

**Stakeholders' participation in curriculum development in four secondary schools
in Fort Beaufort education district, Eastern Cape Province: towards a participatory
curriculum model**

**A THESIS SUBMITTED IN FULFILMENT OF THE REQUIREMENTS FOR THE
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BY

ULOMA NKPURUNMA OBI

SUPERVISOR: PROFESSOR S. REMBE

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ABSTRACT

The new democratic government came to power in 1994 and one of its major missions was to change the system of education inherited from the apartheid regime by laying a foundation for a single national core syllabus to replace the erstwhile multi-tier system, which discriminated among racial groups. Under the apartheid regime, the curriculum was flawed by 'racially, offensive and outdated content' and the government embarked on a bold programme to cleanse it of these elements. The democratic government went about this through curriculum reforms. In 1997, it introduced Curriculum 2005 fondly called "C2005", with the Outcome-based Education (OBE) principles. Despite the initial overwhelming support for C2005, it soon ran into trouble. In 2000, the Minister appointed a committee that reviewed the curriculum and in 2002, the Revised National Curriculum Statement (RNCS) was born.

These curriculum reforms have been met with a lot of criticism and the government felt it was not serving its purpose. Some key stakeholders still felt that their non-involvement, non-participation and the lack of proper consultation in the curriculum process were partly responsible for teachers and subject advisers misinterpreting the curriculum and implementing it from their own perspectives. Subsequently, another review was done and the National Curriculum Statement (NCS) was launched in 2002. But the complaints did not cease, probably due to continuing poor performance at the Matric Examination which continues to feature low pass rates for many provinces, especially the Eastern Cape. Against this backdrop, the government streamlined the NCS curriculum yield, and an amended Curriculum and Assessment Policy Statement (CAPS) emerged.

The key issue raised by critics is the lack of sufficient involvement of stakeholders in the curriculum review processes. At the same time, government continues to insist that it has been consulting adequately with all relevant stakeholders. There are

obviously different interpretations of stakeholder involvement and participation and there is urgent need to reconcile whatever differences of opinion and definition exist, in order to gain common understanding, which is the first step in reaching a solution. For instance, how are the stakeholders involved? More importantly, what is meant by “involvement”? Even if there is no disagreement about the meaning of “involvement”, is the stage in the process at which the stakeholders are involved an important element in whether or not the process is an inclusive and participatory one?

Against the foregoing background, with the pass rates remaining low, it becomes imperative to take a closer look at the whole process of curriculum review in this country. As a result, this study aimed to investigate to what extent stakeholders have been involved in the entire process of curriculum development particularly as it relates to the situation in the Fort Beaufort District in the Eastern Cape.

The study was guided by two main theories/models, namely the Taylor model of participatory curriculum model and the Arnstein’s Ladder of Participation. The Taylor Model uses a Participatory Curriculum Development (PCD) approach to develop curriculum from interchanges of experience and information between various stakeholders in an educational programme (Taylor, 2003). On the other hand, Arnstein’s ladder of participation (Arnstein, 1969) identified different levels of participation from passive dissemination of information (manipulation) through to consultation and finally the active engagement (or genuine participation).

The study was located in the interpretive paradigm which allowed the researcher to interact with the participants in their natural settings. It employed a qualitative approach based on a case study design. This study followed a purposive sampling technique to select the participants comprising 4 principals, 12 teachers and 6 subject advisers from 6 different subject areas in the Fort Beaufort District. The study conducted face to face interviews with 4 principals, 4 teachers and 6 subject advisers. There were also 2 focus groups. Data collection was based on the use of

different tools, namely semi-structured interviews, document analysis and focus group interviews which enabled the researcher to conduct detailed content analysis.

The key findings of this study are that although the government has invested so much in education, the system still confronts many challenges which generate tensions and result in setbacks to the seemingly forward-looking policies that it has put in place. There seems to be a disproportionate emphasis on organizing and running workshops, apparently without due consideration to whether these workshops are pitched to fit the profile of the participants, and whether or not adequate scope exists for those attending the workshops to bring about change. A lot of questions arise as to why some teachers attend workshops instead of teaching the learners, and without making adequate alternative arrangements for their classes, whereas those in a position to attend these workshops but fail to do so are never queried. Another issue is the quality of the workshops; how much participation from teachers and subject advisers occurs in these workshops? Does their involvement in these workshops help them to understand the curriculum and implement it better?

Many stakeholders, especially the curriculum implementers, were not actively involved in the curriculum development process. Principals felt grossly neglected in the whole process and felt that they cannot manage or guide the teachers on anything that has to do with curriculum.

This study therefore makes the following recommendations:

- The nature and structure of the workshops organized for curriculum development should be re-examined and monitored carefully.
- There should be appropriate incentive schemes and structures that are aligned to the performance associated with participation in the curriculum development process.

- Stakeholders, especially teachers and subject advisers, should be involved early in the process of development and at levels on the ladder of participation that are relevant to their roles and responsibilities as well as the developmental stage of the institution.
- Principals should also be involved actively so that they can exercise more confidence and power in the schools to advise and instruct teachers on matters concerning the curriculum and provide on-going monitoring of the process of change within their institutions.

KEYWORDS: Stakeholders' participation, Curriculum development, Involvement, Level, Stages.

DECLARATION ON ORIGINALITY

I, Uloma N. Obi (student no. 201105869), declare that the work presented in this thesis is original. It has never been presented to any other University or institution. Where other people's works have been used, references and citations have been provided, and in some cases, quotations made. In this regard, I declare this work as my own work. It is hereby presented in partial fulfilment of the requirement for the award of the PhD in the Faculty of Education

Signed.....

Date.....

DECLARATION ON PLAGIARISM

I, Uloma Obi (student no: 201105869), hereby declare that I am fully aware of the University of Fort Hare's policy on plagiarism and I have taken every precaution to comply with the regulations.

.....
Signature

DEDICATION

I dedicate this work to my late 'Papa', Sir Chief I. B. Nwachuku and 'Nma', Lady Ezinwanyi Abigail Nwachuku for their contributions to my life and education. Remain blessed in Jesus Name. Amen.

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ACRONYMS

ACE: Advanced Certificate in Education

ANC: African National Congress

BA: Bachelor of Arts

BBTs: Born Before Technology

Bed: Bachelor of Education

BSc: Bachelor of Science

CAPS: Curriculum and Assessment Policy Statements

CASS: Continuous Assessment

CAT: Computer Assisted Technology

CESs: Chief Education Specialists

CMCs: Council of Ministers

DBE: Department of Basic Education

DCESs: Deputy Chief Education Specialists

DoE: Department of Education

EMS: Economic and Management Sciences

FET: Further Education and Training

GET: General Education and Training

HDE: Higher Diploma in Education

LPD: Learning Programme Document

LPG: Learning Programme Guideline

LTSM: Learning and Teaching Support Materials

M&E: Monitoring and Evaluation

MSc: Master in Social Science

NCS: National Curriculum Statement

NDP: National Development Plan

NEPI: National Education Policy Investigation

OBE: Outcomes-Based Education

OECD: Organisation for Economic Cooperation and Development

PCD: Participatory Curriculum Development

PCG: Provincial Curriculum Guidelines

PEI: Presidents Education Initiative

RNCS: Revised National Curriculum

RSA: Republic of South Africa

SACMEQ: Southern African Consortium for Monitoring Education Quality

SADTU: South African Democratic Teachers' Union

SASA: South African Schools Act

SAWU: South African Workers Union

SBT: Subject Based Training

SESSs: Subject Education Specialists

SGB: School Governing Board

SMT: Senior Management Team

SWOT: Strength, Weaknesses, Opportunities, Threats

TNA: Training Needs Analyses

UNESCO: United Nations Education Scientific Cultural Organisation

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CHAPTER ONE

INTRODUCTION

1.1 Background of the Study

There has generally been a perception that the enhanced participation of stakeholders in the governance of schools, including the development and implementation of the curriculum, would improve the educational experience and enhance its relevance to national developmental goals (Harber, 2001). In South Africa, this perception has become intertwined with the expectation that the greater political freedom gained in 1994 should embrace more voice for the generality of the population in virtually all facets of society (Sayed, 2001). Coming from the history of the extreme repression, deprivation and exclusion that characterized the past under the infamous apartheid regime, this mindset is understandable.

Provision for educational decentralization and modes of representation and participation was specified in the Constitution which came into force in 1996. There is one national Education Department and nine provincial departments (Carrim, 2001). With decentralization of powers, the provinces are 'free to determine educational policies, curricula, manage educational institutions, employ educators and utilize educational budgets as they deem necessary' (Carrim, 2001:101). More people at the provincial level are able to make decisions and, hence, ensure their effective participation in educational transformation. Participation is also specified in policies such as the South African Schools Act (SASA) which states that all schools must be democratically governed, or managed: "A school governance structure should involve all stakeholder groups in active and responsible roles, encourage tolerance, rational discussion and collective decision making" (Department of Education, 1996:16). Similarly, the White Paper on Education and Training emphasizes the full participation of stakeholders in the process of curriculum development (Department of Education, 1995). Carl (2005:223)

defines curriculum development as “the encompassing and continual process during which any form of planning, designing, dissemination, implementation and assessment of curricula may take place. This takes place in different areas of the curriculum ranging from national and provincial levels to schools and classrooms”. Carl (2005) observes that it is within this process of curriculum development that the different stakeholders can and should become involved. There are many stakeholders in curriculum development and they are defined as those who are affected by or can affect a decision (Bryson, 2004). According to Carrim (2001:105), stakeholders in the schools are those who have a direct ‘stake’ (or interest) in the affairs of the school. These include policy makers, heads of institutions (principals), curriculum specialists, and schools management boards, educators, learners, parents, Non-Governmental Organizations (NGOs), publishers and the community. This study examined the participation of teachers and subject advisors as stakeholders in curriculum development.

1.2 Curriculum Development in South Africa

Curriculum development in the new dispensation in South Africa began with a process of syllabus revision and subject rationalization by the National Education and Training Forum. The first stage of this process was mainly to lay the foundation for a single national core syllabus. It was also intended to ‘cleanse’ the apartheid curriculum of its ‘racially offensive and outdated content’ (Jansen, 1997; Chisholm, 2003). Chisholm (2003) observes that, for the first time, curriculum decisions were made in a participatory and representative manner. The second stage of curriculum change was the introduction of Curriculum 2005 (C2005) with Outcomes-Based Education (OBE) orientation (Chisholm, 2003). It puts emphasis on outcomes instead of inputs; learner-centredness instead of teacher-centredness; and on active learning instead of passive learning. This signalled a new way of teaching and learning in South African classrooms (Dludla, 2001; Nongubo, 2004; Mokhaba, 2005). It allowed teachers to have a more facilitative role and the ability to use a variety of teaching and assessment strategies based on learners’ experiences and needs (Nongubo, 2004). It also afforded teachers greater autonomy, responsibility and flexibility to plan and facilitate lessons in ways that

suited their particular learners (Jansen, 1997; Chisholm, 2003). This would enhance effective participation of teachers in curriculum development (Carl, 2005). According to Chisholm, there was a multiplicity of interests and influences that were involved in the process of shaping C2005 (Chisholm 2003:2). They included Department of Education officials, business and labour which included representatives from teacher unions. Involvement in curriculum development means understanding of the curriculum and hence effective implementation (Taylor, 2001).

However, C2005 ran into difficulties and had to be reviewed in 2000 (Chisholm 2000; Chisholm, 2003). The implementation was confounded by:

- A skewed curriculum structure and design
- Lack of alignment between curriculum and assessment policy
- Inadequate orientation, training and development of teachers
- Learning support materials that were variable in quality, often unavailable and not sufficiently used in classrooms
- Policy overload and limited transfer of learning into classrooms
- Shortages of personnel and resources to implement and support C2005
- Inadequate recognition of curriculum as the core business of education departments (Chisholm, 2003).

The above findings were in line with the teachers' complaints of frustration, disillusionment, poor training provision, and the complexity of the language and design of the new curriculum, the lack of support, and the general haste of implementation (Chisholm 2000; Jansen 1999; Harber, 2001). The outcome of the review revealed that the implementation of C2005 was compromised by the complex structure and design of the curriculum which was not understood by teachers. The Review Committee therefore recommended that:

- The design of the curriculum be simplified

- The curriculum overload be addressed, including the reduction in the number of Learning Areas in the intermediate phase
- The terminology and language of the curriculum be simplified
- The assessment requirements be clarified
- Content be brought into the curriculum, and specified
- A plan be developed to address teacher training for the successful implementation of the new curriculum
- Textbooks and readings be reintroduced as a widely recognized means to bridge the gap between teacher readiness, curriculum policy and classroom implementation (The Curriculum 2005 Review Report, June, 2000).

There were also other challenges like tight time-frames, shortage of personnel and lack of resources, a weak model of teacher training, insufficient learning support materials and poor departmental support to teachers, and inadequate recognition of curriculum as the core business of education departments (Chisholm, 2000, p. 27). There were also concerns that lack of understanding of the curriculum by teachers and consequent poor implementation were partly a result of the lack of participation of teachers in curriculum development (Harber, 2001; Rampasard, 2001).

The Curriculum 2005 review team recommended that it be streamlined and 'strengthened' with a revised version which resulted in the introduction of the Revised National Curriculum Statement (RNCS) and National Curriculum Statement (NCS) for Further Education and Training Band (Curriculum 2005 Review Committee, 2000). The proposed streamlining included reducing the number of Learning Areas from 8 to 6 and discarding some of the problematic designs of C2005, such as the complicated language, range statements, performance indicators and phase organizers; content had to be brought into the curriculum and specified; a plan was developed to address teacher training for the successful implementation of the new curriculum; and the re-

introduction of textbooks and reading as a means to bridge the gap between teacher readiness, curriculum policy and classroom implementation (Curriculum 2005 Review Committee, 2000). It has been stated that the process of reviewing and revising C2005 was inclusive and involved different stakeholders (Chisholm, 2003). Among the stakeholders with dominant voices were Department of Education officials, curriculum developers based in schools, teacher unions, NGOs, consultants, teacher training institutions and universities (Chisholm, 2003; Department of Education, 2003; Department of Education, 2002).

There were a number of shortcomings in the implementation of the recommendations made by the Review Committee. These included that (1) no clear message and national communication plan on the benefits of the new curriculum were articulated and this gave room for various interpretations and the development of own-supporting documentations. Since the Review said that this was not a new curriculum, teachers and district, provincial and national Departments of Education officials blended the Revised National Curriculum Statement into curriculum 2005 bringing the problem, more or less, back to square one. (2) There was no assessment policy developed, so teachers continued using the old one. (3) The Learning Programme Guidelines, which were said to be unhelpful in the implementation of curriculum 2005, were designed within the Department of Education by a completely different set of people from those who had developed the Curriculum Statements, although some of these people remained attached to curriculum 2005. (4) There was no concrete provision made for the training of teachers in subject/learning area content. (5) The language policy was never communicated nor implemented (Task Team Report on the Review of the Implementation of the National Curriculum Statement, 2009)

However, there have been a number of limitations in the implementation of NCS (DOE, 2009). They include, among others, a lack of proper understanding of the content of the curriculum by the teachers and subject advisers, which led to different interpretations,

faulty implementation and there was no concrete provision made for the training of teachers in subject/learning area content. Apart from the teachers, the subject advisers who work very closely with the teachers also had their own problems with the interpretation and implementation of the new curriculum (DOE, 2009). They faced the same degree of challenges as the teachers. Many of the departmental officials had a relatively poor understanding of the curriculum; hence, they provided teachers with superficial information (DOE, 2009). Most of the subject advisers had received little training on the curriculum and they had no practical experience of presenting the curriculum. This posed a serious problem, as they did not have enough confidence to mediate in curriculum implementation, assist the teachers, so as to reduce the bureaucratic approach and focus more on practices (Jansen, 1997; Jansen & Christie, 1999; DOE, 2009). The lack of understanding of the curriculum by subject advisers has been attributed to non-participation in the curriculum development process (City Press 13 March 2011; Mail and Guardian Feb 23- March 3, 2011).

It has been observed by teachers in different fora and NGOs that although it was claimed that there was inclusivity of participation in the reviews and revisions of the curriculum development processes in South Africa. The dominant voices were of those in authoritative and higher positions mostly at the national level (City Press 13 March 2011; Mail and Guardian Feb 23- March 3, 2011; Carl, 2005). The power to make decisions rested mainly on the officials in the department of Education. Concerns were also raised by the media that teachers' voices were not equally represented in the process of curriculum development. This is evidenced by the fact that some teachers do not understand the content of the curriculum, and since they cannot interpret it, they implement it as it suits them (City Press 13 March 2011; Mail and Guardian Feb 23- March 3, 2011; Ramprasad, 2001; Carl, 2005).

It is clear that teachers and subject advisers do not understand the new curriculum and the assessment practices are not very clear to them. Hence, many of these teachers

and subject advisers are not able to implement it properly (Hoadley & Jansen, 2002; DOE, 2009). According to NGOs and the media, the fact that teachers and subject advisers were not actively involved in the curriculum review process created a number of challenges. Mail and Guardian (Feb 23- March 3, 2011) and City Press (13 March 2011) identify some of the challenges as:

- Some teachers are still using old methods of teaching and assessment to deliver the new curriculum.
- Teachers are not using the materials provided; a number of them do not understand how to use them in their teaching; hence, they resort to using materials that they are familiar with in their old practice. Some of the new materials are tucked away or used as decorations in the classrooms.
- Teachers complained of the lack of in-depth training and uncertainty of planners and trainers themselves. They considered the short training they received to be inadequate. They were not given the opportunity to make an input in areas in which they need to be trained, and even if they make comments /recommendations, these are not considered. Also, the subject advisers and trainers/facilitators do not understand the curriculum; hence, they are neither training nor giving sufficient/effective support to the teachers.

This was also observed by authors such as Hoadley and Jansen (2002).

Researchers such as Fullan and Hargreaves (1992), Carl (1994), Kirk and Macdonald (2001), Fullan (2001) and Oloruntegbe (2011), believe that there are ways and means of involving teachers in curriculum development other than implementing it in the classroom. They are of the opinion that teachers can function not only “as co-designers of expert curricular and institutional systems but also as co-researchers into the effectiveness of implemented curricula” (Fullan et al, 1992:250). Concerns have been raised through the media by different stakeholders that poor learner performance, especially at matriculation level and in international assessment tests, is a result of a

lack of understanding of the curriculum. They attribute this lack of understanding of the curriculum to the non-participation of teachers and subject advisers in curriculum development (City Press 13 March 2011). City Press (13 March 2011) provided examples of poor performance by South African learners in assessments done by the Southern African Consortium for Monitoring Education Quality (SACMEQ) II in 2003 where South Africa was placed at the bottom in both reading and mathematics (Mail and Guardian Feb 23- March 3, 2011; Singh, 2004;). The paper also gave another example from the International Mathematics and Science Study of 1995 and 1999 where South Africa scored the lowest of 46 participating countries in mathematics with 264 compared to an international mean of 467 (Human Sciences Research Council, 2005; Reddy, 2006). It attributed such poor performance to problems associated with the lack of understanding of the curriculum by teachers and the way it is delivered (City Press 13 March 2011; Singh, 2004).

Problems in the implementation of the NCS resulted in the Minister of Basic Education in 2010 appointing a project committee to look into its implementation. The committee came up with the recommendation for a single, comprehensive and concise Curriculum and Assessment Policy Statement (CAPS) which was implemented in 2013.

Given the above limitations, particularly in the area of the implementation of the curriculum, it is very clear that the teachers' lack of training and understanding of the curriculum manifest in their inability to interpret and implement it correctly. This shows that the extent of participation by teachers and subject advisers in the process of curriculum development designing, implementation and evaluation, is not clear and must have been very minimal. The literature shows that teachers' active involvement in the curriculum development process enhances the implementation of the curriculum (Taylor, 2004; Mosothwane, 2012). Hence, the study examined the participation of teachers and subject advisors in curriculum development in secondary schools in the Fort Beaufort district. There has been little prior research done on teachers' and subject

advisers' participation in the curriculum development process in the district and this study makes a contribution towards the development of a participatory model that could be used in the district to carry out curriculum designing, implementation and evaluation.

1.3 Statement of the Research Problem

In spite of a record four curriculum reforms undertaken in South Africa within two decades, namely C2005, RNCS, NCS and recently the new Curriculum and Assessment Policy Statements (CAPS), teachers and subject advisers still face challenges in the implementation of the curriculum (Jansen, 1997; Dlodla, 2001; Chisholm, 2003; Nongubo, 2004; Mokhaba, 2005). This is the result of a lack of understanding of the curriculum and its interpretation, inadequate orientation, training and development of teachers, learning support materials, which were variable in quality or at times not available and not sufficiently used in classrooms (Chisholm, 2003).

A lot of concern has been expressed by the media, parents, and other stakeholders. Some key stakeholders still feel that their not being actively involved, their lack of active participation and lack of proper consultations in the curriculum development process which include designing, implementation and evaluation are partly responsible for teachers and subject advisers misinterpreting the curriculum and implementing it according to their own understanding and convenience (City Press 13 March 2011; Mail and Guardian Feb 23- March 3, 2011; Ramprasad, 2001; Carl, 2005). Consequently, the poor matriculation examination results and international assessments have been attributed to a lack of understanding of the curriculum arising from the fact that teachers and subject advisors were not actively involved in curriculum development (Mail and Guardian Feb 23- March 3, 2011; Ramprasad, 2001). There have been concerns that, although curriculum decisions were supposed to be made in a participatory and representative manner as stated in policies, only certain voices were dominant in the process (City Press 13 March 2011; Mail and Guardian Feb 23- March 3, 2011). Hence,

the study examined the extent of stakeholders' involvement in curriculum development. It focused specifically on the involvement of subject advisers and teachers.

1.4 The Research Questions

This research was guided by one major question and five sub questions.

1.4.1 The Main Question

To what extent are teachers and subject advisers involved in curriculum development?

1.4.2 Sub Questions

This study attempted to answer the following questions:

- i. What are the issues/areas of curriculum development in which teachers and subject advisers are involved?
- ii. How are teachers and subject advisers involved in the process of curriculum development?
- iii. Which categories of teachers and subject advisors are involved in curriculum development?
- iv. What are the perceptions of teachers and subject advisers regarding the process of participation in curriculum development?

1.5 The Purpose of the Study

There is concern that teachers and subject advisers were not actively involved in the curriculum development process and this resulted in their lack of understanding of the curriculum which in turn resulted in the curriculum not being implemented properly. Hence, this study was concerned with investigating the extent of their involvement in the curriculum development process in the Fort Beaufort Education District.

1.6 The Objectives of the Study

The main objective of this study was to examine the extent to which teachers and subject advisers are involved in curriculum development in the Fort Beaufort District. More specifically, this study sought to:

- examine the different areas/aspects in which teachers and subject advisers are involved in curriculum development
- examine how teachers and subject advisers are involved in curriculum development
- find out categories of teachers and subject advisers involved in curriculum development
- suggest a model for participatory curriculum development

1.7 Assumptions of the Study

This research was based on the assumption that teachers and subject advisers were not actively and practically involved in the process of curriculum development in South Africa. In view of this, this researcher made the assumptions that:

- Teachers and subject advisers do not occupy influential positions during the process of curriculum development; hence, they cannot influence the decisions that are made.
- The capacity of the teachers and subject advisers is not considered; hence, they do not understand the curriculum very well and this affects how they interpret and implement it.
- The teachers and subject advisers were not practically involved in the whole process of curriculum development that took place after the apartheid regime.

1.8 Significance of the Study

Stakeholder participation in curriculum development in an educational system has been known to increase effectiveness in planning, implementation and evaluation of educational programmes (Taylor, 2000; Uganda National Commission for UNESCO, 2010). This study threw more light on the effective ways of using Participatory Curriculum Development highlighting the approach and level of engagement at the national, provincial and district levels.

The result of this study could assist the department of education to discover at what level teachers and subject advisers should be involved in the curriculum development process to avoid misinterpretation of the curriculum, poor implementation of the curriculum and continuous poor performance of the learners at different levels. The findings of this study might also assist the department in charge of the training of teachers and subject advisers in the quality of support services such as training required to enable the teachers and subject advisers to interpret and implement the curriculum correctly.

It will enhance teachers' and subject advisers' participation in the curriculum development process. This is to avoid the kind of situation the researcher encountered at one of the schools in the district, where both the teacher and subject adviser for Grade 9 Social Science could not assist the researcher with the Study Guide, apparently as a result of a lack of understanding. In view of the above situation, the findings of the study might help the government officials at the Department of Education in determining the process to follow while carrying out curriculum development in schools.

The democratic government of South Africa after 1994 embarked on a curriculum reform assignment. But unfortunately, research has shown that coming up with 'a wonderful curriculum' is not enough for effective learning to take place in some of the schools in South Africa (Taylor, 2000). Research has also shown that the introduction

of outcomes-based education did not achieve the intended purpose (Jansen, 1998). Some research has been done but hardly any study has systematically investigated the extent and involvement of teachers and subject advisers in achieving the stated educational outcomes of the South African Schools Act No. 84 of 1996, which emphasizes stakeholders' participation. The studies carried out were not able to highlight the extent of stakeholders' participation. Hence this study attempted to fill these gaps and explore the extent to which teachers and subject advisers were involved in the curriculum development.

1.9 Delineation of the Study

This study was conducted in four secondary schools in the Fort Beaufort district in the Eastern Cape Province. The sample included educators, principals and subject advisers as these can make meaningful contributions to curriculum development. Principals of the four schools were interviewed. Experienced educators as well as those who have not been long in the profession and subject advisers from six different subject areas were also interviewed; with the aim of discovering the extent of teachers' and subject advisers' involvement in the curriculum development process.

1.10 Definition of Terms

The following concepts and terms used in this study have different meanings depending on the particular context in which they appear. For the benefit of this study, the following terms would be used as defined below:

1. Stakeholder Participation

In this study, stakeholder participation referred to a process where individuals, groups and organizations who are affected by or can affect a decision/have a direct 'stake' (interest) and choose to play an active role in making decisions that affect them

(Freeman, 1984, Carrim, 2001, Wilcox, 2003 & Rowe et al., 2004). According to the African Development Bank (ADB) handbook, stakeholder participation involves employing measures to: identify relevant stakeholders, share information with them, listen to their views, and involve them in the processes of development planning and decision-making, contribute to their capacity-building and, ultimately, empower them to initiate, manage and control their own self-development (ADB, 2001).

2. Curriculum

For the benefit of this study, the definition of curriculum that is applicable is that of Mash and Willis (2003). In this definition, curriculum means all activities that the school undertakes which are aimed at teaching and learning in and outside the classroom environment. This is the curriculum that this study looked at. There is an element of conscious planning in the whole concept of curriculum within an educational programme. In the course of doing this planning, the implementers or executioners of this educational programme should be included.

3. Curriculum Development

The definition of curriculum development that was used for this study was that of Carl (1995) which defined curriculum development as “...an umbrella and continuous process in which structure and systematic planning methods (feature) strongly from design to evaluation” (Carl 1995; 40).

4. Curriculum Change

This study adopted Morrison’s (1998) definition of curriculum change as “a dynamic and continuous process of development and growth that involves reorganization in response to felt needs” (Morrison, 1998, 13). He explained change as “a flow from one state to another, either initiated by internal factors or external forces, involving individuals,

groups or institutions, leading to a realignment of existing values, practices and outcomes.”

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1.11 Outline of the thesis

There are seven chapters in this thesis. Chapter 1 gives the background information about the study. Following this, Chapter 2 focuses on the theoretical framework and the review of relevant literature. Chapter 3 continues the review, with emphasis on other people's work on the subject. In Chapter 4, the research design and methodology are presented. The results of the analysis of the data are presented in chapter 5, while Chapter 6 presents the discussion on the data collected and finally chapter 7 summarizes the results, draws conclusions and presents a set of recommendations.

CHAPTER TWO

THEORETICAL FRAMEWORK

2.1 Introduction

This study examined the extent of teachers' and subject advisers' involvement in the curriculum development processes that has taken place in South Africa since the end of Apartheid. It also reviewed the approaches used and at what level they were involved considering that the present policies in operation encourages transparency, cooperation, participation and collaboration (SASA, 1996). This chapter reviews the theoretical framework that was used for this study. The study was guided by the Taylor (2003) model of Participatory Curriculum Development (PCD) process and Arnstein's (1969) Ladder of Participation. There is intellectual value in having a framework for comparison and for pronouncing one way or the other after looking at the approaches used and at what level the teachers and subject advisers were involved in the curriculum development that took place in the country.

2.2 Taylor (2003) Model of Participatory Curriculum Development (PCD) Process

The study was guided by Taylor's model of curriculum development entitled '10 Key Stages in Participatory Curriculum Development (PCD) Process'. The study used this model to examine the process employed in carrying out curriculum development in South Africa and to establish to what extent the stakeholders especially teachers and subject advisers were involved in this process. This approach aims to develop a curriculum from the interchanges of experience and information between the various stakeholders in an education training programme (Taylor, 2003). The PCD approach

creates working partnerships between teachers, learners and other stakeholders, and aims to increase ownership of the full learning process by improving the potential for effective learning through participation (Taylor, 2003). It strives to promote genuine participation. The PCD process involves different stakeholders in developing the curriculum. Attree (2004) points out that it helps the stakeholders to acquire new skills and produce improved materials and resources. PCD promotes the idea of the stakeholders having different views on learning outcomes and sharing them (Taylor, 2003). In PCD, individuals are able to build their own knowledge and share their own knowledge too. Taylor (2003) went further to explain that stakeholders come from different cultural backgrounds and have different values. Thus through dialogue and participation, they learn of other cultures, values and beliefs which are incorporated into the curriculum. It is also claimed that PCD increases the confidence of the participants when they interacting with different stakeholders from different backgrounds and fields (Crowther, 1997; Hermesen, 2000 & Taylor 2003).

The PCD process creates equality in decision making. It makes it impossible for a small unrepresentative group to dominate the development process. This is because various stakeholders are involved. In PCD, there is gender balance of the stakeholders and appropriate representation of teacher unions and groups (Taylor, 2003). This model was very relevant in this study in that it helped the researcher conceptualize the scope for, as well as establish the extent of teachers' and subject advisers' involvement in the curriculum development that took place. With this model, the curriculum framework is approved and agreed upon by decision makers made up of all the appropriate stakeholders. The key stakeholders have the ability to influence the PCD process and outcomes (Taylor, 2003). Looking at this model, the researcher wonders whether the level of stakeholder participation suggested in the Taylor's model is congruent with that evidenced in the South African context.

The ten stages in Participatory Curriculum Development (PCD) process are outlined in the Table 2.1 below:

Table 2.1 Ten Key Stages in Participatory Curriculum Development

No	Activity description	Aim of activity
1	PCD awareness-raising workshop for key stakeholders	<ul style="list-style-type: none"> -Identify main reasons for, and purpose of, curriculum development, and key areas for curriculum change. -Identify expected constraining and enabling factors inside and outside the institution. -Introduce concept of PCD. -Carry out initial stakeholder analysis and identify specific potential stakeholders and their likely role in the process. -Discuss potential for application in institution. -Outline main steps for action.
2	Follow-up workshop with wider group of stakeholders (identified in step 1)	<ul style="list-style-type: none"> -Validate main reasons for, and purpose of, curriculum development and key areas for curriculum change. -Discuss expected constraining and enabling factors inside and outside the institution. -Introduce concept of PCD; validate list of stakeholders in the PCD process and identify their roles. -Discuss potential for application in institution. -Identify organizational issues which need to be addressed for curriculum change to go ahead. -Develop first version of a monitoring and evaluation system for PCD.

		-Validate and revise main steps for action.
3	Training needs assessment	<p>-Plan and carry out Training Needs Assessment (TNA), consolidate results, obtain feedback on results.</p> <p>-Identify range of Knowledge, Skills and Attitudes (KSA) required.</p>
4	Development of curriculum frameworks within the wider curriculum	<p>-Review the existing curriculum based on results of TNA.</p> <p>-Development of curriculum aims main learning objectives, main topics, and main content areas.</p> <p>-Provide overview of the methods to be used and resources required.</p> <p>-Gather and review existing learning materials.</p>
5	Develop detailed curricula	<p>-Based on curriculum frameworks:</p> <ul style="list-style-type: none"> *develop specific learning objectives, *develop/write detailed content, *identify and prepare/adapt learning materials, *identify learning methods, *develop assessment/evaluation instruments.
6	Learner-centred teaching methods training (TOT)	-Develop capacity of trainers to plan and apply new, learner-centred teaching methods.
7	Learning materials development training	-Develop capacity of trainers to develop and use learner-centred materials for teaching and learning.
8	Testing of new/revised curricula	-Implement new curricula with groups of students/trainees, evaluate and adapt curricula as required.

9	Refine PCD evaluation system	-Refine Monitoring & Evaluation (M&E) system to address: *stakeholder participation, *teacher performance, *student performance, *impact of training.
10	Maintain process of PCD	Review PCD process through M&E system, revise, maintain and support as necessary.

Source: Adapted from Taylor 2001's 10 Key Stages in Participatory Curriculum Development Process

2.2.1 The PCD Awareness-raising Workshop for Key Stakeholders

This model promotes the idea of awareness raising workshops for the key stakeholders in education before commencing with any development (Taylor, 2003). In curriculum development, the key stakeholders in education should be invited to workshops and made aware of the development or change that is about to take place in the curriculum. Was this the case in the South African context? This is one of the questions that this study addressed. This assisted the researcher in this study to ascertain if the key stakeholders were invited to workshops and the kind of activities they undertook in these workshops. The PCD process suggests that the needs analysis for this development be carried out first so as to determine what the change really is and how to achieve it.

The key stakeholders in education range from the learners to senior officials in the education department. Since this model emphasizes the use of the participatory approach in curriculum development involving various stakeholders, this study was able to identify the key stakeholders that were invited during the different curriculum developments that took place. In these workshops, the stakeholders were first of all made aware of the need for the development to be carried out. Also a common understanding of concepts, approaches, and terminology was reached. The PCD calls for stakeholders' analysis at this stage (Taylor, 2003). With the guidance of this model, the researcher was able to confirm the categories of teachers and subject advisers that were involved in the curriculum development.

2.2.2 Follow-up workshop with wider group of stakeholders (identified in Step 1)

The initial awareness raising workshop involved a small group of participants who are interested in education and curriculum development. More stakeholders who are involved in PCD will be identified and invited to the follow up workshop that has clearer and focused agenda. Participants who have experience in PCD will be invited and using the Strength-Weaknesses–Opportunities-Threats (SWOT) framework the organizers will be able to identify and analyze the strengths and weaknesses of the stakeholders that they will invite to the workshop. They need to know the qualities that these stakeholders have, the advantage they will imbue the group with, the value they would add, as well as their handicaps and short-comings. Apart from these they also need to weigh the opportunities and possible threats of having such

stakeholders. Their skills and expertise will be considered as well (Taylor, 2003; Morrison, 2010). These participants will look at the existing curriculum as a whole and come up with a balanced one ensuring that learners gain relevant and high quality education.

In this workshop the following issues will be looked at:

- What are the areas that need to be changed in the curriculum?
- Who will do what in this development?
- How can these developments be made?
- What is the aim for this development?
- What are the necessary knowledge and skills that will be required?

The findings of the above questions will be discussed and shared in small groups. This follow up awareness workshop will enable the educators to develop their own facilitation skills and go through the process of planning key instructional events (Taylor, 2001). At the end they will draw up a realistic plan to improve the curriculum framework. One wonders if this process/scenario also exists in the schools under this study.

2.2.3 Training needs assessment

This is the third stage in using the PCD process. It is a critical element in the process in that it is aimed at improving the training and educational support system for the participants. According to Taylor (2001), the participants need to take part right from the first steps of the investigation and surveys to the stage of information analysis and synthesis in order to identify the gaps in knowledge as well as skills. Educators, learners, other stakeholders including government officials will contribute the information through interviews and group discussions. Later the knowledge, skills and attitudes identified during the Training Needs Assessment will be shared and at the end they will come up with recommendations of the developments that need to be done. For instance, they will identify the participants and the kind of training they need in order to be able to carry out the tasks ahead. In this study, the researcher

made an attempt to establish if there was congruency between what the model proffers on training needs assessment and what pertained on the ground.

2.2.4 Development of curriculum frameworks (within the wider curriculum)

Taylor (2001) suggests that major stakeholders should be invited to participate in formulating strategies and designing the curricula. The subject objectives, content, methods and suitable teaching materials will be identified based on the stakeholders' requirements and feedback. This is probed further in this study to find out how the different curricula frameworks were developed and if the relevant subject advisers and teachers were on hand and available.

2.2.5 Development of detailed curricula

The teachers will be trained on some basic educational methodologies including writing objectives and lesson planning (Taylor, 2001). Taylor (2001) emphasizes the need to move from a teaching approach to a learning approach. Taylor (2001) attributes this to the fact that most training that takes place requires learning of skills, attitudes and knowledge. Based on Kolb's (1984) adult learning cycle, Taylor (2001) emphasizes the need for teachers to equip learners with relevant experiences and base new learning on existing experiences. This is important, as it will enable teachers to go beyond a merely theoretical approach. In the context of this study which is based on a stakeholders' participation phenomenon in curriculum development, Taylor, (2003) emphasizes that sharing experiences in developing objectives through peer learning encourages professional development.

2.2.6 Learner centred teaching methods training (TOT)

In the Participatory Curriculum Development process, Taylor (2001) recognizes the fact that the development of participatory strategies for teaching and learning is very important as this will extend to the implementation phase. This study acknowledges that the PCD process develops the capacity of trainers to plan and apply new, learner-centred teaching methods. Taylor (2001) explains that this will enable teachers to receive training and support in the use of learner-centred teaching methodologies such as group work, visualization, making presentations, and making use of case studies and role play. Although this sounds very good, there could be

some hindrances, such as large class sizes, poor facilities, and unwillingness of students to co-operate in the use of these alternative methods as well as the lack of confidence in teachers. Taylor (2001) suggests a clear concentrated classroom-based follow-up support for teachers through constructive non-threatening criticism. Whether this was the case in the process being investigated will be established by this study.

2.2.7 Learning materials development training

Taylor (2001) stipulates that it is important to build the capacity of trainers to enable them to develop and use learner-centred materials for teaching and learning. Taylor (2001) and Kunje (2002) recommend the use of the participatory approach to develop a range of teaching and learning materials as against the use of outdated textbooks which are hardly ever revised. This will also enable the teachers and subject advisers to make sure that their environment is considered while these teaching and learning materials are developed. If, for instance, there are areas where certain equipment cannot be used, then the teachers will make this known and an alternative provision can be made, instead of a case of one-size-fits-all.

The collaborative approach will enable participants with relevant academic and practical experience in specific subject areas to collaborate in the production of these materials. Taylor (2001) posits that training teachers to develop teaching and learning materials will enable them to effectively use these materials in teaching. The teachers will be trained on the basic concepts in the use and development of these materials. This, he highlights, will yield teaching notes, case studies, project outlines, guidebooks and manuals which will be used with alternative strategies for teaching and learning. The researcher focused on this aspect as part of this study.

2.2.8 Testing of new/revised curricula

The new curricula and teaching materials will be tested. In the last stages of this process, the revised curriculum is tested after which a refined one is developed (Taylor, 2001). This study acknowledges the usefulness of this stage in the development of new curricula. This process is a continuous one. The teachers will implement the new curricula using the newly developed teaching materials with some selected schools and trainees to enable them evaluate and adapt. The

question that comes to mind is: Was this the case in the developments that took place in the current study? This study investigated whether the new/revised curricula were piloted, and in which schools. This was important as it enabled the curriculum developers to know if the teaching materials developed were suitable for the new/revised curricula.

2.2.9 Refine PCD evaluation system

Taylor (2001) emphasizes the importance of this stage in the PCD process. He stresses the fact that training in evaluation, particularly in the Context, Input, Process, Product (CIPP) methodology is necessary. The study draws on this view which suggests that the evaluation process should involve different stakeholders. It would seem that one reason for this is that the teachers and learners evaluate the objectives, content and teaching methods which provide feedback on the new and revised curricula (Taylor, 2001). As people who have direct interaction with the curriculum, it is ideal that they get involved in the evaluation process because they are in a better position to do this. This process assists those in charge to assess whether the curricula have achieved what they were designed to achieve.

2.2.10 Maintain process of PCD

Taylor (2001) recommends that the PCD process should be a continuous one. Stakeholders should always be involved in the development of any curriculum. It should not be a single one-off occurrence because it will have a limited impact on the process. Researchers may need to investigate the extent of adherence of curriculum developers to the ten steps; are stakeholders involved to the extent stipulated in the model?

2.3 The Principles of PCD approach

According to Taylor (2001), there are some basic principles that guide the use of the PCD approach. These principles are important because they enhance a positive process while discouraging the manipulative or non-participatory approach. These working principles guided this study during the investigation of the extent teachers' and subject advisers' involvement in curriculum development. These principles are described below:

2.3.1 Basic principle

In the context of this study, which deals with stakeholders' participation in curriculum development, PCD can involve all stakeholders in the most appropriate ways; thus, providing access to dialogue for even the most disadvantaged members of a society. This approach is good because people who ordinarily will not be involved in curriculum development are invited to participate. This is necessary in a participatory curriculum development approach (PCD) which aims to develop a curriculum from the interchanges of experience and information between the various stakeholders in an education and training programme. The different stakeholders have to be identified and used where they are most useful (Sharma, 2008), without the issue of class.

