy?
- Which of the three curriculum design as presented by Habermas in chapter three fits into the FET curriculum design?
- What condition(s) do the curriculum seek to address?
- Do the FET curriculum policy sufficiently address in concrete terms what learners must do in order to adopt these principles and values?

I use these five probing questions as searchlight into the further education and training curriculum policy and its design principles and values in chapter five.

Chapter 5: A Critical probe into the Principles and Values in the Policy Texts

5.1 Introduction

In this chapter, I analyse the National Curriculum Statement using the three dimensions, which Fairclough (1995, p.2) says are inevitable in conducting critical discourse analysis. I approach my analysis by sectionalising it into three moments as a setting sequence for my discourse. These moments are not different from Fairclough's approaches but rather are stages I elect to use in order to achieve a thorough Critical Discourse Analysis of the principles and values in the National Curriculum Statement. This method provides the enablement for extracting and obtaining detail understanding of the ideational meaning of words in use thus, equipping me to use all criteria set by Fairclough to my advantage. Fairclough argues that discourse strategies are identified through a content analysis of texts (Fairclough, 1995, p.202). Therefore in order to maximise the discussions to cover all three research questions set for this study, I use Fairclough's three dimensions in a reverse order starting with the National Curriculum Statement textual language analysis which I present as content analysis.

5.2 Moment one: Content Analysis

The principles and values highlighted in the National Curriculum Statement for Grades 10-12 General (2003) are:

1. Social Transformation
2. Outcomes based
3. High knowledge and High skills
4. Integration and Applied competence
5. Progression
6. Articulation and Portability
7. Human right, inclusivity, environmental and social justice
8. Valuing indigenous knowledge systems
9. Credibility, quality and efficiency.

As evident, these principles fall under nine categories, some are singular while some in compound form. I discuss those in groups the way they are presented because they are interrelated and thus triangulate with each other to create peculiar meaning in the text.¹

5.2.1 Social Transformation (p.2)

The principle of social transformation is highlighted in the national curriculum statement (Department of Education, 2003, p.2) as the first principle in the list. This principle is discussed here first because the rest of the other principles and values are nested around it making the principle of social transformation an overriding principle.

The reason for social transformation in education is expressed in the National Curriculum Statement as ‘ensuring that the educational imbalances of the past are redressed and that equal educational opportunities are provided for all sections of our population’ (Department of Education, 2003, p.2). In the last sentence of the paragraph, apart from social transformation, other words contain elements that refer to several other principles such as: redress, equality, inclusivity and social justice. The presence of elements illuminating redress, inclusivity, social justice, human right under social transformation, portray the National Curriculum Statement as a curriculum policy designed to create social balance.

The National Curriculum Statement broadens the quest for social transformation by stressing that ‘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’ (Department of Education, 2003, p.2). Reference to the verb ‘affirm’ reveals an assertive action that will be taken to remove all artificial barriers that prevent or obstruct learners in their education. Also, the clause ‘removal of artificial barriers’ implies increasing access to education and training. Social transformation as a principle sits in the National Curriculum Statement to encourage and promote an all inclusive further education and training curriculum.

¹When I say text, I am referring to the National Curriculum Statement Grades 10-12 (General) which is the text being analysed in this chapter. The introductory chapter, which indicates in detail the principles, logic and design of the NCS, is the same for all learning area booklets. Therefore when I refer to the pages in the text discussion, I am citing from the business studies booklet.

5.2.2 Outcomes-Based Education (p.2)

Outcomes-Based Education (OBE) is ‘the foundation for the curriculum in South Africa’ (Department of Education, 2003, p.2). The word foundation reveals that Outcomes-based education is the base for all educational activity or programme in South Africa. This means that learners do not just learn and prepare for written examination any more but that learners should be able to prove what they have learned either in manual work, mental task or both depending on the expectation. Outcomes-based education according to the text ‘strives to enable all learners to reach their maximum learning potential by setting the learning outcomes to be achieved by the end of the education process’ (Department of Education, 2003, p.2). The National Curriculum Statement used words such as ‘maximum’ to challenge learners, tasking learners to put in their best.

The National Curriculum Statement takes further steps by pronouncing ‘learning outcomes to be achieved by the end of the educational processes. These outcomes are divided into critical and developmental outcomes. The critical outcomes require that learners are be able to *identify*, **solve**, **organise**, *manage*, **collect**, *analyse*, *evaluate*, *communicate*, **demonstrate** and *recognise*. These must be done critically and **creatively** and also work effectively.

The key words seem to be ‘critically’ and ‘effectively’ which predicate more focus on mental and reflective skill development and less of manual. I say so because under critical outcomes, the word critically appears three times and effectively features four times. Also, notions such as **independence**, **responsibility**, **unity**, *decision-making*, **effective use of science and technology** are words with more mental connotation than manual and which are expected to be critically and effectively demonstrated by learners.

The developmental outcomes require learners to be able to *reflect*, *explore*, **participate**, **develop**, **strategise** and show *sensitivity*. Here, the word effectively appeared once but accentuated qualities such as **sociability**, *adaptability* and *responsibility* indicating a strong emphasis on mental and reflective skills. The contradiction is that the mental and reflective aspects of the expected outcomes are accorded more strength than the manual in an integrated curriculum. The absent of words such as: construct, draw, write, paint, sketch, bake, sew, sow and so on which represents practical demonstration of skill reveals that both critical and developmental outcomes

seek more mental and reflective skills expectation than manual competence.

One significant aspect of outcomes-based education as a principle is that it signals that the further education and training curriculum policy is designed to provide manpower for the economy. However, the silence regarding manual outcomes as explained above is problematic in this regard. Another striking aspect of this principle is the relational sequence between critical and developmental outcomes where social expectation decides what counts as critical and developmental outcomes. For instance, the entire list of expected outcomes are seen by me to be drawn based on social needs towards addressing social problems for learners to show competence in all irrespective of the learner's ability and individual differences. Also of note is the graduated sequence from local, national to global communities' sensitivity and participation (Department of Education, 2003, p.2), which signify that outcomes-based education seeks to produce citizens that can contribute and compete at the local, national and international levels.

5.2.3 High knowledge and High skills (p.3)

Another aim of the National Curriculum Statement is to 'develop a high level of knowledge and skills in learners'. The National Curriculum Statement does this by setting 'high [achievable] expectations' and 'specifies the minimum standard of knowledge and skills to be achieved at each grade' (Department of Education, 2003, p.3). The phrase 'high expectations' connotes high standards, which, by implication mean that the knowledge and skills is only for learners that can cope with such high standards. In the text, this principle rests on another major principle - social justice, which by my interpretation is a panacea for empowerment. The National Curriculum Statement says 'Social justice requires the empowerment of those sections of the population previously disempowered by lack of knowledge and skills' (Department of Education, 2003, p.3). This means using high knowledge and high skills training to enable those that were previously disenabled. However, the description of high knowledge and high skill in the National Curriculum Statement is capable of disempowering certain category of learners. If social justice is the empowering of those disempowered and high knowledge and high skills are achieved through all subjects at each grade (Department of Education, 2003, p.3). From my perspective, I see social justice referring to something different from high

knowledge and high skills. Firstly I understand high-level knowledge and skill to mean complex tasks and minimum standards to signify that anything less is unacceptable. On the other hand, social justice is portrayed as providing skills for those who do not have rather than creating opportunities for those who were previously denied them. If the level of knowledge and skills to be taught and learned is as high as described in the text, will the beneficiaries of social justice automatically meet the standard requirement associated with such high expectations? What makes the knowledge and skills achievable when the standard that leads to the attainment is set with high expectations? With such high standards and expectations, it may take a very long time for the previously disempowered to be empowered.

5.2.4 Integration and applied competence (p.3)

The National Curriculum Statement proposes that ‘integration of knowledge and skills across subjects and terrains of practice is crucial for achieving applied competence’ (Department of Education, 2003, p.3). The discourse further states that ‘applied competence aims at integrating the three discrete competences - namely Practical, Foundational and Reflective competences’ (Department of Education, 2003, p.3). The construct of applied competence contains elements that imply competent demonstration or application of skills, while integration means the incorporation of tri-dimensional skills. These tri-dimensional skills are not distinct but ‘discrete’ which means that they are being subtly embedded. Subtle is elusive or difficult to grasp, implying that the principles and values are subtly integrated in ways that one cannot define the learning and so unnoticed in the subject. Thus, in order to achieve the high level of applied competence defined in the National Qualifications Framework, the National Curriculum Statement is structured to ‘promote an integrated learning of theory, practice and reflection’ (Department of Education, 2003, p.3).

5.2.5 Progression (p.3)

Progression according to the text is ‘the process of developing more advanced and complex knowledge and skills’. This would mean a graduated process of acquiring more

advanced and complex knowledge and skills. This gradual progression is revealed in subject statements for each grade. For example, assessment standards are arranged in a format that shows gradual sequence of performance per grade (p.3). In a similar, but with futuristic connotation, the National Curriculum Statement expresses that ‘content and context of each grade will also show progression from simple to complex’ (p.3). This statement implies that in application, curricula content will progress alongside context. However, it is not clear as to whether context here refers to subject, classroom, or institution. Putting all together in what seems to me as a graduated, linear arrangement of knowledge and skills, the text portrays Progression as a gradual sequence of building up knowledge, skills and assessment within and across grades. Although, mention is not made as to whether assessments are continuous and cumulative, however, the NCS states that ‘assessment standards are arranged in a format that shows an increased level of expected performance per grade’ (p.3). This premise suggests that assessment instruments will gradually become more complex as learners progress from one grade to another.

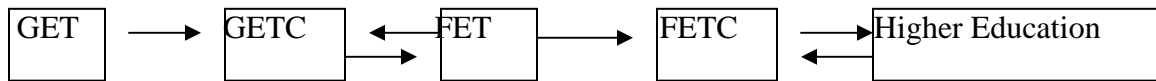
5.2.6 Articulation and Portability (p.3)

The National Curriculum Statement presents articulation and portability together, however, I will discuss them separately because they differ in their character and operative function.

5.2.6.1 Articulation

Articulation in the National Curriculum Statement is ‘the relationship between qualifications in different National Qualification Framework levels [...] in ways that promotes access from one qualification to another’ (p.3). This means creating a connection or link from one qualification to another within related qualification but, in different National Qualification Framework bands. This principle according to the National Curriculum Statement is ‘important for qualifications falling within the same learning pathway’ (Department of Education, 2003, p.3). Putting all together, it is the transference of score/s in related subject or discipline across bands. This principle plays a key role in assisting learners to gain access or progress across bands. The National Curriculum Statement justifies the importance of articulation by stating that since ‘the

further education and training is nested between the general education and training and the Higher Education bands, it is vital that the further education and training certificate articulates with the general education and training and with similar learning pathways of Higher Education’ (Department of Education, 2003, p.3). This statement presents the functional role of the further education and training certificate as providing a forward and backwards access across bands. Given that Further Education and Training is the mid-band between the General Education and the Training and Higher education, I will expect a sequential articulation whereby the General Education and Training Certificate articulates with the further education and training Certificate, further education and training certificate articulates with the higher education, because learners graduate linearly and not bi-directionally (backward and forward). My interpretation of the clause ‘Further Education and Training certificate articulate with General Education and Training’ portrays backward and forward movement which I illustrate thus:



As oppose to



In an attempt towards eliminating barriers to articulation, the National Curriculum Statement states that the exit level expectations should be closely scrutinised (Department of Education, 2003, p.3). The word ‘close scrutiny’ predicates that access from General Education and Training and to Further Education and Training and from Further Education and Training to Higher education will be vigorously screened. Can Scrutiny and accessibility be achieved at the same time? I understand close scrutiny to mean ‘sieving’, which will lead to the elimination of some unfit elements. In that case, not all may be able to scale through such close scrutiny and progress to the next stage. Also, the statement ‘learning assumed to be in place at the entrance levels of cognate disciplines in Higher education’ signifies assumptions and uncertainty of what has taken place at the further education and training level.