2.3.2 Self-help principle

PCD requires the sharing of tasks and responsibilities among different stakeholders; it represents a shift from hierarchical, top-down approaches. This study sought to establish whether the teachers and subject advisers were involved from the designing stage of the curriculum or if they were handed a completed curriculum document to implement. The PCD is an alternative to mainstream "top-down" development (Mohan, 2008). It eliminates unjust hierarchies of knowledge, power and economic distribution by mobilizing people to participate. It empowers people to handle challenges and influence the direction of their lives. For instance, if the stakeholders, teachers and subject advisers are involved in the designing of the curriculum, they envisage the challenges that are likely to arise and prepare for them unlike when a completed document is handed over to them to implement.

2.3.3 Justice principle

PCD requires the gradual dismantling of entrenched social and economic barriers. It creates room for justice, since no group of persons is left out. Groups previously marginalized are included (Taylor, 2001). This principle is very good as it removes every criterion that could hinder participation in curriculum development, for instance in this study the researcher investigated whether various stakeholders, especially teachers and subject advisers, took part in the different curricula development processes and the extent to which they did.

2.3.4 Self-reliance principle

PCD must adapt to each local context. This is possible because the approach is process-oriented, flexible and dynamic (Taylor, 2001). People from different cultural backgrounds and experiences will be accommodated thereby making them feel valued and creating self-confidence in the participants. This is precisely one of the outcomes that this study sought to achieve. When teachers and subject advisers participate in curriculum development, they are very confident in delivering it, as they are very conversant with the content, methodology, evaluation and even the equipment.

2.3.5 Partnership principle

PCD requires stakeholder involvement in all steps and aspects of the educational process, including planning, delivery and evaluation. It is strictly based on the principle of partnership, taking forms appropriate in the local context. Each stakeholder is used during the designing, implementation and evaluation of the curriculum and each brings his/her expertise. The stakeholders have to have a stake/say in the development of the curriculum so that at the end, they can claim ownership, and there will be no resistance to the change/development because they participated in the process. This is good as the stakeholders will not want to shoot themselves on the foot. People are not likely to turn around to criticize or sabotage something of which they have been a part right from the conception stage, unless the criticism is a constructive one intended to improve it. The department of education should see teachers and subject advisers as partners in business whose primary goal is to succeed. The study seeks to establish the level of stakeholders' involvement/ participation

2.4. Participatory Curriculum Development Approach

2.4.1 Merits of using Participatory Curriculum Development (PCD) Approach

There are many benefits and advantages in using a Participatory approach. It engages the stakeholders throughout the curriculum development process. It ensures continuity and transparency; although sufficient time should be allowed to consult all relevant stakeholders. These merits are discussed below:

2.4.1.1 Increased opportunities for networking

In the participatory curriculum development approach, the participants are able to share links and networks easily. There are different stakeholders with a wealth of information who can share ideas and information even after the meetings. The participants could form chat/discussion groups to enable them interact online using computer-mediated communications to access information, meet people and discuss things that affect their lives (Kozinets, 2002). This prevents participants from being on their own and acting in ignorance.

2.4.1.2. Inclusion of Normally Marginalized Groups and Individuals

PDC also creates room for the inclusion of normally marginalized groups and individuals such as women; children, poor people, the community, and so on (Reed, 2007). These people benefit from the interactions and they learn new things. As mentioned earlier, this is one of the principles of PCD. Although the participants may not be operating on the same frequency, so to speak, in terms of knowledge or qualification, their inclusion will give them a sense of belonging and recognition that they have taken part in the development process (Taylor, 2004).

2.4.1.3. Increased Opportunities for Discussion and Reflection

The use of the participatory approach will create greater opportunities for the participants for discussion and reflection with different stakeholders (ADB, 2001). Stakeholders are able to interact with people with different kinds of experiences. The participants would meet colleagues from the same subject area and they could compare notes on what happens in their various schools.

2.4.1.4. Increased chances for a successful outcome

There is every chance that the outcome of such an approach will be successful. According to Reed (2008), when various stakeholders from different backgrounds, with different experiences and qualifications come together to decide on something, there is every likelihood for it to succeed, as they use their different ideas and expertise to complement one another.

2.4.1.5. Creation of a framework for a Dynamic Curriculum Development Process

Using a participatory approach in designing a curriculum allows the participants to come up with a dynamic curriculum development process, as new linkages and lines of communication are established. It is no longer one person or a limited number of persons' and ideas that are used in developing the curriculum. When the participants come together, they agree on the process to follow in designing, implementing and evaluating the curriculum which then serves as the agreed framework to use. Based on this, this study suggested a curriculum development model that could be used to develop a curriculum framework.

2.4.1.6 Increased motivation and commitment arising from the responsibility Gained

The stakeholders feel motivated and committed to carry out any tasks given at any stage of the process because they have interacted with various stakeholders and have acquired different skills and knowledge to do the task. They have the confidence to carry it out. It is very natural that the knowledge and experience acquired motivates them to participate. They will not feel helpless and lost in meetings. Instead, their active participation in the meetings makes them more committed.

2.4.2 Disadvantages of using participatory approach

Despite all the benefits that go with this approach, there are still some constraints that might affect its smooth implementation. These constraints are discussed below.

2.4.2.1 Unrealistic expectations of stakeholders may be raised at an early stage and may not be met

Kothari (2001) cited in Reed (2008), is of the opinion that power does not exist in a vacuum. He went further to explain that the inclusion of marginalised stakeholders may have unexpected consequences and realities in the course of the interaction. He feels that when these people are included they think automatically they are in power and in control but the truth is that they are not. Those at the top are still at the

top and in control. The hopes of the previously-disadvantaged and marginalized are raised that they may now be in control, whereas the reality is different. In the first place somebody or some organizations invited them, which means there is already a power/control seat occupied from where the invitation is coming, so at the early stage, their expectations of being in control may not be met.

2.4.2.2 Involving stakeholders may be costly and time consuming

Taylor (1999) and Reed (2008) believe that participation is perceived as requiring more time and resources. This is often true, but it is also commonly found that the better the process and means of production (which means more time may be needed), the higher the quality of the outputs. Careful management of inputs such as time and money is therefore very important. There is no need to rush to roll-out a curriculum, as in the case of C2005, which was faced with a lot of criticisms, did not last long, and before people knew what was happening, had died quite dramatically.

2.4.2.3 Stakeholder involvement may be tokenist in some cases, creating resentment

Burton et al, (2004); Cosgrove et al.(2000); Duane(1999); Handley et al.(1998); Wondolleck and Yaffee (2000) all said that consultation fatigue may set in in some stakeholders as they are always being invited to take part in a development process in which they do not have any power to influence anything, and which may not yield them anything either. It only leaves them with tokenism. Once the stakeholders feel that they are only invited to rubber stamp the decisions made by others, they will not have the enthusiasm to go.

2.4.2.4 Logistical implications

Some critics of using the participatory approach and inviting many stakeholders even from the rural areas hold the view that this may have some logistical implications that may be beyond the capacity of the organising group to accommodate. For instance if they are in a very remote area, transportation may be a problem. On the other hand, if the organisers are not able to transport them as a result of cost or remoteness, alternative arrangements could be made if there is genuine need for their presence.

Again if that is not possible, the organisers can meet with them in their locations provided they get them to participate.

2.4.2.5 Creation of mechanism for interaction

Taylor (1999) sees the creation of a mechanism in which different stakeholders can work and interact on an equal basis to be complex as a result of different perceptions, experiences, educational backgrounds and understanding of the wider curriculum process. He thinks that some stakeholders may be intimidated when they see that the people they have been put with in a group are more knowledgeable than they are and they will not be able to interact with them; thereby defeating the aim of the whole idea. But if this is organised well, such a situation will not necessarily arise. The group dynamics should be handled carefully and the organisers should promote teamwork and collaboration.

The merits and demerits of using participatory approach in developing the curriculum are summarized in Table 2.2.

Table 2.2 Merits and demerits of using participatory approach in Curriculum Development

Opportunities	Constraints
Increased opportunities for networking of groups and individuals	Unrealistic expectations of stakeholders may be raised at an early stage and may not be met
Inclusion of normally marginalized groups and individuals in negotiations and dialogue	Involvement of stakeholders may be costly in terms of their time and efforts, considering their meagre level of income
Increased opportunities for discussion and reflection	Stakeholder involvement may be tokenist in some cases, creating resentment
	Bringing groups of people together has

Increased chances for a successful outcome from the curriculum development process	logistical implications that may be beyond the capacity of the training organizers
Creation of a framework for a dynamic curriculum development process as new linkages and lines of communication are established	Creation of a mechanism by which different stakeholders can work and interact on an equal basis is complex as a result of different perceptions, experiences, educational backgrounds and understandings of the wider curriculum development process
Increased motivation and commitment arising from the responsibility gained by stakeholders for various stages of the curriculum development process	

Source: Adopted from Taylor, 1999

2.5 Arnstein 1969's Ladder of Participation

Another model that informs this study is Arnstein 'Ladder of Participation' which identifies different levels of participation, from passive dissemination of information (manipulation), through to consultation and finally to active engagement (genuine participation). This model is suitable for this study for it guides the researcher in identifying the different levels and stages at which stakeholders can participate theoretically and this formed the basis on which the researcher structured engagement with the selected stakeholders that were enumerated for this study. Arnstein's Ladder of Participation also makes explicit how the stakeholders were involved and the extent of their involvement especially in Fort Beaufort district in the Eastern Cape.

There are eight levels of participation on this ladder (Arnstein, 1969). Each level has its own broad category within which there are likely to be a wide range of experiences. Arnstein's model of participation focuses on power. It distinguishes different levels of participation in relation to levels of, or access to, power. These

eight levels are arranged in a pattern with each corresponding to the extent of citizens' power in making decisions. 'Manipulation' and 'Therapy' are described as the bottom rungs of the ladder. They are levels of non participation and they only help the power-holders to "educate" or "cure" the participants and not to empower them. The third and fourth rungs, "Informing" and "Consultation" enable the participants to hear and be heard but they lack the power to ensure that their views will be considered by the power-holders. The fifth rung, "Placation" is in the same category as the third and fourth; the only difference is that they can advise but the decision making still rests with the power-holders. Rung six is slightly higher than five in that at this level, the participants can enter into "Partnership" that enables them to negotiate a few issues. At the topmost levels are rungs seven and eight where there are "Delegated Power" and "Citizen Control", respectively, and the participants at those levels occupy the majority of decision making positions and have managerial power. Each group of steps corresponds to changes in degrees of citizen engagement ranging from non-involvement through tokenism to citizen power.

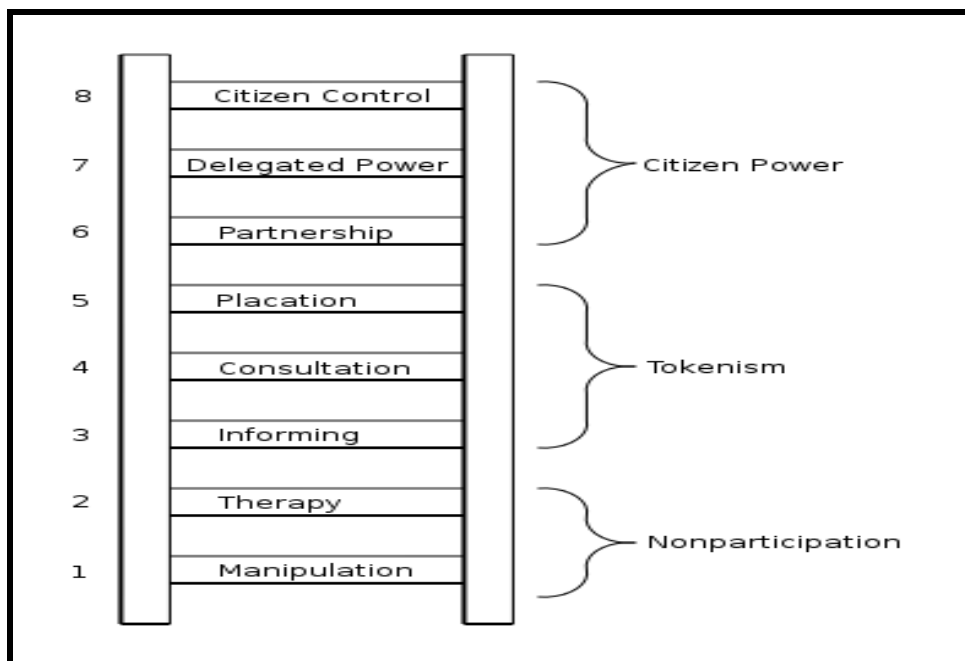


Figure 2.1: Arnstein's eight rungs on the ladder of citizen participation

Source: (Arnstein 1969, 216-224)

2.5.1 Manipulation

At this level of citizen participation, there is no participation actually taking place. The people involved at this level are “educated” to support whatever decision is brought to them. Participation is fully engineered by those in power. They are used as rubberstamps. Strictly speaking, there is no participation. Most often, the participants are said to be members of the Advisory Committee who instead of advising the government or officials at the top are being advised. The officials at the top always come up with manipulative agenda emphasizing the use of some terms as “information gathering”, “public relations”, and “support” as the main functions of the committees (Arnstein, 1969).

This level of participation is applied to the poor and is meant to illustrate that grassroots people are involved, not just grassroots but people who are on the lower stratum. This study investigated whether or not this was the level at which teachers and subject advisers were involved during the curriculum development as the activities here were minimal. At times, their signatures were collected at meetings and they did not know the implications of such attendance lists with signatures. The people at the top present this attendance list as the number of people who endorsed whatever decisions were taken in that meeting. Most often reference is made to “grassroots participation” but to what extent were they involved? When teachers and subject advisers were invited to such meetings, this study investigated the kind of activities they were involved in.

2.5.2 Therapy

This is one of the lowest levels of citizen participation on the rungs of the ladder of participation. Top officials and administrators here are both dishonest and arrogant. They assume that powerlessness is synonymous with mental illness; hence, they subject the citizens to clinical group therapy. Instead of making an effort to find the pathology (that is the cause of the problem), they are more interested in curing it. In the context of this study, the researcher sought to find out how the department identified the problems with the curricula prior to embarking on reforming them. Another matter is that, on this level, instead of getting to the root cause of a problem, it is swept under the carpet. The administrators prefer making a show of the cure

instead of quietly treating the cause to prevent the re-occurrence. The aim is to achieve public support through public relations events. The top officials prefer making a public show of what they are doing instead of silently and quietly preventing the cause of the problem. This type of participation is unfair in that the citizens are engaged in extensive activity, focusing on 'curing' them of their diseases. This is a form of masquerading as citizen participation.

2.5.3 Informing

This is the third level on the ladder of citizen participation. On this level of participation, there is appearance of legitimate participation taking place by informing citizens of their rights, responsibilities, and options but emphasis is laid on a one-way flow of information from power holders to citizens. This third level which is 'informing' is very relevant to this study as there is claim that the stakeholders are usually informed of the developments that take place in curriculum either directly or indirectly by the Department of Education. Alongside this, the study tried to establish the quality of the information that the stakeholders were given. On this level there is no room for further interaction in the form of feedback and the citizens do not have any power to negotiate. Usually, the means of communication at this level are the news media, pamphlets, posters and responses to inquiries (Arnstein, 1969). Another means of communication used at this level is calling meetings where the citizens are given superficial information, discouraging questions or irrelevant answers. There are different forms of participation going on at this level but the quality of the participation is very important. That is, the kind of information shared is just enough to get the participants occupied without being very helpful.

2.5.4 Consultation

This level of citizen participation will only be authentic if it is combined with other modes of participation. If only the citizens' opinions are sought, there is no guarantee that their views or ideas will be taken into consideration when decisions are being made. Sometimes the power holders carry out attitude surveys, neighbourhood meetings and public hearings where the citizens' participations are measured by mere meeting attendance, receiving brochures or completing questionnaires (Arnstein, 1969). If consultation is limited to only these modes of communication, then the citizens' participation is mere window-dressing ritual. It is also necessary to

establish if the claim that the stakeholders were consulted during the curriculum development process was true and who was consulted and at what stage and level.

2.5.5 Placation

Here the citizens seem to have some influence on decisions that are made, although, even here, there is evidence of tokenism. According to Arnstein (1969), “at this point, citizens may realize that they have once again extensively ‘participated’ but have not profited beyond the extent the power-holders decide to placate them” (Arnstein, 1969, 216-224). There is co-option of hand-picked ‘worthies’ into committees and at times their presence in these committees is not influential in that if there is voting, they are outvoted by the traditional power élite who are numerically in the majority. Citizens can advise or plan but the final decision lies on the power holders.

2.5.6 Partnership

At the partnership level, power is redistributed through negotiation between citizens and power-holders. Planning and decision-making responsibilities are shared. In line with Taylor’s principle on partnership, Arnstein also makes provision for partnership on the Citizen’s Ladder of Participation. The citizens and the power-holders form joint committees, draw up joint policies which they use to solve problems. It works very well when there is an organized power-base in the community to which the community is accountable. If the citizens have the means they pay them some honoraria for their time. By doing this, the citizens have some bargaining power and influence over their plans and outcomes. Although this may not really apply in this study, the developers of a curriculum should get the stakeholders involved on a reasonable level to the extent that they can have some influence on decisions made.

2.5.7 Delegated power

Citizens can achieve dominant decision-making authority over a particular plan or programme through negotiations between citizens and public officials. This is obtained when citizens holding a clear majority of seats on committees with delegated power make decisions. This will be examined further in this study to see if the stakeholders got up to a point where some power was delegated to them to make some important decisions. When power is delegated to them, they can give

account of the programmes in which they are involved. This goes with a lot of responsibility.

2.5.8 Citizen Control

The citizens want to be in control so as to be able to take care of their programmes. They want to be in charge of planning, policy making and the managerial aspects of a programme or institution and also be able to negotiate the conditions under which they operate. Is it possible for the stakeholders especially teachers and subject advisers to attain this height? This was established in this study.

2.6 Some Criticisms of Arnstein's Ladder of Citizen Participation

There are some criticisms of Arnstein 1969's ladder of citizen participation. Some critics posit that Arnstein assumes participation to be hierarchical in nature with citizens being in control, as the main aim of participation (Collins & Ison 2006). According to these critics, even the citizens themselves do not expect full control as their primary goal in participation. Hayward et al. (2004), cited in Collins and Ison (2006), support this view in saying that failure to achieve full citizen control implies some automatic failure or delegitimization of the participatory process even when the citizens are content with the level at which they operate.

Collins and Ison (2006) cited another group of critics who hold the view that there is a linear relationship between non-participation and citizen control. This view relates to the first level which equates level of participation to power. Bishop and Davis (2002), cited in Collins and Ison (2006), deduce that in this case, the policy problems remain constant but the participants' approaches vary from level to level (Bishop & Davies 2002). Bishop and Davies (2002) believe that policy problems should be handled at different levels. Hence, Collins and Ison (2006) suggest that the nature of the policy problem should determine the process to be followed in participation.

Following the above view, Collins and Ison (2006) argue that individuals do not necessarily define their roles in relation to power. Rather, the roles and responsibilities of individuals are based on how much they have at stake in the

problem. This is expressed clearly and strongly by Tritter and McCallum (2006)'s view

“A linear, hierarchical model of involvement- Arnstein's ladder- fails to capture the dynamic and evolutionary nature of users' involvement. Nor does it recognize the agency of users who may seek different methods of involvement in relation to different issues and at different times. Similarly, Arnstein's model does not acknowledge the fact that some users may not wish to be involved”

(page 165).

Tritter and McCallum (2006) went further to suggest that there are many missing rungs in between the ladders in Arnstein's ladder of citizen participation. They explained that each of the rungs represents a very broad category within which there may be other experiences. For instance at the level of 'informing', there could be differences in the type and quality of information shared. The type of information that will be shared with a subject adviser or principal will be different from that shared with a teacher. Hence the researcher feels that the issue of hierarchy is important.

In respect to the foregoing, Burns, Hambleton, and Hoggett. (1994) came up with a more detailed and elaborate ladder. On their ladder, a distinction is made between 'cynical' and 'genuine' consultation and between 'entrusted' and 'independent' citizen control. 'Cynical consultation' is under Citizen Non-participation while 'Genuine participation' is under Citizen Participation. This indicates that it is not just consultation but the quality of the consultation that matters. It is not enough to say that the stakeholders were consulted. If that claim is made, again who is consulted, and at what level is the person consulted? At the end of the rung, they added 'civic hype' which makes community participation look like a marketing exercise where the desired end result is sold to the community. In relation to this study, are the teachers and subject advisers regarded as consumers of what others have produced or are they co-producers themselves? This is a question this study addresses squarely.

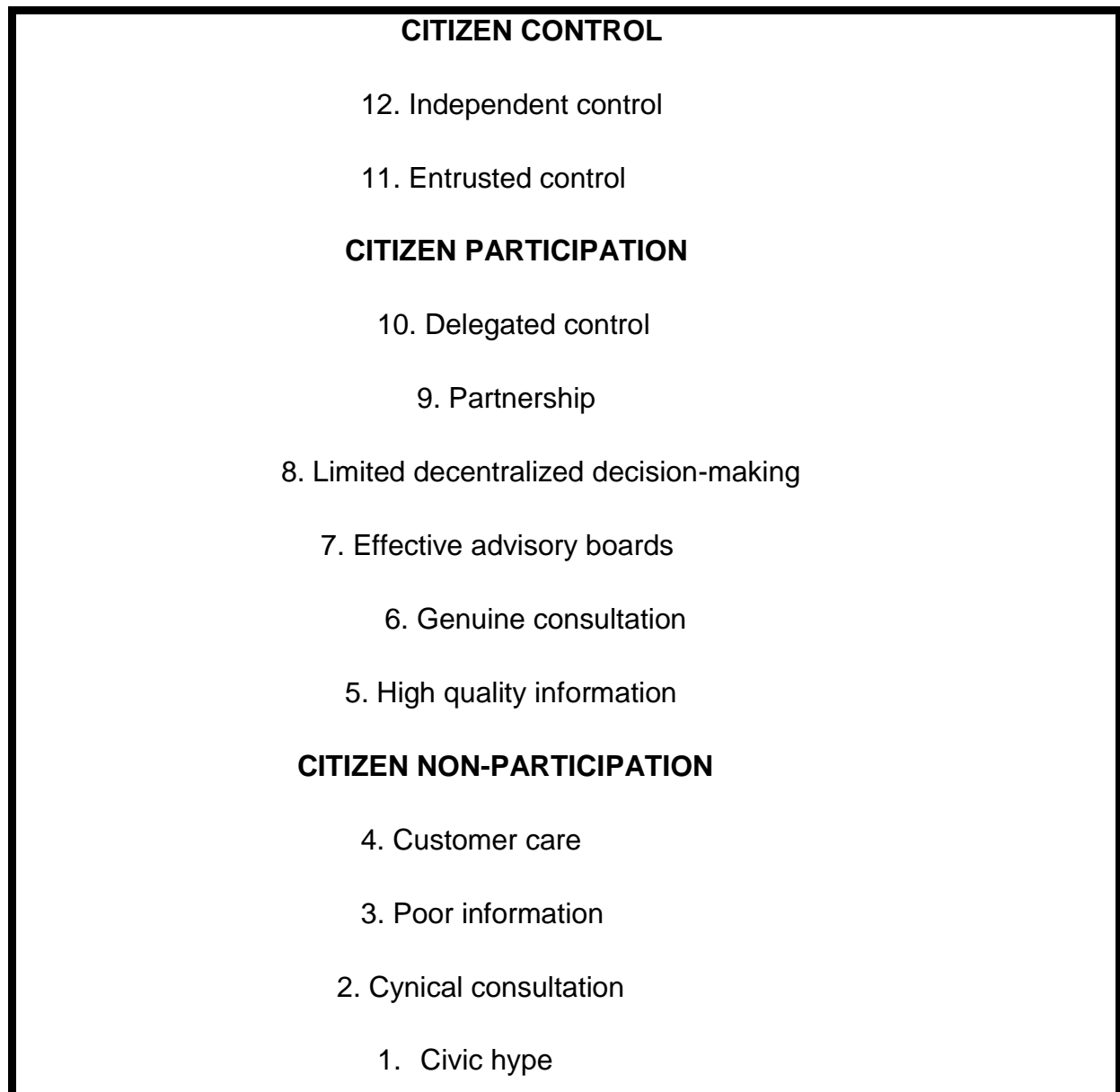


Figure 2.2: A ladder of citizen empowerment (Burns et al, 1994)

Still on this same issue, Wilcox (1999) designed another ladder of participation where he identifies five interconnected levels of community participation as depicted below.

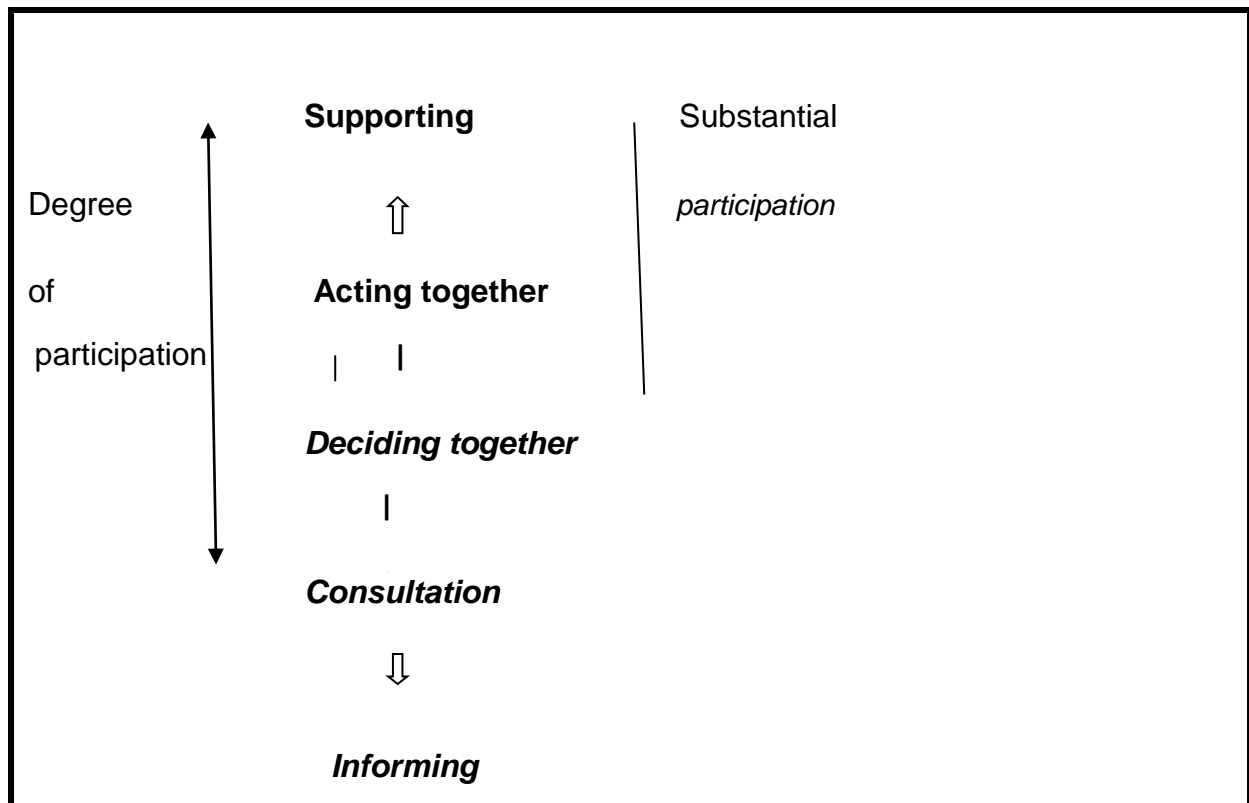


Figure 2.3: Wilcox 1994 Ladder of Participation

Unlike Arnstein's ladder which has 8 rungs and suggests some levels are better than others, Wilcox's has 5 and is more a case of horses for courses, that is that different levels are appropriate for different circumstances. Wilcox's ladder emphasizes that different levels of participation are acceptable but depend on the context and settings. This view is supported by Collins and Ison (2006) who pointed out that ladders do not exist in isolation; rather, their usefulness depends on the situation. Wilcox's ladder with five rungs reflects various aspects of user involvement namely: "Supporting", "Acting together", "Deciding together", "Consultation" and "Informing". This ladder offers increasing degrees of control to the others involved unlike Arnstein's where the control is based at the top. Decisions are made at the top and passed down to those below or on the lower rungs.

On Wilcox's ladder, the first stage has the lowest degree of participation and control while stages three to five have the highest degrees of participation and control and they are examples of substantial participation and true partnerships working.

Under the Supporting stage, the organizers help others to do what they want within a supportive framework which may offer resources as well as advice. This is contrary to Arnstein's which Wilcox described as a stage where all the power and control is at the top. On "Acting together", the different interests together decide what is best, forming a partnership to carry it out. In line with what happens in Arnstein's, under partnership, power is redistributed but it is done through negotiations between the power holders and the citizens. When it comes to Wilcox, they work together as a team. "Deciding together" encourages team practitioners to provide additional ideas and opinions, and jointly decide the best way forward. Contrary to what "consultation" entails in Wilcox's ladder, Arnstein sees consultation as window dressing, meaning that nothing really concrete is achieved through the consultation process.

For Wilcox, during "consultation", the participants identify problems; offer a number of options, solutions, and listening to the feedback from others. The same applies to the "Information" stage. Wilcox views it as a way of telling the team and other stakeholders what is planned. Wilcox feels this is the least that could be offered to the participants. On Arnstein's ladder, Wilcox describes Information as something handed down to the participants from the top. He went further to explain that it is a one way flow of giving information without any channel created for feedback. In view of the foregoing, the current study examined whether the levels of participation of teachers and subject advisers in curriculum development that took place were consistent with Wilcox's Ladder of Participation.

2.7 Adopting different models and levels of participation in curriculum development

According to Wilcox (1994), effective participation is most likely to take place when the different interests involved in a programme are satisfied with the level at which they are involved. And the level of engagement is a major factor determining the methods that are likely to be most relevant. Alongside this, the method must be adapted to the decision-making context. Hence Wilcox (1994) identifies ten key

ideas about participation that guided the researcher in this study on the stakeholders' participation phenomenon.

(a) *Level of participation:*

Wilcox (1994) portrays the level of participation on a five-rung ladder which relates to someone or an organization that seeks to involve others at some level. This indicates that there is someone at the top who manages or controls the process. He proposes the different levels of participation to be: (a) Information: just telling people what to do, (b) Consultation: giving opinions, listening to feedback without welcoming any new ideas, (c) Deciding together: this makes provision for joint decision making, (d) Acting together: there is further participation at this level apart from deciding together; the participants form partnership to carry out the decisions made and, lastly (e) Supporting independent community interests: Communities are empowered by being given funds, advice or other support to carry out their plans. It was interesting to establish through this study whether the Department of Education adapted this model of levels of participation or another very close to it.

(b) *Initiation and process:*

The second idea about participation suggested by Wilcox (1994) is initiation and process. This suggests that participation does not just happen, rather it is initiated. There is someone or group in charge that directs the process and this is done in four phases as shown in Figure 2.4:

Initiation → Preparation → Participation → Continuation.
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Figure 2.4: Initiation and process in stakeholder participation

Source: Adopted from Wilcox, (1994)

- (i) Initiation: The person or group of persons initiates the idea. They are at the helm of affairs. The thought (like a change in the curriculum) begins with them, and then they start thinking of what it entails: what to do, how to do it and who the key players will be and what they will do. Another crucial consideration is

the outcome of this process; whether it succeeds or not. So, they have a lot of preparation to do.

- (ii) At the preparation stage, they contact people and agree on the way forward to avoid frustration, conflict and disillusionment down the road. It is important during this process to aim at what they really want, how to improve the current situation or programme and how to develop the capabilities of the participants. They also need to consider the level at which participation is required and if they can handle the outcome of the exercise. They need to reflect on any such previous exercises and what the outcomes were. Apart from the participants and their capabilities, they also need to consider the resources available to carry out this exercise. They need to make contact with the key players or organizations to get their candid opinion on the exercise they want to embark on.
- (iii) Participation: The next phase in this process suggested by Wilcox (1994) is participation. During this phase they have to deal with dissemination of information through the distribution of informational materials such as leaflets. Other methods and modes of dissemination are also used. They have to get on the work proper, He advised that they should not take people for granted; rather, they should give them all the necessary information available, the choices they can make and the implications thereof. They need to develop skills necessary for them to use and function.
- (iv) Continuation: The last phase in the participation process is “continuation”. After all the thinking, brainstorming and preparations made, it is proper to ensure that the idea/proposal is presented properly and successfully to the appropriate individuals and groups. This depends so much on the level of participation of the key players and the type of collaboration that exists. They need to work together. If possible form partnerships.

(c) Control:

The initiator decides and controls what happens. He places the participants on different levels to participate on the ladder. At this level there is control over who will do what and the amount of information to be shared with the participants.. There is control over what takes place here.

(d) Power and purpose:

Wilcox (1994) emphasizes that participation involves power and that people are empowered when they have the power to influence decision and achieve what they want. Participation is manifested either by paying the required sum of money or by providing the required information. In this study the stakeholders do not have money but possess the required knowledge and skills. These should make the Department involve them in the process. The people or organizations that have skills or confidence usually control the power. When people are able to achieve their purpose for doing something, they feel empowered.

(e) *Role of the practitioner:*

The practitioners are the ones managing the participation process so it is important that their role is clarified properly. It is important that they constantly think of what their role is, which is to control whatever is going on.

(f) *Stakeholders and communities:*

Wilcox (1994) suggests that it will be good if stakeholders in a participatory process are defined clearly. He defines a stakeholder as anyone who has a stake in what happens. He further highlights that a stakeholder may be anyone who may be affected by the project, who controls information, skills and the money needed. Their positions on the ladder also differ. The fact that one is affected by what happened may automatically classifies the individual as a stakeholder but that does not qualify that person to be on the same level on the ladder with another stakeholder who may have the skills or the money to do the work. So what a stakeholder has somehow determines the power and control that person has. It also affects who makes the decisions.

(g) *Partnership*

Wilcox (1994) explains that this is when a number of different interests willingly come together formally or informally to achieve a common purpose. Their skills, funds or confidence may vary but they trust each other and share some commitment.

(h) *Commitment:*

Wilcox (1994) stresses the fact that merely dishing out information or inviting people to meetings does not yield the level of commitment required in a partnership. He

explains that people are committed to things they care about and in which they have strong interest.

(i) Ownership of ideas:

Once people have an interest in something, they get committed and come up with ideas that will make it work. He implies that apathy is proportional to the stake people have in their ideas as well as the outcome of the decisions. When they look at the task ahead and they feel that they can achieve it, they get committed.

(j) Confidence and capacity:

Wilcox's (1994) last idea on effective participation emphasizes the importance of the participants having the confidence and capacity to put their ideas and wish into practice. Hence he suggests the need for training or the opportunity to learn formally and informally, to develop confidence, and trust in each other.

The World Bank supports Wilcox's idea that there are different levels on which one can be involved in using participatory approach. This is in line with Arnstein's model too and suggests the following:

(k) Information sharing:

This involves dissemination of materials to the local population through public meetings. It is a way of getting information across. The question is who is giving out the information? What is the quality of the information? What can the stakeholders do with the information given to them? For instance if the government informs teachers and subject advisers that it wants to change the curriculum, what can they do with such information? Can they ask the government not to? Can they negotiate information that is coming from the top with the government? It is just like saying, for your information, but no necessary action to be taken. Is this participation? As explained in Wilcox's (1994), there is someone at the top who is giving out the information to the people below.

(l) Consultations:

These involve field visits (Long, 2001; Nelson & Wright, 1995). The authorities visit communities to get their views on something. It is a way of collecting feedback but

what they do with the feedback is not certain. It is supposed to inform them about the way forward but at times organizations use them just to fulfil all righteousness, so to speak. The exercise is done, but at times, also the kind of people consulted matters.

(m) Joint Assessment Mechanism, which involves beneficiary assessments through surveys or interviews. What the World Bank suggests is not different from Wilcox's and Arnstein's ideas. The organization and the communities come together and put a joint assessment mechanism in place, to assess the problems and then see what needs to be done. As in the case of curriculum reform, the government/review committee should carry out a needs assessment involving the stakeholders to ascertain the areas that need to be changed and how to do it. There is need to involve those who are hands-on in the field because he who wears the shoes, knows where it pinches.

(n) Shared Decision-Making Assessments involve workshops that help groups come to joint decisions. This level of participation is important as it enables various stakeholders to come together and make joint decisions on issues that concern them. The decision is not made by one person. Different views, opinions and ideas from various stakeholders are considered. The workshops are supposed to be very active and participatory and not mere "talk-shops" as Reed, (2008) suggests. The quality of the decisions reached should reflect the caliber of the participants as well as the interests of the various groups.

(o) Collaborative Mechanism which involves joint working groups that hand over primary responsibility for implementation to stakeholders. This is a good mechanism in that the different groups work together. They collaborate as partners sharing their resources, expertise, and responsibilities.

(p) Empowerment Mechanism Most participatory approaches have in-built empowerment mechanisms. These involve capacity building, project management

delegation and support for new spontaneous initiatives by stakeholder organizations Reed (2008). When the stakeholders are involved actively in the process of curriculum development, for instance, they feel empowered. If teachers and subject advisers participate effectively in curriculum development, they will have more confidence in handling the curriculum, there will be fewer complaints and they can boldly claim ownership of the product which they jointly produced.

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McLaughlin, cited in Hoadley and Jansen (2010), holds the opinion that simply telling teachers about a change in methods, will not succeed in changing the curriculum-in-practice. Hence Timperley, Wilson, Barrar and Fung (2007) argue in their process model of curriculum development that policy change must be: understood in terms of practice; reassessed constantly in relation to the policy goals; and shaped over a period of time to accommodate the needs and interests of teachers (Timperley, Wilson, Barrar & Fung, 2007).

In the South African context, especially in the Eastern Cape, this study looked at the extent and level/levels of involvement of teachers and subject advisers in curriculum development. It also looked at the extent of participation and the type of involvement of teachers and subject advisers in curriculum development in South Africa in relation to the first approach mentioned above. This approach sees stakeholders more as partners in the process of curriculum development than as recipients. In this approach, the stakeholders are actively involved and are not passive. It also considered the type of help given by subject specialists to teachers in the implementation of the curriculum. South Africa's experience with curriculum development has been a chequered one and calls for this level of analysis.

2.8 Aspects of the foregoing models used for this study.

The two models chosen are important. They complement each other. Whereas Taylor's model emphasizes the process followed in Participatory Curriculum Development; Arnstein's model portrays the level of participation. These two aspects are important and were considered in the course of investigating the extent of

stakeholders' participation in curriculum development. The South African government seems to lay emphasis more on the process followed. For example, they talk about running workshops, training, preparing materials, implementation, evaluation and so on. This emphasis on process seems to ignore the fact that the level at which these stakeholders participated is very important. When they talk of informing the stakeholders, having series of consultations, partnership, and so on, the questions this study answered were: Who did they inform? What quality of information did they give? Who did they consult? What was the consultation about? All these are issues of participation that must be considered in curriculum development. Hence, both the process followed to carry out the developments and the level where the stakeholders participated is very important.

2.9 Chapter Summary

Chapter two is a review of relevant literature on the theoretical frameworks that were used for this study. It also explored in-depth issues relating to Participatory Curriculum Development (PCD), looking at the process involved in curriculum development. The levels of participation were also covered in this chapter.

CHAPTER THREE

REVIEW OF OTHER PEOPLE'S WORK

3.1 Introduction

This study examined the extent of teachers and subject advisers' involvement in the curriculum development process that took place in South Africa. It also reviewed the approach used and at what levels they were involved, considering the fact that the present policies in operation encourage transparency, cooperation, participation and collaboration (SASA, 1996).

Stakeholders' participation in curriculum change and development in an educational process has been known to increase effectiveness in the planning, implementation and evaluation of educational programmes (Taylor, 2000). In view of this, this study examined how the participants were involved in the curriculum developments that took place and whether this involvement has enhanced their delivery of the curriculum. Kelly (2009) emphasizes the fact that the teacher's role is central to the effectiveness of any attempt at curriculum development (Kelly, 2009). Since the extent of stakeholders' (teachers' and subject advisers') participation in curriculum development is the main subject of discussion in this study, it was useful that some light was thrown on the issues surrounding it. This study established the extent to which the participants were actively involved in the curriculum development process and the areas where they participated. This chapter reviewed some relevant literature on the central theme of this study which revolves around stakeholders' participation in curriculum development.

More recent literature has recognised the importance of stakeholders' participation in curriculum development and its effectiveness in enhancing teaching and learning. The purpose of a literature review in the context of educational research is to

establish that the subject matter commands the interest of the research community and to draw from their experiences and lessons on how the present research was approached.

3.2 Curriculum reform in South Africa after 1994

South Africa can be said to have come a long way from those difficult days of exclusion, discrimination and disempowerment. With the inauguration of majority rule in 1994, there was an urgency to equally democratize the educational system (Nongubo, 2004). Accordingly, several policy documents were released which articulated the new government's position regarding the involvement of the generality of the population (particularly the key stakeholders) in processes of curriculum development and school governance (Department of Education, 1996). This was probed further in this study to see if that was the case in the curriculum developments that took place.

South Africa's experience with curriculum development has been a chequered one. The Apartheid government employed a top down approach to curriculum development for many years (Christie, 1986; King & Van den Berg, 1991; NEPI, 1992). Very little was left for parents and teachers, let alone learners, to initiate in schools because everything was handed down to schools. The consequences for the educational system and even law and order have been extremely serious. For instance, the era was marked by civil protests, many of which turned violent, with the Soweto uprising and massacre being a case in point (Dludla, 2001; Nongubo, 2004).

After the 27th of April, 1994, South Africa set out to embrace democracy which led to new laws, regulations and processes. Most of the laws during the apartheid era were repealed and changed to the new ideology of democracy, equity and equality for all (Dludla, 2001). To achieve this, the democratic government recognised that education and curriculum had a crucial role to play in realising the aims of developing the full potential of learners as citizens of a democratic South Africa (DoE 2002: 1; Dirks, 2013). This undoubtedly affected the education system, especially

the school curriculum. According to Jansen (1999), cited in Harley and Wedekind (2004), this brought a critical turning point in curriculum debates. Education is one area of development that the government takes quite seriously while the curriculum is the vehicle the government uses to achieve the stated educational goals, aims and objectives (Msila, 2007; Ibaba, 2009) so it was necessary for the democratic government to do something concerning the curriculum.

Curriculum reform in South Africa was done in steps. The first was sorting out the different variations in the curriculum used by different education departments. In the next section, the different curriculum reforms that have taken place in the country are discussed and how those changes came about are highlighted, showing who the participants were, the process followed and the levels at which they participated.

3.2.1 The introduction of Curriculum 2005

Curriculum 2005 (C2005) was introduced in 1997 using the Outcomes Based Education (OBE) orientation. It was aimed at changing teaching, learning and assessment to Outcomes-Based Education (OBE) (Chisholm, 2003). This reformed the educational system and made it more learner-centred, with greater autonomy and involvement of the teachers in matters of curriculum development (Dludla, 2001; Nongubo, 2004; Mokhaba, 2005). This meant a new participative mode, where teachers are given greater responsibility to plan their teaching. It also means that teachers are expected to make more curriculum decisions in their classrooms. The problems encountered by the participants in the course of this development were investigated in this study. The new curriculum was to transform and restructure apartheid education and also meet the needs and demands of the global market (Christie, 1999, 281 & Chisholm et al., 2000, 8). Whether or not this was accomplished is one brief of this study. Another brief is whether or not the participants' roles in the process were in line with best practice elsewhere in the world.

3.2.2 The review of Curriculum 2005

The democratic government came under considerable pressure regarding the reform of the educational system which suffered immensely from the repressive laws under apartheid rule and which led to the rush to introduce C2005 (Hoadley & Jansen, 2010). They did not follow the right process and this affected its implementation. Curriculum 2005 meant different things to different people, hence numerous misinterpretations occurred. According to Chisholm (2003), the results of some research conducted by both the Department of Education (DoE) and academics in different parts of the country showed that the policy, the curriculum framework, and aspects of its implementation faced severe difficulties. Most teachers did not understand it, as it was filled with a lot of new terminology and jargon (Hoadley & Jansen, 2010). As a result, many teachers abandoned it and carried on with their old method of teaching. It is important to establish if the DoE considered the quality of teachers and learners in the country while choosing the method of delivering the curriculum as Ndirangu, (2010) suggested.

Numerous criticisms about the new curriculum came from the parents, media, teachers, learners, and so on (Jansen, 1997; & Christie, 1999). These critiques ranged from the structure of the curriculum to its implementation which Maphalala, (2006) attributed to the lack of teacher participation in the development of the curriculum, a view shared by Coetzee, (2003). The Minister of Education therefore decided to appoint a committee to review C2005 in February 2000 after a considerable deliberation with the DoE. The committee comprised people who had been involved in the development of C2005 and were pro-OBE, individuals closely associated with the President's Education Initiative (PEI) report and others who were critical in their individual capacities but not associated with either the pro- or anti-lobbies (Chisholm, 2003). The constitution of this committee provoked the South African Democratic Teachers' Union (SADTU) who supported C2005 but were not represented in the Review Committee.

3.2.3 The Revised National Curriculum Statement (RNCS)

Due to the wide-ranging criticisms of the curriculum, the then Minister of Education (from 1999 – 2004), Mr Kader Asmal, appointed a committee in 2000 to review the curriculum and write a report (Jansen, 1999; Cross, 2002; & Chisholm 2003). The

key players driving this review and revision of the curriculum were: the African National Congress (ANC), being the ruling party, South African Democratic Teachers Union (SADTU), The Minister of Education, Departments of Education and Cabinet (all ANC-linked) (Chisholm, 2003). The review of the new curriculum led to the adoption of the Revised National Curriculum Statement (RNCS). The problems of the participation associated with this multi-stakeholder involvement are discussed in this study.

Again this Review and the recommendations did not bring closure to the problems associated with the new curriculum. Hussain, Dogar, Azeem & Shakoor, (2011) suggest that it is always very important to evaluate, understand the problems and limitations associated with an existing programme or curriculum, before embarking on a new one. The Review renewed the commitment to an outcomes-based framework for the national curriculum which had failed to adequately provide coherent, systematic content and knowledge to satisfy the specific aims of the curriculum (Department of Education, 2009).

3.2.4 The National Curriculum Statement (NCS)

On Monday 15th April 2002, a decision was made with regard to the implementation of a National Curriculum Statement (NCS) DoE, 2002). It was implemented in schools for the General Education and Training (GET) and the Further Education and Training (FET) phases as follows as shown in Table 3.1:

Table 3.1: Phasing in of the National Curriculum Statement in South African School System

Grades	Year
R to 3	2004
4 to 6	2005
7 and 10	2006
8, 9 and 11	2007
12	2008

Source: Department of Education (2009)

There were decentralised submissions and procurements for the GET and FET. This meant that submissions for all learning programmes and learning areas for the NCS at GET and FET happened at the provincial level. Each of the nine education departments was responsible for screening and ordering its own materials. Each department called for its own Learning and Teaching Support Materials (LTSM), hence the criteria for screening differed from province to province with the result that there was no uniformity in the titles that were approved. In 2006, the National Department of Education decided to centralise the quality control of LTSM for the FET Schools Sector and took over the function of screening all textbooks and LTSM.

In 2008, the Grade 12 learners for the first time wrote the matriculation examination based on the National Curriculum Statement and the results were very poor especially in the previously disadvantaged areas (Eastern Cape MEC'S speech, Daily Dispatch December 30, 2008; The Star, 31 December, 2008). This was attributed to the structure of the curriculum as well as to its poor implementation. Hence the Minister of Basic Education appointed a Ministerial Review Committee to review the curriculum and write a report. The participants' involvement in this process is examined further in this study.

3.2.5 The Introduction of the Curriculum and Assessment Policy Statement (CAPS)

Again the National Curriculum Statement was amended to streamline and strengthen the curriculum and its implementation (DoE, May 2010). According to the Minister of Basic Education, this would improve the quality of teaching and learning in schools as the focus would be on the content that must be taught per term and the required number and type of assessment tasks in each term for each subject. According to her, this would ensure that all teachers and learners have a clear understanding of the topics that must be covered in each subject (DoE, July 6 2010).

The Minister of Basic Education, Ms. Angie Motshekga, highlighted the aims of the CAPS as follows:

(1) Repackaging of the existing curriculum into the general aims of the South African curriculum, the specific aims of each subject, clearly delineated topics to be covered per term and the required number and type of assessment per term.

(2) Absorption of outcomes into more accessible aims and content and assessment requirement will be spelt out more clearly. Topics and assessments to be covered per term are being aligned to available time allocation per subject.

(3) Reduction of the number of learning areas in the intermediate phase from eight to six.

(4) Development of workbooks for Grades 1-6.

(5) Using of learner's chosen language as a language of Learning and Teaching and shall be taught as a subject or as a First Language from Grade one and not from Grade two as was the case previously.

(6) Introduction of regular, externally-set assessments at Grades 3, 6 and 9 in Literacy (in Home Language and First Additional Language) and numeracy/mathematics. Lastly,

(7) Extension of the symbols or rating scales used to rate learners' performance in Grades 10-12 would from 2011 be extended to Grades 9-10 to ensure consistency across the curriculum.

A single comprehensive Curriculum and Assessment Policy document was developed for each subject to replace Subject Statements, Learning Programme Guidelines and Subject Assessment Guidelines in Grades R-12. This came into effect in January 2012. The National Curriculum Statement Grades R-12 (January 2012) replaced the two national curricula statements, namely the: Revised National Curriculum Statement Grades R-9, Government Gazette No.23406 of 31 May, 2002,

and National Curriculum Statement Grades 10-12 Government Gazettes No. 25545 of 6 October 2003 and No. 27594 of 17 May 2005.

3.3 Definitions of Curriculum and Curriculum Development

There are as many definitions of curriculum as there are researchers on the subject. Curriculum means different things to different people. Mash and Willis (2003) define curriculum as all the experiences in the classroom which are planned and enacted by the teacher, and also learned by the students. This is in line with Kerr's definition of curriculum as "all the learning which is planned and guided by the school, whether it is carried on in groups or individually inside or outside the school" (Kerr, cited in Kelly, 1983:10). These definitions depict curriculum as an all-encompassing phenomenon, incorporating all the teaching and learning undertaken by individuals or groups in or outside the school environment. As stated in these definitions, a curriculum needs to be planned and guided so as to achieve the stated goals and objectives. This calls for having a mechanism in place that takes care of the planning and guiding and it is done through curriculum development process.

Wiles and Bondi (2007) support this by stating that curriculum development is a comprehensive process that:

- I. Facilitates an analysis of purpose
- II. Designs a programme or event
- III. Implements a series of related activities and
- iv. Aids in the evaluation of this process.

Rogers and Taylor (1998), cited in World Agroforestry (2003:19), describe curriculum development as "all the ways in which a training or teaching organization plans and guides learning. This learning can take place in groups or with individual learners. It can take place inside or outside a classroom. It can take place in an institutional setting such as a school, college or training centre, in a village or a field" (Roger & Taylor, 1998 cited in World Agroforestry 2003:19). From this description, curriculum development is seen to be a flexible, dynamic process which may lead to a new curriculum or a revised curriculum, and will contain aims, objectives, learning

outcomes, content and means of assessment and evaluation of learning. It is central to the teaching and learning process. Curriculum development is about planning and guiding and it can include anyone and can take place anywhere. It is not a list of content.

In the foregoing, Ornstein and Hunkins (2009) are of the opinion that curriculum development encompasses how a “curriculum is planned, implemented and evaluated, as well as what people, processes and procedures are involved ...” (Ornstein & Hunkins, 2009:15). Curriculum development lays emphasis on content, which is the knowledge that the learners must study in the course of learning. These are mostly theory based and are taught in designated subjects like Chemistry, Physics, Biology, Mathematics, and so on. Apart from content, it also lays emphasis on product. The product is what the intended learners are able to accomplish upon completion of their course or programme. Another area that is emphasized in curriculum development is the process; this is less structured than the content. The process recognizes individual differences in the learners, their social backgrounds/groups, and environment. Curriculum development can identify learning outcomes on an individual basis rather than on all learners. In view of this, this study reviewed literature on stakeholders’ participation in curriculum development, looking at the different areas that they are involved.

This study adopts Carl’s (2002) definition of curriculum development as “the encompassing and continual process during which any form of planning, designing, dissemination, implementation and assessment of curricula may take place” (Carl, 2002, 44). This could be either at the national or provincial level at any stage in curriculum development.

3.4 Areas of curriculum development that stakeholders are involved

In the curriculum development process, numerous issues and areas are considered. The aims and objectives, content, method of delivery, teaching materials and

evaluation are all considered in the process. These issues and areas are considered during the planning/designing, implementation and evaluation stages.

In curriculum development, on the policy-making level, educational policy is defined as laying down the aims of education, specifying its beneficiaries and deciding on the overall financial means to be made available for this educational action. The decision makers are political authorities who can be either at national, regional or local level. They may be representatives of concerned groups such as learners, teachers, parents, employers, etc (Carrim, 2001). In a report written by the European Agency for Development in Special Needs Education in 2010, it is stated that for any curriculum development to be effective, the policy makers must consider the politics that takes place in schools. For instance, the teachers, who use this curriculum in the classroom, have to be involved in the process of curriculum development otherwise they may deliberately and actively sabotage the efforts of those who want to support the development.

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The development and educational literature draws attention to the important role of stakeholder participation in programme success (Taylor, 2000; Sharma, 2008). Where an educational programme embodies the expertise of the teacher and a skills-enhancement element on the part of the learner, the literature points to the pre-eminent role of participation (Posner, 1992; Mokhaba, 2005; Humphreys, 2010).

As depicted on the diagram below, PCD follows a cyclical process in the sense that the Participatory Curriculum Development process starts by carrying out a situation analysis → aims → planning → implementation → evaluation and back situation analysis. It is a process that starts and continues. It does not just start and end. The process is continuous and runs as long as needs arise. It does not have an expiry date.

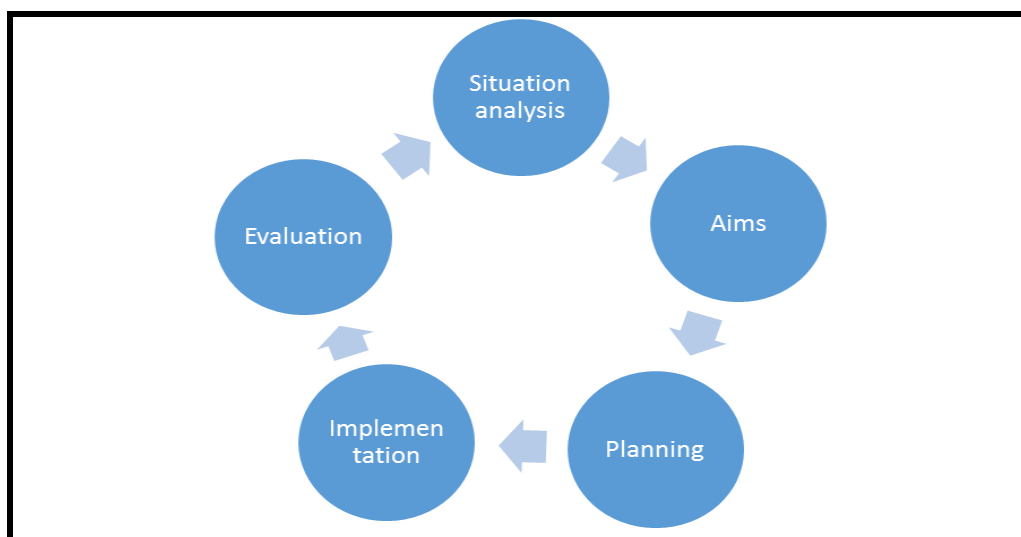


Figure 3.1: Curriculum development process (adapted from Taylor, 2000)

(i) Situation Analysis

This involves Training Needs Analyses (TNA). It is carried out to establish if there is a need for change or review in the educational programme. It may arise from research findings, field experience, policy analysis and tasks gathered through interviews, observations, questionnaires, analysis of examination results, evaluation of present curriculum appraisal, seminars/ workshops, literature review reports, and so on.

In situation analysis, at the organizational level, TNA is necessary to check if there are weaknesses in the organization itself; such as inexperienced staff members requiring training, so that such training can be provided. At the occupational level, there is need to check certain areas of knowledge, attitudes and skills required to do certain jobs or tasks, to be sure that the workers have these. The same applies to individual needs, but it is necessary to assess this and know because learners are different from one another in their backgrounds and learning styles. So once the curriculum is in place, the teacher has to consider individual needs of the learners to know how to teach and assess them.

(ii) *Setting the Aims & Objectives*

While planning a curriculum, it is important that the aims and objectives of the programme are set out clearly. These aims and objectives will help to achieve the purpose for which a programme or course is designed. They also have to reflect the needs analyses. For instance, if the purpose of the NCS curriculum as stated in the DoE (2004:7), is to benefit society and learners by equipping the latter with knowledge, skills, values and attitudes that will enable their meaningful participation in Higher Education, lay a foundation for future careers and develop learners who are productive and responsible citizens and lifelong learners, the educators need to have the required knowledge and skills that will enable them to carry out their roles effectively as (1) Learning mediators, (2) Interpreter and designer of learning programmes and materials, (3) Administrator and manager, (4) Scholar, researcher and lifelong learner, (5) Community, citizenship and pastoral role, (6) Assessor and (7) Learning phase specialist (DoE 1996). If teachers are not well equipped, they will face many challenges in the classroom (DoE 2007:366-367). The aims and objectives or learning outcomes should reflect what the learners should be able to do after undergoing a learning experience.

(iii) *Planning*

This is usually done at the top by national educators. But the PCD approach involves many stakeholders and this has several benefits. The planning stage is very important because the curriculum developers have to identify where the stakeholders can participate. The content, materials and methods of delivery have to be selected at this stage. This has been investigated further in this study to find out if the participants were involved at this stage in the curriculum development process and what they did. Also the evaluation has to be planned to establish how it will be carried out as well as stakeholders' involvement in it.

(iv) *Implementation*

This is a very important phase as it gives a time reflection of what the reality is. It shows the strengths and weaknesses of a curriculum and by what process the curriculum will be put into effect. The implementation stage should include piloting and it should also be flexible. The persons implementing the curriculum are supposed to have been involved in the development process. As learners are different, so are their learning styles. The teacher has to use different learning and teaching strategies like lecturing, group discussions, group work, brainstorming, case study, role play/simulators, field visits, research/projects work exercises/problems etc.

(v) *Evaluation of the Curriculum*

It is very important to include how the curriculum will be evaluated from the beginning of the development process. The modes and criteria to be used for the evaluation should be stated; and different stakeholders should be involved in it. The materials to be used for evaluating different activities in the course of teaching and learning should be appropriate (Khosa, 2010).

3.4.1 Areas of curriculum development where teachers take part

Teachers can participate at different stages in the curriculum development process and on different levels. As the executioners of the curriculum, they can take part in designing/planning, implementation and evaluation. The importance of teacher involvement in curriculum development has been recognised by the literature and Handler, (2010) suggests that teachers work collaboratively with curriculum specialists to organise content and materials and align these with the students they teach (Handler, 2010).

According to Ornstein and Hunkins (2004), a curriculum is characterised as what is to be taught, in what order, in what way and by whom. With the training that teachers get, they are in a position to handle these during the curriculum development process. They are familiar with the subject matter, instructional materials to use, the

method of delivery as well as the evaluation. Ornstein and Hunkins (2004) recognise the importance of the role of a classroom teacher in curricular development at the building stage. These researchers also recognise that limited engagement of the teachers in meaningful decision making is a major flaw in educational organisation. Hence, they suggest that this limited engagement of teachers in curriculum development has been instrumental in what can only be seen as the failure of meaningful educational reform efforts.

Teachers should be involved in the process of curriculum development, especially if the roles of teachers as stated in the South Africa's Norms and Standards of Teacher Education (NDE, 1998) include the following: (1) mediators of learning, (2) designers of curriculum and assessment, (3) managers and leaders, (4) researchers and learners, (5) learning area or phase specialists, (6) members of the school community and (7) pastoral care (NDE, 1998).

Apart from the afore-mentioned roles of teachers listed in the South Africa's Norms and Standards of Teacher Education, some researchers believe that teachers' responsibilities are now more extensive than in the past. Their roles now include contributing to economic, social and cultural issues that go beyond the school (Organisation for Economic Cooperation and Development (OECD), 1999). Some scholars such as Phillips, (2008) describe their roles as "critical connections" and "extended professional" while Carl (2002) sees them as "principal role-players". Others such as Swanepoel (2008) describe them as "sole implementers", and Patankar and Jadhav (2013), are of the opinion that they are researchers, trainers and curriculum workers.

Supporting the opinions above, Trepanier-Street, Hong and Donegan, (2001), cited in Connecticut State Board of Education (2007), advocate that 'teachers are the experts on how the curriculum works in the classroom and should play a vital role as evaluators of the curriculum' (Trepanier-Street, Hong and Donegan, 2001). They believe that the more teachers are involved, the more effective the curriculum.

Alongside this view, Webb (2002) argues that “teachers should be autonomous in deciding to make alterations to mandated curricula as well as forms of assessment” considering the fact that teachers are aware of their students’ needs and therefore should exercise the power to adapt the curriculum to them (Meidl, & Meidl, 2011). This is why Hadley (1999) feels that teachers should be consulted starting from analysis of needs to defining goals and objectives, selecting materials and so on. This is important because involving teachers also ensures that the intended curriculum is the taught curriculum (DoE, 2012).

In view of the above roles and the different capacities in which teachers and subject advisers can participate in the curriculum development process, one may ask if the South African government really considers these while carrying out curriculum development processes or does it consider these roles to become operative only when the curriculum is implemented in the classroom? “Teaching is more than the activities defined within the classroom walls”, as rightly suggested by Hecht, Higgerson, Gmelch and Tucker (1999, 152). Again this is supported by Katzenmeyer & Moller, 1996; York-Barr & Duke, 2004 who feel that teachers’ knowledge is much more than knowledge of what happens in a classroom. This is true because being a teacher involves much more than just understanding the content knowledge, pedagogical knowledge, learning theories and classroom management strategies. They are of the opinion that teachers who act as leaders improve the entire school community and not just managing classroom activities (Katzenmeyer & Moller, 1996; York-Barr & Duke, 2004). So, if the South African government accepts the above roles to apply to teachers in South Africa, did they involve them in the curriculum developments that took place in the country after 1994? If teachers were involved actively in this process, why are there so many criticisms and complaints? Hence, this study explored further this aspect of curriculum development and the way the responsible institutions have approached the process.

In the foregoing, some researchers have revealed the neglect or non-involvement of teachers in curriculum reforms. Carl (2002) is of the opinion that the voice of the teacher is to a large extent ignored or not heard. The result of a study carried out by

Yigzaw (1982), cited in Oloruntegbe et al. (2010), on the role of elementary school teachers in curriculum development and implementation in selected schools in Addis Ababa, indicates that eighty-five percent of the teachers who took part reported that they had not been involved in the development of any curricula, while sixty-three percent reported the seriousness of the non-availability of materials at the implementation stage as well as not being informed even before the reform took place.

Ramparsard (2001) and Beswick (2009) share the view that most curricula reforms in Africa and some other parts of the world are initiated “top-down”. Cohen and Hills (2001) warned of the implications of this by saying that “expecting teachers to embrace new instructional approaches without sufficient training and information on why such changes are necessary, or warranted, often results in inadequate adoption of the curriculum mandate” (Cohen & Hills, 2001).

This is true because they are the implementers of the curriculum and they are supposed to be hands-on with the curriculum and deliver it in the schools. If teachers understand the curriculum very well they will deliver it better (Halvorson, 2011). They need to be well versed in the curriculum so that they are very confident in delivering it. Apart from that, if they are not familiarized with why the change is necessary, they are very likely to resist it either by not doing it well or ignoring it completely. Teachers have the tendency to teach topics they are very familiar with very well while overlooking those they do not understand, and at the end of the day, the learners suffer. In view of this, this study sought to establish if the teachers were involved in the curriculum development process and the extent of their involvement.

There are various issues and areas that teachers and subject advisers can handle during the curriculum development process: that is in the planning/designing, implementation and evaluation stages. These issues and areas are reviewed in the sections that follow:

3.4.1.1 Teachers' participation in the area of designing/planning:

The designing stage is the initial work done to ensure that the curriculum is relevant, appropriate and workable. At this stage the curriculum is conceptualized and various components are arranged. In the development process, the teachers are supposed to be involved as the philosophical underpinnings, goals, objectives; subject matter, learning experiences and evaluation are elaborated. The stakeholders, especially teachers, have to be consulted at this stage. They have to be part of it because they work directly with the learners and the emphasis at this stage is on the learners. According to Okeke (2004), cited in Oloruntegbe *et al.* (2010), teachers are nation builders. Many people pass through them before they can become useful in life; hence, these nation builders should take part in designing the curriculum that they use to build these "timbers and calibers" that make up a nation and on whose shoulders the future of the nation rests.

Taylor (2004), Parsons and Beauchamp, (2012) support the suggestion above, that participatory curriculum development which involves different stakeholders may help to identify needs for training, set aims and learning objectives, contribute to the development of the subject matter to be taught, and participate in the delivery and evaluation of the curriculum. Hence, it is important to make sure that before any curriculum is planned, changed or developed, the needs analysis of that society be carried out. The teacher who is part of that society understands the environment and the learners better and is in a position to advise on what the curriculum should look like. This was probed further in the study, to find out if this was the case in the Fort Beaufort District.

Teachers know their learners' needs better than other curriculum practitioners. They can provide insight into the type of materials, activities, specific skills that need to be included in the curriculum to ensure that the curriculum adequately prepares the learners. Teachers can tell the timeframe for a particular activity in the curriculum to be completed. As teachers provide input, they will gain ownership in the final document that is produced and feel confident to implement it.

3.4.1.2 Teachers' participation in the curriculum implementation stage

This is the stage when the written document is put into action. It is the act of giving life to the written material. A developed curriculum becomes inactive if it is not implemented (Pryor, 2006). All stakeholders get involved to make the planned curriculum work. This planned curriculum is managed by a curriculum leader and it requires interaction between officers at the district office, principals, teachers, parents, students and the general public (Valenciana, 2012). This is because the successful implementation of any curriculum requires an understanding of the power relations, traditions, roles and responsibilities of individuals in the school system. The implementers of the curriculum must understand the purpose, nature and the real and potential benefits of the developments (Pattison & Berkas, 2000). As stated earlier, people only work hard to achieve a goal they understand (Halvorson, (2011).

During the implementation stage, there is need for in-service teacher education through seminars and workshops to facilitate the required alteration of individual's knowledge, skills and attitudes (Trohanis, 2003). This is one aspect this study investigated to find out if the participants received adequate training during the implementation of the curriculum. This would make them more committed to the development process as they get equipped. The implementers of the curriculum should be well versed in the contents of the curriculum.

Without any doubt, the most important person in the implementation process is the teacher. With their knowledge, experience and competencies, teachers are central to any curriculum development process. Teachers must implement the curriculum in their classrooms, and while doing that, Lock (2005) added that, as much as possible, they have to try and stick to the planned curriculum while also being flexible to make changes such as choosing the kind of activities that suit their learners and their environment as well.

3.4.1.3 Teachers' participation in the curriculum evaluation stage

Curriculum evaluation is a process used for the analysis of the data collected in the field to determine the effectiveness of the curriculum design and its implementation as they relate to the learner (Jindal and Tyagi, 2014). This is supported by Hussain *et al.* (2011) who described curriculum evaluation as a process used to determine the worth and the effectiveness of a particular programme. This process assists curriculum planners in making judgments on whether to amend or change the curriculum completely. This could be done using Stufflebeam 2000's Context Input Process and Product (CIPP) model of evaluation, which makes it possible for the evaluators to assess the context in which the curriculum has been used and if it suits the learners' environment, the input will also be assessed as well as the process used to deliver the input.

After this the product will be evaluated. The evaluation also leads to a review of the curriculum. In the review, information gathered will guide the appropriate adjustments to the curriculum document. It will take into account the strengths and weaknesses of the implemented curriculum (Karin et al, 2003). Issues like new technology updates, successful teaching and learning experiences can be incorporated. This will lead to curriculum improvements and improve students' performance in meeting the national goals (Maylor, Read, Mendick, Ross and Rollock, 2007).

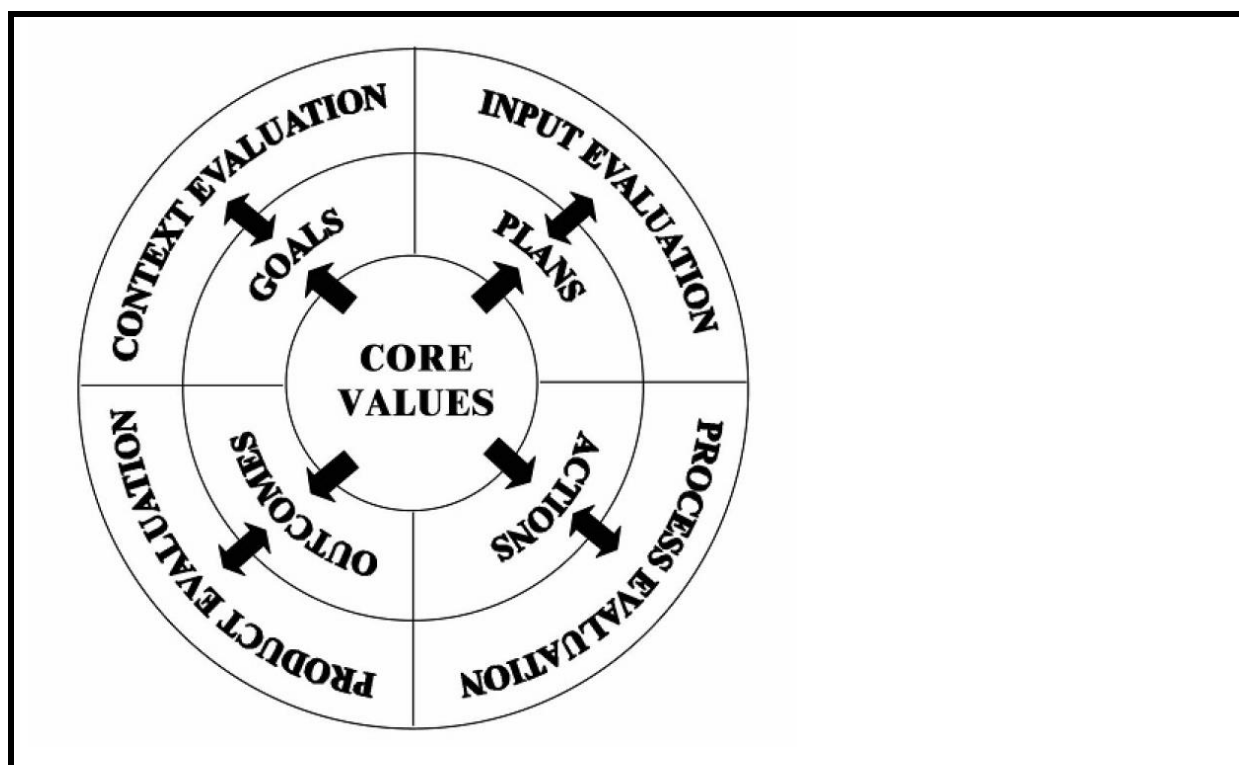


Figure 3.2: THE CIPP Model (Adapted from Stufflebeam (2000b))

The teacher who implements this curriculum should evaluate it as well. This study aims to establish if that was the case in the South African situation. There should be comprehensive study of the data to identify possible deficiencies and root causes that can lead to corrective action. Teachers have first-hand information in each of these areas: students' understanding of main concepts, mastery of established academic goals and objectives, instructional methods and standardized assessment which are considered during the evaluation process. For that reason, they are best qualified to assess/evaluate a curriculum's effectiveness. They can determine if students' outcomes and curriculum objectives are properly aligned. Maylor *et al.* (2007) also added that teachers should be part of the evaluation team set up to evaluate the curriculum because they are responsible for translating the objectives of a curriculum into specific lessons. In view of these, this study sought to establish if teachers were involved in the different stages of the curriculum development process and the extent of their involvement.

3.4.2 Areas of curriculum development in which subject advisers can participate

Like the teachers, subject advisers can participate in various areas of the curriculum development process. They can participate in the designing, implementation and evaluation of the curriculum. This can also be on different levels, that is on the national, provincial or district. Subject advisers are academic advisers too. In some places they are called curriculum leaders, curriculum co-ordinators or curriculum managers. The main objective of subject advisers is to improve teaching and learning in the classroom. They are also subject specialists in their various disciplines who guide the teachers in the implementation of the curriculum. As stated in the Provincial Curriculum Guidelines produced in 2005, subject advisers coordinate the subject content. They act as a link between the province and the schools. The subsequent sections will review subject advisers' roles in the curriculum development process.

3.4.2.1 Subject advisers' participation in curriculum design

As highlighted earlier, in the curriculum development process, curriculum design refers to the way a curriculum is conceptualised and how its major components such as subject matter content, instructional methods and materials, are arranged. The designing phase provides direction and guidance as the curriculum is being developed (DoE, 2011). As subject specialists, subject advisers should be involved in designing the curriculum so that they can offer their specialist advice (Rorrer, Skrla & Scheurich, 2008). Hence, there is hardly any possibility that any credible and systematic curriculum could be designed without the involvement of subject advisers.

3.4.2.2 Subject advisers' Participation in Curriculum Implementation

This is the phase where subject advisers should participate more. They are curriculum implementers, just as teachers are. The subject advisers work directly with teachers. According to the Provincial Curriculum Guidelines (PCG 05/2006), the level of curriculum implementation and the quality of teaching and learning in schools is best determined by paying regular visits to schools and individual classrooms. As curriculum implementers, subject advisers have some basic roles to perform during the implementation stage. These roles as stipulated in the PCG 04/2005 are:

- To orientate and train teachers
- To support teachers in Learning Area/Learning Programme/Subject content
- To develop and distribute relevant curriculum materials
- To provide teachers with effective on-site support
- To assist teachers in curriculum planning and delivery
- To promote professional development of teachers
- To establish and maintain curriculum structure
- To develop effective communication strategies
- To establish and maintain relevant statistical databases
- To monitor and evaluate curriculum programmes
- To develop and implement Work Plans and Work Plan agreements in accordance with Provincial Curriculum Guidelines (PCG 04/2005).

The implications of the afore-mentioned roles of subject advisors are that, for subject advisers to perform their tasks properly they need to understand the curriculum well and this entails proper participation in all the stages of curriculum development. Studies have shown how subject advisers have failed to interpret curriculum issues in the training of teachers in both cluster and zonal training programmes (Smit, 2001; Chisholm, 2003; and Pudi, 2006 cited in Taole, 2013).

3.4.2.3 Subject advisers participation in curriculum evaluation

The evaluation phase is when specific areas for evaluation in terms of planning, implementation and assessment, as well as co-curricular activities, are identified. In the evaluation stage, the subject advisers design and develop evaluation plans and tools to ensure effective, valid and reliable data and they also complete and submit monitoring and evaluation reports (Eastern Cape

DoE, 2005; KZN DoE, 2012). Various stakeholders want to know the extent to which the curriculum has been successfully implemented. The information collected from evaluating a curriculum forms the basis for making judgements about how well the programme has achieved its intended outcomes and the worth or value of the programme. As has been noted at several points previously, the subject advisers are curriculum implementers. They employ curriculum management strategies at various levels namely: district, provincial and national to enable them assess the effectiveness of the delivery methodology and quality of curriculum delivery. The subject advisers are able to evaluate the work of the educators and learners (DoE, 2009; KZN DoE, 2012). These roles are investigated further in this study. This process can lead to improvements in the curriculum or even complete change of curriculum (DoE, 2012).

3.5 How teachers and subject advisers were involved in the process of curriculum development

Fullan (1992), Carl (1994), Kirk and Macdonald (2001) and Fullan (2001) cited in Carl (2005), believe that there are ways and means to involve teachers in curriculum development outside the classroom situation. Carl (2005) said that at least this will enable their “voices to be listened to” (Carl, 2005: 228) and it will lead to participation. Teachers and subject advisers, in one way or the other, get involved in curriculum development process irrespective of their years of experience. The teachers prepare and develop the lessons they deliver in the classrooms while the subject advisers at one time or the other interpret and tease out the curriculum for the teachers. These are different levels of participation in the curriculum development process. Pryor (2006) pointed out that many schools and districts carry out the curriculum development process from time to time in a planned and systematic manner which means that there are steps or procedures to follow while inviting the participants or stakeholders that will take part in the process.

According to Pryor (2006), in Connecticut they first of all convene a curriculum development committee consisting primarily of teachers who represent the various

schools and grade levels in a district, administrators, members of the public and at times students. But in some other places, the selection of teachers to participate in curriculum development differs. Ben-Peretz (2001) cited in Rooft and Miller, (2013) commented that in Australia teachers are selected on the basis of their previous success in teaching as well as their knowledge of the subject matter. Other criteria used for the selection of teachers to participate in the curriculum committee include the experience and success of teachers who come from a range of different schools, urban and rural as well as high level and low level socioeconomic populations.

In line with this, the recruitment of teachers to serve in the Curriculum Committee in Canada is carried out by the Teachers' Association of which all teachers and school administrators in the province are automatically members (Alberta Teachers Association, 2010). The Association keeps record of a name bank of school personnel who are interested in serving on the curriculum committee at the provincial level. Once the need arises for recruitment into the Curriculum Co-coordinating Committee, the curriculum branch selects from the bank a teacher whose interests, expertise and geographic location match the requirements of the committee. The researcher pointed out that the Ad Hoc Committee is just asked to join without being selected from the name bank. He also added that the committee members are paid an honorarium any time they meet.

In the United Kingdom (UK), the Local Education Authorities employed a group of professional staff in 1992 with a concern for quality in education and they were called 'the Advisory Service, the Inspectorate or Inspection and Advisory Service (Brighthouse and Moon, 1995:1). This committee is called upon from time to time to provide professional educational advice; for instance the committee could be asked how the educational resources should be distributed or advice on what to do concerning schools that were not competent (Dilotsotile, Smit, & Vreken).

Various curriculum developments have taken place in South Africa since the inauguration of a democratic government, with a lot of criticisms of the process followed. Starting from the introduction of C2005, which was designed on the

principles of OBE, to the RNCS and NCS, the Minister of Education and the Department took care of the whole process (DoE, 2009/10). The process followed did not accommodate all the relevant stakeholders. For instance, although they consulted the Teacher Unions and got them to participate, they did not really represent the interest of the teachers. It was more for political expediency, as the move was politically-motivated. Expectedly, the amendment of the NCS curriculum became inevitable and this gave birth to CAPS at the end of a rigorous process (DoE, 2009).

According to the Department of Education Curriculum News, the Department of Basic Education held a hearing, in which National Teacher Unions and teachers participated on 6-13 July, 2009 (DoE, 2011). More than 500 submissions were made concerning the curriculum. A task team was appointed by the Minister of Basic Education to review the implementation of the NCS Grade R-12. In October 2009, the Task Team made several recommendations which the Minister decided should be implemented from 2010. The task team reported that teachers were confused, overloaded, stressed and demotivated and as a result they were underperforming. The team recommended that the curriculum be simplified, improved and clarified. In January 2010, a Writing Team was appointed to develop CAPS for all the approved subjects. The study sought to examine whether teachers, who were hands-on in teaching were involved. These teachers consisted of people who had experience in teaching a subject and had deep/ broad knowledge of the subject (DoE, 2010).

In September 2010, the document was sent out for public comments after which the Writing Team revised it. After the Ministerial Project Team Committee approved it, it was sent to the editors. The Teacher Unions checked the do-ability of the curriculum. This process was completed by the end of May 2011 and CAPS was submitted to the Minister for approval and gazetting. In addition, UMALUSI checked it to ensure the quality, and benchmarked them internationally. The amended curriculum was then ready for implementation in 2012-2014. It is important to note that the preparation of the CAPS document involved an ongoing process of drafting and consultation as well as a period of public comments to inform revision of drafts.

3.5.1 How the participants were Involved in the Writing Process in South Africa

A Ministerial Project Committee (MPC) consisting of 8 people oversaw the selection of writers and the process of preparing and completing the process. There were a total of 175 writers who were appointed to work on CAPS. This included 28 translators for language at Home and First Additional Language levels and 14 translators for languages at Second Additional Language Level. The following criteria were used to appoint the writers:

- Experience in teaching the subject
- Level of knowledge of the subject
- Ability to write critically
- Ability to meet time constraints and
- Access to communication infrastructure- e-mail/internet.

All those who were appointed were briefed to complete the task on the 15th and 30th April 2010 respectively. They were grouped in subject teams and each team was supervised by a member of the MPC. The groups were organized into 4 phases, which meant that different writers took the responsibility for writing different phases; but there was a reference group that oversaw each writing team. The teams were free to seek advice from teachers and subject experts who were not part of the officially constituted reference group. The Reference Groups consisted of 5-6 persons per subject across all phases. Each group was made up of an Inclusive Education Specialist, DoBE official, one teacher, one excellent subject person and a phase specialist.

When the document was ready, it was put out to the public for comments, and on 3rd September, 2010 by means of Government Notice No 784 in Government Gazette No 33528, the Minister Basic Education invited stakeholder bodies and members of the public to comment on the drafts. This took six weeks. A total of 1,844 comments

were received and sent back to the Writers who evaluated, considered and then adapted their drafts. The document was finally approved in January, 2011.

The literature reveals that Participatory Curriculum Development enhances stakeholders' participation in curriculum processes. Taylor (2003) points out that the participatory/interactive approach follows a "subjectivist", process-oriented paradigm which puts emphasis on participation and interaction among various interested groups or educational stakeholders. Furthermore, Reed (2008) emphasizes the fact that the "quality of a decision is strongly dependent on the quality of the process that leads to it" (Reed 2008: 2421). According to Reed (2008), Webler and Tuler (2006) and Chilvers (2008), stakeholder participation needs to be underpinned by a philosophy that emphasizes empowerment, equity, trust and learning. Reed (2008) is also of the view that the process needs to have clear objectives from the outset. Taylor (2001) stresses the fact that stakeholder participation in curriculum development will enable the stakeholders to share the tasks and responsibilities thereby creating a shift from hierarchical, top-down approaches. Taylor (2001) also emphasizes that stakeholder involvement in all steps and aspects of the educational process should be based on the principle of partnership. This principle will be investigated further to find out if it is applicable in this study.

This approach stimulates different stakeholders to participate in a dynamic, interactive process (Taylor, 2001) that allows their perceptions of the ideal curriculum to be communicated like in the case of the amendment of the NCS curriculum. Participatory approach recognizes the need for concrete participation by curriculum stakeholders and also makes provisions for their ongoing involvement in curriculum change. In view of the foregoing, this approach can be adopted in participatory curriculum development:

(i) *Searching together for solutions*: participatory curriculum development works in a context of real problems. This is suitable for the study being carried out as there are real problems in the South African system of education, especially in the

curriculum. The participants rely on dialogue, processes and collaboration to identify the strategies and arrive at a creative solution. The quality of the decisions made through participatory processes is high and the information acquired is complete. There are different stages in curriculum development, including designing, implementation and evaluation. There should be different stakeholders bringing with them diverse expertise suitable for the different stages. For instance, teachers and subject advisers who are curriculum implementers must be there because they are hands-on in the field. They understand the learners as well as their environment. This is a very useful approach especially in dealing with the decentralization of education (Taylor, 2001). The participants foreshadow problems before they occur (Fischer, 2000; Beierle, 2002; Koontz & Thomas, 2006; Newig, 2007; Fritsch & Newig, in press). It also involves learning together at all levels. Stakeholders can be empowered through the co-generation of knowledge with researchers and increasing participants' capacity to use this knowledge (Kok, Biggs and Zurek 2007, Walz, 2007). This study sought to establish whether this was the process followed in the various cycles of curriculum development that took place in South Africa.