5.2.6.2 Portability

Portability in the National Curriculum Statement refers to the extent to which parts of a qualification (subject or unit standards) can be transferred to another qualification in a different learning pathway of the same National Qualification Framework band (Department of Education, 2003, p.3). If part of a qualification is transferred to another qualification, what then happens to the other part? My interpretation is that learners who may not have attained the essential outcomes in a particular subject may carry over credits they have obtained at that point to another learning area within the same National Qualification Framework band.

The difference between portability and articulation is that whereas portability occurs between subjects and within a band's qualification, articulation occurs at the exit or terminal stage of each level.

5.2.7 Human rights, Inclusivity, Environmental, Social justice (p.4)

The National Curriculum Statement seeks to promote Human rights, Inclusivity, Environmental and Social justice. To achieve this, the text states that 'all newly-developed subject statements are infused with the principles and practices of social and environmental justice and human rights'. The clause 'all newly developed subject statements' raises question as to the possibility of effectively achieving these principles using subjects such as computer science and mathematics, unless it is referring to the creation of equal opportunity, which is not clearly stated in the text. To take this further, 'the National Curriculum Statement adopts an inclusive approach by specifying minimum requirements for all learners' (Department of Education, 2003, p.4), emphasising that 'all learners should be able to develop to their full potential provided they receive the necessary support'. Does this mean lowering requirement so that all can qualify? I understand 'minimum requirements' to mean least possible or attainable requirements. Also the clause 'provided they receive the necessary support' evokes concern. What kind of support is the text referring to? The text is not explicit on the nature of this support so that learners can understand what, where and how to seek for such support that is indeed necessary. It also presents a futuristic approach at a stage by stating that 'the intellectual, social, emotional, spiritual and physical needs of learners **will** be addressed' (Department

of Education, 2003, p.4). When will this be and what will learners be doing while awaiting this unfolding development? Text is passive on how environmental justice can be taught or achieved but accentuated human rights and inclusivity in a manner that almost contradicts some principles analysed earlier. For instance, minimum requirement if not properly implemented may interfere with the achievement of high knowledge and high skill, thus, affecting credibility, quality and efficiency. This does not seem to agree with the rationale behind the National Curriculum Statement. With the phrase 'set high [but] achievable standards in all subjects', how and which subjects will be used to teach social justice?

5.2.8 Valuing Indigenous Knowledge Systems (p.4)

Indigenous knowledge systems in South Africa are a body of knowledge that originates from African philosophical thinking and ways of doing things (Department of Education, 2003, p.4). The National Curriculum Statement uses indigenous knowledge systems to replace the narrow traditional western definition of intelligence and adopts the new theory of multiple-intelligences that includes different approaches to knowledge. In accordance with this principle, the National Curriculum Statement seeks to infuse South African indigenous traditions and knowledge systems into mainstream definition of knowledge. This signifies a pragmatic departure from a restricted content-based knowledge to an integrated, outcomes-based education.

5.2.9 Credibility, Quality and Efficiency (p.4)

The National Curriculum Statement aims to achieve credibility through pursuing a transformational agenda. It seeks to achieve this by providing quality education that competes favourably in every respect with any other in the world. This is to say that the quality of education learners who use the further education and training curriculum may compete with any one, anywhere in the world. To assure all citizens of this development, the text states: 'quality assurance is to be regulated by the requirements of the South African Qualifications Authority Act (Act 58 of 1995), the Education and Training Quality Assurance Regulations and the Further Education and training Quality Assurance Act (Act 58 of 2001)' (Department of Education, 2003, p.4). When will this be? With due

consideration to the dates assigned to the Acts in the NCS and the production date of the NCS, the clause ‘quality assurance is to be regulated’ mean that it is yet to be implemented.

In trying to accentuate credibility and quality, the text is not explicit on how the National Curriculum Statement grades 10-12 (general) intends to achieve educational efficiency. The heterogeneity of this paragraph requires that all main themes be highlighted and accentuated in the paragraph so as to provide a cohesive analysis. However, taking the major themes in this paragraph together points to the fact that the National Curriculum Statement Grades 10-12 (General) aims to provide quality education that is equal to what obtains and which will be accepted any where in the world.

5.3 Conclusion

The discourse in Moment one unraveled the intended aim of all principles and values informing the further education and training curriculum policy. The National Curriculum Statement 10-12 (general) cannot be effectively analysed to answer all research questions without reference to the socio-historical factors informing its formation and the process of production. This requires the use of more than one discourse type, therefore I now change the communication mood from content to inter textual order to reveal how the principles and values presented in the National Curriculum Statement relate with expectations in the White Paper and Manifesto on the issues of principles and values and education and training.

I have analysed the discourse language in the National Curriculum Statement. However, what is missing is the detailed analysis of how the NSC was produced and interpreted, including its relationship with other text carrying similar intentions. Fairclough argues that that intertextual and linguistic analysis of texts provides a solid and more tangible analytical grounding for the identification of moves and strategies (Fairclough, 1995, p.202). The ‘complexity’ (see section 6.3) of the discourse mood of the NCS requires that I apply the strategies identified in the content analysis of the National Curriculum Statement to other related texts selected for this analytical moment.

I now examine and analyse the discourse practice of the National Curriculum

Statement.

5.4 Moment two: Inter-textual Analysis

Jansen and Reddy (1994) argues that a curriculum can also be analysed to show the extent to which the goals of the curriculum policy text being analysed articulates with those of other broader educational policy texts (Jansen and Reddy, 1994, p.17). I adopt their presentation in this moment of my analysis to show how the *National Curriculum Statement* (Department of Education, 2003) selectively draws upon orders of discourse in the *White Paper on Education and Training* (Department of Education, 1995); and the *Manifesto on Values, Education and Democracy* (Department of Education, 2001b). I also show how the discourse in the National Curriculum Statement mediates between what each text is saying or claiming to do and what I see happening in relation to knowledge, teaching, learning, society and resources. Having extracted the ideational meanings from the National Curriculum Statement in the first moment for my overall interpretation, in this second moment, I focus my analysis on the discourse that produced the National Curriculum Statement and it's relationship with the White Paper and the Manifesto.

5.4.1 Discourse practice of the National Curriculum Statement

The apartheid system of education kept some learners low in menial positions. For this reason, when the National Curriculum Statement emerged, it carried statements aimed at

- healing the division of the past and establish a society based on democratic values, social justice and fundamental human rights; improve the quality of life of all citizens and free the potential of each person;
- laying a foundation for a democratic and open society which government is based on the will of the people and every citizen is equally protected by law and;
- building a united and democratic South Africa able to take its rightful place as a sovereign state in the family of nations (Department of Education, 2003, p.1).

This situation among others informed the selection of principles and values such as social justice and human rights that are Constitutional principles and values as the foundation

for a democratic society. The NCS discourse pattern of these principles and includes all citizens: men and women, young and old, employed and unemployed and the physically fit and the physically challenged. This suggests that the aim of the Constitution of meeting every body's need automatically becomes curricula aim and so guides all educational policies and decisions.

The National Curriculum Statement grades 10-12 (General) emerged two years after the Manifesto on Values Education and democracy, and eight years after the white Paper on Education and Training was produced. The White Paper was drafted immediately after the African National Congress led democratic government was sworn in and presented in 1995. In that period, there were several transitional activities such as: social, political, economical and educational activities occurring at the time and which influenced the discourse and production of the White Paper. For instance, the discourse in the White Paper is centered on two main characteristic features: reconstruction and development (Department of Education, 1995, p.18). These features refer to what was the concern of the government at the time. The White Paper uses two operational principles: 'sustainability and productivity' (Department of Education, 1995, p.21) as a point of departure on its overarching reconstruction and development programme. When the White Paper says 'productivity of the system - what it produces in terms of personal learning, marketable skills [...] in relation to what it has cost-is very low' (Department of Education, 1995, p.21), it is referring to the inefficiency of the educational system in providing knowledge and skill needed for economic development. The White Paper further states that; 'improving efficiency and productivity is essential in order to justify the cost of the system to the public, to secure more funds for development when they are needed' (Department of Education, 1995, p.21). This means improving the quality of education to provide quality knowledge and skills that will be profitable and invariably, justify what it costs the system to provide education.

The discourse on these two operational principles points to the fact that one of the major aims of education and training is to provide skilled, employable workers for the labour market. Therefore to reconstruct the society and instill democratic values that will sustain the development mentioned above, much emphasis is placed on sustainability and productivity. These operational principles provide synergy for other principles and values

such as access, quality, redress, equity, accountability, justice, equality mutual respect and democratic process (Department of Education, 1995, p .18-21). The discourse around these principles and values depicts the mood of the society at that time. Hence words such as ‘rehabilitation of schools’, restoration of ownership’, through ‘democratic governance’ (Department of Education, 1995, p.21) are used to explain what principles and values such as redress, reconciliation, and reformation seek to achieve. These presentations connote radical departure from the apartheid system of education and its principles and values. Similarly, to achieve a productive and sustainable economy, principles and values such as ‘independent and critical thought’, ‘economic advancement’ and ‘environmental education’ (Department of Education, 1995, p.21) are prominent in the White Paper’s discussion. The discourse deals with how to teach ‘marketable skills’ (p. 21) that will meet South Africa’s economic needs. The White Paper is connected to the National Curriculum Statement grades 10-12 general (Department of Education, 2003) in that they both seek to provide quality knowledge and skills through education and training that are accessible to all.

The apparent drive towards social transformation through education and training led to the emergence of the National Curriculum Statement for Grades 10-12 General in 2003. By 2003 when the National Curriculum Statement was instituted, the discourse mood in the Department of Education had added another word ‘further’ to education and training. Before the introduction of the NCS, all policy documents which emerged from the department of education including the White Paper bore the name ‘education and training. This signifies a more elaborate integrated approach to the organisation of knowledge and skills that was lacking in the previous curriculum. Also is the displacement of concepts such as development, formation, productivity, and sustainability, with the replacement of concepts like social transformation, outcomes based, high knowledge and high skills, integration and applied competence, progression, articulation, portability, human right, inclusivity, environmental and social justice, valuing indigenous knowledge systems, and credibility, quality and efficiency in the National Curriculum Statement. The later concepts carry the same connotations with the former but with different interpretations and more specific in meaning. The discourse in the National Curriculum Statement replaces certain principles and values like,

reconciliation, redress and reconstruction (the 3rs) that formed the synergy for discourse in the White paper. This is not to mean that the 3rs are not transformational principles and values but the apparent need of the society has changed since 1995, requiring that by 2003, the selection of curricula principles and values be done in consonance with social, economic and political realities. The discourse in the National Curriculum Statement centres on 'social transformation' (p.2) through the 'empowerment' (p.3) of learners with employable skills that will enable them to make their own choices to either seek employment, be self employed or pursue higher education.

The Manifesto on Values, Education and Training (Department of Education 2001) speaks of how to inculcate Constitutional principles and values into learners through the school curriculum (Department of Education, 2001b, pp, iii-v). The discourse mode in this Manifesto does not include education and training but, emphasises character building which is similar with the late apartheid curricula principles and values as explained by Andre Kraak (2002,p.77). The Manifesto emphasis is on the appreciation of the values that represent the culture, struggle and unity of the South African state (Department of Education, 2001, p.5). The manifesto's discussion uses concepts like democracy, social justice and equity, equality, non-racism and non-sexism, human dignity, open society, accountability and responsibility, rule of law, respect, and reconciliation (Department of Education, 2001b, pp.iv-v) to express Constitutional principles and values that the curriculum should inculcate in learners. These principles and values are basically socially related and which apart from cognitive and practical skills are associated with character moulding, a requirement for job sustainability. They are a combination of the principles and values in the White Paper and those recommended by the National Education Policy Investigation (1993, pp.6&7), which were politicised and prioritised to suit the aim and intentions of the apartheid educational policy.

The Manifesto outlines strategies (Department of Education, 20031b, pp v-viii) to be used to teach principles and values, which is one aspect the National Curriculum Statement takes for granted. The aspect of the National Curriculum Statement that relates with the Manifesto is that Constitutional principles and values will guide the teaching and learning of knowledge and skills. The National Curriculum Statement is silent on the teaching strategies to be employed as enumerated in the manifesto but it states that; 'all

[..] subject statement are infused with principles and practices of social and environmental justice and human rights as defined in the Constitution of the Republic of South Africa' (Department of Education, 2003, p.4). This implies that rather than using a single subject to teach values that relate to the characteristics of that particular subject, such values should be evenly and 'discretely' (Department of Education, 2003, p.3) embedded into all school subjects so that all subjects in school teach every principles and values in the Constitution of South Africa. For instance, the National Curriculum Statement discusses social transformation as a principle to be used to redress the educational imbalances of the past (Department of Education, 2003, p.2). This means that every subject in the further education and training curriculum is structured and aimed at addressing social transformation and economic transformation.

So far, the knowledge and understanding I gained based on my analysis and interpretation of the discourses between the three texts reveals changes in policy statements, which I interpret to have been informed, by socio-economic changes. My interpretation of the NCS discourse pattern in relation to those of the White Paper and the Manifesto indicate that the weight of the National Curriculum Statement is in the favour of economic transformation than social transformation, which happens to be the entry principle in the NCS.

My interpretation of the meaning of words used to present the principles and values indicate that the further education and training curriculum policy seeks to:

- transform the socio-economic state of South Africa,
- provide a viable means for acquiring knowledge and skills needed for social transformation,
- provide knowledge and skills for the benefit of both men and women, young and old, employed and unemployed and, the physically fit and the physically challenged.

This broad aim is not to balance between economic and social transformation. I do not mean that economic change has no bearing on the society but the social related principles and values needs to be strengthened to carry equal weight with those of the economic base.

Having unraveled the discourse that produced the National Curriculum Statement

and its relationship with the White Paper and the Manifesto, I now de-construct and re-construct the National Curriculum Statement, looking for the event that led to the production of the policy text.

5.5 Moment three: Deconstruction and Re-interpretation of the National Curriculum Statement

This moment deals with the historical process leading to the production of the National Curriculum Statement (NCS). Fairclough (1995) refers to the analysis in this moment as the analysis of text as a production of socio-cultural practice (Fairclough, 1995, p.2). This means looking beyond the NCS' production process and language into the analysis of the socio-cultural, historic-political and economic events that led to its production, and how the discourse creates and sustains power over the further education and training curriculum and its design principles and values.

I mentioned earlier in chapter one that when the African National Congress (ANC) took over government in 1994, the South African economy was in crisis. Economic growth rates had declined dramatically (National Education Policy Investigation, 1993, p.168). This was as a result of an inherited educational system characterised by racial segregation, inequalities and indoctrination. What was taught in school was different from what was needed by employers thus resulting into high unemployment rate in the society. This is probably what the African National Congress meant when they said

‘curriculum was unresponsive to changing labour market and failed to contribute to the development of learners who are prepared for the world of work and for active participation in the process of social and economic development’ (African National Congress, 1994, p.67).

The weak economy and widespread joblessness aggravated the deeper concern and invariably the need for an education and training curriculum policy. These were the challenging situation that confronted the newly democratically elected African National Congress (ANC) led government and which they were poised to address. For instance, the ANC noted that ‘the challenge that we face at the dawn of a democratic society is to create an education and training system that will ensure that the human resources and potential in our society are developed to the full’ (African National Congress, 1994, p.2). With the ANC being saddled with these crises, there arose amongst them and their allied

partners: employers, civil organisation and trade unions divers views and opinion about the following issues:

- the need to increase export of manufactured goods coupled with the production of value-added activities and
- the need to reduce dependence on primary commodity exports and promotion of inward industrialization strategies based on black urbanization and basic needs provision (National Education policy Investigation, 1993, pp.168 &169).

They all agreed that this dual strategy of ‘export oriented industry reconstruction and satisfying basic needs’ (National Education policy Investigation, 1993, p. 169) will require specific and an integrated education and training curriculum policy.

Therefore, in order to lay the legacy of the apartheid education to rest, the African National Congress led government sort to address two issues. These were social transformation on one hand and redress of past inequalities on the other hand. Both issues carried equal weight and thus, needed immediate attention. Reconstruction and transformation became the principles to the African National Congress. The apparent result was that, all machinery was put in place to radically correct all educational imbalances and address socio-economic problems resulting from such imbalances.

The African National Congress approached these problems through the Department of Education. The Department of Education note that ‘a society’s most valuable resource is its people. Education and training is the process by which societies invests in the development of its people. Education and training is a central activity of society. Considering this, government policy on education and training is regarded as a matter of national importance’ (Department of Education, 2001a, p.8). This was how education and training became a national concern. This led to the issue of creating meaningful jobs and the qualitative upgrading of the education and training system as crucial achievement of socio-economic goals. This fundamental educational purpose is given by the African National Congress as they emphasised that education and training are levers through which we can change the structure of the labour market and thus achieve the highest level of participation by citizens in the productive life of our society (African National Congress, 1994, p.30). Since 1994, education and training has become a popular discourse among scholars and stakeholders with an acceptance that it adds value to the

quality of life of learners and, ultimately the society. Hence, all policy texts on education and training that emerged carried principles and values aimed at addressing the inherited socio-economic problems. The Education Minister, Naledi Pandor states that ‘education and training are rapidly becoming inseparable, especially as the notion of a job for life is being replaced with lifelong learning’ (Department of Education, 2007). Further education and training is considered to be a needed strategy if sustainable economic growth is to be achieved and secured. The Department of Education states that the ‘mission of further education and training is to respond to the human resource needs of our country for personal, social, civic and economic development. A transformed, high-quality, responsive further education and training system is an important investment for the future of our country and all its people’ (Department of Education 2001a, p.7). The emergence of education and training is acknowledged as a fundamental key to economic growth in South Africa, thus, dominating educational policy discourse. Based on this acknowledgement and the fact that education and training are basic human rights, government feels obligated to provide, an education and training curriculum policy of good quality that can be accessed by all citizens.

The further education and training schools and colleges in South Africa have a common aim of ‘promoting social transformation, addressing the country’s economic demands, providing opportunities for personal development as well as contributing to a socially unified society’ (Department of Education, 2001a, p.6). This therefore suggests that the further education training curriculum was designed to provide knowledge and skills that will address everyone’s everyday practical (economic, social) need. This is the basis for the statement ‘the economy must be structured to meet the needs of all our people on a sustained basis within a highly competitive world market’ (Department of Education, 1994, p.30). Further education and training curriculum becomes a viable means for the government to meet every one’s needs and expectations and invariably, of the global market.

5.6 Conclusion

I have analysed the further education and training curriculum policy. In each moment are elements that point towards answering the three research questions. The summation of

my analytical moments raises several questions and my presentation in the next chapter is an elaboration on all issues raised in chapter five. I now present and discuss my findings in chapter six.

Chapter 6: Presentation of findings, Summary and Conclusions

6.1 Introduction

This chapter discusses the findings in chapters five in relation to my investigation in chapters two and three and draws conclusions from them. The assumptions, silences and the events leading to the production of the further education and training curriculum policy are presented based on the discourse language and the discourse practice of the National Curriculum Statement. I present my findings in relation to the three research questions, which represent the overall objective of this study.

6.2 Findings

The emergence of education and training as a fundamental key to economic growth in South Africa has dominated educational policy discourse since the African National Congress took over government in 1994. Education and training as an integrated and unitary concept became popular among scholars and stakeholders, as it was seen as a vehicle for social transformation.

My analysis of the principles and values guiding the further education and training curriculum policy in chapter five led to the following eleven findings:

Firstly, investigation into the further education and training curriculum policy reveal that the educational system during the apartheid was a context of racial segregation and inequality in South African education institutions. This situation resulted in much emphasis being placed on principles such as redress, equity, equality, reconciliation, inclusivity, non-racism and social justice in the NCS. These principles were selected by the people (stakeholders) in the drawing up of the Constitution and the White Paper on educational reform that followed. The White Paper was guided by two operational principles, aimed at reconstructing and transforming a one time segregated society into a united South Africa (Department of Education, 1995, pp.18-21). The pursuance of this aim resulted in the emergence of the further education and training curriculum policy that is expressed through the National Curriculum Statement for grades 10-12 (general). I

have discussed this in section 5.3.

Secondly, there was the intricate process leading to the production of the further education and training curriculum policy. The process resulted from several events and actions that include agitations, negotiations, deliberations, initiations, discussions, legislations, presentations, and documentations. These resulted in the production of several initiatives, with one displacing or sometimes negating the other. All these were aimed at achieving one purpose: the formulation of an education and training curriculum policy that would address socio-economic issues and appropriately position the South Africa's economy in the global market. This was the finding in chapter three.

Thirdly, I found that the further education and training schools and colleges are the interface between basic schooling and workplace learning and a bridge to higher learning. It seeks to encourage young South African's to become skilled workers in any occupation. Therefore, its curriculum is designed to foster the development of intermediate and high-level mental and skills development thus lays the foundation for entrance into higher education and facilitates the transition from compulsory schooling to the world of work. To achieve this, the *National Curriculum Statement* highlights nine operational principles: Social transformation, Outcomes-based education, High knowledge and high skills, Integrated and applied competence, Articulation and Portability, progression, Human rights, inclusivity, environmental and social justice, valuing indigenous knowledge systems, Credibility, quality and efficiency (Department of Education, 2003, pp. 2-4) These principles were selected for the actualisation of the aim of the White Paper and to be used to inculcate the values presented in the Manifesto (Department of Education, 1995 & 2001b). See section 5.2.

Fourthly, I noted the absence of some principles and values highlighted in the *Manifesto* from the *National Curriculum Statement* (Department of Education, 2003). Such principles and values like: tolerance, openness, social honour, non-racism, non-sexism, ubuntu (Human Dignity), accountability (responsibility), the rule of law, respect, and reconciliation are emphasised in the *Manifesto* as panacea for democratic governance. Instead, the *National Curriculum Statement* used democratic principles such as social transformation, human rights, inclusivity, environmental and social justice to achieve democratic purposes while the rest, which are economic related principles are

used to describe the teaching of knowledge and skills. This is discussed in sections 5.2.1 to 5.2.9.