(ii) *Striving for equality between men and women.* The participatory approach in curriculum development involves both male and female teachers and subject advisors and also breaks down the barriers based on age and experience (Taylor, 2001). There is no discrimination on the grounds of gender when participants are chosen. There should be gender balance in stakeholders' participatory approach. Gender and/or age should not be criteria for choosing participants for curriculum development. Even a young graduate who has not been long in the field might have new ideas to add to any committee to which he/she belongs. South Africa advocates for gender equality in every sphere of national life. This should also apply to curriculum development. This aspect was also pursued in this study, to find out whether gender issues were explicitly taken into account in considerations of participation in curriculum development in South Africa.

(iii) *Learning through dialogue between cultures:* the involvement of different stakeholders from different social backgrounds and cultures is very beneficial in

curriculum development (Taylor, 2001). It may also promote social learning (Blackstock *et al.*, 2007). The stakeholders and the communities they serve learn from each other and they develop good relationships which enhance each other's trustworthiness and learn to appreciate the legitimacy of each other's views (Forester, 1999; PahlWostl & Hare, 2004; Leeuwis & Pyburn, 2002; Stringer *et al.*, 2006). In participatory curriculum development, there should be a platform for negotiation, dialogue and collaboration.

A stakeholder's social background or cultural difference should create an avenue for that stakeholder to participate instead of being a barrier. South Africa is a good example of an environment where there are different social classes as well as cultures. However, there is tendency for particular cultures to be inadequately represented in the curriculum due to the poor representation of stakeholders from that culture. Again if all the stakeholders are from the urban areas, they may not understand the environment in which some learners study in the rural areas. They may include things in the curriculum which could be done only in well-equipped schools where the infrastructure is not a problem. This is an aspect which will be examined in this study.

3.6 Categories of stakeholders involved in curriculum development

The concept of stakeholder participation in the governance of schools is in line with democratic principles advocated for in the post-apartheid era in South Africa. Carrim (2001) highlighted the point that Policy documents such as National Education Policy Investigation (NEPI) (1992) and a Policy Framework for Education and Training (1994) proposed the importance of stakeholders' participation in curriculum decision-making. This was supported by the South African Schools Act (SASA) No. 84 of 1996 which stated that major stakeholders should be involved in making major curriculum decisions in schools (SASA, 1996). Stakeholders' participation should be underpinned by a philosophy that emphasizes empowerment, equity, trust and learning (Reed, 2008). It is also Reed's (2008) view that the process needs to have clear objectives from the outset. Taylor (2001) stresses the fact that stakeholders' participation in curriculum development will enable the stakeholders to share the tasks and responsibilities thereby creating a shift from hierarchical, top-down

approaches. Taylor (2001) also emphasizes that stakeholder involvement in all steps and aspects of the educational process should be based on the principle of partnership.

3.6.1 Categories of teachers involved in curriculum development

As curriculum development entails designing, implementation and evaluation of the curriculum, not all teachers are involved in all the stages but it is expected that they will have representation in all (Baron, Boschee & Jackson, 2008). It is only the teacher who knows her learners' needs well enough to continually modify the classroom environment in response to those needs. Therefore teachers ought to be involved in the development of the curriculum that will be used

3.6.1.1 Categories of teachers involved in designing of the curriculum

The knowledge, skills and beliefs of individual teachers play a significant role in the teaching and learning process. Handler (2010) holds the notion that teachers generally lack the requisite knowledge to be truly effective designers of comprehensive curricula. In view of this, Schulman (1986) cited in Reinke and Hoe (2011), suggested that there are three categories of knowledge needed for teaching, namely subject matter knowledge, pedagogical content knowledge and knowledge of the curriculum. So in designing the curriculum, the teachers involved should be experienced teachers who understand how the facts or the subject matter is organized in a curriculum. This is to make sure that the content is organized and arranged sequentially. All the subject areas must be represented. Another category of knowledge that must be considered is the pedagogical, which is the different ways of presenting the teaching (Alexander, 2003, cited in Cogill, 2008; Schulman, 1986 cited in Reinke & Hoe, 2011). This study examined the different categories of teachers who were involved in curriculum design to see if they had these kinds of knowledge.

Again, participation in curriculum design requires someone with experience. Teachers with experience know the different methods that could be used to deliver a

topic. Knowledge of the curriculum itself is also important. The teachers who will be involved in designing the curriculum need to understand what the curriculum is set to achieve and with experience comes seniority. Teachers who have been teaching for many years, most often, turn out to occupy senior positions. Hence, the acquisition of knowledge, experience and position are required for a teacher to participate in curriculum design. This study examined categories of teachers involved in curriculum design.

3.6.1.2 Categories of Teachers involved in the Implementation of the Curriculum

All teachers are curriculum implementers. Their main job is to deliver the curriculum to the learners so they should all be involved in the implementation of the curriculum. At least teachers who implement the curriculum should be trained and qualified. According to the Department of Education (2003) “implementation of curriculum change requires teachers who are qualified, competent, dedicated and caring” (DOE, 2003:18). But it appears that this is not the case most of the time. There are some teachers still lacking some of the attributes in the roles of a teacher, as listed in DOE 2000:13-14 (Sayed, 2004:260; Ono and Ferreira, 2010:59). There are situations where unqualified teachers are expected to implement the curriculum. According to Viebahn (2003), teachers should have a good grasp of the academic/content knowledge of their subjects. Technical know-how concerning the subject area is very important as this instills a sense of confidence in the teacher handling the subject. Apart from having good knowledge of the subject matter, Loughran (2006) is of the view that teachers should have a variety of the pedagogy to use; that is they should use different methods of teaching to deliver the lessons. They should be professionally competent to teach. A trained, qualified teacher should have the ability to involve students in the teaching and learning process. He/she should be able to teach and assess the learners competently. If the teachers employed to teach in the South African system are qualified, why are there a lot of complaints regarding the implementation of the curriculum? This study investigated the category of teachers involved in curriculum implementation.

3.6.1.3 Categories of teachers involved in the evaluation process

Since teachers are involved in the designing and implementation of the curriculum, it is proper that they also get involved in its evaluation. This process is important as it ensures that the curriculum is not static but changes according to the needs and demands of the society (DoE, 2011). The evaluation enables the evaluators to assess the content, method of delivery and outcomes and align them with the initial curriculum (Oluoch, 2006). Even if all the teachers cannot physically and directly get involved in the evaluation of the curriculum that they implemented, the evaluators, including teacher representatives must get the teachers involved through the different methods which they are using to collect data (KZN DoE, 2012). They can interview them or give them questionnaires to complete. In that way they are able to collect information on their views on the curriculum and their experiences in delivering it. The teachers' contribution is very important as they are the ones who have firsthand experience with the curriculum. The subject advisers organize workshops for the teachers and at the end of the workshops they give them forms to complete which they use to evaluate the curriculum. In this way the teachers participate in the evaluation. In this study the researcher investigated the extent to which the teachers participate in the evaluation and how their participation reflects their experiences with the previous curriculum development processes in the country.

3.6.2 Categories of subject advisers in the curriculum development process

Just as in the case of teachers, there are different categories of subject advisers and their roles and involvement in curriculum development depends a lot on their experience and position (KZN DoE, 2012; Eastern Cape DoE, 2007). The roles of subject advisers range from supervising the taught curriculum in the classroom to monitoring and evaluation, providing support services and teaching materials to teachers, organizing training and workshops and quality assurance through assessment for learning (DOE, 2009; KZN DoE, 2012; Eastern Cape DoE, 2007). According to the Provincial Curriculum Guide (PCG) 2007, there are Chief Education Specialists (CESs), Deputy Chief Education Specialists (DCESs), and Senior Education Specialists (SESs). Some of these subject advisers participate at different

stages and on different levels depending on their positions and responsibilities. In some countries, subject advisers are called curriculum leaders.

3.6.2.1 Categories of subject advisers involved in curriculum design

As curriculum leaders, they should have a comprehensive understanding of the pragmatics of curricular design and instructional practice. That is, they should be able to recognize the need for the best design and implementation techniques of a broad range of instructional variations. They understand the relationship between assessment and instructional design. As suggested by Tyler (1949), they must understand the educational purpose of the curriculum and what it is set to achieve, the educational experiences that are likely to serve those purposes and how to effectively organize and evaluate those experiences. In South Africa, it is usually the Chief Education (CESs) Officers who participate in designing the curriculum at the national level. The Deputy Chief Education Specialists (DCESSs), usually participate at the provincial and district levels while the Senior Education Specialists (SESSs) mainly operate at the district and school levels.

3.6.2.2 Categories of subject advisers involved in curriculum implementation

All subject advisers are curriculum implementers in one way or the other. They are involved in the implementation of the curriculum through various activities such as planning, organizing, leading and controlling. The CESs facilitates the development of District Curriculum School Support Plan (CSSP), attends principals' meetings where they advocate for school visits, monitors the number of these visits, holds monthly meetings with the DCESSs and SESSs to discuss feedback from school visits and writes reports. The DCESSs draw up a plan of School Support visits per phase. They ensure that stationery, venues and training materials are available for school visits and that the tools are suitable for the school visits. They hold regular meetings with the SESSs to reflect on the school support visits. The SESSs are the ones who work directly with the schools. They plan and develop monthly and weekly itineraries for school support visits. They ensure effective communication with the schools

indicating the time and purpose of their visits. They (SEs) mentor, support and guide the teachers in identified areas of need. They support teachers in effectively delivering the curriculum. They monitor the implementation of changes in practice by the teachers.

3.6.2.3 Categories of subject advisers involved in curriculum evaluation

The subject advisers are also involved in the evaluation of the curriculum at different stages and on different levels. For instance the DCEs evaluate the tools developed and ensure the tools are appropriate to the nature of the visit. They analyze and consolidate all the reports of the school visits for the CEs. The DCEs ensure all necessary data collected per phase is accessible and regularly updated while the CEs make sure that the linkages with management and governance in the acquisition of and access to essential teacher/school data are adequate. The subject advisers moderate school based assessment, including Annual National Assessment.

3.7 Perceptions of teachers and subject advisers regarding the process of participation in curriculum development

As curriculum implementers, teachers are critical change agents (Taale, 2013). Fullan (2005) states, “there is great vulnerability to packaged solutions because the change process is so nerve-wracking” (Fullan, 2005:29). Fullan (1999) supports this by saying that the feelings associated with change are inevitable and the feelings associated with teachers’ perceptions of their contribution to the curriculum are not unavoidable (Fullan, 1999). Kennedy and Kennedy (1996) posit that change is complex and that part of the complexity is teachers’ attitudes in the implementation of change. Shaeffer (1990) agrees with the views above, saying that there is nothing easy about the process of change especially in the field of education, and that change may be conceptualized as a continuous process of adaptation of curricular content, methods and structures to social change (Shaeffer, 1990). From what Shaeffer said, there is no easy way out. People are bound to react to change. These reactions could be at policy level when the change is being conceived or during the

implementation which is when teachers usually react. 'Educational change depends on what teachers do and think - it's as simple and as complex as that' (Fullan, 1991, p.117).

Matoti (2010) points out that the haste with which changes are conceived and implemented, the timing of implementation and insufficient or lack of human, financial and material resources to implement and sustain change, could hinder the implementation as well as create fear and uncertainty in educators. Too many changes can be confusing to educators. For instance, in the case of South Africa, teachers were faced with the implementation of Curriculum 2005, then the Revised National Curriculum Statement, and finally the National Curriculum Statement and all these took place within a short space of time. Curriculum 2005 left teachers bewildered almost stranded, with their values, attitudes, beliefs and practices threatened. It made teachers feel helpless. Most of the teachers were totally lost and did not know what to do (DBE, 2011).

Despite all these changes and reforms, the Department of Education has still not got it right. Teachers as well as the subject advisers are still complaining of one thing or the other. There are still high learner failure rates and dropouts from university (Mahomed, 2004). Teachers as well as subject advisers are of the view that the frequent developments carried out without proper involvement of the stakeholders are responsible for these (Chisholm, 2000; Chisholm, 2003; Jansen & Taylor, 2003). There is every indication that teachers and subject advisers were not actively involved in the curriculum development process that took place. Even if they were involved as the government claims, to what extent were they involved? This and many others are questions that this study sought answers to, in order to establish the extent of stakeholder participation in the curriculum development that took place in the country especially in the Fort Beaufort District in the Eastern Cape. Teachers and subject advisers should be involved from the designing stage through to evaluation. They should also participate at all the levels: district, provincial and national.

Teachers often have the perception that the curriculum is developed “elsewhere” and “handed down to them from the top” (Carl, 2005:223), despite the fact that they function outside the classroom as curriculum committee members in the provincial or national level. What needs to be clarified now is whether the voice of the teacher is heard or consulted in these committees. The teachers participated in these committees in different capacities. Some teachers who are also union members attended these committee meetings as union members and did not represent the interest of the teachers (Chisholm, 2005). Although they are teachers, they were there mainly as politicians. According to the report written by the Organization of Economic Cooperation and Development (OECD) (2008), the unions presented the interests of their unions. One thing is to attend meetings but another issue is who they are representing. Apart from belonging to various committees, there was no continuity in attendance and this had an effect on the resultant design (DoE, 2009).

In a study carried out by McGrail in 2005 on teachers’ perceptions of curriculum change; introducing technology in the classroom in Atlanta, USA, it was found that the psychological effects of change were apparent in the participants’ perceptions of themselves (McGrail, 2005). The teachers he interviewed felt unqualified and expressed their need for on-going training and support in the required skills. From his findings, the teachers were obliged to use the new technology in their teaching without having the power of choice. This indicates powerlessness during top-down curriculum change. They are meant to implement what is handed down to them. The teachers saw their responsibility to be helping the students understand the curriculum.

In the South African situation, a similar scenario is presented. The Department of Education introduced the use of tablets in schools where some learners do not have access to cell phones, electricity and so on. Even some teachers cannot use the computer, much less tablets. There are teachers who call themselves Born Before Technology (BBTs) which should in fact be a disparaging description of those who are completely “wet behind the ears” (very inexperienced) about the use of modern telecommunication technologies (ICT). These teachers require more professional

development and in-service training before they could use such gadgets in the classroom. Teachers cannot be expected to learn how to use educational technology in their teaching after a one-time workshop. Teachers need in-depth, sustained assistance not only in the use of the technology but in their efforts to integrate technology into the curriculum (Kanaya, Light & McMillan, 2005). They feel challenged and at the end of the day it is the learners who suffer. If in the time the curriculum was designed, there had been proper representation of stakeholders; their voice could have been heard. It is no wonder then, that these things are tucked away in some schools because either the infrastructure to use them is not available or the teachers do not have the skills or the learners do not have the ability. That is why participatory curriculum development is good so that every stakeholder's voice will be heard and interest will be considered and there will not be frequent changes taking place.

3.8 Benefits of stakeholders participation in curriculum development

Participatory Curriculum Development aims to develop a curriculum from the interchanges of experiences and information between the various stakeholders in an education and training programme (Taylor, 2003). It also gives a voice and power to the different stakeholders participating. Morrish (1997) explains that without a voice, it is difficult for one to have power. He went further to say that when one is oppressed, one cannot have a voice and that people only feel powerful when they are able to be partners in a process and also are able to bring change. To him this is a participatory process. It is not only a question of having a voice; the voice has to have authority. In this way the voice can exercise power and be influential. Hence the social power of the voice is critical (Chisholm, 2003). Teachers' participation in curriculum development will enable them to have and take responsibility for the curriculum in that if anything goes wrong in the implementation, they will not have anybody to blame. Their participation creates room for ownership.

It is this ownership that empowers them and helps them to develop professionally. Carl (2005) posits that quality teacher involvement is essential not only for the sake of institutional and curriculum development in schools and the country's curriculum,

but also for nurturing the personal and professional growth of the teacher. Fullan (2001b) believes that teachers can have a voice even when the source of change is external. By this he means that as people who play a central role in the implementation of a school curriculum, it does not matter where the change is coming from. According to Fullan (2001), even if the source of change; that is those who initiated it, is external (that is not from within the school), for example from the provincial or national government, organizations or consultants, the teacher must have a voice in it. The importance of this can never be over-emphasized. Teachers as central change agents are primarily responsible for successful implementation of the curriculum. Their voice must be heard not in the corner or background but must be actively heard and listened to.

3.9 Chapter Summary

Chapter three is the second part of the literature review. It reviewed other people's works on stakeholders' participation in curriculum development with reference to teachers and subject advisers' involvement in curriculum development. The review covered issues related to participation namely: areas that stakeholders can participate in during curriculum development, the process followed, and the level where they can participate. The review also looked at categories of teachers and subject advisers that participate in curriculum development as well as their perceptions regarding the process of curriculum development.

CHAPTER FOUR

RESEARCH METHODOLOGY

4.1 Introduction

This chapter presents an overview of the methodology that was used to answer the research questions. McMillan and Schumacher (2001:9) define research methodology as “the way in which a researcher collects and analyses data” while Seal (2004: 53) sees methodology as “how one goes about studying any phenomenon”. In view of these definitions, this chapter presents the paradigm, research design, research approach, population, sample and instruments that were adopted to collect data in this study. It also presents a discussion on credibility and trustworthiness, data analysis strategies, and ethical considerations.

4.2. Paradigms

According to Denzin and Lincoln (2011), paradigms refer to a set of beliefs that guide the research process. They guide how we make decisions and carry out research (Dash, 2005). Paradigms shape how we perceive the world (Denzin & Lincoln, 2011). Joubish, Khurram, Ahmed, Fatima, and Haider (2011) in addition to this, define a paradigm as “a worldview, a whole framework of beliefs, values and methods within which research takes place” (Joubish *et al.*, 2011). Morgan (2007), Denzin and Lincoln (2011) and Creswell (2014) echo this perspective of a paradigm as a worldview comprising a set of assumptions regarding ethics, ontology, epistemology and methodology.

Ethics is the philosophical study of the moral value of human conduct and of the rules and principles that ought to govern it. Ethics asks questions such as: How will I be as a moral person in the world? According to Saunders, Lewis and Thornhill (2009), ethics in research refers to the “appropriateness of your behaviour in relation to the rights of those who become the subject of your work, or are affected by it” (Saunders, Lewis & Thornhill, 2009: 184).

Ontology concerns itself with the nature of reality and the nature of the human being in the world (Mertens, 2010). The basic question in ontology is: what is the nature of social reality (Lincoln, Lynham and Guba, 2011)? That is: is reality single or multiple? It deals with realists who see reality as something out there, as a law of nature which is just waiting to be found (Creswell, 2003. 2007). Some people are critical realists who know that things exist out there but as human beings our own presence as researchers influence what we are trying to measure. Also there are some relativists who believe that knowledge is a social reality, value-laden and only comes to light through individual questions and interpretations (Lincoln, Lynham and Guba, 2011).

Epistemology asks: How do I know the world? What is the relationship between the inquirer and the known? Epistemology deals with 'the very base of knowledge - its nature and forms, how it can be acquired and how it can be communicated to human beings' (Cohen *et al.*, 2007:7). In epistemology, the researcher will like to know if he/she is part of the knowledge or external to it.

The epistemology of the interpretive paradigm is subjectivism. The researcher's view will frame his/her interaction with what he/she is researching and this depends on their ontological view. In that case, if the researcher comes across laws governed by nature, he/she will be objective but, if it was something interpreted by individuals, she was subjective. This was because an interpretive researcher believes that knowledge is personal and unique and that is what gets the researcher involved with the participants in a related situation (Bryman, 2007 and Cohen *et al.*, 2007). And of course it will affect the methodology that will be used for the research.

Methodology focuses on the best means for gaining knowledge about the world. According to Cohen *et al.* (2011) "methods mean the range of approaches used in educational research to gather data which are to be used as a basis for inference and interpretation, for explanation and prediction" (Ololube *et al.*, 2012: 45) Methodology refers to how the researcher goes about finding knowledge and carrying out the research. It is the strategic approach that is applied rather than the techniques and data analysis.

Guba and Lincoln (2005) identify five main types of paradigms. These are: positivism, post-positivism, critical theories, constructivism and participatory or

cooperative paradigms. Positivism deals with experimental testing while Post Positivism is a view that we need context and that context free experimental design is insufficient. Critical Theory is concerned with ideas in relation to an ideology that knowledge is not value free and bias should be articulated and Constructivism that is each individual constructs his/her own reality so there are multiple interpretations. This is sometimes referred to as interpretivism (Creswell 2014, 2007; Mertens 2010; Lincoln et al., 2011).

Mackenzie and Knipe (2006) argue that the choice of paradigm is important as it sets down the intent, motivation and expectations for the research. They further contend that without nominating a paradigm as the first step, there is no basis for subsequent choices regarding methodology, methods, literature or research design. This study was grounded in the interpretive paradigm.

4.3 The Interpretive Paradigm

The study is located in the interpretivist paradigm which aims to characterize how people experience the world, the ways they interact together, and the settings in which these interactions take place (Babbie and Mouton, 2005). Interpretivism denotes an approach to studying social life with the assumption “that the meaning of human action is inherent in that action” (Schwandt, 2001:134). Other researchers, Reeves and Hedberg (2003), for instance, noted that the “interpretivist researcher puts analysis into context and is concerned with understanding the world as it is from subjective experiences of the individual. Interpretivism is concerned with issues of subjectivity and meanings. In this study, the researcher relied on information gathered from participants through the interviews and information deduced from the documents that are analysed.

Instead of surveying large groups, qualitative researchers take a close look at individuals or small groups in naturalistic settings using in-depth case studies to collect rich, detailed information of a qualitative nature through in-depth interviews, observations or interpretations of documents (Van Rensburg, 2001, Babbie & Mouton, 2005). De Villiers (2010) describes interpretivist researchers as: researchers who are concerned with people’s values, reasons and beliefs, which focus on complex human behaviour and are concerned with meaning. This supports

van Renburg's (2001) definition of interpretivists as researchers who reflect an interest in contextual meaning making rather than generalized.

The researcher in this study adopted the interpretivism paradigm which sought an actual reality in a specific situation. It is not governed by law-like regularities rather it is guided through meaning of human agency (Van-Rensburg, 2001; Gray, 2004). For instance in this study the researcher looked at the reality of the issue at hand by exploring the different perspectives of the teachers and subject advisers who were interviewed and made meanings from their responses and developed insights into the situation at hand.

The researcher focused on understanding what happened in a given context in this case the extent of teachers and subject advisers' participation in curriculum development in the Fort Beaufort District. It explores perspectives and develops insights and deeper understanding of a particular phenomenon taking place in a society by collecting qualitative data (Burton *et al.*, 2008). Interpretivism paradigm is a very flexible paradigm in that the researcher gives equal opportunity to the research participants and appreciates the diversity of their ideas. It is democratic in nature in the sense that knowledge is acquired through exploring multiple perspectives of the research participants and the researcher (Burton *et al.*, 2008). Interpretivism enables the researcher to create credibility and trustworthiness by gathering accurate and dense data using triangulation (Burton *et al.*, 2008).

This paradigm enabled the researcher to understand the context-specific and subjective meanings that the participants have about the extent of their involvement in curriculum change and development that took place (Stringer, 2004:20-28). The interpretive paradigm suits this investigation. For the interpretivist researcher, the context in which something happens influences the meaning they make out of it. This then rightly located this study in the interpretive paradigm which supports the view that the world should be studied in its natural setting instead of in controlled laboratory-type experiments and with minimal intervention from the researcher (Cohen *et al.*, 2006). The researcher was not in control of the situation. The study was done in four secondary schools where a total of sixteen participants were enumerated for purposes of the face to face interviews and focus group discussions. The six subject advisers were also interviewed in their offices. The above issues

highlight the characteristics of qualitative research. Also the sample interviewed was very low and selection was done purposively (Creswell, 2013, Lincoln *et al.*, 2011). Looking at this study which investigated the extent of teachers and subject advisers' participation in curriculum development, using purposive sampling enabled the researcher to maximise the range of information collected. To find out the extent of teachers and subject advisers' participation in curriculum development in Fort Beaufort District in the Eastern Cape, the researcher interviewed the respondents as well as perused some documents to get rich, detailed information which was analysed using the qualitative approach.

This paradigm suits this study because with the phenomenon investigated, the researcher could understand what went on in one place at one time and compared it with what went on at different places at different times. The use of interviews to collect data for finding out the extent of involvement of teachers and subject advisers in curriculum change in South Africa, which was the phenomenon investigated, fitted in well with using the interpretive paradigm. Since the number of respondents was small, using the interpretive paradigm enabled the researcher to engage and interact with the participants. The researcher formed part of the research setting and was affected by it. In this study the researcher was personally involved, understood the participants and was able to interpret their responses. Finally, the collected data were qualitative in nature.

4.3.1 Criticisms of the interpretive paradigms

Despite the strengths of the interpretive paradigm, some researchers still feel that it has limitations. This they attribute to the subjectivity of the paradigm and the researchers inability to generalise results from it (Hammersley, 2005). These critics of the interpretive paradigm feel that since the researcher is the main data collector, the researcher's beliefs, values and predispositions can influence the entire process, thereby creating bias. But contrary to this view, the researcher felt that this method suited this study because it enabled the participants freely expressed themselves which according to Cohen *et al.* (2000) creates a situation where the researcher is not in control of what the respondents say or feel. The respondents felt free to explain the extent of their involvement in the curriculum development that took place.

Hussain, Elyas & Nasseef (2013) also criticised the interpretive paradigm for not having a standardised data collection. They argue that the interpretive paradigm does not have a hypothesis developed; rather, the data give all the explanations, and the replication of the findings is more difficult (Hussain *et al.*, 2013). In view of this criticism, the researcher planned not to work with previous assumptions/hypotheses. The researcher actually chose using interpretive paradigm because she wanted to base the findings on the actual responses given specifically by teachers and subject advisers in the Fort Beaufort district in relation to the extent of their involvement in curriculum development. While interviewing them, the researcher made notes as well as used a recorder to make sure that nothing was left out.

Hussain *et al.*, (2013) criticised interpretive researchers for not being able to anticipate all issues instead they deal with them as they arise in the field. These critics expect the interpretive researcher to anticipate issues instead of dealing with them as they come up in the field. To me, this sounds contradictory to the critics' view that interpretive researchers are biased. It is when a researcher goes with preconceived ideas that bias sets in. Interpretive researchers do not have to begin with a theory like the positivists rather they 'generate or inductively develop a theory or pattern of meaning' (Creswell, 2003:7). This study which is an investigation into the extent of teachers and subject advisers' involvement in curriculum development sought an actual reality in a specific situation which is what Gray (2004) advocates.

It is assumed that truth can transcend opinion and personal bias (Schwandt, 2003) since the researchers' focus was mainly on people's perceptions and experiences through which they create their own reality. It is criticised of being inductive rather than deductive but the researcher in this study used multiple methods or triangulation to get in-depth understanding of the issue studied. The triangulation of data sources can reduce the bias and greatly increase validity (Cohen and Manion, 2005).

4.4 Research Approach (Qualitative)

According to Denzin & Lincoln (2011), the qualitative approach is a field of inquiry that crosscuts disciplines, fields, and subject matter. They went further to explain that it has separate and distinguished histories in education, social work,

communications, psychology, history, organisational studies, medical science, anthropology, and sociology (Denzin & Lincoln, 2011). This study was done using the qualitative approach which entailed an interpretive, naturalistic approach to the world. Denzin and Lincoln (2011) highlight that this is a multi-culturally inclined research approach which views the world with a set of ideas, a framework (theory) that specifies a set of questions (epistemology), which are then examined (methodology, analysis) in specific ways (Denzin & Lincoln, 2011). The qualitative approach involves the researcher carrying out the study in the natural settings of the respondents and attempting to make sense of or interpret phenomena in terms of the meanings people bring to them (Denzin & Lincoln 2011) and this is exactly what the researcher did in this study. The respondents were interviewed in their schools and offices, which are places where everyday experience takes place.

According to Berg (2004) cited in Hartley (2011), qualitative research refers to the meanings, concepts, definitions, characteristics, metaphors, symbols and descriptions of things. It lays emphasis on the socially constructed nature of reality while seeking answers to questions that stress how social experience is created and given meaning (Denzin & Lincoln, 2011). In the course of using this approach, the researcher was able to get answers regarding why and how teachers and subject advisers were involved in the process of curriculum development and this addressed the second research question: *How are teachers and subject advisers involved in the process of curriculum development?* Also the researcher made use of this approach because she wanted to get an in-depth understanding of the process used in teachers and subject advisers' participation in curriculum development.

The researcher focused mainly on this issue of the extent of teachers' and subject advisers' involvement in curriculum development. An inductive process is primarily used in qualitative research to analyse the data and this involves organising, analysing and interpreting data that has been collected by the researcher. The high involvement of the researcher in every stage of the data collection is one major characteristic of using this approach. The participants felt free in their natural settings to respond to the semi-structured questions that were asked in the interviews. These yielded naturally occurring data (Silverman, 2006). The researcher analysed the data collected by interpreting the participants' responses and not by developing

any hypotheses to be tested later. In view of what qualitative research seeks to achieve, the design used is easily identifiable and that was a case study.

In this study, using the qualitative approach enabled the researcher to understand the particular phenomenon in its natural setting; in this case the extent of teachers and subject advisers' participation in curriculum development. It gave room for in-depth descriptions and understanding of actions and effects (Cohen *et al.*, 2006). The qualitative approach goes with the case study and the methods the researcher used to gather the data. In this study the researcher welcomed the diversity of different perspectives and began by getting to understand the situation or case as it had happened or was happening and described it accurately.

4.5 Research Design (Case study)

According to Babbie and Mouton (2005), a research design is the design and methodology followed in the study in order to investigate the problem as formulated. Yin (2008) states, "a case study is an empirical inquiry that investigates a contemporary phenomenon within its real-life context, especially when the boundaries between phenomenon and context are not clearly evident" (Yin, 2008:18). Swanborn (2010) adds: "a case study refers to the study of a social phenomenon carried out within the boundaries of one social system (the case), or within the boundaries of a few social systems (the cases), such as people, organisations, groups, individuals, local communities or nation-states, in which the phenomenon to be studied enrolls in the case's natural context..." (Swanborn, 2010: 13) and it was in their natural settings; their schools and offices. In line with this, Gillham (2000), points out that a case study is "a unit of human activity embedded in the real world which can only be studied or understood in real context" (Gillham, 2000: 1) and it can be on an individual, a group such as family or it can be an institution such as a school (Gillham, 2000). The case investigated in this case study is of interest and is given an in-depth investigation within a real life context. On the basis of information from the district and schools, two categories of schools were delineated regarding the depth and sophistication of their stakeholder participation.

Yin (2009) describes case study as an umbrella term for a family of research methods having in common the decision to focus an enquiry around an instance. He argues that Case study research is highly data based and has a high degree of

reliability and validity. With the use of a case study, one can establish the cause and effect of a particular situation. Hence the main design that was used in this study was the case study. This is an approach to educational research that is employed when there is need to gain more knowledge about a contemporary situation in the educational field. It attempts to find out why and how something is done.

Yin, (2009) points out that there are four steps to follow in a research design. Firstly the researcher has to formulate the questions that the research will address. In this case the main question investigated was: To what extent were teachers and subject advisers involved in the curriculum change and development that took place in Eastern Cape? The second step is that the researcher needs to identify the relevant data to be collected that will address the research questions. Also, to collect relevant data, there is need to identify the tools and procedures to be used. Lastly, it is necessary to choose how the data will be analysed. The research design that was used for this study was case study.

In doing this study, the researcher used multiple data sources, the main ones being face-to-face interviews, focus group interviews and document analysis, which is one of the characteristics of a case study. This is very typical of a case study which was the design that the researcher chose. The use of case study enabled the researcher to examine the issue of teachers and subject advisers' involvement in curriculum development in a great deal of depth in order to generate knowledge (Rule & John, 2011). The researcher examined a single case study of four schools and looked at the extent of teachers' and subject advisers' participation and focused on the relations within and around the case which made it as intensive rather than extensive as to get in-depth understanding of the stakeholders' participation phenomenon. The researcher was able to establish the cause and effect of the situation through the interviews that were conducted. This gave insight into the perceptions of teachers and subject advisers regarding the process of participation in curriculum development.

Using the case study to do this research made it possible for the researcher to concentrate on a specific instance or situation (in this case the extent of Teachers and Subject Advisers' Involvement in Curriculum Change and Development) and tried to identify the various interactive processes at work. This was in line with the

description of the case study as a study that examines data in a specific context and investigates contemporary issues as well as real life experiences.

4.5.1 Advantages of case study

One may ask why the researcher has chosen the case study instead of any other design. Using a case study design shed light on other similar cases thereby creating room for transferability (Rule & John, 2011). A case study employs a qualitative method but can combine qualitative and quantitative data and methods of analysis. The use of this design enabled the researcher to carry out an intensive investigation focusing on a single unit using multiple variables. The researcher focused on teachers and subject advisers and investigated on the extent of their involvement in curriculum development in the Fort Beaufort District using face to face interviews, focus group interviews and document analysis. By doing this, the researcher was able to have in-depth knowledge and gave a full description of the issue under investigation. It generated some theoretical insights, added or developed a new theory altogether.

4.5.2 Disadvantages of case study

Like so many things in life, the use of a case study in research has its limitations. According to Creswell (2008), a case study has challenges, one of which is that the researcher must identify his or her case and decide on the boundaries to cover. The researcher also has to consider whether to study a single case or multiple cases. Creswell (2008) emphasises that the study of more than one case dilutes the overall analysis and the more cases an individual studies, the greater the lack of depth in any single case. He is of the view that what motivates the researcher to consider a large number of cases is the idea of being able to generalize the findings.

Some critics insist that case study design lacks a systematic handling of data and systematic reporting of evidence (Lincoln *et al.*, 2011). They attribute this to the fact that there is every possibility of the researcher being biased since the researcher will use the purposive method to choose the participants (Cohen *et al.*, 2000) as well as

being inconsistent, short sighted and unreliable as the information gathered will be based on participants opinion.

But contrary to the criticisms above, the researcher was advised by the principals of the selected schools on whom to interview. The principals know their teachers very well and the ones who would be helpful in the study. Also only those who had accurate and reliable information were selected. With purposive selection made, the researcher presented the criteria needed and the principals suggested the teachers who were interviewed. The researcher also used triangulation to minimise any form of bias. Some of these critics feel that it takes too long and produces a very lengthy report which will be too hard to read. But this is not true because using this design afforded the researcher the opportunity to make meaning and give detailed descriptions based upon descriptions rich with, meanings, contexts and circumstances of actions (Glesne, 1999).

4.6 Research population

A population is described as a group of individuals who possess specific characteristics and from which a sample is drawn to determine the parameters or characteristics (Creswell & Plano Clark, 2007:12; Maree & Pietersen, 2007:172; Singh, 2007:8). The research population refers to the aggregation of elements from which the sample is selected (Babbie & Mouton, 2005). It is the total number of all the people in whom the researcher might be interested (Thomas, 2011). This includes 'the total number of possible units or elements that are included in the study' or 'the totality of people, organizations, objects or occurrences from which a sample is drawn' (Gray, 2004: 82; 403). The population for this study comprised the forty-seven secondary schools and six clusters in the Fort Beaufort district. The participants included the teachers and subject advisers. It is from this population that the sample was drawn.

4.7 Sample and sampling techniques

Sampling refers to "the process used to select a portion of the population for study" (Nieuwenhuis, 2007: 78). According to Babbie and Mouton (2005), a sampling frame is the actual list of sampling units from which the sample or some stage of the sample is selected. According to Rule and Peter (2011), the central feature of a case study is that it does need the participation of everyone. Since it was not possible for

the researcher to interview the entire population of the schools selected, a sample which was part of the larger population was selected to represent the larger population (Creswell, 2008). The following researchers support the idea of sample selection, since it is not feasible to study the entire population (Babbie & Mouton 2010:164; Brynard & Hanekon, 2006:54; Maree & Pietersen, 2007:172; Strydom, 2011b:223-224). The researcher interviewed people who gave more and accurate information. This enabled the researcher to use her judgement in the selection of the participants in relation to certain characteristics or traits (Burton *et al.*, 2008). Gerring (2007) drew attention to the fact that most samples are not exhaustive; hence the use of the term “sample” which refers to ‘sampling’ from a larger population (Gerring, 2007).

In this case the sampling was purposive. Purposive sampling is the idea of the researcher handpicking the cases to be included in the sample (Cohen *et al.*, 2006). According to Babbie (2007), “purposive sampling is a nonprobability sampling in which the units to be observed are selected on the basis of the researcher’s judgement about which ones will be the most useful or representative” (Babbie, 2007: 184). It is also called judgemental sampling. Denzin and Lincoln (1994) cited in Silverman (2010), posit that ‘many qualitative researchers employ ... purposive, and not random, sampling methods.’ They went on to say that these qualitative researchers ‘seek out groups, settings and individuals where... the processes being studied are most likely to occur’ (Denzin & Lincoln 1994: 202).

The researcher used a purposive sampling method to choose the schools that were used for this study making sure that the schools that were chosen cut across the six clusters. Out of the six high school clusters, the researcher chose four schools from four different clusters. The schools comprised an ex-model C high school, a boarding high school, a rural high school and one urban high school. These schools were selected so that there was variety in the mode of management and administration in these schools. The respondents comprised the four principals of the selected schools, four teachers one from each of the selected schools and six subject advisers from the District office. There were also two focus groups formed from the

four schools. There were five and three participants in each group respectively. The availability of these participants was considered hence in one of the schools, there were only three teachers in one of the groups. The researcher made use of gatekeepers such as principals and some management staff to identify the teachers and subject advisers who were interviewed. This was to avoid any bias and also to be sure that the right respondents with useful information regarding the subject investigated were interviewed. Since the principals/ senior management of the school assisted with the selection of the teachers interviewed, they were trusted to give accurate and reliable information.

Using purposive or judgemental sampling in choosing the sample helped the researcher to do so on the basis of her understanding of the population. It enabled her to study a subset of a larger population in which many members of the subset were easily identified. These selected people participated in this study and contributed to advancing the purpose of this study (Rule & Peter, 2011), which was to explore the extent of teachers and subject advisers involvement in curriculum development. The teachers and subject advisers were suitable for achieving this purpose based on characteristics such as position/rank, experience, and relevant knowledge of the issue in question or interest.

As this is a case study, the sample size was not large. The researcher interviewed a total number of twenty-two participants who gave full, in-depth and trustworthy account of the case investigated. The respondents comprised the four principals, four teachers and six subject advisers. There were also two focus groups formed in two separate schools. As mentioned earlier, the principals and senior colleagues acted as gatekeepers by assisting in choosing the teachers and subject advisers who participated.

4.8 Description of the study context

According to Meyer (1983), it is important for the researcher to understand and describe the context of the study very well. Understanding the environment helped

the researcher to contextualise the case. There are forty-seven secondary schools in the Fort Beaufort District and six clusters. The study was done in four public schools which were selected from the six clusters. The schools selected for the study were an ex-model C school, an urban school, a boarding school and a rural school. This was done to ensure that different categories of schools were included. After the researcher sought permission from the district office, the researcher then went to the schools and obtained permission from the principals as well as arranged the interview schedule with them.

4.9 Access to participants

Before carrying on with this research, there was need to get an introductory letter from the University to the Fort Beaufort Education District Office stating the purpose of the research. The researcher took the letter to the District officer in charge, who then gave the researcher permission to proceed to the schools. At the school level, the researcher asked permission from the principals. As gatekeepers the principals selected the participants who gave appropriate information that helped the study. Also the researcher agreed with the principals on the dates for the interviews. The following steps were very important for the researcher to follow. At the District office, the researcher went to the Director who then asked one of the Chief Education Specialists to select six subject advisers from various areas.

4.10 Data collection instruments

A number of specialized techniques for data collection were employed. They included face-to-face interviews, focus group discussions and document analysis. One of the principles highlighted in the study done by Yin (2009, 2014) with regard to designing a case study is the use of multiple sources of data. Creswell (2008) supports this by saying:

Multiple realities exist in any given situation: the researcher, those individuals being investigated, and the reader/audience interpreting the study... the

qualitative researcher needs to report faithfully these realities and to rely on the voices and interpretations of informants. (p.12)

The view above explains the fact that the realities involved in a research process are rarely one-dimensional; rather, it involves the use of multiple sources through multiple methods in investigating the case and providing an understanding of the situation through a thick, rich description.

4.10.1 Interviews

Some researchers such as Seidman (1998); Cohen, Manion and Morrison (2000) and Henning et al. (2004) cited in Rule and John (2011) hold the view that the interview has been the most popular method in qualitative research and it is often used in case studies. Bassey, (1999) also shares the same view. Interviews involve one-on-one discussions between a researcher and participants. It is 'a guided conversation initiated by the researcher for the specific purpose of obtaining research-relevant information (Creswell, 2007) and focused by the content specified by objectives of systematic description, prediction or explanation (Cohen *et al.*, 2007).

Through interviews, the interviewer gets access to what is inside the interviewee's head, thereby being able to measure how much information and knowledge the interviewee has, his/her preferences, perceptions, attitudes and values (Creswell, 2003). Interviews can be structured, semi-structured or unstructured. They can take different forms including: individual, face to face interview and face to face group interviews.