Fifthly, I discovered some discrepancies which I attribute to the continuous evaluation and change in the curriculum policy process. Examples of such discrepancies are that some of the principles and values listed in *White Paper* (Department of Education, 1995) are omitted or replaced by new ones in the *Manifesto* (Department of Education, 2001b). However, in the *National Curriculum Statement* (Department of Education, 2003) some principles from both documents are replaced with new notions, even as aims and objectives remained constant. Also, certain concepts that are not explicitly defined are used to transmit intended ideas, for instance, the differences between the principles of redress, equality, equity, and social justice are not well defined and articulated in the *National Curriculum Statement*. The discourse expression of these principles is regardless of whether the ordinary learner understands the concept in ways that will enable him / her grasp their differences and their intentions in the curriculum statement. This situation may result in some teachers and learners mis-interpreting and misconstruing the concepts to suit their own intentions. These findings evolved from my analysis and interpretations in sections 5.2 and 5.3.1

The sixth finding emerged from my exploration of the relationship between the integrated order of education and training and the principles and values. This exploration revealed an apparent controversial argument that separates education and training as independent notions brought together by developmental elements (Barrie, 1997, pp.66-68). Barrie contends that education carries elements that seek to emancipate learners by influencing their character, thinking, behaviour and feeling, while training is specific, restrictive and instructive. Training becomes educative when it carries within it, educational values that are associated with the development of the mind, understanding, and emotional maturity, leading towards critical thinking, character building, acceptable attitudes, and positive intentions. To me, this assertion is double barreled because the argument is neither for nor against the integration of education and training. Young (1993) corrects Barrie's argument by stating that if education reforms perpetuate the division between education and training, separating academic from vocational, humanities, and technical and technological, such education will not be able to achieve a

democratic education system (Young, 1993, p.5). But subsequently, I found that education and training are not good on their own as they both contain elements that compliment and complete each other. This finding emerges in the discussion in section 2.2.3

The seventh finding is on the cross-curricular outcomes that are constructed in ways that encourage integration between different learning areas thereby promoting the integrated approach in all teaching and learning even though no specific subject is dedicated to the teaching of social principles and values. The principles and values are distributed across all subjects with no defined pedagogic approach. The National Curriculum Statement reveals that principles and values are subtly tied to subjects through subject statements. See section 5.2.4.

My eighth finding is on the relationship between the Department of Education and the Department of Labour (DOL). The National Curriculum Statement grades 10-12 general can be regarded as a special ideological process of subject constitution by the Department of Education in an effort to encourage and promote both economic and social values. However, the DOE does this in part as the statement's discourse links social related values with provision of skilled labour for employers. This connotes a link with the Department of Labour which implies that the further education and training curriculum content is probably structured either in conjunction with or by the Department of Labour (DOL) for implementation through the Department of Education (DOE). See section 3.4

My ninth finding reveals the broad approach with which the NCS discourse presents the principles and values. Although all policy texts selected, White Paper, Manifesto and the National Curriculum Statement logically express their enlisted principles and values to address moral and ethical issues, the Manifesto dwells much more on aesthetic values that harmonise the total development of each learner and recognises them as such. The National Curriculum Statement presents principles and values logically, systematically and analytically to accommodate: historical, cultural, social, economic, lingual, judicial and ethical, factors (Vos and Brits, pp, 43-47). For instance,

- The National Curriculum Statement acknowledges the fact that language defines and positions a people in the society and so Multi-lingualism must be respected

and valued as an important communication tool for teaching and learning. (Department of Education, 2003, p.4)

- The National Curriculum Statement treats cultural factors as natural occurrences which identify individuals and their communities as distinct, and use them as a grand motive for the development of knowledge and skills (Department of Education, 2003, p.4)
- The National Curriculum Statement acknowledges the fact that historical factors evolve from culture, and reveals the values of people and so, emphasizes that indigenous knowledge should be valued and distributed among subject statements (Department of Education, 2003, p.4).
- The judicial and ethical factors are expressed under human rights, inclusivity, environmental, and social justice (Department of Education, 2003, p.4). See section 5.2.8.

All principles and values in the NCS are structured toward social and economic transformation.

My tenth finding is on the ideological struggle between the discourse on each of the nine principles and values, and what they are intended to achieve. See section 6.3. This ideological struggle may present the National Curriculum Statement Grades 10-12 (General) as a text with heterogeneous and contradictory features (Fairclough, 1995, p.97).

The eleventh and last finding relates to how social factors and various interest groups such as Congress of South African Trade Union (COSATU) and other non-governmental and trade unions contributed to the selection of the principles and values guiding the further education and training curriculum policy. Most of these individuals, groups and organisations are outside the educational decision making bodies, but they played strategic roles in the formulation of the further education and training curriculum policy. These liberation movements formed a bloc and exerted hegemony in educational decisions (see 6.3.2), using ideological concepts that are tied to actions. However, since the majorities in the bloc are external to the education domain, they apparently judge their actions in terms of their social effect rather than the real values (Fairclough, 1995, p.76). The problem with such structure is that when curricula issues are discussed in

contexts distant from the local and institutional setting the intended effect is most likely to be seen as unsuitable and thus, negligible. In this regard it may be almost impossible to achieve social change. The good side of external influence in the context of this study, is that it gives an added advantage to the further education and training curriculum policy by providing a unified integrated approach to education and training, thus, serving as a base model for further education schools, colleges and higher education.

An aspect of the Critical Discourse Analysis that helps in sharpening my discussion and interpretation of the discourse on the principles and values in the NCS is the content analysis. This approach unravels valuable insights into what the National Curriculum Statement took as given and their implicit assumptions - the unsaid of the National Curriculum Statement. I thus present the identified assumptions and silences.

6.2.1 Assumptions

I found three major assumptions from which other sub assumptions evolved. Firstly, it is assumed that an integrated approach to education and training curriculum design will transform the society, and improve the economy (Department of Education, 1994, p.3, and 1995, p.10). See section 5.2.1. That the quality of knowledge embedded in the curriculum will emancipate learners, improve their quality of life in the society, and provide an education that will alleviate the shortage of skilled manpower needed to build a vibrant economy that will meet global challenges, see section 5.4. Secondly, it is assumed that ‘sustainability’ and ‘productivity’ (Department of Education, 1995, p. 21) can be achieved by teaching economic and democratic values (Department of Education, 2001) in schools. See section 5.3.1. Thirdly, that social transformation can be realised through an Outcomes-based Education guided by principles and values, see section 5.2.2. Such assumptions in the policy texts, which shape the further education and training curriculum design, stand to be tested and contested in practice so as to ascertain the intended impact on the learner, the economy and ultimately the society.

Textual analysis shows that the National Curriculum Statement is silent on a number of issues. Text analysis provides the insights about what is in the text. Since ‘what is absent from the text is as significant’ (Fairclough, 1995, p.5) as what is illuminated, in order to grasp a detail understanding of my investigation, I systematically focus my

analysis on identifying the silences in the National Curriculum Statement through a comparative analysis of other related policy texts and discovered the following silences.

6.2.2 Silences

I found four issues missing in the National Curriculum Statement discourse on the principles and values. These are:

- The absence of manual demonstrable, practical outcomes statements which seem to have excluded the assessment of practical competences; I discuss the problems associated with this in sections - 5.2.2 and 6.5.
- In implementing these principles, the policy text did not articulate in a consistent way what learners must do or which subjects to choose in order to acquire the set values. This will put undue pressure on both teachers and learners as they are unable to re-arrange their teaching and learning pattern in readiness for learning. The danger is that learners may structure their attention and focus it on only aspects of the curriculum related to their interest thus narrowing their focus - see section 5.2.
- The National Curriculum Statement is silent concerning the processes that will lead to the achievement of expected outcomes; instead it focuses on the achievement of competency and the attainment of set outcomes. This may result into a situation whereby teachers are encouraged to interpret the curriculum in line with their interest. In this situation, the teacher's personal principles and values will dominate his practice resulting in collective mis-interpretation, inconsistency and divergence of curricula intentions.
- The National Curriculum Statement is silent on issues relating to learners with special needs. These categories of learners are those who are either slow learners or are mentally or physically challenged, and the socially disadvantaged. Text is silence on this issue yet learners learn at different pace and rate depending on their ability and capability, parental background, environmental and available resources. This silence may make this affected category of learners seem or feel incompetent hence, impede their progression. By implication, these four silences signify that the further education and training curriculum is designed for those

who are intellectually, socially, economically and physically fit for the ‘high’ knowledge and ‘high’ skills.

Having enumerated the assumptions and silences I now discuss my findings.

6.3 Discussion on findings

This discussion flows sequentially from my three research questions. I elect to discuss my findings in moments to avoid complication because, each analytical moment in chapter five uncovered issues that is unique to the moment.

6.3.1 Moment one

In this moment, I found some clashes or ideological tussle between principles and values and what each principle seeks to achieve. Below are my explanation on what each principle is saying and what I see happening.

Social transformation as the first principle highlighted in the list of all the principles and values in the National Curriculum Statement sits as the reference point for the rest of the principles. The functional role expected of the primary principle of social transformation tends to stretch the function of subsidiary principles such as Outcomes based, high knowledge and high skills, integration and applied competence, progression, credibility, quality and efficiency in the curriculum statement. For example, the premise of using ‘high knowledge and high skills’ to address or teach ‘social justice’ (Department of Education, 2003, p.3) indicates that the word social justice in the curriculum is a statement directed toward enforcing equity and equality in class and institution rather than being a subject topic. However, since social transformation has been given as a principle aimed at achieving social justice, it then requires that the skills to be taught and learned must be flexible and acquirable by all. This is because social justice and social transformation can only be achieved when a vast majority of unemployed people have been critically empowered with low and middle knowledge and skills that will gradually be developed into high skills, see section 5.2.1.

Outcomes-Based Education as a principle that is positioned for social transformation emphasises mental outcomes more than manual outcomes in an integrated

curriculum. This emerges in the list of learning outcomes that are sub-divided into critical and developmental outcomes which actually enumerate how it intends to achieve social transformation. For instance, the critical outcomes of the National Qualifications Framework (NQF) require learners to **show** responsibility toward the environment and the health of others, **demonstrate** an understanding of the world as a set of related systems, and **show** awareness of the importance of, among other things, responsible citizenship' and 'cultural sensitivity' (Department of Education, 2003, p.2). These statements are not explicitly defined in terms of expected demonstrable activity to be performed by learners. For instance, how can teachers assess and prove in concrete terms that learners are showing awareness or responsibility? What will the rating of such outcomes be if such students show such awareness in one context and fail to do so in another? Such assessment system will promote face value i.e. a system which is characterised by visual impression and appreciation. The National Curriculum Statement is silent about the form such value-based manual activities should take and how they should be assessed, yet the outcomes-based curriculum commits teachers to instill in learners knowledge, skills and values that will prepare them for life (Department of Education 2003,p.4), see section 5.2.2.

High knowledge and high skills is an economic concept requiring that learners show and apply competence irrespective of their ability or individuality. For instance, the National Curriculum Statement seek to develop a 'high level knowledge and skills in learners' (Department of Education, 2003, p.3) and that it will do so by setting 'high [achievable] expectations' (Department of Education, 2003, p.3). The discourse proceeds further by stating that it 'specifies the minimum standard of knowledge and skills to be achieved at each grade' (Department of Education, 2003, p.3). Although the notion of minimum standards favours principles such as redress, this problem is that of high knowledge and high skills attached to it. High knowledge and high skills infringes on principles such as progression access, human rights and social justice, but favours principles like quality. The notion of high expectations does not recognise that learners are individuals with divers learning abilities and talents. Social justice cannot be achieved through a process that does not recognise it. Social justice is not about expecting every learner to do the same thing, the same way and achieve the same result. Social justice is

rather permitting learners, in the context of this study to achieve the same thing but at their own rate and pace. Therefore setting high expectancy for all learners without recourse to their individuality violates the principle of human rights. See section 5.2.3. It also go against the critical emancipatory praxis of curriculum design, see section 2.4.3.

Integration and applied competence in the National Curriculum Statement means the integration of knowledge and skills across subjects and terrains of practice so that learners can achieve and apply competence when needed (Department of Education, 2003, p.3). The principle of applied competence seeks to integrate three discrete competences namely Practical, Foundational and Reflective competences (Department of Education, 2003, p.3). This principle infringes on the individuality of teachers in the sense that a teacher may not be so gifted to adequately articulate and develop all the three aspects knowledge to learners. This will hamper learners from demonstrating these knowledge and skill competently. Not all teachers can play the dual function of being both an educator and a trainer. The discourse on this principle ignores the fact that teachers have their areas of strength and weakness and therefore cannot deliver adequately in the area of their weakness as they would wish to or would do in their gifted and educational / professional discipline. The effect of their weakness on teaching and assessment may be visible in the overall class performance. For example, a teacher with skills based background, teaching an integrated curriculum will develop learners who will demonstrate and apply competence in practical knowledge at the expense of mental knowledge. Therefore, integrating three knowledges in one subject to be taught by a teacher, and expecting three demonstrable competences from his/ her learners also violates quality, progression, articulation and human rights which will impair accessibility, see 5.2.4.

Progression in the National Curriculum Statement ‘aims to develop a high level of knowledge and skills in learners’ [...] ‘and sets high, achievable standard’ (Department of Education, 2003, p.3). The key word in use is ‘high’. I understand progression to mean a graduated sequence from simple to complex and in the case of learning and teaching, taking learners from the known to the unknown. By my interpretation this requires that the teaching and learning of knowledge and skills should starts with low to medium before high knowledge and high skills otherwise, it may reject its purpose i.e. general

progression and inclusivity, see 5.2.5.

Articulation in the National Curriculum Statement is ‘the relationship between qualifications in different National Qualifications Framework levels [...] in ways that promote access from one qualification to another’ (Department of Education, 2003, p.3). This principle sits as a link between one qualification and another within related qualification in different National Qualification Framework band. See section 5.2.6.1. In an attempt to encourage access, the National Curriculum Statement states that the exit level expectations should be closely scrutinised (Department of Education, 2003, p.3). This again negates accessibility, human rights, social justice, progression and inclusivity but encourages high quality knowledge and skills. The word ‘close scrutiny of the exit level expectations’ (Department of Education, 2003, p.3) predicates that access from general education and training to further education and training and from further education and training to higher education will be vigorously screened. Scrutiny restricts access, which is why people who do not want every one to gain access into their premises create a barrier in the form of a wall as a mechanism to scrutinise and fence people off. Yet the same text states that social transformation seeks the ‘removal of artificial barriers to the attainment of qualification’ (Department of Education, 2003, p.2). Also the statement ‘learning assumed to be in place at the entrance levels of cognate disciplines in higher education’ (Department of Education, 2003, p.3) shows lack of confidence in the further education and training certificate, as you do not assume what you are perfectly sure of, see 5.2.6.

Human rights, Inclusivity, Environmental, Social justice is a compound principle which carries elements that seem to clash with each other and with other principles and values in the National Curriculum Statement. The text states that ‘all newly-developed subject statements are infused with the principles and practices of social and environmental justice and human rights’ (Department of Education, 2003, p.4). Text presentation on human rights and inclusivity clashes with some principles such as quality, credibility, high skills and high knowledge. For instance, the statement ‘minimum requirements for all learners’ (Department of Education, 2003, p.4) can be interpreted in two ways: either that the minimum is on a high level as to maintain quality or, that it will be of a very low level so as to promote access and maintain inclusivity. It all depends on

how one wants to interpret it, which means that it can be interpreted by any one to suit any condition, see 5.2.7.

Credibility, quality and efficiency are notions with elements containing transformatory power. It is the concluding principle and values on the list highlighted in the NCS. In trying to present the aim of the further education and training, the National Curriculum Statement reached its climax by stating that ‘the National Curriculum Statement Grades 10-12 (General) aims to achieve credibility through pursuing a transformational agenda and through providing an education that is comparable in quality, breadth and depth to those of other countries’ (Department of Education 2003, p.4). This section presents the quality of education and of the envisaged learner as marketable commodities while the knowledge and skills the product. The presentation presupposes that learners should efficiently acquire quality knowledge and skills that is credible and comparable with those from any where in the world. In this regard, education is not only a major transformational tool for addressing and redressing social problems but also a viable commodity for international competition.

Although credibility, quality and efficiency are strong on high knowledge and high skills, integrated and applied competence, text discourse of principles and values such as inclusivity, open access, and progression infringes on credibility, quality and efficiency. For instance, open access means encouraging quantity and quantity is usually difficult to balance with quality especially when human and material resources are involved. I make this submission based on the usual financial problems that affect educational policies (see section 3.2). I did not investigate the financial base of the further education and training but, a close look at the principles and values guiding the further education and training reveals the necessity for the appropriation of enough fund that will match the large number of expected learners, provide and maintain the envisaged high quality, credible, and efficient marketable skills and knowledge, see section 5.2.8.

Although the discourse is to assure all of the quality of learning in the FET, Naledi Pandor argues that it is not enough to develop a good curriculum because while a good curriculum design does contribute to the delivery of quality learning, it must be strongly augmented by a range of other steps such as quality assurance, rigorous assessment regimes and quality lecturers and facilities. She reaffirms that the Department of

Education is systematically addressing these matters and already lecturers have received training (Department of Education, 2007).

The learning areas in the NCS triangulates between knowledge, skills and values. My analysis of the nine principles of the National Curriculum Statement identified two categories of principles. They are: knowledge and skills based principles and values, and socially based principles and values. The knowledge and skills based principles are outcomes-based, high knowledge and high skills integration and applied competence, progression, articulation and portability, credibility, quality and efficiency. My analysis and interpretation of the policy discourse on the knowledge and skills based principles reveals that they are selected for the purpose of addressing economic needs, and so I classify them as economic based principles and values. On the other hand, I found that the social-related principles of social transformation, redress, inclusivity, human rights, social and environmental justice accentuate relationships among people and the environment. These two categories of principles and values complement each other in preparing learners for life. The economic based principles and values are intended to develop in learners, high knowledge and high skills in relation to productivity, economic growth, employment markets and personal development. The social related principles and values are intended to imbue in learners the values that will enable them to carry out and maintain healthy relationships with people so as to enable them sustain a job and the world they live in. This then requires a more holistic and in-depth approach to the teaching and learning of the social relation principles and values.

In some cases, highlighted principles are further enhanced by sparsely presenting other concepts that contain the same elements as the highlighted principles in the form of values that such principles must seek to achieve. Some examples can be found in the National Curriculum Statement discourse on the principles of social transformation (Department of Education 2003, p.2). In the text, social transformation as a principle is presented as seeking to redress social imbalances; also the discourse on high knowledge and high skills carries within it, intent to seek social justice. I interpret the expressions in the text discourse on redress on the one hand; and justice on the other hand as being different from the aim of their cognate (highlighted) principles. However, some of these principles and values are further highlighted in their own right, for example, social justice

(Department of Education, 2003, p.4), while redress is not, but simply thrown under high knowledge and high skills.

Principles such as redress, human rights, inclusivity, equity, social, and environmental justice that are either placed under skills based principles or duly highlighted in the National Curriculum Statement should be taught explicitly rather than discretely. Presenting social justice under high knowledge and high skills (Department of Education, 2003, p.3) can be interpreted either to mean that high knowledge and high skills is another way of teaching social justice or that it is a way of justifying that the curriculum promotes social justice. I say so because social justice cannot be achieved by mere teaching high knowledge and high skills.

Fairclough argues that ‘if content is to enter the realm of practice, it must do so in a formal clothing’ (Fairclough, 1995, p.74). Everyday teaching experiences and learning should be selected and discussed critically by both teachers and learners. Grundy (1987) contends that ‘the highest and purest forms of pleasure are to be experienced in rationality’ (Grundy, 1987, p. 9). This means that teachers and learners should be empowered to engage critically in the rational selection and discussion of principles and values based on their context. The teaching of principles and values is not merely orienting learners towards clear outcomes using a curriculum but also the promotion of rational, reflective, and authentic insight (Grundy, 1987, p.112). This approach will eliminate the ideological tussles between concepts. See section 6.3.1. Grundy argues that:

‘decisions for political struggle cannot at the outset be justified theoretically and then carried out organisationally. The sole possible justification at this level is consensus, aimed at in practical discourse, among participants, who, in the consciousness of their common interests and their knowledge of the circumstance, predictable consequences and the secondary consequences, are the only ones who can know what risk they are willing to undergo, and with what expectations’ (Grundy, 1987, p.135).

Ideological tussles are not with the principles and values selected but rather with the practical approach of how to balance all categories in practice. Principles such as, human rights and social and environmental justice should be upheld, respected, taught and learned holistically. All principles are important; using some principles to achieve other values tends to pit one against the other. Nelson Mandela reminded all South Africans in his opening address at the Saamtrek conference in Cape Town in February 2001 that values enshrined in the Constitution must not be taken for granted, emphasising that ‘We

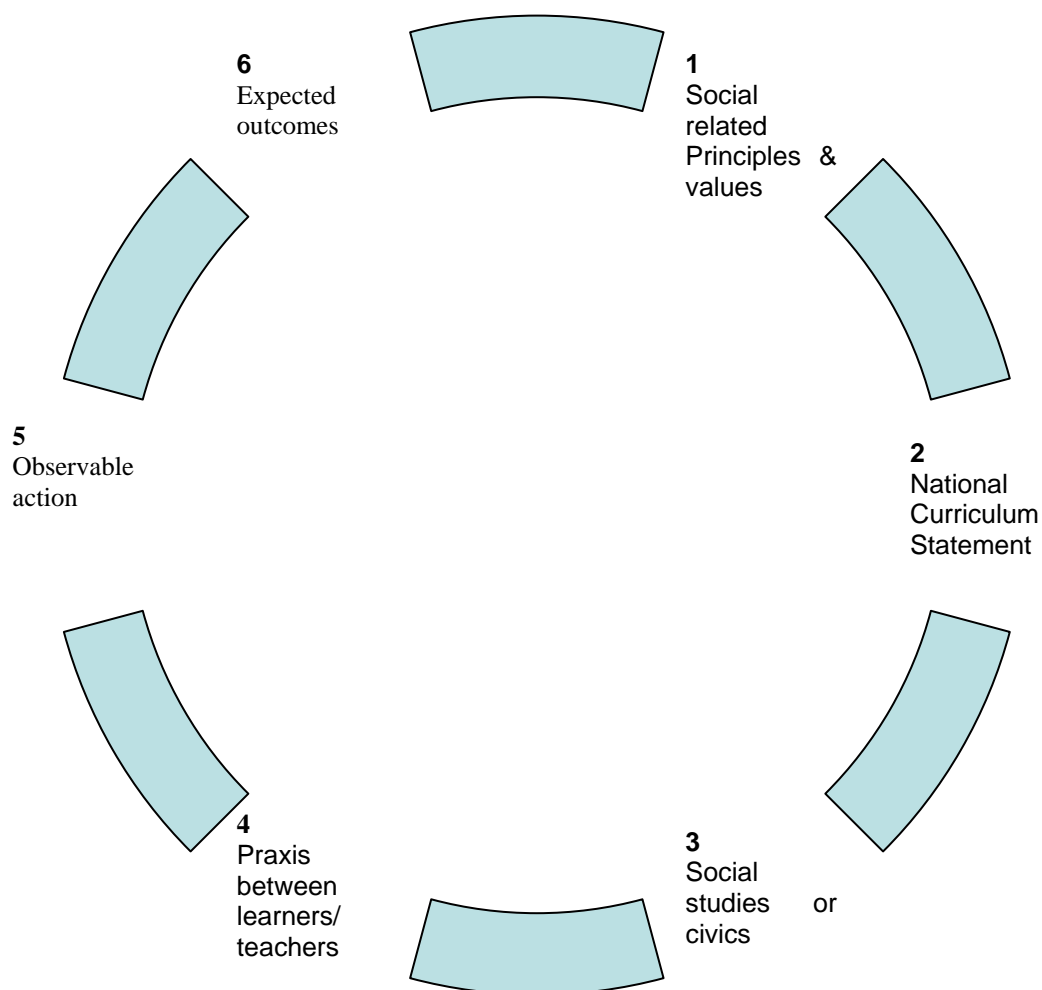
cannot assume that because we conducted our struggle on the foundations of those values, continued adherence to them is automatic in the changed circumstances (Department of Education, 2001b, p.5). The discrete integration of knowledge, skills and values (Department of Education, 2003, p.3) into all subject statement will not automatically provide the desired impact on learners. This is because ideas that are discretely infused into the curriculum cannot be grasped by learners as they are elusive. This requires that the teaching of the social related principles and values be done holistically and not discretely. You know your right or you do not, there is no middle ground and the only place to gain such knowledge is in a school that applies the praxis approach as described by Grundy to promote the adoption of social-related principles and values.