The researcher used semi-structured face to face interviews to collect the data. The semi-structured interview is a flexible type of interview in which the interviewer does not follow a formalized list of questions. The flexibility of the structure enables the interviewer to probe into details or discuss issues. It allows new ideas to be brought

up during the interview. It is conducted with a fairly open framework which allows for focused, conversational, two-way communication. As a two-way communication, both the interviewer and interviewee can ask each other questions (Denzin and Lincoln, 2005).

The interviewer used the semi-structured questioning method to collect data on the involvement of teachers and subject advisers as well as the process used in the curriculum change that took place. The researcher thought of specific topics such as stakeholders' level of participation, voice and power that she explored during the interview and put them down. The interviewer had an interview guide prepared which was an informal grouping of topics and questions that the interviewer used in different ways with different participants. She was able to get this directly from the sampled participants in a systematic manner (Schurink, 2000). The interviewer was able to also compare the information collected. The information collected had the potential to lead to the discovery of new aspects related to the topic under investigation (Bless *et al.* 2006; Leedy & Ormrod, 2005; Rossoun, 2005; Schurink, 2000).

The use of semi-structured interview enabled the interviewer to reconstruct her own experiences with the topic that was studied. By this, the interviewer knew the interviewee's perspectives. As Fontana and Frey (2000) rightly said, "interviewing is one of the most common and powerful ways in which we try to understand our fellow human beings" (Fontana & Frey, 2000:645). It enabled the researcher to deduce the meaning the interviewee was trying to make by giving account of his/her experiences.

4.10.1.1 Face-to-Face Interviews:

According to Yin (2003), "interviews are an essential source of case study evidence because most case studies are about human affairs. The human should be reported and interpreted through the eyes of specific interviewees and well informed respondents can provide insights into a situation" (Yin, 2003: 90). The use of

interviews enabled the researcher to identify key informants (in this case the principals, teachers and subject advisers) who had inside knowledge of the issue at hand and interview them. The researcher asked the respondents questions, collected data and learned about the ideas, beliefs, views, opinions and behaviour of the participants (Maree, 2007). Their responses gave insights into teachers and subject advisers' participation in curriculum development. Through the use of interviews, the researcher was able to find out the different areas and issues of curriculum development that teachers and subject advisers were involved in, as well as the process used in the curriculum development. The information from these respondents was critical as they enhanced the validity of the conclusion drawn (Anderson, 1990). Within this broad area, there was need to identify focus groups and hold meetings with them in a structured manner.

4.10.1.2 Strengths of interviews

One major advantage of using interviews is that it gives the researcher the opportunity to have direct interaction with primary participants (Creswell, 2014). It creates a kind of rapport between the respondents and the researcher and this made them relaxed enough to express themselves freely too. It gives the respondents the freedom to express their views in their own way. According to Polkinghorne (2005), through interviews, a researcher gains a full and detailed description of a phenomenon from the interviewee's perspectives. The researcher achieved this by rephrasing, reordering, and clarifying the questions to the respondents if they did not understand them. Kaplan (2005) supports this by highlighting the fact that interviews are not bound by a rigid set of questions, but they should elaborate on what is being asked especially if the question is not clear or well-understood. The researcher is able to probe further through the use of open-ended questions (Cohen *et al.* 2007). This method was found to be reliable because the interviewer was able to observe and read the body language of the interviewees during discussions, thereby acquiring a perspective of how the interviewee must have felt towards the issue under investigation (Cohen *et al.* 2007).

4.10.1.3 Weaknesses of interviews

Despite the good points raised about the use of interviews, there are some weaknesses which some researchers have raised about them (Babbie, 2012). Some researchers express the view that the presence of the interviewer affects interviewees in the sense that they may want to please the interviewer by saying what they feel he/she wants to hear (Babbie, 2012). These critics are of the view that the presence of the interviewer may intimidate the interviewee. But contrary to this view, the researcher felt that getting close to these respondents and familiarising herself with them before the interview made them relaxed and they expressed themselves freely too. If a question is poorly framed, as the case may be, the interviewee may misinterpret it and give a completely wrong response to it. But in this study the researcher shared the questions with colleagues in the department as well as the supervisor who gave constructive comments before the researcher left for the field.

Polkinghorne (2005) posits that people do not always have complete access to their experiences and that there is limited capacity to do this. He feels that, because the experience being narrated is not directly observed by the researcher, he/she greatly depends on the ability of the respondents to reflectively discern aspects of their own experience and to effectively communicate what they discern by using a language in which some of them may not be very fluent and competent. He concludes by saying that, at times, when one reflects on an experience, there is a tendency to change the account of the experience. Some respondents may narrate what they feel the interviewer wants to hear but the researcher needs to verify this through the use of triangulation (Lincoln *et al.*, 2011).

Another weakness of interviews, which some researchers have pointed out, is the issue of cost and time (Creswell, 2003). They are of the view that interviews are expensive and time consuming. The researcher was able to overcome this weakness by using a tape recorder to record the interviews and later transcribed

these tapes for analysis. Instead of the interviewer jotting down notes and going back and forth to get what the interviewee is saying, the interviewer concentrated on their conversation while the tape recorder recorded the discussion. Also the researcher saved time in a semi-structured interview by asking the same questions and improving on the conversations as the interviews progressed (Babbie, 2013).

The researcher prepared very well before carrying out an interview and her interpersonal skills and communicative competence were sound. The researcher had pre-set questions for semi-structured interviews and this was followed by more questions that arose as the discussion progressed (Rule & John, 2011). The questions that were asked were based on a set of topics and themes which the interviewee responded to in his/her own way. The semi-structured interview adopted a flexible approach which enabled the respondents to express themselves freely.

The specific topic or topics that the interviewer explored during the interview were considered well in advance. The researcher started with a general, open-ended question. The researcher conducted face to face in-depth interview with the sampled participants.

As a summary to all these, Yin (2003), opines that

“Overall, interviews are an essential source of case study evidence because most case studies are about human affairs. The human affairs should be reported and interpreted through the eyes of specific interviewees and well informed respondents can provide insights into a situation” (p.90)

4.10.2 Focus Group Discussion

A focus group discussion is similar to face to face interviews. The only difference is that, instead of soliciting information from one person, the researcher is interested in

gathering views, opinions, experiences, thoughts and feelings in small group discussions (Babbie, 2012). It was a group interview which the researcher moderated properly; making sure that there was no intimidation and also gave equal opportunity to all the respondents to air their views on the subject matter (Rule & John, 2011). The researcher posed broad questions about the topic of interest first, then later facilitated the group discussions with probing follow up questions. There were 3 and 5 teachers respectively in each group with diverse views and perspectives. The researcher used “a purposive and convenient sampling technique” to select the participants in the focus groups because she also had to consider their convenience and availability (Babbie & Mouton, 2010:192-193; Creswell & Plano Clark, 2007:112; Strydom & Delport, 2011: 392). The teachers from the ex-model C school formed one group while the teachers from the rural school formed another. This resulted in a diversity of ideas and information. The respondents built on each other’s ideas and this helped to widen their individual views. The focus groups comprised selected teachers, who were not among the respondents that were interviewed individually.

The researcher made sure that the composition of the focus groups was a rich one. She chose those who had experience of the issue studied ensuring that there was variation in terms of subject areas and years of experience in teaching using “maximum variation strategy” with the aim of getting rich information (Babbie & Mouton, 2010: 166; Creswell & Plano Clark, 2007:112). They were also willing to share their views, opinions, feelings and thoughts on the participation of teachers and subject advisers in the curriculum development that took place in the Fort Beaufort District in the Eastern Cape. They were not coerced and the environments for these group discussions were cordial such that the participants were able to speak freely.

4.10.2.1 Advantages of Focus Group Discussion

There are advantages to using focus group discussions. The researcher was moderator and kept the discussion under control. As moderator, the researcher

asked the questions, and ensured that each member of the group got the chance to contribute. The researcher moderated the sessions efficiently, making sure that no participant was intimidated in any way, since there were bound to be conversations, debates and arguments. Through these the groups, she acquired new insight into the respondents' beliefs and views. Through the focus group discussion, the researcher concentrated on the areas and topics listed in the discussion guide. This encouraged group discussions and interactions with the participants and widened the range of responses. It enabled the researcher to explore the opinions and attitudes of persons on particular topics (Ellis *et al.*, 2010). This gave an opportunity to the group members to react and interact with each other. The participants responded to each other's comments. They also asked questions to clarify issues. The researcher also got useful insights through non-verbal expressions such as gestures and stimulated activities.

A focus group discussion is neither rigid nor static. The moderator was flexible to allow change, in order to facilitate the discussion. Through free and open discussion among the respondents, they were able to generate new ideas which were very useful in making educational decisions.

The researcher took notes in addition to the record on tape. This enabled the researcher to replay the discussion later to better understand the research findings.

4.10.2.2 Disadvantages of Focus Group Discussion

According to Kvale and Brinkmann (2009), the researcher may encounter problems while using focus group discussions if he/she is an inexperienced moderator. There is every possibility that some participants may try to dominate the discussion if the moderator does not control it well. This may result in the researcher having interview transcripts that are chaotic. The participants may feel reluctant to talk in a group or share some sensitive ideas and concerns publicly. The number of participants in a focus group is a small sample size and the heterogeneity of individuals, may make the findings inadequate to make projections.

However, in this study, the researcher was experienced, and had good interviewing skills. The researcher was the moderator and was in full control of the discussion. The discussion was facilitated efficiently, as the researcher made sure that no participant dominated it. The composition of the focus groups did not give room for any intimidation. Participant took turns to make contributions freely. Despite the fact that the number of participants in each group was low, the groups were made up of participants from various fields. Hence, the information gathered from the discussions was rich. They were in their natural settings and felt comfortable to share their views.

4.10.3 Document analysis

Document analysis was another source that was used to collect data. The researcher did close readings of the various documents relating to teachers and subject advisers' participation in curriculum development. It was used to complement interviews and enhance accountability, hence the documents were not analysed in detail as substantive evidence (Lincoln *et al.*, 2011). The researcher negotiated in advance for these documents to be made available. The researcher collected several documents from the district office and other respondents who dealt with teachers and subject advisers' participation in curriculum development and its implementation in the country. These documents/reports revealed the gaps in implementation when compared with the data collected using other tools. The researcher spent time scrutinizing these materials.

In analysing these documents, the researcher compared the information collected from the other sources to ascertain whether they were in line with what the documents say. It contributed to triangulation, enrichment of research findings supported through a variety of qualitative research methods (Janesick, 2000 & Richardson, 2000) and as a complementary strategy to face to face interviews and focus group interviews. This contributed to the trustworthiness of the data and gave credence to the assertions and findings of the research (Fine, Weis, Weseen & Wong, 2000). The researcher was also able to uncover meanings, get insights and

develop deeper understanding. This is what Rapley (2007) calls “reading against and with the grain of a text” (Rapley, 2007:113).

According to Rule and John (2011), it is important that the researcher read the documents several times for the following reasons:

- for relevance and to identify gaps in the set of documents
- for an overall understanding of the case
- for identifying major issues and themes (content and thematic analysis)
- for developing a chronology of events or history of the case
- for confirmation/triangulation of data/findings from other sources
- for identifying field questions to be pursued in further data collection

The documents that were collected included the following:

- Minutes of staff meetings in the schools and at the District Office. From the minutes of the staff meetings, the researcher was able to see the various times that the issue of staff participation and involvement in curriculum development came up. The minutes also revealed the issues discussed in this context and the staff who participated. It also showed feedback on the meetings and workshops they attended. There were records of meetings that the CESs, DCEs and SESs held, as well as reports on their various activities.
- Personal records (dairies/journals) of the teachers and subject advisers. The teachers and subject advisers kept personal journals and diaries which they shared with the researcher. In these documents, they expressed their feelings at different times about the phenomenon in question. Some kept records of such events/activities and the roles they played.
- Annual Reports and Policy documents from the district office. The researcher got some insight on teachers’ and subject advisers’ participation in curriculum development. The documents clarified the various categories of teachers and subject advisers, their involvement in curriculum development and the process used to contact them. The documents also highlighted the various curriculum developments that have taken place as well as the different

policies established by the Department of Education regarding the phenomenon under study.

4.10.3.1 Types of documents

The researcher analysed both primary and secondary sources of data (Creswell, 2007). Some of the documents that were analysed were government policy documents, official records and reports, personal documents and physical materials already present in the research setting. Primary sources such as minutes of staff and departmental meetings,, policy documents and circulars were analysed by the researcher to establish the extent of teachers and subject advisers' participation in curriculum development. Also, secondary source documents written after an event which the author had not personally witnessed, such as textbooks and research reports were analysed. The policy documents highlighted the policy issues in place regarding teachers and subject advisers' involvement in curriculum development. These sources enhanced the triangulation of sources and data.

4.10.3.2 Steps in appraising documents

There were a few things that the researcher checked before making use of the documents. These are: established authenticity, established reliability, awareness of the legalities and how to analyse the documents (McCulloch, 2007).

4.10.3.3 Establishing authenticity

Using what has been outlined by McCulloch (2007), the researcher made sure that the information in the document was authentic by confirming the author, date of publication, source of information, who it was meant for and why it was published. A genuine document must have these information. If not, the researcher has to be careful in reporting any information from such documents. The researcher determined whether the evidence in the document was genuine by establishing if the author was credible as suggested by McCulloch (2007).

4.10.3.4 Establishing reliability

McCulloch (2007) points out that another area that the researcher has to be careful with before using any document is to check how reliable the document is. There is need to confirm who the author is and if he/she is giving an eyewitness account. Knowing the position of the author is also necessary to determine whether the author is biased because he/she may have reported what will give his/her organisation a good name (Creswell, 2003). The researcher looked for enough evidence to show that she can have confidence in this author. Again, out of ignorance, the author may misinterpret something, thereby misrepresenting the information or he/she may even intentionally conceal information. The researcher made a careful study of the documents so as to determine the sources.

4.10.3.5 Legalities

The researcher was aware that there are some legal implications in using certain documents (McCulloch, 2007; Resnik, 2011). She checked for copyright issues such as whether: any part of that document can be published/reproduced. In the course of analysing the document; the researcher may come across information in the document which is confidential and may have negative implications for some people in the organisation. The researcher is expected to keep the information confidential and not disclose it, as going contrary to this is a breach of contract. The information, if disclosed, may cause some people to lose their job (McCulloch, 2007; Renisk, 2011). This is a kind of hindrance for the researcher, but he/she has to comply. The researcher is not there to be a whistle blower neither is he/she there to expose anybody (McCulloch, 2007). Moreover, the researcher will not want to jeopardise the chances of future researchers who may wish to collect data from such organisations so she will not publish any information that will incriminate the author of such a document.

4.10.3.6 How to analyse documents

Document analysis is the systematic examination of instructional documents such as syllabi, assignments, lecture notes and course evaluation results in order to identify instructional needs and challenges and then describe an instructional activity. The

focus is mainly on critical examination and not just a description of the document. The raw data collected from the documents was analysed thematically checking for issues of reliability.

The researcher took the following steps to analyse the documents:

- The researcher described the texts. The researcher spent time reading and understanding the document very well.
- The researcher identified the information she needed to get from the documents to either complement the other data collected or to verify some information already gathered. This she did by developing some central questions, alongside the research questions.
- The researcher determined the purpose of the document. It was necessary as this acted as a guide to the researcher on how to make use of the document, either to solely agree with the content or sieve and take relevant information.
- The researcher developed documentary analysis criteria; drawing up what she actually needed from the documents.

4.10.4. Measures of credibility and trustworthiness of data

Rule and John (2011), describe trustworthiness as an alternative to reliability and validity. According to Lincoln *et al.* (2011) this enhances the 'transparency and professional ethics which a qualitative research requires to gain the level of trust and fidelity within the research community (Rule & John 2011). Trustworthiness promotes the idea of scholarly rigour, transparency and professional ethics to be observed in qualitative research (Rule and John, 2011). Alongside this, Guba (1981) went further to suggest that to carry out a successful qualitative study, the concept of transferability, credibility, dependability and confirmability must be observed so that the result of the study will be regarded as having high quality and also trusted. By transferability, he means an alternative to generalisability while credibility refers to the extent in which a study has reached the fullness and essence of its reality (Creswell, 2013, 2014). Hence credibility tends to measure if the study has achieved what it was stipulated to achieve. He sees dependability as a substitute for reliability while confirmability refers to the idea of the researcher being objective while carrying

out the study. The researcher's influences and biases were checked while the research was being done. All these ethical issues were observed in this study.

The different methods used in this study and various participants involved, helped the researcher to obtain credibility and trustworthiness. The sample size of respondents assisted the researcher to capture the quality of people's interpretations, definitions, meanings and understandings. There was triangulation of the data collected from the different respondents by means of different methods and this reflected different perspectives; thus, the validity of the findings was enhanced (Rule & John, 2011; Elliot, 1991). The researcher was able to describe and explain people's responses from the point of view of those involved in the research. Also the use of member checking promoted the credibility of the study (Guba, 1981).

The researcher employed different techniques to ensure the credibility and trustworthiness of the data collected as well as the findings by using triangulation, pilot testing, and member checking.

4.10.5 Triangulation of Data Collection

Triangulation involves making use of multiple methods or perspectives to help produce more comprehensive findings (Kuper, Lingard, & Levinson, 2008). In this study the researcher triangulated the data by collecting data from different sources such as the principals, teachers and subject advisers. Apart from triangulating the data, the researcher also triangulated the methods for collecting different types of data; for instance, by using face to face interviews, focus group discussions and document analysis. Denzin and Lincoln (2005) along point out that:

Triangulation, or the use of multiple methods, is a plan of action that will raise sociologists (and other social science researchers) above the personal biases that stem from single methodologies. By combining

methods and investigators in the same study, observers can partially overcome the deficiencies that flow from one investigator or method”(p.236).

Denzin and Lincoln (2005) justify this further by saying that:

The use of multiple methods, or triangulation, reflects an attempt

to secure an in-depth understanding of the phenomenon in question.

Objective reality can never be captured. Triangulation is not a tool or a strategy of validation; but an alternative to validation. The combination of multiple methods, then, is a strategy that adds rigour, breath and depth to any investigation (p. 2).

Rule and John (2011), support the above definition of triangulation by adding that qualitative researchers view triangulation as “a vehicle for achieving high quality, rigorous and respectable research” (Rule & John, 2011). Looking at Denzin and Lincoln’s (2005) definition above, the use of this strategy will enhance credibility, transferability, dependability and confirmability of this study (Denzin & Lincoln 2005). This will involve the researched and researcher operating in conjunction with one another, serving as monitors for each other and themselves. The researcher used triangulation in the following ways: multiple data sources (that is from teachers, principals and subject advisers who were from the four selected schools), data collection strategies and multiple tools, namely face-to-face interviews, focus group interviews and document analysis.

4.10.6 Data analysis

Gibbs (2007), cited in Daymon and Holloway (2011), described data analysis as a process of organizing, structuring and constructing meaning from the data collected. It begins by using analytical procedures to transform the data into something meaningful, thereby gaining understanding. It is a dynamic and creative process. Ololube and Kpolovie (2012) further describe data analysis as a process of systematically organizing the materials collected and bringing meaning to them so that they tell a coherent story and then present this meaning in a way that enables others to share in the findings. Through analysis researchers attempt to gain deeper understanding of what they have studied and continually refine their interpretations. Researchers also draw on their firsthand experience with settings, informants or documents to interpret data (Creswell, 2003). Analysis of the data in this study was comprehensive, and employed a wide range of procedures commonly used in educational research. Content analysis was necessary for analyzing the predominantly qualitative data collected. This process started immediately after collecting all the data (Babbie & Mouton, 2010; Schurink, Fouche & De Vos 2011; Singh 2007)

According to Flick (2008), to analyse data means to transform that data because it is usually voluminous and this is “processed through analytic procedures, into a clear, understandable, insightful, trustworthy and even original analysis” (Flick, 2008: 1). The aim is to attain a condensed and broad description of the phenomenon, and the outcome of the analysis will be concepts or categories describing the phenomenon. According to Glesne (1999) data analysis is a way of organising data in themes or along research questions. The researcher analysed the data, categorised them and looked for the relationship and grouped them. In this study, the researcher managed and organised the data. This was done by closely reading all the collected data, organising and transforming them into transcript form to make it more understandable, easily retrievable and managed.

This is done in different phases in both inductive and deductive data analysis. There was a preparation phase, an organising phase and a reporting phase. The researcher selected the units of analysis which were words and themes. Again the

unit could be made up of manifest content and latent content. Latent content emphasises silence, sighs, laughter, posture, etc (Burns & Grove, 2005).

In the organising phase, the researcher made sense of the data collected and thereby learned “what was going on” (Morse & Field, 1995). According to Dey (1993), the researcher has to bear the following questions in mind when reading the data:

- i. Who is talking?
- ii. Where is it happening?
- iii. When did it happen?
- iv. What is happening?
- v. Why?

These questions enabled the researcher to be completely involved with the data which was why the written material was read through several times (Burnard, 1991; Polit & Beck, 2004). It is necessary for the researcher to become very familiar with the data in order to gain insight (Polit & Beck, 2004). In inductive content analysis, the researcher organises the data and this involves creating categories and abstraction. Robson (1993), Burnard (1996) and Polit and Beck (2004) define abstraction as a general description of the research topic through generalising categories. The data collected from the teachers were analysed separately from that from the subject advisers.

Another phase in the data analysis was listening to the recorded tapes and transcribing them. The researcher listened to the audio recordings as soon as possible after the interviews. The researcher transcribed the interviews and typed up all the notes made during the interviews. During transcription, the researcher made judgements about the interactions, gestures and facial expressions. The participants' words were typed exactly as they were spoken. Later the researcher analysed and put them into themes.

It is also a way of testing theoretical issues to enhance understanding of the data. During data analysis the researcher was able to make valid inferences from the data to their contexts so as to provide knowledge, new insights, a representation of facts and a practical guide to action (Mehra, 2002). She also used her own reasoning to make sense of the data.

Because of the importance of data analysis, it was necessary to take adequate care while processing these data at the different stages. The researcher organised the data collected according to the research questions. Working with the data, the researcher described, created explanations, and linked the responses. To do so, the researcher categorized, synthesized, searched for patterns, and interpreted the data collected.

Robson (1993) supports this by adding that:

Analysis is necessary because generally speaking, data in their raw form do not speak for themselves. The messages stay hidden and need careful teasing out. The process and products of analysis provide the basis for interpretation (p. 305-306).

Data analysis in qualitative research takes the inductive approach to make inferences from the interviews and document analysis. The researcher began by collecting the facts to identify reasonable conclusions and assertions that were made (Babbie, 2007). The researcher was conscious of the issues of trustworthiness and validity throughout the research.

As highlighted in Glesne's description of data analysis, it is a process that begins from the time of data collection, through steps such as writing memos to yourself, developing analytic files, applying rudimentary coding schemes, writing monthly

reports to enable one learn from and manage the information one is receiving. This convinces the reader that adequate steps were followed before the resulting assertions and generalizations were made. The aim of following adequate steps in data analysis is to make the key linkages and weave them into a conclusive and warranted argument (Erickson, 1986: 147). With the foregoing, Taylor and Bogdan's (1998) assertion that:

Data analysis is a dynamic and creative process. Throughout analysis, researchers attempt to gain a deeper understanding of what they have studied and to continually refine their interpretations. Researchers also draw on their first-hand experience with settings, informants or documents to interpret data (p. 141)

4.11 Pilot trials

Pilot testing is a mini version of the full scale study. Piloting helped to ensure that a concept or theory worked as envisioned. It played a vital role in the development of the study. By providing a preliminary sketch of the research design and probable outcomes, the pilot study allowed the researcher to deal with potential issues that arose in the actual study. Before carrying out a study, it is always advisable to pilot the instruments that will be used first. This gave the researcher the confidence to administer the instruments. The piloting was done on a similar but smaller target group. Davies (2007) highlighted the fact that the essence of piloting is for the researcher to find out if the research process will give the researcher what he/she needs.

One benefit of piloting was that it enabled the researcher to detect errors, correct and adjust the instrument used. If there was any ambiguity in the sentence construction, this was also detected and corrected. The researcher was able to amend, adjust and tighten the research instruments. Yin (2009) adds to this by saying that "it helps the investigator to refine his/her data collection plans with

respect to both the content of the data and the procedures to be followed” (Yin, 2009, 2014).

4.11.1 Steps followed in piloting

- The researcher decided on the sample size as well as the schools used for piloting.
- The researcher also tested the consent forms to see if the procedures outlined were suitable.
- Unnecessary and repetitive elements in the design were removed.
- The data collection tools were piloted too and the researcher took note of how long it took.

4.11.2 Expected insights from piloting

Piloting made the researcher feel confident with the instrument she was going to administer for the study. Davies (2007) stresses the fact that by the time the researcher completes the pilot stage, he/she will be assured that the language and phraseology used in the instrument will be understood by the respondents. This was really the case in this research.

4.12 Member checking

Member checking involves verifying accounts with the respondents. It added credence to the data collected as well as the result of the findings. The researcher took the word processed transcriptions from the tape-recorder back to the respondents for verification and confirmation of the information. They checked if the researcher interpreted what they said correctly. Guba and Lincoln (2005) refer to this as credibility. According to Babbie and Mouton (2005), this enables the researcher to “assess the intentionality of respondents” (Babbie and Mouton 2005: 277) as well as “correct obvious errors and provide additional volunteer information” (Babbie and Mouton 2005: 277). This exercise added to the credibility of the study by availing the respondents the opportunity to verify the accuracy of what was written about them (Rule & John 2011). They went further to explain that member checking helps to

improve the accuracy and completeness of data generated. This is ethical in that it gives the respondents the opportunity to make amends or remove comments which they were not comfortable with. Using this technique was very important in that it established further the credibility of the data collected. .

4.12.1 Benefits of using member checking

Cohen and Crabtree (2006) listed the following as the positive aspects of member checking. Member checking:

- Provides an opportunity to understand and assess what the participant intended to do through his or her actions.
- Gives participants opportunity to correct errors and challenge what are perceived as wrong interpretations.
- Provides the opportunity to volunteer additional information which may be stimulated by the playing back process.
- Gets respondent on record with his or her reports.
- Provides an opportunity to summarize preliminary findings.
- Provides respondents the opportunity to assess adequacy of data and preliminary results as well as to confirm peculiar aspects of the data.

4.12.2 Some problems with member checking

Contrary to the benefits of using member checking highlighted above, Morse (1994), Angen (2000) and Sandelowski (1993) are of the view that using member checking to establish the validity and trustworthiness of a study has some problems associated with it. They are of the opinion that member checking relies on the assumption that there is a fixed truth of reality that can be accounted for by a researcher and confirmed by a respondent; hence, stressing the fact that in an interpretive study, understanding is co-created by both the researcher and the respondent and that there is no objective truth or reality to which the results of a study can be compared. They went further to highlight the fact the process of member checking may lead to confusion rather than confirmation due to the fact that participants may change their mind about an issue either because of the impact the

interview has had on them or there have been new experiences since the time of contact. *Subsequently*, they resolved that the following are the problems which the researcher may encounter in using member checking:

- Respondents may disagree with researcher's interpretations. Then the question of whose interpretation should stand becomes an issue.
- Both researchers and members are stakeholders in the research process and have different stories to tell and agendas to promote. This can result in conflicting ways of seeing interpretations.
- Respondents struggle with abstract synthesis.
- Respondents and researchers may have different views of what a fair account is.
- Respondents strive to be perceived as good people; researchers strive to be seen as good scholars. These divergent goals may shape findings and result in different ways of seeing and reacting to data.
- Respondents may tell stories during an interview that they later regret or see differently. They may deny such stories and want them removed from the data.
- Respondents may not be in the best position to check the data. They may forget what they said or the manner in which a story was told.
- Respondents may participate in checking only to be 'good' respondents and agree with an account in order to please the researcher.
- Different respondents may have different views of the same data

4.12.3 Suggested solutions to the problems with member checking

In view of the problems highlighted in the use of member checking in this study, the researcher came up with the following solutions:

- The researcher came to an agreement with the respondents on the correct interpretation of the response given.
- The researcher went back to the respondents for confirmation of interpreted data.

- The researcher was face to face with the respondents and elaborated the records for them to understand.
 - Further discussions clarified what constitutes a fair account.
 - The respondents did not have to please the researcher. They did not need to pretend, since their identity would not be published.
 - As a qualitative research, the respondent had the right to withdraw any information that he/she was not comfortable with and the researcher did not bear the respondent any grudge.
 - This problem was resolved by the researcher playing back the recorded interview to the respondents to refresh their memory.
1. The respondents knew and understood what was involved in the research. They did not have to please the researcher by saying what was not correct. Their rights as respondents were explained to them.
- The researcher consolidated all the responses and reached a common conclusion which captured each respondent's view.

4.13 Ethical consideration

As this study involved people who gave their views and opinions on the issue investigated, it was proper for the researcher to follow the right procedures. In consideration of the ethical issues in the department of education, appointments were made in advance and the research participants were made aware of the nature of the research to be conducted and its purpose. This had to be done from the planning stage to data collection and reporting. The respondents were made aware of the nature of the interview, what they were expected to do and what would be done with the data collected. There was need to explain that the study was for educational/academic reasons. The researcher made sure that individual rights were not infringed upon. The principles of confidentiality, anonymity, right to privacy, and so on were considered. The researcher stressed the issue of confidentiality of the data collected and ensured that the data collected, for example by using recorded

tapes was secure. There was no misrepresentation of information. The researcher was honest enough to go back and share the information collected for the sake of clarity. At the end, after writing the report, the findings have been made available should they be requested.

4.13.1 Protection from harm

The researcher needs to assure the respondents of protection from any harm. Where anonymity was required, the researcher ensured it, especially if it was agreed upon from the outset (Flick, 2008). If any respondent reveals any information that may be incriminating the researcher must make sure that he/she is protected. It was necessary for the researcher to look for any slight danger which may harm the respondent and guard against it (Babbie, 2007). There is need for the researcher to be sensitive and tactful in dealing with the feelings of the respondents about some questions. The researcher gave the respondents the assurance that the information they gave would be kept safely and treated as anonymous.

4.13.2 Informed consent

According to Babbie (2007), informed consent is “a norm in which subjects base their voluntary participation in research projects on a full understanding of the possible risks involved” (Babbie, 2007: 64). The researcher followed full ethical procedures by obtaining permission from the university, the District office and the institutions that were used. The principals of the schools that were used for this research also were contacted and permission sought. The respondents also gave their consent to take part in the interview. They understood the purpose and nature of the research. They were not coerced into doing it and there was no deception.

4.13.3 Confidentiality and anonymity

Babbie (2007) explains that “anonymity is guaranteed in a research project when neither the researcher nor the readers of the findings can identify a given response with a given respondent” (Babbie, 2007: 64) while confidentiality is guaranteed “when the researcher can identify a given person’s responses but essentially promises not to do so publicly (Babbie, 2007: 65). Christians (2011) emphasises the

fact that where issues of confidentiality and anonymity are required, the researcher has to protect people's identities and those of the research location (Christians, 2011). The researcher assured the respondents of confidentiality. The researcher made sure that any information gathered which was supposed to be confidential was kept so, to avoid the respondent being in trouble. Silverman (2010) emphasises this, saying that "the confidentiality of information supplied by research subjects and the anonymity of respondents must be respected" (Silverman, 2010: 55).

4.13.4 Voluntary participation

It was made clear to the respondents that their participation was voluntary and no respondent was coerced into taking part in the research (Silverman, 2010). The researcher also explained to them that they could withdraw their participation at any time and for any reason. Silverman (2010) further to explain that consent has to be freely given in order to be valid. They were told about the duration, methods, possible risks and the purpose or aim of the study.

4.14 Gaining entry

To gain entry, the researcher held consultations with the school management and relevant interest groups to apprise them of the proposed study and obtain the necessary clearances. First of all the researcher completed a form from the Department of Education after which she got an Ethic Clearance letter from the University of Fort Hare. This was taken to the district office where permission/clearance was obtained to proceed to the schools.

4.15 Chapter summary

This chapter described the methodology employed in carrying out the present study. The chapter started by clarifying the links between the research approach and the research questions and went on to define the key theoretical and conceptual issues relevant to the methodology. Then the research design was presented and justified and the study population identified. The considerations for selecting the sample from the population were detailed. The chapter then turned attention to the actual study context and described the instruments and tools of the research, the data and how

they were collected and the methods of analysis. Particular attention was paid to the interview procedures and the different aspects were clearly justified and their weaknesses highlighted. The chapter ends by drawing attention to the ethical considerations for the research and the procedures followed in getting important clearances and access.

CHAPTER FIVE

DATA PRESENTATION AND ANALYSIS

5.1 Introduction

This chapter presents the data collected through interviews and document analysis along with the analysis of the data. The presentation is organized according to the following sub-research questions as outlined in chapter 1:

1. In what areas of curriculum development are teachers and subject advisers involved?
2. How are teachers and subject advisers involved in the process of curriculum development?
3. Which categories of teachers and subject advisers are involved in curriculum development?
4. What are the perceptions of teachers and subject advisers regarding the process of participation in curriculum development?

For each sub-question, the responses obtained in respect of each of the four curriculum developments are presented. This approach is designed to make it easier to link the data to their associated research questions and objective and to achieve a more logical flow. The four research questions are presented and analysed while the fifth one is based on desk activity which is generated at the end of the study and is presented in the discussion in chapters 6 and 7 respectively. Again, since the research employed different tools and procedures to collect and analyse the data, the presentation is organized according to the specific instrument and tool that generated that particular response, data and interpretation. Thus, the breakdown of the chapter will be by research question, curriculum reform area, and tool/instrument for data collection and analysis such as the semi-structured interviews, the focus group discussions and the document analysis. Within each of the final categories

mentioned above, the primary unit of observation such as principals, educators (teachers) and subject advisers is specified.

5.2 Biographical Data

It is very important to understand the biographic make-up of respondents in the study. This will help to establish their background, age, experience, and qualifications. Primary data collection was based on face-to-face interviews with school principals, teachers and subject advisers, as well as focus group meetings. On the whole, the study covered 22 participants comprising four (4) principals, four (4) teachers, six (6) subject advisers, and 8 teachers in two separate focus group interviews. In the case of the focus group meetings, the number of participants that constituted the focus group in each school was decided by the Principal who determined the individuals possessing the relevant knowledge and experience to address the researcher's questions. Each of the respondents is identified by assigning unique identification codes so that the responses associated with that particular respondent can be tracked throughout the text. For the principals, the identification codes are P1-P4. The teachers are identified as T1-T4 while the subject advisers are SA1-SA6. The Focus Groups are identified as FG 1 and FG 2. All the interviews were recorded; transcribed and later, themes were identified.

The relevant demographic information for the respondents, namely their gender and age distributions, highest academic qualifications attained by the respondents, and the length of service of the respondents, are presented in Tables 5.1- 5.4.

Table 5.1 Gender distribution of principals, teachers and subject advisers (n=14)

Gender	Principals	Percentage	Subject Advisers	percentage	Teachers	Percentage
Males	3	75	3	50	2	50
Females	1	25	3	50	2	50
Total	4	100	6	100	4	100

Source: Field Survey, 2013

Table 5.1 shows that both males and females were interviewed. According to the results in Table 5.1, there were more men than women among the principals, whereas they were equally distributed in the cases of subject advisers and teachers.

It was necessary to collect data on the age distribution of the participants because the researcher sought to find out what age groups were involved in curriculum development and whether or not age influenced any of the attributes measured in this study. The results on the age distribution of the principals, teachers and subject advisers are shown in Table 5.2.

Table 5.2: Age distribution of principals, teachers and subject advisers

Age Range	Principals	Percentage	Teachers	Percentage	Subject Advisers	Percentage
35-39						
40-45	1	25	1	25	1	16.6
46-50			1	25	4	66.7
51-55	1	25	2	50		
56-60	2	50			1	16.7
Total	4	100	4	100	6	100

Source: Field Survey, 2013

Table 5.2 shows that half of the principals interviewed were between the ages of 56-60 while the other half fell into the 40-45 and 50-55 age groups, respectively. This shows that the principals were mature individuals with sufficient exposure to the important curriculum development issues to undertake the activity. For the teachers, 50% were within the age range of 50-55 and the other 2 were within 40-45 and 45-50. Again these were mature teachers. The subject advisers were not different either, four (4) out of six(6) interviewed fell within the age range of 45-50, one is below the age bracket of 40-45 while the other one is in the age group 60 and above. So, at least with respect to age, the participants are all mature individuals.

The researcher also collected data on the academic qualifications of the participants and presents this information in Table 5.3.

Table 5.3: Academic qualifications of principals, teachers and subject advisers

Academic Qualifications	Respondents					
	Principals		Teachers		Subject Advisers	
	No.	%	No	%	No	%
ACE			1	25		
BA						
Bed	3	75	2	50	3	50
HDE	1	25	1	25	1	16.6
BSc					1	16.6
MSc					1	16.6
Total	4	100	4	100	6	100

Source: Field Survey, 2013

The qualifications of participants are identified as follows

ACE- Advanced Certificate in Education

BA- Bachelor of Arts

B.Ed. - Bachelor of Education

HDE- Higher Diploma in Education

BSc- Bachelor of Science

MSc- Master in Social Science

The academic variable as reflected on the table above shows that all the respondents in the interview had at least basic academic qualifications that make them qualified to do the job they are doing. The principals had educational qualifications that made them capable of heading schools. At least one would expect that these qualifications should have made them eligible/considered to participate in curriculum development processes. The same applied to the teachers. They were all qualified teachers. The subject advisers were no different. The data revealed that three of them, about 50%, have Bachelor of Education degrees while the other three have Higher Diploma in Education, Bachelor of Science and Masters in Science.

Table 5.4 below shows the work experience of the principals, subject advisers and teachers in terms of their respective lengths of service.

Table 5.4: Length of Service of the respondents

Teaching experience in years	Principals	Percentage	Teachers	Percentage	SAs	Percentage
1-5	0	0	0	0	0	0
6-10	0	0	0	0	0	0
11-15	0	0	0	0	0	0
16-20	0	0	1	25	2	33.3
21-25	0	0	2	50	3	50
30&above	4	100	1	25	1	16.7
Total	4	100	4	100	6	100

Source: Field Survey, 2013

As reflected in the table above, the principals, teachers and subject advisers that responded in the interviews have been in the educational system, including the teaching service and educational administration, for a very long time. For the teachers, none had less than 15 years' experience in teaching and it was necessary to collect this data so as to establish that they should understand the stages of curriculum development and the processes involved in curriculum development. The data in Table 5.4 revealed that the four principals interviewed had been in the service for more than 30 years while, two or 50% of the teachers interviewed, had 20-25 years teaching experience. Of the other two, one had 15-20 years' experience while the other one had been in the service for more than 30 years. Similarly, the subject advisers were long-serving individuals, with three of them having been in service for 20-25 years, two for 15-20 years while the last one has over 30 years' experience. It was expected that these subject advisers with their wealth of experience would have been involved in curriculum development.

Having presented the biographical data, the findings from the responses to the interviews are presented in the sections that follow.

5.3 Curriculum developments that took place after the apartheid regime

The democratic government in South Africa inherited a system of education that was discriminatory from the Apartheid regime and embarked on reforming the system drastically especially in the area of curriculum and its implementation (Jansen & Taylor, 2003). The Department of Education started off with the introduction of the comprehensive curriculum 2005 (C2005) based on the Outcome-based Education (OBE) principles.

Shortly after, this was faced with a lot of criticisms. There were deficiencies in C2005 design and content and the Minister of Education appointed a Task Team Committee made up of distinguished academics, bureaucrats and teachers that reviewed the curriculum (DoE, 2009). This Review Committee added more findings to the recommendations of the previous committee that reviewed C2005 (DoE, 2002). With their recommendations which stressed on streamlining the curriculum and training of

teachers for easy implementation, came the Revised National Curriculum Statements (RNCS).

There were still some complaints with the curriculum; hence, the government decided to streamline the curriculum further. The curriculum was too complex for the teachers and the mediocre training that the department was giving to the teachers did not help. Furthermore, the DoE was using the cascade model of just sharing information (Engelbrecht et al, 2007; Ono & Ferreira, 2012). There was no intensive training of the teachers, so they could not implement the curriculum properly. The 12 Critical and Developmental Outcomes of the Outcomes-Based Education constituted the goals of the South African educational system. These outcomes stated the kind of learner that the South African government hoped to produce and when these were not being achieved, another review was carried out and the National Curriculum Statements (NCS) were produced (DoE, 2011).

The thick version of C2005, the streamlined version of C2005 and the values-based version of C2005 could not solve the problem in South Africa's system of education (Jansen & Taylor, 2003). Again the curriculum was revised. This time it was not a new curriculum but an amendment of NCS called the Curriculum Assessment Policy Statements (CAPS). With CAPS every subject in each grade had a single, comprehensive and concise policy document that contained guidance on what teachers should teach and how they should teach and assess. The CAPS was a more teacher-friendly document (DoE, 2011).

5.4 Areas of curriculum development in which teachers and subject advisers were involved

In this section, the areas of curriculum development in which teachers and subject advisors were involved are presented. This included the areas of designing, implementation and evaluation. As indicated earlier in the introduction, each of the curriculum developments is presented separately according to the tools and procedures by means of which the responses were obtained and from whom.

5.4.1. Participation of teachers and subject advisers in Curriculum 2005 design

Design issues are crucial to the success of any curriculum development. It is the design of the curriculum development process that determines the extent to which the key elements of philosophy, content, rationale, and participation are taken into account (Chisholm, 2005). For this reason, the study paid a lot of attention to this issue in the data collection, to identify what they are precisely and to what extent they differ from one curriculum development to the other. The design issues in each of the developments undertaken since the new political dispensation in the country are detailed below as revealed from the data collected and analysed. It was necessary to ascertain if the teachers and subject advisers were involved in the designing of C2005 and the areas and different issues related to the curriculum that teachers and subject advisers dealt with when they designed Curriculum 2005. Hence the study collected information from the respondents regarding their involvement during the designing of C2005.