Also, it is difficult to assess discrete knowledge or know if and what learners have acquired. This makes the adherence and respect for such values doubtful. Take for instance the discrete infusion of alcoholic beverages into a cuisine to enhance its taste as practiced by hotels and restaurants. The consumer will not notice the taste or effect of the alcohol in the food as he would if taken directly because it has lost its original character in the process of cooking. This metaphor can represent two things. Firstly, discretely infusing Principles and values into subject statements will not achieve the envisaged impact on learners as they are oblivious of the presence of such knowledge in the curriculum. Secondly, if consumers who ordinarily do not ingest alcohol know that the food they are about to eat contains a certain percentage of alcohol which they deem is not good for their health, will they still go ahead and eat the food? Learners must be brought to the realisation of what they are learning so that they can relate, understand, accept and internalise it. A curriculum policy like the further education and training curriculum, designed to produce manpower for the labour market should not only focus on the teaching of economic based principles and values but should promote holistic teaching and learning of social-related principles and values which inculcate in learners the attitude required by employers and the society.

One reason why the apartheid education is criticised is that the curriculum was examination driven and the evidence was a 'focus on rote-learning and the absorption of facts rather than on the development of critical thinking, reasoning, reflection and

understanding' (African National Congress, 1994, p.68). The FET is a response to such criticism. It therefore follows that emancipatory curriculums such as the FET, which seek to empower learners, do so critically and morally. Since the formation of the further education and training curriculum is consistent with production of skilled workers, the teaching approach to be adopted should be that which will promote informed reasoning with collaborative action in the form of an explanation that will identify with issues that are related to the social-related values in conjunction with knowledge and skills acquisition. This is praxis, an approach to the teaching values that is not informed by pre-set code of principles rather it is consistent with re-engaging theory and practice in a continuous self-informing process of inquiry (Fairclough, 1995, p.x). In Fairclough's word praxis 'it compels engagement with cognitive processes and requires them to be socially and critically grounded and to be augmented by understanding of the organisational routines governing such reception' (Fairclough, 1995, p.x). This will in turn direct learners' attention to the historical events that produced the further education and training curriculum policy and as such, will play a key role in bringing learners to the understanding of the purpose of the further education and training curriculum policy. This pre-supposes a close connection between descriptive ability and engagement with social and individual concerns in relation to institutional practices in the context of dynamic and struggling social order, and the grounding in the principles and values that are embedded in the further education and training curriculum itself. In employing the critical emancipatory praxis, Grundy warns that 'praxis is not individual autonomous action. Praxis recognises the indissolubility of individual and collective emancipation and does not promote the individual emancipation at the expense of collective freedom' (Grundy, 1987, p. 113). This means individual contribution towards collective consensus agreement on the lesson. This consensus is reached through rational and conscious negotiation between teachers and learners. One way of teaching social-related principles and values is graphically illustrated below.

Figure is a graphic model of a critical curriculum design



This model illustrates how social relations principles and values can be taught and learned holistically using a specified subject.

The benefit of teaching and learning principles and values in education and training using this approach is that it challenges the learners' technical and conceptual abilities. The National Curriculum Statement was produced based on other related policy text that emerged from potentially diverse text types discourses. This then compels me to navigate through other text with similar intention.

6.3.2 Moment two

In this moment, I reflected on the much repetitive production of several policy documents aimed at responding to social and conventional events, and which subsequently resulted to the emergence of the NCS and discovered that: the NCS stands distinctively from the White Paper and the Manifesto in terms of its selection and expression of the principles and values - see 5.3.1.

Comparatively, the discourse mood in the National Curriculum Statement in relation to the White Paper and the Manifesto, permeates historical, economic, political and social considerations, and still ascribes an authentic place to the Constitution and the Manifesto within an overall focus upon the values they seek to inculcate in learners. Fairclough (1995) refers to this as hegemony. Hegemony according to Fairclough is how power relations constrain and control productivity and creativity in discourse practice - text production, and how a particular relatively stabilized discourse practice can constitute dominance over others (Fairclough 1995, p.2). This is especially so due to the fact that before the emergence of the National Curriculum Statement, several policy documents were produced by the department of education for the achievement of quality education and training built on equity and social justice but, the National Curriculum Statement seems to be more out-standing and out-spoken on issues relating to socio-economic issues. I interpret the hegemony the National Curriculum Statement exerts over the previous policy documents as being powered by the issues it speaks of and which it seeks address which differs considerably from what other policy texts are saying on the same issue. This I also interpret to be influenced by immediate problems prevalent in the society at particular time in history when the documents were constructed. Hence, the language power between economic empowerment, globalisation and knowledge is consistent with the National Curriculum Statement and thus portrays the National Curriculum Statement as a learners-centered curriculum aimed at acquisition of practical employable knowledge and skills. Productivity, a notion in the economic and business domain used to measure the input of labour production can be translated to mean that education and training curriculum seeks economic advancement through production of marketable skilful learners so as to justify the investment made in education. Responsibility in the Manifesto can be interpreted to mean being able to meet civic

requirements and expectations that also carries productive connotations. The Manifesto states that 'being educated for meaningful participation in society means being educated for the marketplace' (Department of Education, 2001b, p. 10). However, the manifesto takes it beyond marketisation by stating that 'as much as for good citizenship, [...] indeed, productivity and responsibility are interdependent' (Department of Education, 2001b, p. 10). This, I interpret to mean that even though the aim is to make the learner productive, he must also be taught how to be responsible and be accountable so as to be able to sustain employment.

The National Curriculum Statement gives more insight into education and training than the White Paper and the Manifesto. For instance, the National Curriculum Statement presents the reasons for education and training and provides the necessary steps to adopt in actualising it even as I submit that the steps are not convincingly presented. This is not to discredit the National Curriculum Statement but probing critically into the discourse pattern used in presenting the principles and values which is of supreme importance and fundamental in this study. The National Curriculum Statement continues by stating that it 'aims to develop a high level of knowledge and skills in learners' (p.3); and that these knowledge and skills will be integrated 'across subjects and terrains of practice for achieving applied competence as defined in the National Qualifications Framework' (p.3); 'the subject statements will show progression from one grade to another. Each learning outcome is followed by an explicit statement of what level of performance is expected for the outcome' (p.3), these explain why the economic based principles and values are expressed, transmitted and made effective in the FET through the National Curriculum Statement. Even though the economic based principles and values are supplemented with a list of social-related principles and values, the authority that the social-related principles and values carry can be transmitted and made effective only when they are taught and learned holistically. This I believe is the basis of the outcomes based education and also the statement 'all newly-developed subject statements are infused with the principles and practices of social and environmental justice and human rights as defined by the Constitution of the Republic of South Africa' (p.4). This may not be the exclusive meaning but I believe it is the primary aim. Therefore, since Constitutional principles and values are concepts presented for social transformation, the

holistic approach becomes the effective way of the teaching, learning and adopting them.

6.3.3 Moment three

Since the FET curriculum aims to emancipate, the expression in the National Curriculum Statement regarding what the teachers must do to teach the social related principles and values is not well articulated in concrete terms. This is an issue that is hanging on my research question three. Grundy's approach to curriculum designs as that which arises from an authentic insight of both the learners and their teachers, freeing them from external ideologies and informing them as to who is benefiting from the principles and values in the FET curriculum. See section 2.4.3.

My analysis in chapter three and five reveals that the FET in South Africa was designed as a mechanism aimed at economic transformation and the redressing of social inequalities in the educational system inherited from the apartheid government. This connotation does not signify that the principles and values in the curriculum are intended to meet the learner's personal needs such as emotional wellbeing and morality, or preparing them to be intellectually sharp and mentally broad. It rather proves to be a way out of socio-economic stagnation caused by the apartheid system and global concerns. By this, I do not mean that the FET and its designed principles and values is devoid of such qualities. Although the expression on the principles and values in the NCS accentuates social transformation through outcomes based, applied competence high knowledge and high skills, my investigation did not reveal that acquiring these knowledge and skills will guarantee automatic employment.

In order to facilitate social transformation using this medium, there is the need for progression from low to medium and then high knowledge and skills as to create room for all to start at their level of competencies and perhaps, graduate later to a higher level expectation, otherwise, education and training may not be accessible to a large population of citizens. This graduated sequence of skills acquisition can sufficiently make every South African citizen skillful to be self employed or employable. Semi-skilled workers are capable of contributing immensely to economic growth especially when a substantial population of the society can be said to be skilled and are employed. My reason for saying so is that their cost of labour is cheaper thus, lowers the cost of production and

invariably, prices to consumers and export. When cost of production is low, it enhances economic growth and increases trade. Skill is skill, pattern is pattern, and quality is quality anywhere in the world, all that is required is for the semi-skilled learner to continuously strive to improve on quality and skill. The low or semi-skilled strategy is certainly a viable solution not only to the economy but individual problem of poverty, and unemployment. It will take a large population of the society out of poverty and transform them into productive workers. Kraak (2004) argues that, in a South African context, eradication of poverty and unemployment would only operate if the remnants of the racial segmentation of the labour market were eradicated. He contends that what is crucial is the destruction of the previous equation of blacks with low skilled employment. This according to him will then permit a low skills strategy to be seen in a positive and constructive light and that it is only then that the material basis for building the skills and training capacity of the country and the subsequent expansion of highly skilled job will be realised (Kraak, 2004, p.114).