The researcher first asked the respondents if they had been involved in the designing of C2005. This was the first curriculum development after the Apartheid regime and it was necessary to establish if the teachers and subject advisers were involved in the designing of this curriculum. One of the participant teachers said categorically that he was not involved. Two other respondents also said they were not involved; however, they had attended workshops organised by the subject advisers where they were informed of the developments that had taken place. Also in those workshops, they said they were asked to design lesson plans and work schedules that would be used for teaching. These were their forms of participation. Another respondent said that he was involved in the designing. He explained that when the DoE wanted to embark on this curriculum development, they invited some teachers who were experienced in the different subject areas and he was among them. They were sent on a course in Johannesburg. The following are responses from SA1 and SA2:

T1: No. I was not involved. The subject advisers call the teachers if there are changes in the curriculum and update the teachers then hold workshops, but I was not there when the curriculum was designed.

T3: I attended workshops on different lesson plans. At times we were asked to design work schedules and lesson plans.

T4: Yes. When the government wanted to change the curriculum, they invited a few of us who were experienced in the subject to attend a course in Johannesburg that will put us through the designing of the new curriculum.

Apart from the teachers, the researcher also wanted to know if the subject advisers were involved in the designing of C2005. One of the subject advisers explained that it was mainly the subject planners alongside those in the National office who were involved in the designing of the curriculum. The policies were made at the National office. There was only one, SA2, who was in the History team for designing the curriculum. The rest were not involved in the designing of C2005. The responses of SA1 and SA2 were:

SA 1: No. It was the subject planners together with those who were in the National office that were involved. They came up with the policies. At the District office we were only contacted to make inputs in the drafts.

SA 2: Yes, I spent about 15 days working with a team on the designing of the History curriculum, checking the content/topics, the resource, the implementation and assessment.

As for the principals when asked if they were involved in the designing of C2005, their responses were in the negative. Only one principal said he was involved, and at that time, he was a teacher. He was involved as a Physical Science teacher and participated at the Provincial level. He was a member of the committee that looked into the Physical Science curriculum making sure the content, resources, delivery method, practical aspects, and so on, were all in order. Below is the response of the principal that was involved:

P2: I was involved. I was in a meeting at Port Elizabeth for Physical Sciences. I was in a committee of 20 people for Physical Sciences who made some suggestions concerning what the content of the curriculum should be and how to implement it.

The responses from the focus groups were not different from what the other teachers had said. Out of the eight teachers who participated in the focus groups, only one said she had brainstormed with the subject advisers on issues that were related to her teaching subject. Another participant in the focus group was involved in training workshops. As a teacher, she was used as a trainer to train other teachers in Arts and Culture. So from these responses one could see that the teachers in the focus groups participated in various ways. The following are responses from some members of FG1 and FG2

FG1: I was only asked to brainstorm on ideas through the subject advisers

FG1: In my school I was involved in workshops, training teachers. I was involved in Arts and Culture training.

The respondents were also asked the kind of areas they were involved in during the designing of C2005. This was because the researcher wanted to establish if these

were the kind of issues that teachers and subject advisers should theoretically be involved in. In designing a curriculum, issues such as teachers, learners, content, resources, method of delivery and mode of assessments, are discussed. The teachers and subject advisers work directly with the schools and should give their input when a curriculum is being designed. From the information given by the respondents, the teachers highlighted the fact that during the designing of C2005, they made inputs in the areas indicated in their responses below:

T1: The main issue was method of delivery. The idea of learners being skilful such as drawing in Arts and Culture was included.

T2: The curriculum in place was not adequate for the learners. I attended workshops in Queenstown where we were exposed to how to equip children and change their attitude towards learning. The learners do not fit in well into this method of teaching and the learners' environment was weak in the sense that there were limited resources available so we as teachers included that resources must be provided. We made them to understand the kind of learners and environment that we have that will suit the curriculum.

Another teacher added that:

T3: Some of the tutors in C2005 discovered they were not sure of what they were designing. There were no resources to use in teaching so they looked into that. They also looked at outcomes, what the learner will achieve at the end of the lessons. The content was too much, and so time consuming. They were more interested in producing and circulating pace-setters to be used. The time spent on the pace-setter was much. In the old curriculum the designers did not consider that learners have different Intelligence Quotients (IQs), and sometimes this posed challenges to

teachers so this time teachers made sure they made inputs towards that regard.

Apart from these issues listed by T3, T4 highlighted more as follows:

T4: In Technical studies, learners were not getting admitted into Universities after Grade 12 so we were looking at how the learners would be able to get admission into the Universities by amalgamating two subjects into one and coming up with Mechanical Technology. This will increase their chances of getting admission and having a career in this field. We worked in groups to put the syllabus together. Also we deliberated so much on the textbooks to use. Even now it is still a problem.

Looking at the foregoing areas, method of delivery, availability of resources, learners' Intelligence quotient, outcomes, admission into Universities, and so on, these are areas that teachers who are hands-on with the learners know and understand very well. They made inputs in these areas. They have the teaching qualifications as well as experience that qualify them to be part of any discussion on these issues.

The subject advisers work directly with the teachers in schools. They serve as a link between the teachers and the District and are familiar with what goes on in the school. When asked about the issues that they contributed to during the designing of C2005, one of them responded thus:

SA1: We looked at the workload, streamlining the content and making sure there is a shift in methodology and that the teachers are able to cope with the content, methodology and resources.

SA2 agreed, saying:

They were compressing themes from the cumbersome textbooks. Shifting the method of delivery from content based to outcome based. The main focus was resources.

The issues enumerated above are in line with the ones that the teachers listed. They are very important areas in curriculum design. That is probably why the subject advisers made contributions towards those. On that same issue, one of the principals interviewed had this to add regarding the areas they were involved in during the designing of the curriculum:

P2: Physical Science lacks hands-on practical, it is theory based. We tried to see if we could include that. Also we wanted Physical Science to be separated into Physics and Chemistry but it is still one subject. The problem is that a teacher may be qualified to teach Physics but may not be qualified to teach Chemistry and vice versa

This principal pointed out that the idea of combining Physics and Chemistry as a subject was an issue and is still an issue. He said it was because some teachers could not teach both but they were forced to do that so. That is why they concentrated on that aspect during the designing of the curriculum.

To consolidate all these responses, one of the focus groups FG2 listed the following as the issues that were discussed during the designing of the curriculum:

FG2: Although we were not directly involved, we learnt from the media and among some colleagues that:

- Teachers made inputs concerning the content. They marked areas that should be removed.

-Teachers checked the textbooks/other resources that are available for teaching the content.

-They also looked at the ability of the learners.

-Teachers made inputs concerning mode of assessment which was very difficult because it was mainly group work.

-Teachers were expected to interpret the curriculum and implement it.

Apart from what the teachers, subject advisers, principals and focus groups said, some documents also indicated that these issues and areas were discussed during the designing of C2005.

5.4.2 Participation of teachers and subject advisers in the implementation of C2005

Curriculum Implementation is putting the designed curriculum into practice. During the implementation phase in a curriculum development process, there are areas and issues that have to be considered for smooth implementation. Issues such as content have to be considered, to make sure that the content is of good quality and it suits the class/age of the learners. The calibre of learners also has to be checked so that the content will not be too demanding or too easy for them.

Another area that needs to be considered is assessment. The assessment needs to be relevant to the content. The mode of assessment, number of assessments, time of assessment all have to be considered. Also, resources have to be made available to

use in delivering the curriculum. The environment has to be considered so that the teachers will be able to use the resources that will be provided. There is no use supplying equipment or gadgets that require electricity to work in rural areas where there is no electricity. The quality of teachers on the ground has to be considered. If they are not trained properly, they will not be able to handle the content, the assessment and even the resources. All these areas and issues are very important in curriculum implementation.

It was necessary to find out what the teachers and subject advisers were involved in during the implementation of C2005. During the implementation the teachers participated mainly at the school level where they taught. They also attended workshops in the District. They did not, however, participate directly to evaluation. Those who were basically working in the schools with the learners had this to say:

T1: I was using OBE method to teach but at times I used the old system focusing on the individual instead of a group or pairs. I did it at school level.

T2 said:

T2: I attended workshops organized by South African Workers Union (SAWU) mainly for Ex-model C schools. I also attended the Education Department workshops at the District level where they put us through on how to teach using the OBE principles.

T3: We attended workshops where we were encouraged by officials to use past exam papers, and do common tasks. Some teachers were not

so sure of what to do due to lack of training. We were just teaching. We didn't know what to do. I attended workshops at the District level.

The foregoing responses clearly indicate that during the implementation of the curriculum, the teachers continued teaching, using the OBE principles. They also attended workshops at the District level where the subject advisers guided them on the method of delivery.

The subject advisers were involved in different things, as some of them were not subject advisers then. They were still teachers and were used in different capacities according to their responses. SA1 said:

SA1: I was elected as a lead teacher in the cluster meeting. I later got trained as a facilitator at the provincial level. I facilitated workshops at the District and Province. I helped the teachers to interpret and understand the content of the curriculum and how to administer it.

The same thing applies to SA3 and SA6 who said respectively that:

SA3: "Yes, I was involved in the school where I was teaching previously. I had an influence on the staff members, my colleagues by helping them with the interpretation of the curriculum. I was a change agent. I encouraged my colleagues to follow the new curriculum. I did a lot of networking with what they have".

SA6: I was acting as a facilitator, facilitating workshops.

While SA4 reported that:

The Province called for workshops/training which I attended and cascaded to teachers and schools and saw to it that teachers followed and implemented the curriculum using OBE principles.

The subject advisers interviewed held different positions during the implementation of C2005. From their responses, it appeared that some were teachers then, but they were used as facilitators, lead teachers and master trainers. They said there were several complaints from teachers and the subject advisers had to organise workshops to help them through. In the workshops, the subject advisers interpreted the curriculum document to the teachers, some suggested textbooks that they could use and the method of delivery and assessment suitable.

Contrary to the positive evaluation of the workshops by the subject advisers as very useful, the second focus group interviewed was very negative about the workshops which they said were not useful at all. They had this to say:

FG2: I was teaching and attending workshops which were not useful.

FG2: I attended workshops at the District office. It wasn't really workshops. Someone was only reading hand-outs to us. At times teachers sit round the table making posters or designing a lesson plan, absolutely insulting.

The above responses from this focus group revealed that the workshops which the subject advisers organised were not very helpful to them as they were only reading out a document which they themselves could read, but the most

important thing was that they were engaged in some activities. The subject advisers organised workshops to help the teachers in implementing the curriculum.

5.4.3 Participation of teachers and subject advisers in evaluation of C2005

Curriculum evaluation is the stage in the curriculum development process when the curriculum is evaluated to ensure that the needs for which the curriculum was designed are met (Hussain *et al.*, 2011). The purpose of evaluation is to check what happened or did not happen, to improve future curriculum development processes, communicate results from the evaluation to the current and future stakeholders and lastly to act on the policy. From the designing stage, provision is made for an evaluation to be carried out. The curriculum is designed in such a way that the monitoring and evaluation process is incorporated from the onset. The managers of the curriculum are supposed to be aware of this from the beginning and they are also supposed to know the measures that will be used; that is, what is going to be measured and how it is going to be measured.

The study sought to find out areas of involvement of respondents in the evaluation of C2005. The teachers mentioned some areas that were considered during the evaluation of the curriculum. These areas were the same areas that were mentioned as causes for concern during implementation, the issue of content and aligning it with the assessment, a child-centred methodology, then the Language and Mathematics problems. The teachers' comments revealed that they made inputs in the following areas:

T1: The Content was evaluated by checking whether what we were teaching in class was in line with the syllabus. We did assessments without memorandum nor a rubric.

T2: We carried out Continuous Assessment (CASS) moderation in our different subject areas.

T3: In the evaluation, the learner centred methodology was evaluated. We found out it was not working well due to lack of resources.

T4: In the area of content, they took all the main facets: motor mechanics, fitting and turning and welding. There is no mastering of any. All the important parts of each were retained. We evaluated this and found out that it was not helping the learners. The learners were not mastering any skills hence it was a problem for them getting admission into the Universities.

On the same question, the subject advisers also highlighted the areas in which they participated during the evaluation of C2005. They pointed out that almost all areas of the curriculum namely: the content, concepts, structure, implementation and assessment were evaluated. They reviewed the assessment standards to suit the calibre of learners being assessed. The following are comments from one respondent subject advisor:

SA1: Almost all areas; contents/concepts/arrangements of concepts/assessment and implementation. For example in Maths, the content has to be rearranged. The assessment too was rearranged taking into account the scope, time, weight etc. These also have to be communicated to the learners. The teachers were given pacesetters to follow so they (the trained facilitators) have to monitor to make sure that they follow them.

Data were elicited from the respondent principals on the same question and their responses were in line with what the teachers and subject advisers had said. They said:

P2: I was involved. The content was evaluated. After one year we were called again to evaluate the strengths and weaknesses of the curriculum, or what was not there. And in that evaluation, we put inputs regarding the issue of teachers who cannot teach both Physics and Chemistry and what can be done about them as this was affecting the learners' performance.

The focus groups confirmed what the teachers, subject advisers and principals had said concerning the areas that they got involved in during evaluation.

FG1: The exercise was done but it was not taken seriously. We were called to a workshop and asked to evaluate the curriculum looking at the content, resources, methodology, and so on. We were given papers in a workshop to complete for the evaluation. We made suggestions which were not taken further.

There are some documents from the district that reflected the areas and issues as well

5.5 Participation of Teachers and subject advisers in Revised National Curriculum Statement (RNCS) Development

Numerous complaints were made concerning C2005 and its implementation (DoE, 2009). These range from the content, which was not structured,

teachers, method of delivery, assessment and learners. The teachers felt they were being forced to implement this curriculum at all cost. With all the complaints about C2005, the Department of Education decided to review the curriculum. It was also important to find out the areas in which teachers and subject advisers were involved during the designing of the RNCS. A Review Committee was appointed in February 2000 which advocated a high knowledge and high skill curriculum as a means to promote social justice, equity and development (DoE, 2002). From the responses, the issues raised by the respondents were serious enough to call for a review of the curriculum. Hence the department embarked on another review. The researcher interviewed the teachers, subject advisers and principals to find out the areas that were causing serious concern for the participants and government and the issues that prompted the curriculum review. The participants responded in the following manner:

T2: The curriculum was not structured enough and a lot of emphasis was placed on some irrelevant things so during the designing of RNCS, these were taken out. There were gaps in the content and we looked for things to fill the gaps. A lot of emphasis was laid on skills and attitude more than content/knowledge. We made input in the assessment techniques and standards as these were not adequate (the weighting of continuous assessment and end of year assessment). CASS moderation was not really good. We looked for ways to improve it because some teachers at the end of the year do not have things in their portfolios; some do not even come at all to the moderation.

Another teacher also added that, apart from the teachers, the Department of Education also felt that the curriculum needed to be reviewed and these were the areas they concentrated on.

T3: While listening to the media-SABC news, the government also felt there was need to review the curriculum because teachers were complaining that it was too time-consuming, there was a drastic decline in the pass rate; 2008 the results dropped drastically and the white schools performed better than the black schools. The performance was dismal.

Apart from the teachers the researcher also interviewed the subject advisers and the principals to elicit more data from them concerning the issues that prompted the review of C2005. SA1 highlighted the fact that:

SA1: Experts' perceptions on the Curriculum were not positive. For example engineers perceived something wrong in technology, etc. The practicality of the curriculum was not considered during designing. Parents complained that some of the teachers were not trained.

While P1 said categorically that *it was not serving its purpose*, P2 commented that:

C2005 was based on OBE and the NCS curriculum was brought in. They were brought in by politicians. I don't know why they made the change in the curriculum. It was not the teachers, it was the politicians.

On the same subject, FG1 held the view that:

FG1: it may have been a wonderful curriculum but it was not related to the learners' real world. There was little contact time between the teachers

and learners. Teachers who know the learners and the environment more should be involved in designing.

The second focus group also had something to say in relation to this. They said:

FG2: so many things were wrong. Many teachers did not know what to do and they could not assess the learners properly. The government decided to change after they saw how the learners failed.

T3: Government found out there were things wrong especially the training of teachers. Teachers were not coping and government decided to change the content and methodology due to gap in the teachers' training.

T4 : They were concerned with the University entry requirements. They tried to include the kind of knowledge that the Universities want the learners to have before entering the university.

From the afore-stated responses, it is clear that there were issues relating to the curriculum which were a cause for concern for the government. For instance, they highlighted the issue of teachers not coping with the curriculum due to insufficient training. They also commented on the curriculum content and method of delivery. Another issue the government considered was the fact that learners were not getting admission into the universities after Grade 12.

More issues which were considered during the designing stage of RNCS were highlighted in the responses given by the subject advisers. The subject advisers commented that:

SA2: It was mainly resources because there are still imbalances from the past. The government tried to bridge the gap. Education District Officials come with the idea of funding e.g fee schools, quantile schools, no-fee schools, and so on. The different categories of schools and how they were sponsored was a problem.

SA4: There was need to relief teachers of paperwork. The jargons and terminologies in the curriculum document were too much so the DoE needed to strengthen those. Another thing was that the learners' skills were not being developed.

The responses above show that issues relating to the classification of schools, as well as availability of resources were considered. Other issues pointed out were the workload, the jargon and the terminologies contained in the curriculum document. Another issue was the fact that the curriculum was not developing skills in the learners. This was very important, as the RNCS is supposed to have a pragmatic basis, striving to develop the full potential of each learner to become “confident and independent, multi-skilled, compassionate and with the ability to participate in society as a critical and active citizen” (Department of Education, 2002b:3).

The following statements were made in the focus groups:

FG1: All the areas especially the content which was too narrow and was not producing a holistic learner. Learners could not cope with the content of the curriculum especially when they were expected to be analytical for example if they're given case studies, they could not read, interpret nor understand the scenario.

FG2: The Government concentrated mainly on the content and assessment.

The Report of the Task Team for the Review of the Implementation of the National Curriculum Statement, confirmed all that the respondents had said. The areas and issues considered during the designing of the curriculum were highlighted there.

5.5.1 Teachers and subject advisers participation in designing RNCS

Having highlighted issues that prompted the review of the curriculum, the researcher asked the respondents the areas in which they participated during the design of the RNCS. The participant teachers said they did not participate directly but there were representatives of the Teachers' Unions. The respondents replied as follows:

T2: The teachers did not participate directly in the designing of the RNCS. It was a government's thing. During the designing of the curriculum, there were representatives of the Unions who I think went there for their own things and not for what is going on in the classrooms. If at all they used teachers, it must be teachers who were in Gauteng. Personally I did not participate.

The subject advisers also shared the same view as the teachers. They explained that the designing of the curriculum was handled by the government. The Minister of Education appointed the committee that reviewed the curriculum. But what they did not know was that their contribution was a form of participation. They made inputs for instance by contributing to the content of the curriculum, the method of delivery that could be used and the resources. They did not need to be physically present, sitting in a committee to participate in curriculum design. SA1 explained that:

SA1: I did not get to participate in the designing directly but I gave my inputs as a subject specialist in the following areas: I contributed towards the content of the curriculum, the method of delivery and the kind of resources teachers can use in their various environments

When the researcher asked the principals the areas they participated in during the designing of the RNCS, the impression given was a very pathetic one. The principals said that the government did not bring them in; rather, they appointed a project committee which designed the curriculum and it was sent to them to implement. The two focus groups also affirmed the fact that they were not among the designers of the curriculum.

The information from the RNCS R-9 (Schools) Policy Statements document released by the Department of Education in 2002 also stated that a Ministerial Committee was appointed that consisted of approximately 150 Curriculum Developers drawn from the educational community (DoE 2002:2). This Committee drawn from the educational community must have included teacher representatives although those interviewed said they had not been involved in the review/designing of the curriculum.

5.5.2 Participation of teachers and subject advisers in the implementation of RNCS

A number of issues were considered during the implementation of the RNCS, which the respondents highlighted. These issues and areas were what the respondents made inputs in during the implementation. One issue that came out strongly in the teachers' responses was making sure that assessment was in line with content. They were also so particular about the Assessment Standards and Learning Outcomes and this affected the contact hours they had with the learners. These views are reflected in the following responses:

T1: We were teaching and trying to align the assessment with the content. We were so particular about the learning outcomes. We were so interested in completing the tasks hence the learners were robbed of contact sessions with the teachers. Teachers had very little contact time with the learners.

T3: The tutors were trying to explain to us how to manage Assessments Standards and Learning outcomes. There was a book we were told to always refer to, following the assessments and Learning outcomes (it was a policy document) and we always carried it. The government prescribed the time frame. We had challenges. We could not move on our own. There was this problem of pass one-pass-all in the primary. Some learners could not write their names but they were there because government said they should move. We taught with difficulty.

The subject advisers also confirmed what the teachers had said through the following statements:

SA1: The main issue was the workload. There was information overload. The outcomes were too many. In Technology, there were three learning

outcomes; and each learning outcome had assessment standards. For example to carry out an investigation, they had to collect data, find the information, analyse it, write the report, etc. It involved many processes. There were many documents to handle eg: learning programme document, document for lesson plans and policy document. Later these were fused into one.

As subject advisers, we helped the teachers to unpack the curriculum. There were series of workshops organised to help the teachers. We also paid visits to schools that needed help.

The above statements were in line with what the other subject advisers had said. Each and every one of them talked about assessment standards and learning outcomes. They also mentioned that they ran workshops for the teachers and this was confirmed by what FG1 said:

FG1: We were teaching with the help of the workshops organised by the Subject Advisers. In the workshops we were put in groups and it was difficult breaking some of the information to the teachers. Through this exercise, other teachers were able to help their colleagues. The Subject Advisers also found it difficult giving other examples apart from the ones stated in the curriculum document.

The principals were not left out here. One of them also mentioned the issue of Assessment Standards and Learning Outcomes.

P2: The area of Assessment was a problem. The teachers could not handle this well in their teaching. It affected the quality of teaching the teachers gave to the learners. They did little teaching. I assisted by

inviting subject advisers to the school to help those teachers who were not coping.

This points to the fact that assessment was a big issue as all the participants mentioned it as something that was considered during the implementation of the curriculum.

Minutes of meetings held by the subject advisers in the district and teachers in their schools showed that these were really issues during the implementation of the RNCS.

5.5.3 Participation of teachers and subject advisers in the evaluation of RNCS

The study collected data from the respondents on the areas of participation during the curriculum evaluation. All the respondents mentioned that they had given input on the content as it was one area they were all interested in. It was necessary to consider that most of the learners were too weak to cope with the content and this also affected the assessment. These were the issues the teachers pointed out:

T1: Language barriers posed a problem so teachers made inputs towards the language issue and how they can use the mother tongue at times to teach so that the learners will understand.

T2: We made inputs in the structure of the topics in the content. Teachers commented on some irrelevant things that were included in the curriculum and filled the gaps that existed. Teachers also commented that the content should be richer and not the issue of skills acquisition to be reduced. Teachers pointed out that the assessment technique (the weighting of continuous assessment and end of year assessment) was

not adequate and advocated for its change. CASS moderation was not really good; some teachers did not have things; some teachers submitted their CASS separately when other teachers will not see them while some did not even come at all.

T4: We felt that the curriculum was not catering for the majority of the students. We evaluated the content and assessment technique to see how we can increase the percentage of students that gain admission into the Universities.

The subject advisers were asked the same question and they said that:

SA1: All the issues highlighted during implementation were considered during the evaluation. We paid attention to the content, method of delivery and the assessment. We also made inputs in the workload of teachers by evaluating the work they did and tried to see how we can reduce it.

One of the principals commented that different areas of the curriculum were evaluated; the content, method of teaching and assessment. P2 added that he had participated in evaluating Physical Sciences. He said:

P2: In Physics, we evaluated the content- mechanics, electricity, light and waves were reviewed. We also evaluated the method of assessment that changed completely.

5.6 Participation of teachers and subject advisers in the National Curriculum Statement (NCS)

With the problems that teachers were having with the RNCS, the Department of Education (DoE) decided to review the curriculum again. The Council of Education Ministers (CEM) met on 15 April 2002 and reached a decision to review the curriculum (DoE, 2002). According to the Parliamentary Media Briefing of 15 August, 2002, issued by the DoE, the Minister established a Ministerial Project Committee (MPC). The MPC set up 28 working groups to develop the Curriculum and subject statements. They released drafts which were sent for field-testing. A third and final draft was released for public comments and submissions were made (Chisholm, 2003, Jansen & Taylor, 2003).

5.6.1 Participation of teachers and subject advisors in the design of National Curriculum Statement (NCS)

The review of the RNCS curriculum gave birth to the National Curriculum Statement (NCS). The researcher interviewed the teachers, subject advisors and principals to find out if they participated during the designing of the NCS and what they did. The following was one response from a participant teacher:

T1: No, the department sometimes targeted certain individuals but I was not given the chance to be there in designing. We were only asked to make suggestions in our various schools which we were not even sure got to anywhere.

In this curriculum development process, the response presented above, which is similar to what was said by the other teachers interviewed, indicated the teachers perception that they did not actively participate during the designing of NCS. They were not physically present at the designing stage, but that notwithstanding, they were consulted to make an input. Although the teachers were not physically present, the authorities called for contributions and submissions to be made. This was done through their schools via subject advisers to the provincial office. There was a representation of teachers' views and voices.

The subject advisers' and principals' responses are not different from that of the teachers either as shown below:

SA3: I was not involved personally, but there are other colleagues who were involved. There were curriculum planners at the Provincial level who were involved. The subject planners sat in meetings where the curriculum was designed. They made contributions based on their subject areas. The curriculum planners contributed to the content design, methodology and assessment techniques to be used.

SA6: I was not involved. Curriculum came as a policy from national Department of Education. We only trained teachers as implementers. We train teachers in the use of policy documents and curriculum support materials. We plan and conduct orientation and training programmes for teachers.

P1: I was never involved in designing. This was handled by the DoE.

P4: I was not involved in any curriculum design. I'm an academic coordinator, a Continuous Assessment (CASS) coordinator. I provide teachers with guidance on Assessment including Continuous Assessment and other appropriate Learner Assessment strategies.

Their responses portrayed the fact that they did not participate directly in the designing of the NCS curriculum just as the teachers had said, but they had colleagues who were curriculum planners who had participated. At least those ones represented the subject advisers. The same applied to the principals, who

said they were not involved in the designing. The fact remains that they did something. They did not need to be physically present.

5.6.2 Participation of teachers and subject advisers in the implementation of NCS

The researcher was interested in finding out from the respondents which issues were paramount during the implementation of the NCS and in which areas they participated. Teachers were really not sure of what to do because of the changes and the lack of in-depth training and uncertainty of the planners and trainers themselves (Burger, 2010). Erden (2010) pointed out that if teachers do not understand what the curriculum theoretical framework is all about, they will not be able to implement it properly. Some of the teachers interviewed said:

T3: Teachers were not really hands on in teaching. We were concerned with assessments more because government could judge a teacher by how the learners performed so we spent some time trying to get this right.

T4: We taught with difficulty. There were not enough resource materials to use. The issue of which textbooks to use and how to use them was a big problem. There were no specific books to be used. So it was a problem for us teaching. We tried to get relevant textbooks and materials that we used in teaching.

From these comments the teachers concentrated more on getting the assessment right than doing the actual teaching as there was the possibility of this affecting their jobs. The government judged them on the learners' performance. They also considered the issue of which textbooks to use and how to use them. There were no specific prescribed books so different schools and teachers tried getting their own books. Hence, there was no uniformity in the schools. The implementation did not go smoothly with the teachers.

The responses from the subject advisers confirmed what the teachers had said about assessment in the new curriculum. SA1 and SA3 said:

SA1: Teachers were using Outcome based strategy for NCS curriculum. As subject advisers we tried to ensure the curriculum is implemented properly and assessment is done according to the new curriculum as it came with its own style of assessing. This was at the Provincial level.

SA3: The issue of the curriculum being guided by the policy was considered and we put this into account while guiding the teachers. We made sure teachers taught using the new method and they also have to get the Assessment Standards correctly.

These responses from both the teachers and subject advisers indicated that the issue of assessment was crucial. The NCS had its own method of assessment and they needed to get it right. The teachers themselves had to be competent. They had to get the assessment standards correct and they also needed to have the resources to use them

The principals interviewed said they did not really know what they were concentrating on. They said the government did not carry them along in the developments that they instituted yet they are supposed to be overseers in their schools. But one of them said:

P2: They were so concerned on how Science will impact on the environment, making sure that teachers got it right.

This principal's comment again showed that a lot was expected from the teachers during the implementation stage.

FG1's comment added to the fact that a lot of attention was placed on the method of delivery which also meant that the teachers were on their toes.

FG1: There was a lot of attention paid to the method of teaching. We were teaching using the new method of delivery.

5.6.3 Participation of teachers and subject advisers in the evaluation of NCS.

Numerous criticisms came from different stakeholders concerning the NCS curriculum. These ranged from the content to its implementation. As a result, the curriculum was reviewed. Different areas of the curriculum as well as issues came up during the evaluation. The researcher asked the participants the areas and issues that were discussed during the evaluation and their involvement. The teachers' responses are captured in what T4 said below. The participant teacher said he was not directly involved, but teachers gave their inputs in workshops. At the end of workshops teachers were given evaluation forms to complete. That is participation. A teacher participant commented:

T4: No, I was not involved in evaluation. But I attended many meetings where we gave our inputs, but sometimes we get to a closed door because we do not know what next. We were given some documents to complete where we made some suggestions, I doubt if those suggestions were considered.

The subject advisers guided the teachers during the evaluation. They had meetings with them where they collected data from them on the curriculum by giving them documents to complete. Some of them also evaluated the curriculum content in their

subject areas to make sure they were up to standard and that the assessment was aligned with the objectives and content. Below are the responses of some of the subject advisers:

SA1: My involvement was the same as during C2005 review: I looked at the materials which were developed in terms of quality assurance and the technicality involved. We also looked at the issue of the curriculum being user friendly; if the teachers could use it without any difficulty.

SA2: Yes, I was involved in the evaluation. I gave out a tool with different levels to schools to evaluate their learners' performance. For example how many learners are on levels 7 to 1? This helped in checking how the learners performed in a particular year.

The principals also participated like the teachers. They completed documents for evaluation. P2 said:

P2: As usual they gave us document to complete. We answered the questions and they took them away.

P4: I was not formally involved but I had some personal ideas/opinions which I managed to put across.

The focus groups also said the same thing. They participated in workshops and completed documents

FG1: We participated only at the end of workshops, we were given evaluation forms concerning the curriculum to complete.

5.7 Participation of Teachers and subject advisers in the development of Curriculum and Assessment Policy Statements (CAPS)

In view of the complaints raised by different stakeholders concerning the NCS, the government embarked on developing Curriculum and Assessment Policy Statements (CAPS). CAPS was not a new curriculum, but it is an amendment to the NCS Grades R-12, so that the curriculum was more accessible to the teachers (DoE, 2011). The curriculum was repackaged and was no longer framed in terms of learning outcomes and assessment standards as these posed serious problems for the teachers. Every subject in each grade had a single, comprehensive, concise Curriculum and Assessment Policy Statements that specified what the teachers were to teach and assess (DoE, 2011). CAPS was designed to remove the big demand which NCS had on teachers, bearing in mind that some of the teachers were either untrained or not trained properly (DBE, 2010). This was confirmed by what some of the respondents said they assumed may have prompted the review of NCS curriculum:

T2: Basically the idea of not having structure. Because teachers were doing things the way they like, for example, start/pick any topic. There is need for more structured assessment and the weighting.

T4: They quickly realised that the firms need certain criteria and if the learners don't get these skills in the school, it will be a problem. They now want the learners to have specialised skills unlike before when it was a case of jack of all trade and master of none.

The subject advisers commented:

SA1: It was mainly the workload. During implementation, for example, some teachers were not trained to teach Technology so the curriculum was reviewed to make things simpler for them. The skills to use were reviewed, the engineers' comments were incorporated making sure that the curriculum meets international standard.

The views of the principals were also sought and P4 said it was due to:

A lot of paper work previously. It was then condensed into one policy, unnecessary things were cut out. The shifts were more prominent. Content shifts have taken place to educate students earlier in the grades so that in grade 12 it will be mostly revisions. They only filled in gaps in the NCS curriculum.

Data collected from the two focus groups also indicated that there was need for the government to change the curriculum or amend certain parts of the curriculum.

FG1: We think the content and the cries of the people made the government to amend the curriculum. The government has decided to listen to the people. They want the learners to start working on their own instead of being lost in a group.

FG2: We think it is because some things were not working well for instance in the area of assessment so the government decided to amend it.

All the above responses given by the participants confirmed the fact that there were issues in the curriculum that needed to be changed. Hence the government

embarked on an amendment to the NCS to create the Curriculum and Assessment Policy Statements (CAPS).

5.7.1 Participation of teachers and subject advisers in designing CAPS

Having established that there was need for amendments to be made to the NCS, the government embarked on arrangements to introduce the CAPS as indicated above. Information was collected on the participation of teachers and subject advisers in the designing of CAPS. The teachers explained:

T3: We made inputs to the method of teaching which had to change. The issue of assessment and how clear they should be and relevant to teaching was also touched.

T4: I was involved by making sure that the syllabus is designed in such a way that the learners at the end of school come out with specialised skills.

These comments reflected the concerns of the teachers that prompted the formulation of CAPS and they made inputs to the amendments of the NCS curriculum. The subject advisers' comments also reflected the same view:

SA1: I made inputs in the arrangement of the content that is knowledge mapping: The logic and sequence of the topics (progressing and sequencing); checking and making sure that the topics to be treated in the different grades are suitable.

SA2: Teachers complained of "paperwork". The department of education addressed these complaints which were submitted through the subject

advisers. The teachers made inputs in workshops which we forwarded to government curriculum designers.

One of the principals commented that they were concerned with assessment. For instance, in Science they looked into the way the assessment was done. He said:

P2: In Science it is the assessment. In NCS it was general unlike in CAPS where the practical are specified. We looked into the content and stressed on the practical aspect of the subject as well.

The focus groups also confirmed what the other respondents had said. They commented:

FG1: We were quite impressed with the workshops. The examiners were there. We were asked to come with past question papers and textbooks. We were hands on in the workshops planning lessons, drawing up rubrics for marking past exam papers after which we compared it with the memorandum. This helped us to come up with the content suitable for different grades and how to assess them as well. The issue of assessment, the weighting, etc were handled. For the first time it was very good.

FG2: The issue of 'building blocks from Grade 8-12. The content is more structured now. In the workshops we structured the content, making sure the topics follow each other properly. For the first time the Maths syllabus makes sense.

The issues the focus groups commented on were the same ones the other respondents had already mentioned. They confirmed the data already collected. The government document on the formulation of Curriculum and Assessment Policy Statements (CAPS) also reflected what these respondents had said.

5.7.2 Involvement of teachers and subject advisers in the Implementation of CAPS

Curriculum and Assessment Policy Statements (CAPS) was an amendment of the NCS curriculum. The schools had just started implementing it; although, not in all the classes. The emphasis was more on the mode of assessment, doing away with the Learning Outcomes and Assessment Standards. The issue of heavy workload which the teachers complained about was also considered.

The teachers were asked to highlight the areas and issues that were considered during the implementation of CAPS and their involvement, and this is what they said:

T1: Now we are hands on teaching in class, we are no longer using Learning Outcomes and Assessment Standards.

T4: The fact that previously we collected a lot of files, but now there is a standard book which we consult and it has formal tasks. Teacher now try to be innovative. No more relying on past exam papers. We use different materials eg in English, magazines to get materials and passages that are current.

The subject advisers were also asked what they were involved in during the implementation of CAPS and they said:

SA1: *We are very busy running Caps workshops and training for teachers.*

P4 also commented:

P4: There was a lot of paper work previously. Now we have more time to supervise and monitor what goes on in the classrooms.

The implementation is still on and all the issues raised that prompted the review of NCS were considered. Data from the *National Curriculum Statements and CAPS document: Structured. Clear. Practical (Helping Teachers Unlock the Power of NCS)* document stipulated the areas that were to be considered during the implementation of CAPS and what the teachers and subject advisers were expected to do. This document covered all subjects.

5.8 How teachers and subject advisers were involved in the process of curriculum development

The previous section showed the areas of curriculum development in which participants were involved. Involving stakeholders in curriculum development process has been known to be very effective in enhancing the delivery of the curriculum (Taylor, 1998, Hassan *et al.*, 2006). The curriculum development process has different stages and levels where various stakeholders can be involved. They can be involved during the designing, implementation or evaluation stages. This can be at the school, cluster, district, provincial or national levels. Hence, in this section, the participants' involvement in the different curricula reforms namely: C2005, RNCS, NCS and amended NCS, CAPS is presented and analysed. The stage at which they got involved and the level is also highlighted.

For this study, the data on how teachers were involved is presented under two broad headings/forms of participations, namely Passive Participation and Active Participation. It was on these two levels that the participants' involvement in the curriculum developments that took place were measured.

5.8.1 Passive participation in C2005

The teachers as well as the subject advisers were asked how they were involved in curriculum development. This was to establish the manner and extent of their involvement. Regarding their level of participation, the two teachers who said they had taken part during designing indicated that they participated at different levels. One started at the District level and later went to Stellenbosch for a workshop. At this workshop the participants were told why there was a need for change in the curriculum and, as drivers of this change in their various schools, it was explained to them that the world was moving on and South Africa needed to move along with it. It was necessary for them to understand that the learners they were producing should be able to participate in the global market and this was possible through the type of curriculum to which they were exposed. Hence, they received training on the new curriculum, its content and methods of delivery. The other teacher participated at the provincial and National levels. T4 was among the subject specialists invited for training. They gave advice on various aspects of the curriculum.

The researcher asked the teachers who said they participated in the designing about the manner of their participation. Their responses were:

T3: I went to Stellenbosch; and took part in the training where experts trained us on the new curriculum. We were taught the new method of delivering the curriculum using the OBE principles. We were told the importance of the change in curriculum because they want our learners to be able to function in the global village after completing school.

T4: We were brought as experts and those with experience in our subject areas to give advice on different areas of the curriculum. We made contributions towards the content, method of delivery and assessment.

One of the teachers said he only went to be told about the new curriculum, which was a form of participation. He participated in the training. “We listened to experts in a training workshop”. This was a type of passive participation. They were informed of the changes and why the changes were being made. The second teacher had the expertise and was invited to make an input.

The teachers’ responses were not different from those from the focus groups. They also claimed never to have been involved directly in curriculum design, yet they made inputs. They were hands on in the implementation and indirectly involved in evaluation.

In addition,, four of the subject advisers admitted they had participated while two said they had not. The subject advisers were involved in different activities. Although they did not sit with the curriculum designers, they were involved. One of them was a cluster leader and made suggestions in workshops, another one at the school level helped to sow the seeds of change. He organised programmes which he used to help his colleagues understand the curriculum better. He helped them with the interpretation of the curriculum and explanation of some of the terminologies, which presented a challenge to the teachers.

SA1:.. I made inputs as a cluster leader; I attended workshops where we made suggestions for some changes mainly in connection with the approach, how the topics could be taught and what they could use to teach it. We advised on improvisation of materials and not content.

SA3: I was a teacher then and I “sowed seeds of change”. I encouraged my colleagues to embrace the new curriculum and assisted them with the interpretation of the curriculum.

SA5: Yes, as a conveyer representing my branch. When I attend meetings I circulate the meeting proceedings to the members in my branch. I later became a master trainer. I trained teachers in my subject area based on the new curriculum.

SA1: I participated at both the District and Provincial levels; I did not get the opportunity to get to the National level. I was facilitating the training from provincial to district, in designing the curriculum. The curriculum planners participated at the National level in designing the curriculum. I was facilitating the training from provincial to district, in designing the curriculum.

Unlike the teachers, one of the subject advisers went as far as National level for training. He said:

SA6: I work mainly at the District level but I was trained at departmental level by national facilitators. At the Provincial level I was involved in designing policies to be used as provincial guidelines.

The above response shows that while some could not go beyond the District, there is one subject adviser who went up to National level to be trained.

This was confirmed by the minutes of some of their meetings which the researcher went through. A perusal of the minutes of meetings held by the Chief Education Specialists (CESs) and Deputy Chief Education Specialists (DCESSs) also reflected the fact that subject advisers attended, as well as organised a lot of workshops to help the teachers in curriculum delivery.

The researcher asked the participants how they were involved in the curriculum developments that took place and this is what they had to say:

T1: The subject advisers call the teachers if there are changes in the curriculum and update the teachers, then hold workshops, but I was not there when the curriculum was designed.

This is also a form of participation. The teachers do not have to be physically present to be designers. Attending workshops is a form of participation.

T4: When the government wanted to change the curriculum, they invited a few of us who were experienced in the subject to attend a course in Johannesburg on curriculum implementation.

There was one who said he worked in a group for fifteen days. As a History specialist, he made contributions towards the History content making sure that the history of various provinces and cultures were included in the curriculum being designed.

The subject advisers also explained how they were involved in the curriculum design.

SA1: No. It was the subject planners together with those who were in the National office that were involved. They came up with the educational policies; and formulate guidelines to assist teachers to implement the policies. . At the District office we were only contacted to make inputs in the drafts. We also orientate teachers on curriculum policy and practice as prescribed by the National/Provincial Department of Education.

But SA2 said:

I spent about 15 days working with a team. I was there as a subject specialist in History. We made inputs in the content, method of delivery and assessment. We also checked the objectives

One of the principals reported that he was contacted to take part in the designing, although at the time, he was a teacher.