It is a given that the major aim of further education and training is to prepare learners to life. This pre-supposes that institutionally, the further education and training schools and colleges are well equipped with the needed human and material resources that will facilitate teaching and learning in preparation for the envisaged goal. But, are the schools truly well resourced in terms of human and material to provide learners with such knowledge and skills needed by employers? Is the curriculum design balanced in knowledge and skills and justifiable for both the further education and training colleges and schools? I do not know what skills are needed by employers but I ask these questions based on my perceived diverse expectation of employers of their employees. Based on what employers are expecting from their employee, the further education and training schools curriculum are expected to meet these expectations as are with the FET colleges. For this purpose, the further education and training schools definitely require as much technical teachers and subjects just as the further education and training colleges. The question is, can the further education and training schools and colleges cater for the increasing number of learners and the complexity of their needs? Are there selected private workshops or training centers whereby further education and training schools and colleges will send their learners for a brief, but more intensive practical learning? I am

curious as to how large and well resourced a further education and training school can be, to be able to provide quality practical knowledge for various skills and learners / employers diverse needs. When I say learners diverse needs, I am speaking for those who cannot train on the job, or those who are yet to be employed but need training in areas that are not provided for by the further education and training schools and colleges due to lack of either human or material resources.

On the other hand, it is argued that if all attention is given to technical and vocational skills at the expense of mental knowledge, the implication of this development on the Further education system will be a gradual disappearance of academic discipline as well as academic teachers. Secondly, the complete departure from content-based knowledge and, the much emphasis on practical knowledge that will provide skilled manpower for the economy will gradually reduce the interest of learners towards academic discipline and in due time it will gradually phase out mental knowledge. As Gamble put it that:

‘what may result, in the quest for a closer fit between formal knowledge and everyday problems and the increased emphasis on application and use, is that the practical curriculum is privileged over the theory- practice curriculum, in the sense of being rated more highly. We need to eradicate the racial inequalities of the past but a complete break with the past may well lead to the erosion of the historically central place of concept formation in the college curriculum’ (Gamble, 2003,p.11).

In as much as it is imperative to provide the labour market with manpower that will power the economy, there remains a need to establish the fact that employees need knowledge of accountability and responsibility that will enable them sustain a job. This can only be obtained through a sound theoretical knowledge. This suggests that curricula weight should not be in favour of skills acquisition at the expense of knowledge and vice versa. There is the need to create a balanced position whereby education and training complement each other. My argument is based on the fact that practical work without cognitive knowledge is no knowledge just as cognitive knowledge without practical knowledge is absolutely no knowledge. Also, Unwin (2004) argue that ‘we need to protect an intellectual space for research in order to go beyond the immediate and the pragmatic’ (Unwin, 2004, p.251). An individual assessed based on what he thinks, how he talks and what he does. This means that knowledge and skills (action) produce result, and positive result is a product of a good knowledge system. It has also been argued that:

'The task of education in the technological age is thus a double one, on one hand, there is a duty to set young people on the road to acquiring the bewildering variety of qualifications they will need to end their living. On the other hand, running through and across these vocational purposes, there is also a duty to remember those other objectives of any education, which have little or nothing to do with vocation, but are concerned with the development of human personality and with teaching the individual to see himself in due proportion to the world in which he has been set. We have tried not to lose sight of the economic and vocational purposes that an effective educational system should serve. But children are not the 'supply' that meets any 'demand' however urgent. They are individual human beings, and the primary concern of the school should not be with the living they will earn but with the life they will lead' (Moore & Ozga, 1991, p.10).

This argument makes it imperative that the further education curriculum is designed to positively influence learners' action through the promotion of critical teaching that will sharpen the way learners think and rationalise things.

6.4. Summary

Without knowing what to expect, I laid the foundation for my investigation in chapter one. The foundation consists of several social and economic issues to be investigated in this study. Therefore, in order to achieve my aim, I set three critical research questions as a guide. See section 1.2. I started my analysis in chapter two with the analysis of concepts. In this chapter, I examined the controversial issues surrounding the curriculum such as: education and training, principles and values, who determine what counts as knowledge in the curriculum and how a curriculum seeking to emancipate should be designed.

I examined and analysed the controversy on the separation or integration of education of training and found that if an education reform perpetuates division between education and training, separating academic from vocational, humanities, and technical and technological, such education will not be able to achieve democratic education system (Young, 1993, p.5). The further education and training as an integrated curriculum needs to adopt a balanced approach between cognitive and practical learning so that education does not have an overriding power over training and vice versa. This is imperative because the hands are the vehicles that carry out the commands of the head, if the hands fail to respond to the 'will' of the head, the 'will' becomes null and void. Practical knowledge without theoretical knowledge is no knowledge and vice versa.

Going by the critical emancipatory concept of Grundy, an individual is assessed by what he / she thinks and does. Education is a broad term encompassing both mental knowledge and practical knowledge, this then makes education and training inadequate on their own as they both have developmental characteristics. Education only cannot provide the needed skills that are required for economic growth and social transformation, just as training alone cannot provide individuals with the knowledge needed for research and sustainability of academic institution. Whereas education provides knowledge, understanding, theory, and explanation, training relies on practical demonstration of skills acquired through the educational process, thus, complementing each other. Because of the transformatory elements they carry, both concepts work together and complement each other.

On the controversy of who and what determines what counts as knowledge in schools, my investigation reveals that due to global demand on the economy of nations, the further education and training curriculum is driven by the need to provide the society with knowledgeable skilled manpower that will power the economy, see section 2.2

In section 2.2.4.2; 2.4, I analysed theories that frame my discussion on the further education and training curriculum and how they lend themselves to the teaching and learning of principles and values. My discussion and interpretation in chapter two provides the basis for my examination and analysis of the principles and values in chapters five and six. I reflected on the events that led to the selection of the principles and values in chapter three. I traced the processes leading to the production of the further education and training curriculum policy and unravelled several structures and mechanisms that were involved, including their initiatives and documentations, some of them negating and thus displacing each other. I have identified and analysed in section 5.2 the principles and values in the further education curriculum policy using Fairclough's Tri-dimensional approach in conjunction with that of Jansen and Reddy. I discussed the principles and values extensively in relation to their effect on the curriculum design in sections 3.4.2.1, 6.2 and 6.3. The comparative analysis of the principles and values in the National Curriculum Statement using the White Paper and the Manifesto expanded my understanding and thus addressed the issues relating to research questions one and three. The events that informed the choice of the principles and values

are well elaborated in chapter three, analysed in section 5.4 and discussed in section 6.2.

Finally, I investigated the history behind the constitution of the further education training and its designed principles and values and discovered that it seeks to transform the South African society through the empowerment of learners and provide skilled manpower for the labour market. The issue of using the further education and training curriculum to address economic concerns led to the selection of principles and values such as: social transformation, outcomes-based, high knowledge and high skills, integrated and applied competence; progression; articulation and portability; human rights, inclusivity, social and environmental justice, valuing indigenous knowledge systems, and credibility, quality and efficiency. My discourse on the principles and values reveals that they are aimed at

- Providing employable skills and knowledge;
- Promoting lifelong learning and skills acquisition;
- Promoting access to higher education and training;
- Appreciating, promoting, teaching and learning South African indigenous knowledge system; and
- Empowering all citizens - learners, unemployed, employed, male, female, young and old including the physically challenged. This is what the NCS implies by inclusivity.

These are evident in the expected critical and developmental outcomes that are guided by selected principles and values that by my understanding and interpretation are aimed at transforming the South African society. I submit these points' based on the above vision which among others is envisaged to:

- create jobs,
- provide capable manpower that can be employed anywhere in the world;
- produce and export quality goods that will meet international standard;
- reduce the cost of living; stabilise the economy, add value to the currency,
- make the nation sufficiently independent (not relying on import but rather exporting); and compete favourably in the global market.

This is the basis for the statement 'the economy must be structured to meet the needs of all our people on a sustained basis within a highly competitive world market' (African

National Congress, 1994, p.30).

My overall examination and analysis of the principles and values reveals their division and which classify under two categories: economic-related and social-related with less attention to a major aspect of the learners' personal need. Therefore, in order to address the learners' personal needs, I contended that if the social related principles and values are taught and learned holistically in schools they will equip learners on how to be respectful, responsible and accountable, which are qualities that all employers of labour seek in their employees.

One factor that affected my analysis is in the extraction of the principles and values as they were highlighted differently, using different words to express their meanings. It was cumbersome trying to identify uniformity and coherence. I had to lay all three documents side by side, identify each principle, analyse each word expressed under each principle before I was able to understand what each principle in each text was seeking to achieve. In some cases, texts expressions about certain principles and values are so different that it was difficult for me to link them together. This exercise resulted in much interpretation, association, matching and translation that invariably could lead to generalisation. If all documents had expressed all principles and values using the same terminologies my analysis would have preserved the true meanings conveying the intent of the policy makers. Also, because this study is not an empirical study, I did not visit any further education and training schools and colleges to investigate or see for myself the resources that are available for the execution of skills training. Therefore, all the analyses I have made in this study are based on the discourse in the policy text produced by the Department of Education and, scholarly studies related to further education and training curriculum policy.

6.5 Conclusions

If a glance at the principles and values in the National Curriculum Statement is casual, then, there is the danger of its actual application and effective implementation being overlooked. To the ordinary learner, the principles and values represent a list of concepts or words expressing the intention of the curriculum designers rather than what

they the learners must learn critically, understand and be ready to apply in needed contexts.

A critical investigation into the principles and values in the National Curriculum Statement reveals that the further education and training curriculum policy seeks to address two main issues: redress of the social imbalances of the past on one hand and strategically locate the South African economy in the global market on the other hand. A probe into the two main issues stated above reveals that the further education and training curriculum policy is driven by social, economic and personal needs. Social needs because the South African state needs to move from the legacy of apartheid. Economic needs because the South African nation needs skilled workers to power the nation's economy so as to play a strategic role in the global market. This means providing the labour market with high 'quality, 'credible' (Department of Education, 2003, p.4) and marketable workers and products. Personal needs because learners have to be independent, either by being gainfully employed or self-employed.

My analysis revealed two categories of principles and values: the economic based and social related. These social and economic principles and values aim at equipping learners with knowledge and life skills that are needed by employers of labour. In the process of trying to meet the labour market demands, and play strategic role in the world market, the further education and training curriculum is designed with much emphasis on high knowledge and high skills, with high expectation on outcomes and competency. With such high expectations, the curricula intentions tend to weigh in favour of practical knowledge than mental knowledge. Also is the problem of tying the social related principles and values superficially to subject statement without defining a concrete way of teaching and assessing the outcomes.

The discourse on the principles and values in the further education and training curriculum policy is more favourable to practical than cognitive learning, however. The statements of outcomes accentuate cognitive learning more than practical learning. The discourse presentation of each principle and values stresses skills development more than cognitive development. These contradictory discourses may affect the practical application of the economic based principles and values and invariable the design of the FET curriculum. If the integrated approach to knowledge and skills in the FET

curriculum is balanced, then the statement of outcome should also follow suit. Since FET seeks to integrate education and training, it imperative to look back at the discourse presentation of the principle of Outcomes Based Education so as to address these problems.