P2: I was involved. I was in a meeting at Port Elizabeth for Physical Sciences. I was in a committee of 20 people for Physical Sciences. The committee worked on the content, and the practical aspect.

While P2 was still a teacher, he was invited to a meeting in Port Elizabeth for Physical Science teachers. He was part of the committee that looked into Physical Sciences, making sure that the content suited the learners' age. They also made sure that there were resources for the practical.

Considering all the complaints that the teachers made and the different issues that were raised during the implementation, it became necessary to evaluate the curriculum.

T4: No. We only gave ideas during the designing and implementation. The evaluation was handled by subject advisers and officials at the National office.

The same applies to the subject advisers and SA1 had this to say:

Evaluation? Not really involved. The review committee looked at the curriculum and its implementation and reported to the government accordingly. The Minister appointed experts from the University to do the evaluation.

One of the principals also said:

P2: Yes, I was involved. After one year we were called again to evaluate the strengths and weaknesses, or what was not there. And in that evaluation, the issue of teachers who cannot teach both Physics and Chemistry were discussed.

From the foregoing, the researcher could establish that the designers of C2005 were different from the implementers and the evaluators. There was minimal contribution made by the teachers indirectly during the designing stage, but during implementation they were all involved in hands-on teaching. For evaluation, they completed evaluation documents after workshops. The respondents were asked whose voice was more prominent during the designing, implementation and evaluation of C2005. T1, T2 and T3 said it was that of the government. They said that, during implementation, they only taught what was handed over to them but T4 gave a different response. He said:

T4: Because of the nature of my subject, teachers were contacted to make some input during the designing and implementation stages. But the evaluation was done by government.

The subject advisers' responses to this question were not completely different from that of the teachers. They confirmed that the designing and formulation was done at National level while implementation was done by the teachers' and subject advisers'.

SA1: Designing: It was at the National level.

Implementation: Officials from the district and province were involved. Some school-based facilitators were trained to train the teachers and also monitor their work.

Evaluation: The teachers' voice was heard; for example in Technology we have four themes and we were expected to do four different projects but the teachers complained and it was changed to doing only one project which had all the elements of the four themes covered in the subject.

SA6: The Department handled Designing/formulation The state's voice (government)- Department of Education was so prominent.

Implementation- teachers' voice as they were giving feedbacks to the subject advisers.

Evaluation- education stakeholders, The Unions complained a lot about hiccups. Sponsors and the government's voice was very prominent.

Like the other participants, the focus groups reported that they were not involved in evaluation. One of them said:

FG2: No, rather they evaluate us the teachers. They tell us to look at the bad results. The teachers are the culprit.

This focus group said that instead of the government getting them involved in the evaluation; they rather evaluated them (the teachers) by looking at the learners' performance. The government used the learners' performance to judge the teachers and this affected their teaching.

5.8.2 Passive participation in RNCS

The teachers and subject advisers described their involvement in the designing of the RNCS. They also reported that they were not directly involved. One of the subject advisers said he was partially involved in developing the lesson plans and materials for teaching. He said:

SA1: It was a partial involvement. I was fully involved in the lesson plan that was produced by the district/ provincial offices. Also I was fully involved in the development of materials for teaching in the district and province.

On the designing aspect, the principals were asked if they were involved and they responded:

P1: I was not involved in anything that has to do with curriculum designing.

P2: Yes, I was involved in the review but not in the designing. The curriculum was already designed by some people and they sent a copy to us to read and make comments. Every teacher was given a document to read and give feedback.

The principals' comments made it clear that they were not in any way directly involved in designing the curriculum. They were given a document that was already prepared. They made comments on the already designed curriculum document. They had expected that there would have been a principals' representation there.

During the implementation of the RNCS, the teachers were required to implement what they did not directly take part in designing. The researcher asked the teachers what they were involved in during the implementation of the RNCS and their responses were:

T1: If there is anything I did not understand in line with the curriculum, I contacted my subject adviser and that was at district level, and she assisted in giving me more explanations. Teachers should have an objective/aims for what they want their learners to achieve at the end of the day. There were learning outcomes and assessment standards as compared to the OBE. I was conscious of the learning outcomes when implementing the curriculum.

T3: I attended workshop sessions. We were given tasks to complete. Some diligent CESs came to the schools to see how we were teaching. The CESs were trained trainees so they also had problems training us. They complained that there was not enough time. Some of us teachers were sent to Mthatha to receive trainings so that we can train other teachers.

T4: Apart from teaching, I took part in Provincial training of the teachers. I found it very demanding because the teachers were not happy with the changes so they were not cooperating.

They were occupied in the classrooms and when they needed help they contacted the subject advisers. Some of them were also used to train other teachers, which was not easy, because some teachers felt they were being forced to teach what they were not comfortable with.

The researcher also asked the subject advisers how they were involved during the implementation of RNCS. Their main task was to assist the teachers with the implementation of the curriculum through workshops and this was confirmed through their responses.

SA3: I made sure curriculum was taken to teachers, and made sure they understood it. There were series of consultations in the form of workshops. Teachers participated in activities to familiarize themselves with the new curriculum.

SA6: I made sure that the curriculum was implemented according to learning outcomes and also assessing according to subject assessment guides.

Out of the four principals interviewed, one said he had not been involved in the implementation of the curriculum. This was rather unfortunate because, as a principal, one of his duties should have been to monitor the implementation of the curriculum in his school. He said he did not quite understand what was going on in the curriculum. Two others said they were teachers then so they taught and assessed students. But there was one whose response was different. She said:

P4: I played a significant role. Trained teachers in a generic way- to make life easier helped in drawing up plans for the year. I guided the teachers. I was privileged with hands on training.

It was necessary again for this study to find out how the teachers and subject advisers were involved in the evaluation of the RNCS. This time they said they had definitely not participated.

T3: I was not involved in evaluation. It was the DoE.

T4: I was not involved in evaluation. It was the subject adviser who was looking after my school in my subject area and the rest of them.

Out of the six subject advisers interviewed, only one said he had acted as a mediator.

SA5: I was not involved. Office based and prominent people were involved. The senior colleagues were the ones who participated and it was at the National level.

SA6: I was in the team that looked at the draft produced by the designers.

We were like mediators, making sure that the correct terminologies were used. We moderated the documents that were returned and made some inputs.

From the responses above, it is clear that although the subject advisers had not been directly involved in the evaluation of RNCS, one of them had worked in a team where he had helped in his subject by looking at the terminologies and making sure they were used correctly. Their responses revealed that the evaluation was done at the top. Even the one who participated worked on a finished document. He made comments on the technicalities.

One of the principals also was involved when he was still a teacher before he became a principal. He had participated as a specialist in his subject area and this is what he reported:

P2: Yes, I was involved in the review but not in the designing. The curriculum was already designed by some people and they sent a copy to us to read and make comments. Every teacher was given a document to read and give feedback.

Again, like the subject adviser, he worked on a completed document. Some people did the work and sent it to them to make comments. One of the focus groups also said the same thing.

FG1 The exercise was done but it was not taken seriously, we were given forms to comment on the document and we did but we were not sure anything was done with it. We made suggestions which were not taken further.

The data from FG1 confirmed that the review of the completed document was done but it was not incorporated. This may be because of the nature of this exercise. They said they had been given papers to fill but that was it. This, however, was a form of participation. The authorities used this exercise to get feedback from them to help them to improve the curriculum. The teachers, on the other hand, felt that their suggestions had been ignored probably because they had not been acknowledged or that they had expected to be contacted to do more.

It was interesting to hear the opinions of subject advisers whose voice was more prominent in this exercise and this is what they said:

SA4: The teachers made great input. Always spoke through South African Democratic Teachers' Union (SADTU).

The principals still maintained that the designing was done at the top and that they were not involved, as is reflected in the following responses.

P1: The Department of Education and subject advisers were the ones that handled the designing

*P2: **Designing** was done at the top and sent to teachers to **implement**.*

*Teachers' voice during **evaluation***

P3: mostly determined by senior officials.

The principals' comments stressed the fact that a top-down approach was used during the designing, implementation and evaluation of the RNCS. Focus group 2 confirmed this by saying:

FG2 We think it was that of the government or someone who has never taught before.

5.8.3 Passive Participation in NCS

The researcher asked the participants about their manner of involvement during the NCS.

T3: I was called to attend workshops.

T4: No, the department sometimes targets certain individuals but I was not given the chance to be there in designing.

The subject advisers were asked the same question on how they were involved in designing the curriculum. Their responses also reflected passive participation. The subject advisers were involved in doing different things, directly or indirectly. For instance, SA5 got involved through the publishers and the Department of Education. She was contacted to make an input in her subject area that is consultation which is a level of participation. SA2 attended workshops which are ways of sensitizing the participants of the curriculum developments taking place. The others said they were not involved, although what they do not know is that, the fact that some of their colleagues were involved means that they were also involved. Furthermore, being aware of what is happening is a way of being involved. SA6 clarified the fact that curriculum design is a policy matter and they only get involved by being informed. Some of their responses on how they were involved were as follows:

SA2: I went for training twice at Hogsback and Kennaway on curriculum implementation.

SA3: I was not involved personally, but there are other colleagues who were involved. There were curriculum planners at the Provincial level who were involved. They participated in facilitating curriculum planning, through the development of Learning Programmes, Work Schedules and Lesson Plans to ensure effective curriculum delivery.

SA6: I was not involved. Curriculum came as a policy from national Department of Education and then trained teachers as implementers.

On the same issue of designing the NCS, the principals responded that they had not been involved. One of them pointed out that she was an academic coordinator and not involved in designing of the curriculum which was rather ironical. They responded thus:

P1: I was never involved in designing

P3: No, I was not in designing.

P4: I was not involved in any designing. I am an academic coordinator and Continuous Assessment (CASS) coordinator.

In focus group 2 their responses to this same question was an outright *no* while in focus group 2, one of the teachers said he got involved by writing a study guide for Mathematics Literacy which was used in the District and beyond. This is participation.

Also some South African Policy documents made it clear that the government, on its own, identified the gaps in the curriculum and embarked on revising it. This implied that, as a policy issue, there was very little that outsiders could do other than to comply with the changes. The DoE appoints the committee that draws the policies. With the challenges confronted in the implementation of the RNCS, the government decided to take precautions in the implementation of the NCS. The researcher interviewed the teachers, subject advisers and

principals to find out when and how they were involved in the implementation of the NCS and what they were involved with. The teachers reported thus:

T1: Making it a point that even the learners who come from a poor background are catered for. Learners were put into consideration when put into groups.

T2: just teaching in the classroom. Level: Attend workshops and come back to school to implement it.

The teachers said they attended workshops and taught in the classroom.

The subject advisers interviewed also explained how they were involved during the implementation of the NCS.

SA3: We are implementers of the curriculum. We made sure the documents are distributed to the schools and interpret the curriculum to the teachers.

SA4: We organized workshops, follow up visits to make sure teachers are implementing the curriculum well. There use to be up to ten documents but was reduced to three documents so that teachers will have less administrative work to do. We started at provincial level; and called for training.

Like the teachers, the subject advisers were involved in the implementation of the NCS. As implementers of the curriculum, they explained that they had

mainly conducted workshops for the teachers, provided them with the necessary documents and visited them in their schools. They ensured that the delivery of the curriculum progressed well.

The principals gave the same response, which was captured in this statement:

P1: The teachers were teaching and attending workshops.

From the above response it was clear that the principals did not play much of a role during the implementation of the NCS despite the fact that they were supposed to manage the implementation of the curriculum in their schools. They felt it was mainly the teachers and subject advisers who were involved in the implementation of the curriculum.

Data collected from the two focus groups also indicated that the teachers were occupied with teaching and attending workshops which were organised by the subject advisers.

FG1: We were teaching and attending workshops on how to implement the curriculum. We were still not getting the assessment right so the subject advisers organise workshops to put us through.

FG2: We were teaching as usual and attending workshops which at times did not help to improve our skills in teaching or assessment.

Having implemented this curriculum for some time, there was need to evaluate it and the researcher asked the respondents if they had taken part in the

evaluation. The teachers reported that they had not. One of them said that he had attended meetings. T4 reported thus:

No, I wasn't. But I attended many meetings where we gave our inputs, but sometimes we get to a closed door. I doubt if those suggestions were considered.

T4 made it clear that teachers did not take part actively in the evaluation. Even though he had attended several meetings, he was not sure whether their suggestions were incorporated into the final document. They completed and submitted some documents.

Like the teachers, the subject advisers said they were not really involved in the evaluation. One of them said he participated by commenting on the documents and materials which had been prepared elsewhere.

SA1: My involvement was the same as during C2005 review: looking at the materials which were developed in terms of quality assurance. We also looked at the issue of the curriculum being user friendly to see if the teachers can use it without any difficulty.

This was the closest that this subject adviser came to evaluation: going through a document handed to him to check the technicalities. The others said they were not involved at all and that the evaluation was done at the National level.

The principals were not treated differently either. One of them said:

P2: As usual they give us documents to complete. We answer the questions and they take them away.

This principal's response is similar to that of the teachers, subject advisers as well as the focus groups. Focus group 1 reported: *No, we completed forms at the end of workshops.* They had completed a document by responding to some questions and that was it. It was clear from these responses that the teachers, subject advisers and principals had not been involved in the evaluation of the NCS. The researcher then went ahead to find out whose voice was more prominent during the designing, implementation and evaluation of the NCS.

In view of the foregoing, the researcher wanted to find out whose voice was more prominent during the designing, implementation and evaluation of the NCS.

T3: It was that of the government in the three stages. The authorities will change you if you don't.

T4: It must be that of the Provincial and National committees. The grassroots' levels should be heard more.

The teachers interviewed felt strongly that the government's voice was most prominent during the designing, implementation and evaluation of NCS. They said it must have been people at the top who were responsible.

The subject advisers came up with different responses regarding whose voices were most prominent during the NCS processes. One of them had this to say:

SA1: This time I think the reverse was the case. Teachers' voice was more prominent especially during implementation. Their complaints were heard eg teachers complained about certain things included in the curriculum which they cannot do in their environment due to the facilities not being available like 'galvanising' then they were asked to use something else like 'painting' to achieve the same principles.

From his response, the teachers' voices were heard during NCS. Their complaints were reflected upon. Apart from the teachers, SA5 felt that there were more interested stakeholders who also made their voice heard during the NCS processes.

*SA5: Business people were complaining, parents as well as educators. During **designing** it was the Department of Education coming up with the policy. During **Implementation**, it was teachers' together with unions. For the **Evaluation**, it was teachers, interested stakeholders, the private sector providing bursaries and NGOs.*

SA5 mentioned other parties whose voices were heard during NCS. She pointed out that it was not only the teachers but the unions, interested stakeholders, the private sector and NGOs. The government designed the policy which all these people reacted to.

There are two other subject advisers who stressed the fact that the Teacher Unions raised their voice by refusing to have the teachers participate without

remuneration. The teacher Unions insisted that if their members participated, they had to be remunerated.

SA4: The National Department handled the designing. Teachers' Representatives, The Teachers' Union was prominent during the evaluation.

SA2: The subject advisers' voice was prominent this time. They refused the educators from being involved. The Union demanded that their members must be paid if they want them to be involved so they left them.

The subject advisers' responses showed that the NCS drew the attention of many stakeholders, who responded. The researcher also asked the principals whose voice was more prominent during NCS and they had this to say:

*P2: The department does the **designing**; teachers and subject advisers **implement** and raise complaints while the department comes again to give teachers documents to complete for **evaluation** just like the previous ones.*

This principal really summarised what happened. It still boiled down to the government being responsible for the designing, while teachers' and subject advisers' ,as well as some other stakeholders' voices were heard during implementation. The government's voice again was prominent during evaluation. Focus group 2 added to this by saying:

We think it is that of the government or teachers from other countries where they have resources.

From all these responses, it is clear that the government's voice was very prominent during the designing and evaluation while teachers and subject advisers were heard during implementation.

5.8.4 Passive Participation in CAPS

When the teachers were asked how they were involved in the formulation of CAPS, they emphasised the fact that they only attended CAPS workshops and training. This is good because through those workshops and training, the participants are informed of the amendments made to the curriculum. Again, this is participation. This is how the teachers put it:

T1: We went for workshops to know what is expected, but was not involved in the formulation.

T3: I only attended CAPS orientation this year. We looked at books about learner centredness, different books on Education psychology and learners' IQs. We learnt using learner centredness, assessments, work schedules and lesson plans.

T4: We were put in study groups in the CAPS training to evaluate different sections of the curriculum if there is need for any changes; we made recommendations and handed them over to our subject advisers and others but if they effect the changes is what I don't know.

The teachers' responses indicated they attended workshops so as to understand the CAPS. On the same subject, the subject advisers expressed the different ways they were involved during the formulation of CAPS. They made practical contributions unlike the teachers. The subject advisers said:

SA1: Yes, I was involved in the formulation of CAPS. I was in the committee that was preparing the teaching materials and teasing them out too. We were also rearranging the themes in CAPS to avoid gaps.

SA5: Idea came to me as master trainer; I was involved in training teachers on the amended curriculum, highlighting areas that have been strengthened and the ones that have changed.

SA6: No, I was involved on the side of facilitating. I facilitated workshops organised at the District for teachers. I assisted teachers to understand the amendments that have been made to the curriculum.

Contrary to the subject advisers' participation, the four principals interviewed said categorically that they were not involved in the formulation of CAPS.

The focus group discussions confirm the fact that teachers attended CAPS workshops and training. FG1 does not see their involvement in workshops and training as participation but the truth is that it is a form of participation.

FG1: We were not involved. Just like the NCS we were only called to attend workshops. But it seems the questionnaires we completed in the workshops were put into consideration although this was very little.

The researcher asked the teachers if their views were considered when CAPS was being formulated and they responded in the affirmative.

T1: Yes, they considered the fact that teachers should be hands on teaching in class; they did away with Learning Outcomes and Assessment Standards and this reduced the bulk of the work we do.

T3: Yes, I think so. The fact that previously we collected a lot of files, but now there is a standard book to be consulted and it has formal tasks. The idea of teachers being innovative was stressed. No more relying on past exam papers. We use different materials for example in English; we use magazines to get materials and passages that are current.

There is a reflection of the issues that were of concern to the teachers. From their responses, the Department has looked into those concerns. For instance the Assessment Standards and Learning Outcomes have been replaced as well as the number of documents that teachers will have to refer to while preparing their lessons has reduced these showed their views had been considered.

The subject advisers also reported that their views had been considered. They highlighted the areas in which they could see changes as a result of their suggestions. For instance SA1 said:

Yes, the subject advisers' views were considered. From 2007 many subject advisers were appointed, so with their knowledge and experience their views were considered. Also many subject advisers upgraded themselves by going for further studies.

Apart from subject advisers upgrading themselves, SA2 said some of their views had been taken into consideration. He reported:

SA2: Yes. Subject Advisers' views were put into consideration to an extent. For example in History very few considerations were made: example nothing in Eastern Cape History. The new Minister elected the committee and the committees' findings resulted in CAPS. They found out that there were many appendages in NCS and they tried to trim them. Education Experts had to follow what was designed by the politician. Very minimal considerations/consultations were made. In Eastern Cape, History Subject Advisers views were put in the "dust bin" because most of the suggestions made were not incorporated in the amendments made.

From his response, their views to some extent were considered. But in the Eastern Cape, the recommendations they made regarding the content in History were not reflected. They had to follow the recommendations of the Minister's committee. Coming to the principals, they said they had not been involved and so, did not know.

One of the documents for Basic Education titled 'Curriculum News', 2011: Improving the Quality of Learning and Teaching Strengthening Curriculum Implementation from 2010 and beyond listed the different areas that have changed in the NCS curriculum. This list is in line with what the teachers and subject advisers had already mentioned. Below is a list of the areas and issues:

- (a) Discontinuation of Learner Portfolio Files;
- (b) Requirement for a single teacher file for planning;
- (c) Reduction of the number of projects required by learners; and
- (d) The discontinuation of Common Task of Assessments (CTAs);
- (e) The reduction of the number of Learning Areas in the Intermediate Phase of the General Education and Training Phase;

- (f) The teaching of English as a First Additional Language to be given priority alongside mother tongue and should be taught from Grade 1;
- (g) Regular external systematic assessment of Mathematics, Home Language and English First Additional Language in Grade 3, 6 and 9 and
- (h) The development of National Curriculum and Assessment Policy Statements per learning area and subject.

Just like the other curriculum reforms that took place, the researcher asked the respondents whose voice they thought had been most prominent during the formulation of CAPS. It emerged that this time, the teachers' voice had been heard as reflected by the following responses from the teachers:

T2: I would like to say teachers have spoken and someone has listened. There is every indication that the government has heard the teachers' complaints and acted on them.

T3: Most of the stakeholders' voice has been heard this time around. The DoE Minister reduced the paperwork and workload and many teachers seem to be enthusiastic about it.

Their responses showed that for the first time, teachers had spoken and had been listened to. At least they could see that some of the issues they had been complaining about had been acted upon.

During the interviews, the subject advisers also commented on their voice being heard during the formulation of CAPS and it came out thus:

SA1: I would say teachers and subject advisers' voices have been heard. The submissions we made have been acted upon.

SA2: In History it was only the voice of The National Curriculum planner alone in History and it has a lot of gaps, and subject advisers still have a lot of work to do. There is nothing on Transkei history. All the data I collected from the chiefs there were not included and the chiefs are not happy about that.

SA6: The voices of the Department of education, teachers and communities at large were heard. The amendments accommodated the complaints.

The subject advisers' responses show that during the formulation of CAPS, more voices were heard and reflected upon. The DoE hoped that teachers and communities would be happy with the amendments. Teachers no longer had too much paperwork and government was happy that there would be more teaching done. The community also appreciated the fact that their children would experience better teaching.

Contrary to the teachers' and subject advisers' impression, the principals felt it was solely the Department of Education's voice that was considered. All the principals interviewed said the same thing. They reported:

P2: It is that of the Minister. I only heard it in the news, later policy statements were sent to all principals regarding the amendments that have been made. Our opinion/inputs were not sought.

It was at times surprising that principals who were supposed to manage the curriculum and supervise the teachers were not in the forefront of what is happening in their schools. Some of them seemed to be mere figure heads with no voice.

5.9 Categories of teachers and subject advisers involved in curriculum development .

Teachers serve as the guiding force in a learner's life. They mould learners to become responsible citizens of the society. Teachers also transmit knowledge. There are different categories of teachers. Some are experienced while others are not. Some are trained and qualified while others are not. Some are trained to teach in either in the FET or GET sector. No matter to which category a teacher belongs, he/she can be involved in one or all of the phases of curriculum development: designing, implementation or evaluation (OECD, 2008). Information was gathered on the categories of teachers and subject advisers who are involved in curriculum development. The researcher interviewed teachers as well as subject advisers to elicit the information from them.

5.9.1 Categories of Teachers who participated in Curriculum Designing

According to Carl (2009), teachers play an important role as agents of curriculum change, and can contribute to the successful and dynamic development of the curriculum if they possess the appropriate knowledge and skills (Carl, 2009). Teachers are the executioners of the curriculum. They implement the curriculum in the classroom and school environment. They work directly with the learners and understand them better than any other person.

The teachers interviewed felt that teachers had not been involved in the designing of the curriculum. They felt that designing the curriculum was for very senior teachers, especially ones in the Gauteng Province, maybe because they felt that the teachers who had been invited to participate in curriculum designing were very close to the Department of Education headquarters. T2

also commented that teachers who had been newly trained could not be in designing and neither could all teachers. The researcher asked the teachers which categories of teachers had participated in curriculum designing. They responded thus:

T2: Teachers were not involved in designing. If at all they did, it must have been very senior teachers who teach in Gauteng. A beginner teacher needs to have some experience first before being involved in designing. But there should be representation of teachers in designing and evaluation. I am not sure if there had been representations in the past at the provincial and national levels.

On this same issue P2 commented that some teachers in his school who had been invited to participate. Teachers who taught Agriculture, Mathematics, Tourism and Hospitality were invited to participate. The teacher for Agriculture participated at the Provincial level in designing work schedules and work plans for other teachers in the Province. The Mathematics teacher was invited to write a Study Guide for Maths Literacy which was used in the entire Province. The Tourism and Hospitality teacher was invited to a workshop in Gauteng, where they produced memoranda for use in the marking of the Grade 12 examination. This is what he said:

P2: Teachers teaching these subjects: Mathematics, Agriculture, Tourism and Hospitality have been invited before to participate in one way or the other.

5.9.2 Categories of Teachers who participated in Curriculum Implementation

Teachers are curriculum implementers. That is basically what they are trained to do. Implementation is the practicality of the design. It entails putting into practice the content of the curriculum. Through implementation teachers seek available answers to the following questions: (1) why is this curriculum needed? (2) For who is it being

developed (3) what are we trying to teach or change? (4) How will we do it? It also includes the preparation of materials to be used in teaching, using them and making sure they suit the content, learners' age and environment. Some teachers employ different styles that suit their learners and environment. This is a task for all teachers. When respondents were asked the categories of teachers who participated in implementation, their responses were the same- *All of us implement the curriculum.*" The subject advisers train them in workshops to make teaching easier for them.

T3 said, *"We all did. I'm not sure of evaluation but we went to the District for training on implementation, how to teach.*

The principals also confirmed that all the teachers took part in the workshops for implementation. They were all involved in it. The following is the statement from a respondent principal:

P1: Teachers do not take part in Curriculum design but when it comes to training for implementation, all the teachers take part.

Apart from the responses from the participants, there were numerous circulars which confirmed that teachers were, on numerous occasions invited to workshops on the implementation of the curriculum. There were also documents used for these workshops which were made available to the researcher to peruse.

5.9.3 Categories of Teachers who participated in Curriculum Evaluation

Curriculum evaluation is the process of evaluating the content of the curriculum, the teaching materials used, and the methodology. This process is used to assess the effectiveness of a programme or curriculum so as to make judgements on whether to change, modify or amend it. It is a process that all teachers should be involved in

considering the fact that they were all involved in the implementation. The teachers explained that at the end of the workshops, they were given forms to complete for evaluation.

On the evaluation of the curriculum, the teachers responded thus:

FG1: We don't take part in designing. We all take part in workshops where they put us through on how to implement the curriculum. At the end of the workshops we are given questionnaires to complete and that is how we are involved in evaluation.

5.10 The Categories of Subject Advisers Who Participate in Curriculum Development

It was imperative that the researcher investigate the category of subject advisers who take part in curriculum development, as there are different categories of subject advisers. These are the Chief Education Specialists (CESs), Deputy Chief Education Specialists (DCEs) and the Subject Education Specialists (SEs) (DoE, 2007). All these categories of subject advisers, in one way or the other, deal with the curriculum. They have different roles and responsibilities as curriculum personnel and their main vision is to provide leadership and direction for efficient curriculum management and effective curriculum implementation through policies, procedures, systems and structures (Eastern Cape Provincial Curriculum Guide, 2007).

They are all curriculum implementers. The only difference is that some of them participate mainly at the district level, especially the SEs, who work directly with the teachers/schools (Eastern Cape Provincial Curriculum Guide, 2007). Some are curriculum planners, who can participate up to national level. Again, these subject advisers participate at different stages and on different levels in curriculum development (PCG, 2007). On that note, the researcher asked if all

the subject advisers had taken part in curriculum development. The following are some of their responses:

SA1: Yes, all the subject advisers are involved. The planners are involved.

The training levels vary. It depends on the category of the subject.

The Planners make sure the content and objectives of that subject are met.

SA4: Yes, but we participate on different levels. We are implementers.

National and provincial planners participate at National and they are the ones involved in designing and evaluation.

The responses above indicate that all subject advisers had participated in curriculum development the different levels and categories of subject advisers.

5.10.1 Categories of Subject Advisers Involved in designing the Curriculum

The study needed to establish categories of subject advisers who had been involved in designing the curriculum and their responses were:

SA4: It is the Chief Education Specialists (CESs) and Provincial planners who are also Deputy Chief Education Specialists (DCESSs) that participate in designing the curriculum.

SA6: Deputy Chief Educational Specialists at provincial level are

sometimes used at the national level.

The study found that usually the CESs and DCEs have been involved at the designing stage. The CESs and DCEs, many times, participate at the national level. The CESs and DCEs participate in curriculum design making sure that all the subjects listed in the curriculum are taken care of. They assess educational programs, select textbooks and instructional technology, train teachers and sometimes develop work plans and schedules. Participation is according to seniority; those in the top positions of subject advisors are involved in design at provincial and national level.

5.10.2 Categories of Subject Advisers Involved in Implementation of the Curriculum

For the implementation, they said, *“All the subject advisers are involved in implementation.”* This is understandable as this is their core function as curriculum personnel, to ensure the effective implementation of curriculum policies and guidelines. They can achieve this by carrying out the following roles:

- To orientate and train teachers
- To support teachers on Learning Area/Learning Programme/Subject content
- To develop and distribute relevant curriculum materials
- To provide teachers with effective on-site support
- To assist teachers in curriculum planning and delivery
- To promote professional development of teachers
- To establish and maintain curriculum structure
- To develop effective communication strategies

- To establish and maintain relevant statistical databases
- To monitor and evaluate curriculum programmes
- To develop and implement Work Plans and Work Plan agreements in accordance with Provincial Curriculum Guidelines (PCG 04/2005)

5.10.3 Subject Advisers Involved in the Evaluation of the Curriculum

Curriculum evaluation allows the educators to evaluate the programme or courses and examine the strengths and weaknesses of the curriculum so as to ensure that it aligns with the stated standards. Also they want to make sure that the curriculum meets the needs of the learners as well as the country. The researcher was interested in finding out the involvement of subject advisers in this. When asked of the categories of subject advisers who had been involved in the curriculum evaluation, they responded:

SA1: For evaluation it depends. The evaluation takes a kind of reporting. We report on what is happening on the field. After that we plan on how to handle the problems. There is Subject Improvement Plan given to all the teachers and they use that to evaluate what they are doing after which they submit them to the subject advisers.

SA3: The Senior subject advisers like DCEs and SESs assess how effectively a curriculum meets the students' needs. We evaluate this effectiveness, by visiting schools and often meet with School Management Team (SMT) and teachers to find out what problems they encountered.

On the evaluation aspect, the subject advisers' responses reveal that it is the senior subject advisers who participate in this. These are mainly those at the top at the national level as well as DCEs and SEs.

All the respondents said that seniority matters in terms of categories of teachers who participate in curriculum development. Another thing is the expertise and affiliation to teacher organisation.

5.11 The Perception of Participants on the Process of Participation on Curriculum Development that Took Place in the District.

It was of paramount importance to the researcher that the participants express their views and opinions on their participation in the curriculum process. They expressed their views with regards to how they had participated and at what level; areas or issues they had been involved in; and the category of teachers and subject advisers who had participated in the process, the stage at which they had participated, the level, the process used to contact them and the preparations made for their involvement in the process.

5.11.1 Participants' Perceptions on the Curriculum Development Process

When the teachers were asked to express how they viewed their participation in the curriculum development that took place, they made the following comments:

T2: we get the instruction and we have to implement it. If we could have input during the designing, that will be right.

T3: Teachers should be involved in the designing of the curriculum especially those who have the expertise.

T4: The curriculum should not be handed over to teachers to implement. Emphasis should be put on teachers getting involved in designing and giving their inputs.

On the issue of the process followed in the curriculum development that took place, the teachers made different remarks. They expressed their displeasure at the idea of the curriculum having been handed over to them to implement. They felt that the top-down approach was wrong. Hence T1 made mention of teachers not being able to understand it, the language and vocabulary being complicated. The other teachers emphasised the idea of teachers being involved in the designing of the curriculum.

The subject advisers were also asked the same questions on the same issue, and these were their responses:

SA1: It is more of a National issue that involves the subject advisers. The CESs and DCEs are the ones that are closer to the National level. They government might be doing a good thing but how they are doing it is the problem. For instance introducing tablets in schools when some of them do not have access to cell phones, they could have asked the subject advisers first. The subject advisers know these schools, the teachers and the learners well. The level at which they are using it end up distorting the whole thing.

SA1 commented that the government might have been doing something good but the way they were going about it was wrong. He said that the government needed to work with CESs and DCEs more.

SA2: The process did not accommodate the educators. It was only the subject advisers and cluster leaders who were actually invited to join in the curriculum committees. Many schools are supposed to be involved in the pilot programme for any curriculum development but they used only the ones in Gauteng. They used a top-down approach to develop these curricula. Directions/Invitations came from national office or they requested for limited number of persons and others were left. If they had allowed the district to choose and decide this would have been better. I feel that subject advisers should participate on all levels in all the stages. The subject advisers know the materials and condition on the ground. They can advise on the schools that could be used for piloting.

SA3: A lot has been done both national and provincial levels. There is still gap in implementation. Curriculum is well and good but implementation should be strengthened. There was not enough collaboration and consultation. There was limited number of subject advisers who were involved.

SA2 and SA3 commented on the educators and the implementation of the curriculum respectively. SA2 feels that the government should have accommodated the teachers while SA3 commented that there is problem with the implementation which might be because teachers were not involved in the designing. She added that there was not enough collaboration and consultation. SA2 also expressed displeasure in the top-down approach and advised that subject advisers should be involved in all the stages and at all the levels.

On the other hand, SA6 commented that there is great improvement in CAPS probably because more personnel were involved.

SA6 Subject Advisers did not participate well during these developments but there were enough personnel during the formulation of CAPS. There were some developments. Teachers are appreciating the system of CAPS. In general I like the process followed in introducing CAPS; more curriculum personnel who were hands on were involved. There are some developments.

The focus groups pointed out a lot of irregularities in the curriculum development process that was adopted during the curriculum reforms. They confirmed and threw more light on the process and its implications. FG1 pointed out the fact that teachers needed to be part of the committee that designed the content as well as the assessment. They suggested that schools always invite subject advisers to help and where possible, demonstrate teaching in the class. They revealed that some teachers and schools were very good with the old curriculum and could have been allowed to make a smooth and gradual transition to the new curriculum instead of moving all schools suddenly. As a result, some learners could already expect to fail in CAPS. FG1 made the following comments:

FG1: Teachers should be the designers of the curriculum. We should design assessments too. We need to do away with the common assessments we have and design assessments according to the type of learners we have in our schools.

Also in designing the curriculum they need to look at the resources they have to know what to put in the curriculum.

One specific interest of the researcher was to find out the participants' perception on their participation in curriculum development. When teachers were asked to express their views on their participation in curriculum development, they said:

T1: If teachers go for marking that is a development and they relay that to students. It enables you to be a better person and relay to learners how to answer questions and that can be relayed to other colleagues. Teachers should be involved in designing, and then rotate to know what is going on.

T2: In the latest curriculum, there is evidence of teachers' involvement; it is now more teacher friendly and child friendly. But previously I don't think teachers participated in curriculum development.

T3: I think teachers' participation in curriculum development is good, at least they won't feel left out. Teachers can form associations or subject committees and they exchange visits with their colleagues' schools to help out.

T4: Because teachers did not participate, many students have been made to suffer for a curriculum that is not working.

Data elicited from the teachers indicated that they would like to participate in curriculum development from the designing stage. They would like to take part and then relay the information gathered to the learners and other colleagues. One of the teacher's view was that the existing curriculum was teacher-friendly because teachers had made contributions to its design. Another teacher felt that teachers' participation in curriculum development was necessary, in the sense that they would not feel left out. They relate to the curriculum very well

and claim ownership of it. If this does not happen learners suffer. One of the teachers pointed out that teachers not participating in curriculum development put the learners at a disadvantage. He explained that when unfamiliar topics are included in the curriculum, teachers skip them. They only teach things they know. Also there are certain inclusions in the curriculum which may harm the environment, so teachers do not teach them. If teachers who know and understand these learners and the environment are involved in curriculum development, they will make sure that their learners and environment are considered during the designing of the curriculum.

The study sought to find out also the subject advisers' views regarding the curriculum development that took place as well as the role they played. The following are their views:

SA1: As a subject adviser I played a key role. I cover about 260 schools. For my counterpart at National plans with 81 Districts, how can he come down to plan for 260 schools? The DCEs need to get closer to them. We are seen as agents of change.

SA4: My role was pivotal. The subject advisers serve as links between the province and the schools. Without the District it will be very difficult for the schools to work with the Province.

The data collected from the subject advisers revealed that they were very proud of the role they played in the curriculum developments that took place. They saw themselves as agents of change and they also served as link between the Province and the schools.

5.11.2 Participants' Perceptions on the Areas/Stages they should have participated in during Curriculum Development.

This study also investigated the areas that teachers and subject advisers thought that they should have participated in during curriculum development and asked the respondents at what stage in curriculum development they would suggest that teachers and subject advisers participate. One teacher said:

T3: Teachers should be involved in the designing as experts. Most teachers in many schools try to improve themselves by furthering their studies. They understand their environment more. They should also be involved in implementations and evaluation. A teacher should have authority and also the least of the authority. There should be inspectors and supervisors working with them.

This teacher's response represents the other teachers' opinion too. They all held the opinion that teachers should be involved from the beginning; that is, from the designing stage to evaluation. They felt that teachers understand the learner and the school environment better than anyone else.

The subject advisers also felt the same way as the teachers. They felt that as curriculum implementers, who work directly with the teachers and the schools, they should be involved from the beginning to the end. This is how one of the subject advisers put it:

SA1: They should be involved from the onset. They should participate during the designing stage; that is during policy development and this has two stages: (a) political influence: at this stage what the government wants to achieve through education is discussed. (b) The core business: At this stage, the content, how to implement it, assessment and evaluation

are decided so it is important that the subject advisers are involved here. They need to understand the National Development Plan (NDP).

This subject adviser, made it clear that they should be involved in curriculum development right from the designing stage through to evaluation. He said that they should have been part of the committee that formed policy in education as well as part of the committee that designed the curriculum, implements, edit and evaluated it.

During the interview the principals also gave their opinion on the stage in curriculum development where principals should come in. This is what they said:

P1: They should be involved in all stages.

P2: I think they should be involved in the different stages because principals need to know and make input in the curriculum.

The principals interviewed further thought that they should have been involved from the planning stage to the evaluation. They needed to know what the curriculum was about, the content, implementation and the evaluation. They need to be part of it and make an input.

5.11.3 Participants' Perceptions on the levels at which they should participate in Curriculum Development

The researcher investigated the level where teachers and subject advisers thought they should have participated in curriculum development. The participant teachers made the following comments:

T3: At all the levels. Personally I think that if they participate at all levels, the learners and environment will be considered while designing the curriculum

T2: All. From cluster to district to provincial then National representations

The teachers felt that they should have participated at all the levels. They should have started from cluster to district then up to National level.

The researcher wanted to establish the level where teachers usually participate and where they would like to participate on. The focus groups said: *“we usually attend workshops at the District level.”* The researcher asked them where they would like to have participated and they said: *if possible up to National level.”*

The subject advisers equally thought that they should have participated at all levels. They think that starting from the National level where the policy is decided would enable them to make useful contributions towards the educational policy to be implemented in the country. This was how one of the subject advisers put it:

SA1: At the National level, during policy development then to Provincial and District.

The researcher sought from the participant subject advisers if they felt that all the categories of subject advisers should go up to the national level. These were their responses

SA1: It depends. The CESs go up to National level, the DCEs go up Provincial; some DCEs get to National. The SESs operate mainly at the District level because they deal mainly with teachers and what is happening in the classroom. If you are dealing with small subjects like technical subjects, you may get to National because they're quite few.

SA5: The designing was handled by top management. Implementation was mainly done at the district level by SESs and the evaluation with educators at the district level too. Also at the National level, there are representatives of provincial; planners.

These two subject advisers reiterated what they had said earlier that the level of participation depended on the category of the subject adviser. The Chief Education Specialists participate up to the national level. Some Deputy Chief Education Specialists can get to national level if they are handling small subjects. These occupy higher and senior positions. The Subject Education Specialists work with schools so they mainly participate at the district level

The principals also spoke their minds during the interview to express their views concerning the level where they should have participated during curriculum development.

P4: Designing of content and implementation thereof. There is representation on national level.

P2: They should be involved at all levels. Although it doesn't have to be all the principals, there should be a representation.

It came out that the principals would also want to participate up to National level during curriculum development. They expressed the wish to be part of the committee designing the curriculum content and its implementation.

The focus groups also shared the same view that they would appreciate it if teachers were invited to participate at all levels.

5.11.4 Participants' Perceptions on the process used to contact them

Participants were requested to discuss how they were contacted to participate in curriculum development. The researcher asked the teachers, subject advisers and principals the process followed in contacting them. The following responses were provided by participant teachers:

T1: There are circulars given to schools. Schools are contacted through district office.

T2: Circulars are sent to the principal and the principal will release you

From the teachers' report, circulars were sent to them from the District office through the principals. The principals then released them to attend the workshops.

The subject advisers explained how they were usually contacted to participate in curriculum development.

SA3: We are contacted telephonically, fax or e-mail. Fax is sent from the provincial office to district office.

SA2: Circulars are sent from the national government to the curriculum planner at the head office then to the district.

The subject advisers also receive circulars from the national or provincial office. They can be contacted through telephone, fax or e-mail.

The principals explained also how they were contacted to participate in curriculum development. They said that:

P1: There are provincial people who were nominated and they were the ones involved in the writing of the syllabus. They were the people who set the exam papers and also do the moderation. The senior teachers were used as well as the subject advisers.

P2: The District sends circulars to schools to invite them to workshops. In C2005, NCS and CAPS, there were orientations organised by the district office.

The principals were contacted the same way that the teachers and subject advisers were contacted. They received circulars from either the District or Province.

The focus groups authenticated this position saying:

FG1: If it is at the District, they contact the principal who will then contact you. But if it is at the Provincial level, the SA will contact you to find out if you are interested.

FG2: They receive letters from the District through the principal

All the participants presented the fact that circulars were sent from the district office to the principal for District workshops and for Provincial ones, the circulars were sent from there.