I have also identified and discussed the events that informed the choice of these principles and values in chapters three and five. In the process of analysing and interpreting the discourse pattern of the National Curriculum Statement, I unraveled the problems associated with both the economic and social related-based principles and values. I therefore argue that in as much as it is imperative to teach skills that will empower and emancipate all citizens, it is crucial that products of further education and training schools and colleges are well refined academically, so that the finishing of their acquired skills is complemented with a touch of finesse. It may be difficult to create a balance between socio-economic needs and the learner's cognitive developmental needs but, it is necessary for the achievement of the envisaged goal of taking South Africa quickly beyond the legacies of the past, transforming the society, and economic improvement. One thing is to acquire skills that will make one employable; another thing is to be able to sustain employment. I therefore contend that the discrete application of social relation principles and values such as human rights, inclusivity, environmental, and social and justice across all subjects through statements is not enough to bring out the characteristic qualities needed to sustain a job. The proper way of adopting principles and values is discussing the process that led to their selection. That way, the social related principles and values in the further education and training curriculum will be understood as an on going process informed by events for the transformation of social structures. Principles and values are products of both structures and events thus they are located in structures, which constitute the outcomes of past events such as social, historical, economical, religious, and cultural events.

Finally, my examination and analysis of the principles and values reveal that they contain all that a truly yielded curriculum needs for the achievement of social and economic transformation. However, the discourse presentation of the teaching and learning process of the social-related principles and values needs to be more explicit. On this note, I now return to Grundy's theory of emancipation and re-instate that since the

end goal of the education and training curriculum policy is to empower and emancipate learners, there is need to consider the critical emancipatory approach as described by Gundy. This is because, if the leaders of tomorrow who are the learners of today are expected to project and defend the values that the South African society is built on, then, it is particularly important that these learners learn the values holistically to the point where they have complete understanding of these principles and values and what they represent.

Based on my findings in the study of principles and values guiding the further education and training curriculum policy, I recommend that a further research be carried out to look into ways of addressing the issues I have raised in this research.

References

- African National Congress. (1994). *A Policy Framework for Education and Training*: Centre for Education Policy Development: Braamfontein.
- Barrie, J.A. (1997). Education and Training: The West Review. *Education and Society. International Journal in Education and Sociology*, 15(2), 63-70.
- Carr, W. & Kemmis, S. (1986). *Becoming Critical: Education, Knowing and Action Research*. (2nd ed.) Barcombe: Falmer Press.
- Chisholm, L. (2000). *A South African Curriculum for the Twenty First Century: Report of the Review Committee on Curriculum 2005. Presented to the Minister of Education, Professor Kader Asmal*. Retrieved 1 November, 2006 from <http://education.pwv.gov.za/content/documents/7.pdf>
- Chisholm, L. (2005). The Making of South African National Curriculum Statement. *Journal of Curriculum Studies*. 37(2), 193-205.
- Cornbleth, C. (1990). *Curriculum in Context*. Basingstoke: Falmer Press.
- Collins, K.T., Downes, L. W., Griffiths, S.R., & Shaw, K.E. (1973). *Key words in Education*. London: Longman.
- Cross, M., Mungadi, R. & Rouhani S. (2002). *From Policy to Practice: Curriculum Reform in South African Education [1]. Comparative Education*. Volume 38 No.2.pp171-187.
- Department of Education. (1995). *White Paper on Education and Training: First steps towards a Democratic Society*. Pretoria: Department of Education.
- Department of Education. (1997a). *Foundation Phase Policy Document*. Pretoria: Government Printers.
- Department of Education. (1997b). *Curriculum2005: Learning for the 21st Century*. Pretoria: Department of Education.
- Department of Education. (2001a). *Curriculum Framework for Further Education and Training Schools and Colleges*. Pretoria: Department of Education.

- Department of Education. (2001b). *Manifesto on Values, Education and Democracy*. Pretoria: Department of Education.
- Department of Education (2002a). *Educators Guide to Phase Outcomes-Based Education Into Further Education and Training*. Pretoria: Department of Education.
- Department of Education. (2002b). *Values in Education Programme of Action*. Pretoria: Department of Education.
- Department of Education (2002c). *Policy Overview: Revised National Curriculum Statement for Grades R-9 (Schools)* (Pretoria). Retrieved 1 November 2006 from <http://education.pwv.gov.za/content/documens/7.pdf>
- Department of Education (2003). *National Curriculum Statements: Grades 10-12 (General, Business Studies)*. Pretoria: Department of Education.
- Department of Education (2005). *National Curriculum Statements (General). A Policy for Further Education and Training Certificate: Grades 10-12 (General)*. Pretoria: Department of Education.
- Department of Education (2007, 2 May). *"More jobs with the right skills" Address by the Minister of Education Naledi Pandor, at the Partners in Business gala dinner, Tshwane, North College, Pretoria*. Retrieved 2007 from <http://www.info.gov.za/speeches/2006/06101716151001.htm>
- Fairclough, N. (1989). *Language and Power*. London: Longman.
- Fairclough, N. (1992). *Discourse and Social Change*. Cambridge: Polity Press.
- Fairclough, N. (1995). *Critical Discourse Analysis: The Critical Study of Language*. New York: Longman Publishing.
- Farahmandpur, R. (2004). *Essay Review: A Marxist Critique of Micheal Apple's Neo-Marxist Approach to Education Reform [1]*. *Journal for Critical Education Policy Studies* 2 (1), ISSN 1740-2743 Retrieved 1 November 2006 from <http://www.jceps.com>
- Fullan, M. (1982). *The Meaning of Educational Changes*. New York: Teachers College Press.
- Gamble, J. (2003). *Curriculum Responsiveness in Further Education and Training Colleges*. Pretoria: Human Sciences Research Council Press.

- Gamble, J. (2005). *Theory and Practice in the Vocational Curriculum*, In M. Young & J. Gamble (Eds.). *Knowledge, Curriculum and Qualifications for South African Further Education*. Pretoria: Human Sciences Research Council Press.
- Grundy, S. (1987). *Curriculum: Product or Praxis*. Lewes: The Falmer Press
- Gultig, J., Hoadley, U . & Jansen, J. (2002). *Curriculum: From Plans to Practices*. Cape Town: Oxford University Press.
- Habermas, J. (1978). *Knowledge and Human Interests* (2nd ed). London: Heinemann.
- Hartshorne, K. (1999). *Making of Education Policy in South Africa*. Cape Town: Oxford University Press.
- Higgs, P. (1997). Education for Self-employment: Education and Society International. *Journal in Education and Sociology*, 15(2), 3-10.
- Hough J.R. (1991) *Education and the National Economy*, In R. Moore & J. Ozga (Eds.), *Curriculum policy*. Oxford: Pergamon Press.
- Howarth, D. (2000). *Discourse*. Buckingham: Open University Press.
- Human Sciences Research Council. (1981). *Provision of Education in the Republic of South Africa. (Report of the main committee. vol.1)*. Pretoria: Human Sciences Research Council Press.
- Isaacman, J. (1996). *Understanding the National Qualifications Framework: A Guide to Longlife Learning*. Johannesburg: Heinemann.
- Jansen, J. & Reddy, V. (1994). Curriculum Analysis. Paper presented at the Workshop entitled '*Curriculum Development*' held at the Peninsula Technikon, Cape Town, South Africa. (Unpublished).
- Karlsson, J. & Berger, M. (2006). Well-Grounded and Prepared new Teachers: Reflecting on the promise of learnerships. *Perspectives in Education*, 24(1), 53-63.
- Kirk, G. (1991). The Growth of Central Influence on the Curriculum. In R. Moore & J. Ozga (Eds.). *Curriculum policy*. Oxford: Pergamon Press.
- Kraak, A. (2004). Training Policies under late Apartheid: The Historical Imprint of a Low Skill Regime. In S. McGrath, A. Badroodien, A. Kraak & L. Unwin (Eds.). *Shifting Understanding of Skills in South Africa: Overcoming the*

- Historical Imprint of a Low Skills Regime since Industrialisation*. Pretoria Human Sciences Research Council Press.
- Kraak, A. (2004). National Skills Development Strategy: A new Institutional Regime For Skills Formation in Post-Apartheid South Africa. In S. McGrath, A. Badroodien, A. Kraak & L. Unwin (Eds.), *Shifting Understanding of Skills in South Africa: Overcoming the Historical Imprint of a Low Skills Regime since Industrialisation*. Pretoria: Human Sciences Research Council Press.
- Kraak, A. (2002). Discursive Shift and Structural Continuities in South African Vocational Education and training, 1981-1999, In P. Kallaway (Ed). *The History of Education under Apartheid – 1948-1994*. New York. Peter Lang.
- Luckett, K.M. (1993). *An Investigation into some Curriculum Development Issues*. Pietermaritzburg: University of Natal.
- Luckett, K.M. (1997). An Exploration of the Contribution of Critical Discourse Analysis to Curriculum Development. Unpublished Thesis Submitted for the degree of Masters in Education. University of Natal, Durban.
- Maree, K. (2006). Observing Global Issues in a National Context. *Perspectives in Education*, 24 (1), vii-ix.
- Masschelein, J. (1997). For Education. *The Journal of the Philosophy of Education Society of Great Britain*, 31(3), 505-513.
- McKenna, S. (2003). Paradigms for Curriculum design: Implications for South African Educators. (Unpublished).
- McGrath, S. (2004). Skills Development for Enterprise Development: A major challenge for 'Joined-up Policy'. In S. McGrath, A. Badroodien, A. Kraak & L. Unwin. (Eds.). *Shifting Understanding of Skills in South Africa: Overcoming the Historical Imprint of Low Skills Regime since Industrialisation*. Pretoria: Human Sciences Research Council Press.
- Moore, R. & Ozga, J. (Eds.). (1991). *Curriculum policy*. Oxford: Pergamon Press.
- National Educational Policy Investigation (1992). *Human Resources Development*. Cape Town: Oxford University Press/National Education Coordinating Committee.

- National Educational Policy Investigation. (1993). *The Framework Report*.
Cape Town: Oxford University Press/National Education Co-ordinating
Committee.
- Ozga, J. (2000). *Policy Research in Educational Setting: Contested Terrain*.
Buckingham: Open University Press.
- Puolimatka, T. (1997). The Problem of Democratic Values Education. *The Journal of
Philosophy of Education Society of Great Britain*, 31(3), 461-476.
- Ramparsad, R. (2001). A Strategy for Teacher Involvement in Curriculum
Development. *South African Journal of Education*, 21(4), 287-291.
- Smith, M.K. (2000). *Curriculum Theory and Practice*. In *the Encyclopedia of
Informal Education*. Retrieved 28 February 2005. From
www.infed.org/biblio/b-curric.htm.
- Terkel, S.N. & Duval, R.S. (Eds.). (1999). *Encyclopedia of Ethics*. New York:
Facts on File Inc.
- Tyler, R.W. (1949). *Basic Principles of Curriculum and Construction*. Chicago:
Chicago University Press.
- Unwin, L. (2004). Towards Economic Prosperity and Social Justice: Can South Africa
Show the way for Policy Making on Skills? In S. McGrath, A. Badroodien, A.
Kraak. & L. Unwin (Eds.). *In Shifting Understanding of Skills in South Africa:
Overcoming the Historical Imprint of Low Skills Regime since Industrialisation*.
Pretoria: Human Sciences Research Council Press.
- Vos, A.J. & Brits, V.M. (1990). *Comparative Education and National Education
Systems*. Durban: Butterworths.
- Winch, C. (1996). Practicing Valuable Education. *The Journal of Philosophy of
Education, Society of Great Britain*, 30(1), 85-95.
- Young, M. (1993). A new Curriculum for the 21st Century: Towards a New Basis
for Overcoming Academic / Vocational Divisions. *British Journal of
Educational Studies*, 41(3), 203-222.
- Young, M. & Gamble, J. (Eds.). (2005). *Knowledge, Curriculum and Qualifications
for South African Further Education*. Cape Town: Human Sciences Research
Council Press.