Having asked the respondents how they were contacted to participate in curriculum development, it was also necessary for the researcher to find out who made the decisions regarding workshop participants. The following were comments from participant teachers.

T1: They take teachers who teach that particular subject usually per grade so for instance if a teacher teaching grade 10 is needed that particular teacher will go.

T2: I'm not so sure when it comes to circulars. But the principal chooses teachers from different departments, to make sure all teachers in the school get the feedback from the workshops. This is done at the district level. All the teachers get exposed to the information given at the workshops because all the subjects in the school were represented.

T4: The subject adviser puts all teaching mechanical, technical subjects together and all those teaching electrical subject together. He groups us. If there is any teacher struggling he asks us to help.

From the teachers' explanations, when the circulars arrived at the school, the principal decided on who would attend the workshops based on the teaching subjects. The principal made sure that each subject has a representative in the workshop. One of the teachers T4 said the subject adviser was the one who put them in groups and sent the list to the principal to decide.

Data were also collected from the subject advisers regarding the decision on participants in curriculum development. SA2 explained:

Usually they want all the districts to be represented. But Eastern Cape is the only province with 23 districts. Others are 5 or 6, for example in the Western cape there are only three. But in Eastern Cape there are many districts.

Apparently the situation presented above explained SA1's idea of who made the decision. He explained:

SA1: Subject planners make the recommendations, then from the planners to managers. The Council of Ministers (CMCs) takes decision(s) on the recommendation(s) made.

From the above explanation, the subject planners made the recommendation and passed it on to the Council of Ministers who then decided on who would

participate. Considering that the Eastern Cape has many districts, they could not send all the subject advisers.

5.11.5 Participants' perceptions on the preparations made before the participations

Adequate preparations need to be made before the participants are involved in curriculum development process. In the first place they have to be stakeholders in education. The department needs to make sure that the curriculum personnel are well equipped and qualified to handle the process. Another thing that needs to be considered is the timing for these activities like training/workshops to take place. Adequate preparations will ensure maximum performance and better outcomes.

The researcher needed to know if the teachers and subject advisers were prepared before they went to the workshops. The teachers responded:

T1: No, we were just given a notice that informs us that on this day so and so will take place and we are expected to be there and then go there with your exercise books.

T2: No, they only ask you to bring certain documents; unless they need something from you then they ask you to bring them. Most often they stand and read the documents. No proper training taking place.

The above responses indicate that there were no proper preparations made before the teachers went to the workshops. From their responses, they were only sent a notification of the day the workshop or meeting took place.

The subject advisers were also asked the same question if they were prepared before they attended the meetings and workshops and their responses were:

SA2: Yes, they give us templates to fill new content gaps because there will be a new convention on workshops. They ask us to research on the templates

SA3: Preparations are made. Communications are made. They communicate in good time to provide ample time.

The situation seems to be quite different from that of the teachers. They received the circulars and had enough time to prepare for the meetings and workshops.

Data from FG1 revealed that it depended on where the workshop was taking place. They explained that;

FG1: Apart from the one that took place at National level and we were told all the things to bring, others were not; but if we are going to facilitate the SA sits with us in the workshop.

The above explanation shows that when it was at the National level, better preparations were made. The participants are told what to bring to the workshop and the role they would play, unlike for District workshops where they only sent letters. It was only on arrival that they were told what to do.

5.12 Training Received by Participants

It was necessary for this study to establish the kind of training the teachers and subject advisers received that enabled them to interpret, understand and implement the curriculum. When the teachers were asked the kind of training they received that enabled them to understand the curriculum, this was what they said:

T1: We did not receive training. We only attended workshops.

T2: The workshops they organize is a kind of training nothing else.

T3: Only workshops.

The teachers' responses indicated that they did not receive any special training when it came to the use of the curriculum. The same applied to the subject advisers who said: "*It is only the workshops*".

5.12.1 Training Received during the Designing of the Curriculum

The study went further to find out from the participants the kind of training they received during the designing stage and they said:

T1: I was not involved in designing.

T2: I was not in designing.

T3: it's only the workshops where the SAs explain using their laptops and at times they assign tasks to us. The workshops were not training as such.

T4: I received Subject Based Training (SBT). This is to enable me support the teachers that are in my subject area.

The above information given by the teachers show that the teachers did not receive any training during the designing of the curriculum. They said they were not involved in designing but one of them attended workshops and another received subject based training.

Along this line, the subject advisers were also asked the kind of training they received during the designing stage. Two of the subject advisers interviewed said they did not receive any training at all. While the rest gave the following responses:

SA1: We attended some training on different things. For example, DCSs attend training on Financial Management, policies Instructions, etc.

SA2: Trained by a specialist for two weeks in a workshop.

SA3: Not a particular training. Sit down and prepare. No special training.

The data collected revealed that some of the subject advisers received some training in different aspects of their work. The subject advisers, who were

involved in management, received training in management skills, while others attended workshops.

The researcher asked the principals also to explain the kind of training they received during the designing stage of the curriculum. One of them, P2 explained:

We are only involved in implementation. They train the teachers on how to deliver the content.

P3 and P4 commented that:

P3: Whilst at school, I received some training. We are given an already prepared curriculum to implement.

P4: I was trained to train teachers. I got national training in simulating. I was giving physical exercises, training them for implementation.

One of the principals said he only received training while at school studying. They said the curriculum they were using was already prepared and handed over to them while P4 reported that she was trained to train teachers.

5.12.2 Training Received during the Implementation Stage

The teachers' responses to the training they received during the implementation stage were:

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T3: Insufficient training. It was only for 2 days.

T4: Workshops were held. I was given documents to apply or refer. I was trained on the curriculum as a whole not the subject matter.

During the implementation stage, T3 said, he received insufficient training for two days while T4 said he attended workshops, was given documents to refer to and also training on the curriculum as a whole. From their responses, they did not have any proper training apart from workshops during the implementation stage.

This was confirmed by the two focus groups that said: *“we were only teaching and attending workshops”*.

On that same issue, the subject advisers had different experiences. Two out of the six interviewed said they did not have any training at all while the other four had one form of training or the other. They said:

SA3: None. I only had meetings. We gather as subject advisers provincially to ensure they will do the same thing. Provincial planner

SA5: I had training on the development of lesson plans, assessment and new concepts.

SA6: I had Provincial training, training of trainers to go back and train the teachers.

The subject advisers did have some training unlike the teachers. Some were trained on the development of lesson plans, assessment and concepts. One of them received training to train teachers.

It was also necessary to find out if the principals received any training during the implementation stage especially since they are the heads of schools. P2 responded that:

We did not need any training, all the people who were there were experienced with over 20 years of experience.

P4 also said she was trained to train teachers on curriculum implementation so she did not need any other training. This information reveals that with their experience, they did not need any training on the implementation of the curriculum.

5.12.3 Training Received during the Evaluation Stage

The teachers were asked the training they received during the evaluation stage and they said:

T2: It was part of the workshops and they give guidelines on how to assess, what to assess and the weight.

T4: Mr Hockey will ask our opinions in workshops but I don't know if they do anything with it.

From their responses, they were given some guidelines on assessment in the workshops they attended. Their opinions were sought but they did not know if they were incorporated. But two teachers categorically replied in the negative.

The subject advisers also answered the question on the kind of training they received during the evaluation of the curriculum, and their responses were as follows:

SA1: There was no formal training as such.

SA2: Nothing. We used our discretion.

SA4: Evaluation was done by outside bodies. Umalusi-drops/arrives at any school it likes to do evaluation.

SA3: No, not involved in evaluation, SA5 No training and SA6 None

The subject advisers were not involved in evaluation so they did not receive any training. They said evaluation was done by external bodies who were working with the curriculum.

When the principals were asked if they received any training during the evaluation stage, their responses were negative. One of them responded:

P2: They did the evaluation themselves, so we didn't need any training.

From the information they gave, they did not need any training because they were never involved in evaluation. They said it was done by an external body and this confirmed what the other respondents had already said.

5.13 The Challenges Faced by Participants in Handling the Curriculum

As the study progressed, it was necessary to find out the challenges faced by the participants in handling the curriculum. Having asked them of the training they received during the designing, implementation and evaluation and the responses they gave, the researcher then asked them to list the challenges they faced in handling the curriculum.

5.13.1 The challenges Faced by Teachers in Handling the Curriculum.

The researcher interviewed the teachers to elicit from them the challenges they faced in handling the curriculum. The teachers elucidated a lot of challenges as follows:

T1: With the NCS, there was too much work and complex. OBE- it involved learner participation but was not helpful.

T2: Depth of content not very clear. If it is a wide topic, some textbooks have a lot of information while some contain few lines. At times I don't know the depth to go in some topics for example cloning. In grade 12 you get instructions telling you what will be examined but in other classes it is a problem.

T3: The learners do not have the basics despite the fact that they passed through primary. Many learners cannot read, even some learners in grade 11 cannot read grade 6 books, I don't know if it is the idea of pass one pass all that is responsible for that. The issue of time frame. The pacesetters stipulate the time frame. Considering the IQ of the learners we have, some of the learners their parents are illiterates and cannot supervise or get involved in the learners' work. Some of the parents are not interested in the children's work.

T4: The curriculum is above the learners' needs/level. There is too much theory and little practical. No specialization of anything.

Data elicited from the teachers illustrated the many challenges teachers faced in handling the curriculum. All the teachers interviewed had one problem or the other in handling the curriculum. These included: the complexity of the topics to be taught, the depth to cover, the time frame, learners' ability, the standard of the work, illiterate parents who are not interested in their children's work, assessment, and so on.

From the foregoing, this study concluded that the teachers were faced with a lot of challenges in handling the curriculum. The minutes of the meetings held in these schools also affirmed the points that the teachers made.

Apart from the individual interviews, the data from the two focus groups also corroborated what the teachers said. They highlighted the following issues:

FG1: -The content is loaded

- *Difficult to do the assessment*
- *The learners' IQ*
- *Time management/pacesetters*
- *Most of the learners do not understand English.*

FG2 added these:

- *frequent changes*
- *the curriculum is not coherent there are gaps.*
- *the calibre of learners.*
- *not having enough resources*
- *he workload*
- *doing the common tasks*
- *mistakes in the curriculum document, English is different from Afrikaans*
- *CAT not designated poses a problem. Finds it difficult to come up with what to teach.*

5.13.2 Challenges Faced by Subject Advisers in Handling the Curriculum

As curriculum implementers, the researcher asked the subject advisers to elaborate on the challenges they face in handling the curriculum. They enumerated the following:

SA1: The main challenge I have with the schools that I am dealing with.

(1) I am dealing with 4 subjects. I majored in Mathematics and Motor Mechanics which is now called Mechanical Technology.

(2) I advise and supervise teachers on the other 3 subjects which are not my specialization so it makes me not to do my work as I would have.

(3) I don't have any SESs to work with, I'm not supposed to deal with subjects but I do.

(4) The way the whole issue of education is packaged, for example the arrangement of managing the system is not right. For example If a teacher does not submit marks I'm not the one to query him/her. It's someone else. If that person does not, it affects my work.

(5) The tools of the trade. I'm still using my personal laptop, modem and cell phones. There are no resources both human and physical. Not having teachers to teach some subjects is a problem.

(6) The calibre of learners we have is also a problem. It is a societal issue, the society is not dealing with the learners how they are supposed to and this leads to indiscipline in schools.

SA2: The problem is not me personally but my subordinates. Some educators are not up to the level I expect them to design some of their projects. Example: heritage project. Some of them did not know what to do. The unions have more power than the officials. Example, they cancelled CASS moderations because of SADTU elections. Especially in Eastern Cape SADTU can cancel a school visit and say you are not supported. Some schools get pockets of excellence in the sea of inefficiencies, high employment and less performance unlike some others.

SA4: Teachers don't teach hence learners don't learn. No communication between teachers and learners. The culture of learning is dead. No skills acquired. When teachers don't know/understand any topic, they skip it.

SA5: Multi-grade teaching, shortage of educators

Subject advisers had also been asked to mention the challenges they faced in handling the curriculum and they came up with a lot of issues. SA1 mentioned the problem of supervising subjects that he did not specialise in and this prevented him from working well.

This was affirmed by SA6 who also mentioned this as a problem that she was faced with. She said:

SA6: Being one person handling three subjects, I am not doing justice. Commercial teachers are scarce. Teachers are lazy to implement the curriculum. The School Establishment is understaffed and lacks resources.

SA1 also enumerated other problems such as not having SESs working with him. He said this posed a lot of problems as he had to deal with schools/teachers directly even though he was a DCES. He went ahead to talk of the way the whole issue of education management was packaged. He felt frustrated when he was not directly in charge of the teachers he normally worked with, especially when it had to do with discipline. He cited an example of teachers not submitting certain documents and he was left at the mercy of their principals to persuade them to do so. Another challenge was not having tools to use for his work. He made mention of using his personal laptop, modem, cell phone, and so on. The calibre of the learners was also a problem. They were weak and found it difficult to cope with the curriculum.

SA5 talked about multi-grade. The lack of educators in the field forces teachers to handle many classes. In line with the issue of educators, SA2 said some of them were not well qualified to teach. Their level of performance was very low. At times he expected them to do certain things, such as designing their own projects but they were unable to do so. It also emerged that some teachers did

not teach even when they were in school. Some of them only taught topics they are familiar with. They skipped topics or rearranged them to suit them.

Another serious challenge the subject advisers faced was the kind of power the unions have. One of the subject advisers mentioned that the unions would cancel scheduled meetings or workshops because of SADTU elections. When the unions instructed teachers not to attend, they did not. They disrupted workshops organised by subject advisers and asked their members not to go.

5.14 The Kind of Help Teachers Received from the Subject Advisers

It was necessary to ascertain the kind of help that subject advisers gave to the teachers. They worked directly with the teachers and they were curriculum personnel. The teachers said:

T2: A new subject adviser. Not much help given in the interim, she was in hospital. If help is needed I contact my colleagues around. The former subject adviser used to bring past exam papers, chemicals for practical; In short whatever I need.

T3: They help us by explaining with their laptops. Identify good textbooks to use and explain how we should write the lesson plan.

T4: The subject adviser from Cradock is always there to help even though he is not in our District. He puts us through on how to mark and complete the mark sheets. Anything you need help with while teaching he assists

From the teachers' comments, the subject advisers were helpful. They helped them to understand the curriculum and provided teaching materials for them.

T4 reported that even though the subject adviser was not from their District, he still worked them through the curriculum.

Data were also collected from the subject advisers regarding the kind of help they gave to the teachers. They said:

SA1: Most of them understand because of the training they acquired. There is always on-going Training and support given to the teachers for clarification on certain issues eg: most of them misinterpret the weighting of the tests or papers written in the exams.

SA3: In History there is a document that is supposed to be followed called Provincial Curriculum Guidelines (PCG). PCG number 8 tells you of the roles and responsibility of the subject advisers. We form a committee to share the information. I call the educators to share the information in the document after the results have been released. I check the content of what is taught. I give them a work schedule to follow. I check the assessment and also give them demonstration teaching. .

The response the subject advisers gave was not different from what the teachers said. They reported that they helped them to interpret and understand the curriculum, to run workshops, give them work schedules, check the assessments they did and sometimes did demonstration teaching. From the above response, there was every indication that the subject advisers helped the teachers.

The principals were also asked the question on how the subject advisers helped the teachers in their schools. Two of the principals said:

P1: Fortunately the subject adviser is very equipped with the subjects. But the problem is that his hands are full. He is in charge of Engineering Graphic Design, Electrical Technology, Civil Technology, Mechanical Technology, Computer Assisted Technology (CAT) and also Agriculture for his region.

P2: They organise the workshops/training. They help the teachers when there is any request from the teachers. They also give them support materials.

These two principals supported what the teachers and subject advisers said. But another principal P4 gave a contrary opinion to that. She said she was not sure the teachers received help from the subject advisers. She said they did not conduct on-site visits.

P4: I'm not sure if teachers receive assistance. Don't receive on-site visit. No routine visit. Not always getting enough time.

FG1 said they received support from the subject advisers but again it depended on the subject adviser. One of the teachers in FG1 had a completely different experience.

FG1: They bring the necessary documents and at times help with topics we are not comfortable with. But one of them has not seen her SA since she started teaching for the past 6 months.

In reaction to the question, “what kind of help do you receive from the subject advisers?” FG2 revealed that:

There’s only one teacher who admits that his subject adviser is good and helpful. The others reported that theirs do not come. One of them said that her subject adviser does not know anything about Accounting because there are 3 subjects brought together and she does not understand Accounting.

It means that some teachers got help from the subject advisers while others did not. It could be that some subject advisers were not specialists in some subjects so they probably decided not to go.

5.15 Supports from Principals to Teachers

Apart from the support the teachers received from the subject advisers in relation to the curriculum, the study also sought information on how the principals helped and supported the teachers. This was necessary because without the principals’ support, the teachers would not be able to deliver the curriculum properly. The teachers’ response to this question was:

T2: Very approachable. Provides anything I need in my classroom; provided it is not unnecessary. Approves school trips and supports the trips. Also if you travel with any school bus the school fuels it, very supportive.

T3: Submits texts and assignments set to the principal to look at. Consults him as resource personnel especially when you miss the training sessions and he explains things to you.

T4: The principal is also a Technical subject teacher and gives necessary backing but does not have the technical knowhow and expertise in individual subjects. But he has technical subjects in his head.

On the issue of support given by the principals to the teachers, all the teachers interviewed gave very positive remarks. They reported that the principals had given them support in different areas such as providing the necessary materials they need for teaching, edits tests and assignments set, and explain the curriculum to them when they expressed any difficulty.

5.16 Participants' Perceptions on the Frequent Curriculum Changes that have Taken Place.

In the cause of the interview, the researcher asked the respondents to give their impression on the way the curriculum has changed frequently. The teachers said:

T1: Changes are for us to follow or to be there. Trial and error is okay, as we try one thing to see if it will help the learners perform better. Will it improve the performance of the learners, the performance of the district or province? I don't know.

In line with what T1 said, T2 and T3 added:

T2: If it changes for the better, I don't have any problem with that. For instance, I don't mind all these changes that we have been through because it seems now that they are getting it right. We are in a better

place now. Apart from the inconvenience we face like new mind set, cost in changing books etc.

T3: At times these changes are frustrating. If the government is so sure of what it wants to do, there is no problem. If a major change is going to be done and the government is so sure of what it wants to achieve that is good, but they are not always sure of what they want to achieve. T4 reiterates what he said earlier that:

T4: As I said earlier, the learners are the ones suffering from it more.

Data collected from the teachers expressed their views and impression on the frequent curriculum changes that have taken place. To them, there was no problem with the government embarking on any change. Rather, they felt that government should be quite sure of what they want to achieve and go for that. It also came out that such changes brought a lot of confusion to the teachers and the learners were the ones who suffered most.

5.17 Enhancement of Teachers' Participation in Curriculum Development

This study was interested in finding out how teachers' participation in curriculum development could be enhanced and they gave a few suggestions as follows:

T1: Teachers may not be interested in participating in curriculum development as they always want to relax during the holidays. Even if teachers attended the workshops, they are not refunded for the money they used to get there. My suggestion is, it should not be done during the holidays and transportation should be taken care of as teachers aren't

refunded. If the department had a lot of money, some of these things could be organized at school level. The teachers should be remunerated.

This teacher's response revealed that if the trainings and workshops had been organized when the schools were in session, more teachers would have attended because teachers did not want to use their holiday period to attend workshops. Another issue that emerged from this study was that transportation was not provided. They felt the money they spent on transportation should be refunded.

T2 suggested that:

T2: The principal should be able to identify an experienced teacher, a teacher that attained good results and recommend that that teacher gets involved in developing the curriculum.

This teacher suggested that since all the teachers attend the workshops, it would be better for the principals to choose a representative from each school who would regularly attend meetings, trainings and workshops that are related to curriculum development. Then these representatives would bring feedback to their school.

T4 also feels that teachers' participation in curriculum development should be enhanced. He said that:

T4: From the beginning they should get the teachers involved. They are the specialists in these subjects so they should be motivated by getting them involved in all the stages.

This teacher felt that teachers needed to be motivated to get them to participate in curriculum development. He felt that if teachers are involved from an early stage, they would know what was happening and want to be involved.

5.18 Participants' Suggestions for Improvements in Subsequent Reviews

Having heard the views and perceptions of the participants on different issues, the researcher asked them to make suggestions on ways to improve subsequent reviews. The participants felt that certain aspects of previous curriculum reforms that took place in the country were mishandled and made suggestions for improvements in subsequent ones. All the participants had one thing or the other to say and their suggestions are discussed below.

5.18.1 Suggestions Made by Teachers

The teachers made some relevant suggestions that are related to the curriculum reforms. Their suggestions mainly hinged on the process followed, the content, learners, method of delivery, availability of resources (both human and physical). The teachers were asked to make suggestions and these are their responses:

T1: Learners should be involved. People in the higher places should come and have interviews or hold interviews with learners first then teachers. I believe it will make a big difference.

T2: To make sure that teachers' voice are heard. Their reports have to get to the right hands/quarters and they have to be put into consideration. If we know we were involved in the designing, there will not be resistance to

any change made. They need to get people from the grass root to be involved and spend enough time in the designing. It should not be rushed.

The teachers above suggested that in subsequent reviews, the government should involve the learners and teachers at the initial stage. One of them suggested that the Department of Education should hold interviews with teachers and learners in their schools to see the situation on the ground themselves and then know how to structure the curriculum. They believed that had teachers been involved, there would not have been any resistance to the changes made. They also suggested that people at the grassroots should be involved in the designing the curriculum and not only the urban people.

In line with T2, T3 also suggested that the government should always involve the stakeholders whenever they wanted to make any changes. She said they should also provide Media Resource Centres (MRCs), equipment and employ more teachers.

T3: The department should provide learning resources like MRCs (Media Resource Centres) like libraries. The government should always involve the stakeholders whenever they want to change the curriculum. The government should assist the community schools with equipments and teachers.

T4: For CAPS: the government should develop a book; where all pupils have access to the same materials.

The issue of resources featured again in T4's suggestion that government should provide a book which every learner and every school should have access to. This is very important as all the schools write the same exams.

Some learners and schools did not have books especially those in the rural areas. Some had very poor quality books, which affected them.

5.18.2 Suggestions Made by Subject Advisers

The subject advisers also made some suggestions for improving the curriculum developments in the country especially in Fort Beaufort, Eastern Cape. They worked with the teachers to make sure the curriculum was implemented properly. Their suggestions touched on various aspects including the process, management roles, accountability, and inadequate resources. The subject advisers were asked the same question and they came up with the following suggestions:

SA1:

- *Leadership and management roles should be clarified.*
- *There should be proper accountability and the officers should know their position*
- *Position/unionism must be well understood.*
- *Understanding that one is a teacher first before belonging to a union*
- *There must be economic stability/balance.*

SA1 suggested that leadership roles and management be clarified. He also suggested that positions and unionism must be explained. This is to avoid any clash in management and to know whom to hold responsible in the time of crisis. Most often he did not know whom to hold responsible when teachers did not do what they were supposed to do.

In reacting to this same question, SA2 came up with these suggestions:

SA2:

- *There should be no, top down approach. The government should allow the district to decide on the number of participants. Let the district decide on the programme or schools to be used for piloting. During CAPS there was no proper consultations done there. Few people took part in formulation of CAPS that is why there are gaps*
- *Grade 10 History does not have Eastern Cape History, despite the fact that they consulted the house of traditional leaders yet their input was not included in the curriculum. The Transkei Chiefs are not happy with the History Curriculum.*

SA2 made important suggestions. He suggested a more participatory approach should be used and not a top-down one. Still on the same issue, he suggested that the District be allowed to choose the number of participants and programmes for the schools under it, as well as the schools to be used for piloting. Another issue that emerged from his response was that no proper consultations were carried out hence the History curriculum had gaps.

SA5: Process, timing not correct. Planners should take process into consideration.

SA6: District should have enough resources, stationary, working tools

(Subsidise cars) shorten time without delays. Manage time frame.

SA5 and SA6 suggested that the time to do any curriculum development should be checked. They suggested the government should consider what it entails to embark on any development to avoid the learners suffering from it. SA6 recommended that government should provide stationery and working tools for doing the job.

5.18.3 Suggestions Made by Principals

Data was collected from the principals on this question as well. The principals talked about the process followed, content, University requirements, and management. They were asked to make suggestions for improvements in subsequent changes and development in the curriculum. They enumerated the following:

P1: My suggestions will be from the technical subjects' point of view.

They should consider what the industries need and incorporate those into the syllabus. Much stronger inputs from the industries and syllabuses adapted to that.

P1 pointed out a very important issue concerning the demands of the industries and suggested that government should always take that into consideration.

P2: I would like to suggest that next time the government should try and involve more teachers and subject advisers unlike this last one where they included more University people. In C2005 there were many people involved although they did not include those who were really hands on with the teaching. They should consider the calibre of learners we have and their performance. Some part of Chemistry is taken out because it is very difficult for the learners. They should use the right people to review the curriculum. Personally I think Science is dying. In 1990 there were

about 40 schools offering Science in Fort Beaufort District but now there are only 8.

P3: I will appreciate the process as it will come. Subject teachers should be involved, start at school level first and heads of departments

P4: Politics must leave education. Teacher Unions have personal agendas (no co-operation from certain teaching unions.) teaching unions should not play such a big role, their roles should be checked.

Just as the other participants have said, P2 suggested that teachers and subject advisers should be involved in curriculum developments. He also talked about the calibre of learners that made the department cut off some part of chemistry because it was too difficult for them. P3 emphasised the need for politics and the Unions to be separated from education. She suggested that Teacher Unions should support the school agenda as stated in the school curriculum.

5.18.4 Suggestions Made by Focus Groups

Data was sought from the focus groups and they also made some suggestions that confirmed that what the other participants had suggested was reasonable. They came up with the following suggestions:

FG1: Teachers should be approached first and they must participate in all stages at all the levels. The interest of the teachers and learners must be a priority. They should contact all the schools in different provinces because different schools have different problems. Proper consultation must be done.

FG2: *We have already mentioned them in our discussion.*

The focus groups confirmed what all the other participants had said. They strongly supported the idea of teachers, learners and subject advisers being involved right from the first stage of the curriculum development. They went ahead to say that proper consultations should be done next time.

There are several documents that advocate for these suggestions that the participants made. Some of these government policy documents were used during the curriculum reforms. The various minutes taken in staff meetings of both the teachers and subject advisers reflected these suggestions that they made, In fact they made the researcher wonder if the outcome of such meetings were communicated to the authorities

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5.19 Chapter Summary

The purpose of this chapter was to, present data obtained through individual face-to-face interviews; focus group discussions and documentary analysis. The researcher presented the data as factually as possible so as to enhance trustworthiness. The sub-research questions helped to answer the main research question which is: To what extent were teachers and subject advisers involved in the curriculum developments that took place in Fort Beaufort District. The researcher used relevant quotes from the participants, focus group discussions and documents analysis to support the arguments.

It emerged from this study that teachers and subject advisers were not adequately represented in the curriculum developments that took place. The data also revealed that the participants would like to participate in all stages

and at all the levels. The participants also made suggestions on how to enhance and improve stakeholders' participation in curriculum development

CHAPTER SIX

DISCUSSION OF THE FINDINGS

6.1 Introduction

The previous chapter presented the analysis of the data collected to address the main research question which sought to establish stakeholders' participation in curriculum development given the fact that there have been several curriculum changes in South Africa in recent years. This chapter discusses the key findings in respect to that central question to show the extent to which teachers and subject advisers as stakeholders were involved in the curriculum development process which includes design, implementation and evaluation. This study covered four different curriculum developments undertaken in South Africa in the post-Apartheid era. The first review of the curriculum under the new democratic dispensation in the country based on the Outcome-Based Education (OBE) was the Curriculum 2005 (C2005). This was followed by the Revised National Curriculum Statement (RNCS), the National Curriculum Statement (NCS) and finally the amendment of the NCS that resulted to the latest Curriculum and Assessment Policy Statement (CAPS).

6.2 Areas of Curriculum Development in which Teachers and Subject Advisers were involved

Education is one area of development that the government takes seriously, while the curriculum is the vehicle the government uses to achieve the stated educational goals, aims and objectives (Ibaba, 2009; Msila, 2007). Education has a crucial role to play in realising the aims of developing the full potential of learners as citizens of a democratic South Africa (DoE 2002: 1). Hence, the areas and issues that are discussed during the development of the curriculum are very important. The findings from the study revealed that in all different curriculum changes that took place after 1994, participant teachers, principals and subject advisers participated in curriculum design, implementation and evaluation. These findings are in line with the concept of Participatory Curriculum Development because it supports involvement of different stakeholders in developing the curriculum and increases their confidence to acquaint and engage with different stakeholders from different backgrounds (Taylor, 2003;

Hermesen, 2000). Furthermore, Parsons and Beauchamp, (2012) support this by saying that curriculum development will be more effective if different stakeholders are involved using a participatory method. However, the current study's findings revealed that the participants were concerned that their involvement in curriculum development had grey areas, because not all the teachers, subject advisers and principals were involved in all the stages of curriculum development. As a result, the areas they were involved in at each stage differed depending on the participants as elucidated below.

6.2.1 Areas of Curriculum Design for teachers and Subject Advisers

There are different areas that stakeholders can participate in during curriculum design. They can participate in the designing of the aims and objectives of the curriculum, the content and method of delivery, the resources, and assessment standards. (Rorrer, Skrla & Scheurich, 2008). It emerged that teachers and subject advisers participated in various areas during the designing of the various curricula developments that took place in the country. The situation in the Eastern Cape was not different. These findings are supported by the assumptions of Taylor (2003)) with respect to the concept of Participatory Curriculum Development (PCD). According to Taylor (2003) for any curriculum development to be effective, a review of the existing curriculum by all relevant stakeholders is the key to the successful implementation of the review process because it provides an overview of the methods to be used and the resources required to ensure the curriculum development is a success.

The findings of this study further revealed that many participant teachers were not involved directly in any way in the designing of C2005 but in the case of the RNCS, it was noted that they made inputs through their Union representatives. This is why in the South African situation, the participants who were involved in the designing of the first curriculum reform after apartheid were mainly those at the top; those who had power and position; which was why there were Teachers' Union members who were involved in the designing of C2005. Their positions as Union executives got them there; even when they could not represent the interest of the teachers properly; hence, the teachers denied that they had been involved in the designing of C2005 (Chisholm, 2003). Therefore, it may be inferred that there is power in participation. This is in line with Arnstein's model of the Ladder of Participation which stipulates

that power is controlled at the top and should not be shared. This model assumes that participation is hierarchical. It promotes a top down approach. These findings are consistent with the study done by Griffiths, Vidovich and Chapman (2009) on Power Dynamics in Curriculum Reform. They hold the view that there will always be power issues at all levels of the policy trajectory. Despite the attempt by so called collaborative and consultative processes to include all stakeholders in curriculum development, the government strives to maintain the status quo by having significant power in curriculum reform at the expense of those who are hands-on in the teaching and learning experience. Hence, teachers felt they were excluded because of the deeply seated power differentials among all stakeholders involved in curriculum development. Wilcox's (1994) model however contradicts Arnstein's model which advocates for a top down approach and appears to be rigid. This was the model used for developing the curriculum by those in power in the new South Africa.

Wilcox (1994) argues that participation in curriculum development should not be centred on power and position only, nor should it be about taking sides. However, a glance at Arnstein's (1969). Ladder of Participation which focuses on power, shows that the notion of mass participation on a concurrent basis is virtually impossible. It is only feasible for certain key persons to perform certain roles at each stage of the process; hence, the fact that teachers aired their views through their Union representatives is a form of participation in curriculum development and can be aligned with Arnstein's (1969) third level on the ladder of citizen participation. This means that the Unions acted as informants on behalf of the teachers and the subject advisers. They disseminate the information gathered from the meetings to their union members. This is consistent with the notions of representation and delegation within a modern democratic setting.

The foregoing views are in line with Ornstein and Hunkins (2004), who argued , as detailed in the literature review chapters, that it is important that teachers are involved in the curriculum design stage and development to avoid any major defects in the education system whereas the subject advisers' input is paramount as they are in a position to offer high-quality recommendations on how the curriculum should be designed. Further to these findings, The Department of Education (2002),

confirmed the fact that the Ministerial Committee set up to drive the initial design process in a bid to have membership drawn from a cross section of the society, which obviously included teachers and subject advisers in their relevant areas (DoE, 2002). According to Chisholm's (2003) explanation the key players were the Minister of Education, the South African Democratic Teachers Union, Departments of Education and Cabinet.

However, not all the participants agreed that they had been fully represented. Those participants who felt that they were not fully represented were of the opinion that the members were not representatives of the mother body of the teacher unions. Therefore, the participants felt such representatives did not fully understand the issues about which intervention was needed in the educational system. Arnstein (1969) has described this situation as the "non-participation of participants" and entails "manipulation and therapy" corresponding to Stages 1 and 2 of his "Ladder of Participation". As a result, teachers felt and said that they did not participate because the constitution of this Committee was different from existing practice.

The findings further revealed that although there were several people on the Review Committee who were union members, the interests they presented were not those of the teachers. Subject advisers, under the RNCS, did not participate directly despite the fact that their participation was supposed to make input to the content, the resources and the method of delivery because their duty was to assist the teachers in implementing the curriculum. It may be concluded that the participants felt that they were not consulted on the changes that were made. Arnstein (1969) supports this conclusion and says consultation which is stage four on the ladder of participation is important in curriculum development to avoid participants labelling their views as a mere window dressing ritual or lip service. Griffiths et al (2009) support the above view and say that collaborations and consultations among stakeholders are key elements of a broader and more powerful dialogue that support new approaches and guidelines in the education system.

Thus, a lucid philosophy is being adopted in the participation of teachers and subject advisers. Though the DoE (2010) clearly states the importance of working as a team among teachers and subject advisers, this appears to be the opposite judging from the data solicited from the participants. This means that teachers in the classroom

may be faced with a situation of not knowing how they should respond when learners experience difficulties in learning. There were clear indications from the participants that the system needed to change. According to Senge (1990) it is important that the education system and the schools search for multiple levels of explanation in complex situations (as currently experienced in the South African context) so that a positive identification of the patterns behind the diverse problems being experienced (on the curriculum used) can be resolved.

On the other hand, the findings of the study revealed that the respondents felt the designing of C2005, was meant or reserved for some people. The data elicited from the teachers indicated that, the Department of Education invited some experienced teachers to be involved; portraying the fact that designing of the curriculum is for experienced teachers only, who are considered experts in curriculum design. However, Griffiths et al (2009) refute the above and state that stakeholders are not just excluded from curriculum development. It should depend on how an individual is knowledgeable in his area of expertise; hence, knowledge and power are intrinsically integrated. As a result, those who are less knowledgeable may not have the power to participate at the level where decisions are made in curriculum development.

These findings demonstrate a link with an earlier study done by Pryor (2006) which concluded that there are a number of steps and procedures that must be adopted before one can be invited to take part in the curriculum development process. Inferring that, the process of designing the curriculum is not something that should be left to inexperienced teachers. That notwithstanding, the rest of the teachers that were either not qualified or could not meet the criteria to be involved in curriculum design were involved in workshops and training sessions. They were exposed to planning work schedules and lesson plans. Taylor (2003) in his first stage posits that though stakeholders may feel they have not been consulted, it is vital that they realise that in curriculum development what counts is identifying specific potential stakeholders and their likely role in the process so that positive results can be realised.

In the case of the NCS, the study revealed that teachers and subject advisers gave clear indications of their involvement in the design of the curriculum. The focus group also corroborated the claims made by the teachers, principals and subjects advisers

that they were indeed involved in the curriculum design aimed at ensuring that it was oriented towards building specialized skills in the learners. It was noted that the subject advisers made explicit contribution to content knowledge mapping, the logical flow of the topics and how they are sequenced and this made it easy for the teachers to implement the curriculum from the known to the unknown ensuring that effective teaching and learning takes place. It may be implied as elucidated by the stakeholders that in the NCS there was indeed a fusion of horizontal and vertical power dynamics which strove to cater for all interest groups involved in the curriculum development process.

In the same vein, the theoretical framework used in this study Arnstein, 1969 model, to be precise on level five, 'Partnership' argues that participants have some influence on the decisions that are made and they may realise that they have extensively participated even though the final decisions will be made by those in power. Similarly, OECD (1999), Phillips (2008) and Carl (2002) all state that gone are the days when the role of teachers was just to teach in the classroom because, nowadays, teachers are not only principal role players but also implementers of the curriculum because of the critical role that they play in extending their profession even outside the class room environment.

Moreover, the results obtained from this study indicate similarities with a study done by Oloruntegbe et al (2010) citing Okeke (2004) that the future of any nation rests with the teachers because all people, regardless of their eventual profession must pass through the hands of teachers. The extent of their involvement in the curriculum development is, thus, vital. In furtherance to the preceding views, the theoretical framework used in this study aligns with the research findings to the extent that it reveals positive working partnerships among teachers, subject advisers, principals and their main clientele which is the learner with the sole aim of increasing ownership of a full learning process (Taylor, 2003).

As a result, the involvement of teachers, principals and subject advisers in the curriculum design cannot be underestimated. Thus, it may be inferred from the most recent curriculum amendment CAPS that, without question, many lessons have been learnt over the years. Positive inputs have been made as teachers appeared to be roped in and given the platform to make input to the method of delivery and the

assessment format particularly on how clear and relevant they should be. Thus, these findings illuminate the foundations of the theoretical frameworks used in this study. Taylor's (2003) partnership principle and Arnstein's (1969) model also make provision for partnership on the ladder of participation, that stakeholders have to be involved on a reasonable level to an extent that they will feel their contributions are valued and they can lead to positive change.

There is a strong belief that when a number of different interests come together be it formally or informally to achieve a common goal, shared learning, team work and commitment to good practices are enhanced (Wilcox, 1994). Therefore, it may be concluded that though there are still changes that need to be addressed, the participants are able to voice their concerns and make their contributions with regard to how the curriculum should be designed. This means that such a move would help all stakeholders to implement a curriculum that will not only enhance teaching and learning but can also be competitive regionally and internationally.

6.2.2 Areas of curriculum implementation for Teachers and Subject Advisers

The implementation of the curriculum is very crucial as this entails the actual practice of the curriculum (Pryor, 2006). What has been documented as curriculum on paper is put into practice in a school/learning environment. The curriculum does not implement itself rather it requires the services of curriculum implementers such as teachers and subject advisers because achieving quality teaching and learning in the classroom is as much an issue as the content of specific improvement programs through curriculum implementation (DoE, 2010; Senge 1990). From the findings of this study, all the teachers were involved in the implementation of the curriculum mainly at the school level. Ostensibly, these findings are consistent with Wilcox's (1994) Ladder of Participation, which advocates for substantial participation such that stakeholders involved in curriculum development are satisfied with the level at which their opinions are sought. As revealed by the literature, the success of any curriculum implementation depends on the teachers' understanding of the purpose, goals, roles and relationships that exist in the school system (DoE, 2011).

The findings from the study further revealed that in implementing the curriculum, the content has to align with the assessment. The teachers as well as the learners have

to be available for this to be a reality. This is important considering the fact that there are different learning environments, different teaching skills as well as different abilities. The above findings demonstrate that, at school level, there appears to be some form of distributed leadership between the principals, teachers and the learners which promotes collective intelligence and shared learning (MacBeath, 2005). This also makes it easy, if there is team work, to identify grey areas that may lead to the curriculum not being implemented in an effective and efficient manner.

The study further disclosed that the participants felt that the curriculum should not be handled as a one size fits all product.. Rather, the learners, teachers, environment, mode of assessment all have to be taken into consideration during the implementation stage. It also featured in the findings that the DoE had to consider the quality of teachers and learners they have; their abilities and interests and try to meet the learners' needs. Taylor (2003) further suggests in his model that the needs of the teachers and the learners can be realised through training needs assessment which is the third step on Taylor's Ten Key Stages of participation and at this stage a range of knowledge, skills and attitudes of the learners and the teachers can be identified. These may lead to the recommendations of the developments that need to be adopted during curriculum development.

This appears to be a credible fact, because from the researcher's views, schools in South Africa have to be viewed as professional learning communities. The ideal is teachers, subject advisers and learners working together, as this leads to strong and measurable improvements in student learning. Furthermore, one of the theoretical frameworks for this study by Taylor (2003) supports the research findings because it acknowledges working as a community and taking into consideration the different beliefs, values and norms of all stakeholders involved in the implementation of the curriculum if positive inroads are to be made.

Hence, it can be deduced that, as long as there is no systematic thinking among all stakeholders, it may take a long time before the DoE, subject advisers, principals, teachers and the learners are able to respond quickly to the unpredictable changes that they have experienced. All members need to see the bigger picture and realise that the actions of one party can cause consequences that affect everyone (Senge, 1990). Therefore, it can be implied that genuine participation, as

proposed by Burns et al (1994) also in their ladder of citizen participation, should be promoted. McCarthy (2008) also summed up in his study that there is no way that the top-bottom approach can yield positive results in curriculum design, implementation and evaluation as this leads to teachers, subject advisers and principals feeling less satisfied, less professional and less motivated to work. Thus these authors argue that it is not just that all stakeholders have to be consulted, but what matters is the quality of the consultation.

On the other hand Pryor (2006) states that, though involvement of all stakeholders is vital, the issue of resources and how the curriculum is delivered in the classroom should not be neglected as these are crucial variables in the learning process. The findings showed that a lot of emphasis was laid on learner centeredness during the implementation of C2005. It was indicated in the study that the teachers played the role of facilitators, engaging the learners in group work; though it was revealed this method was not helpful, as some of the learners were lost in the groups and some were very disruptive.

It may be implied that because of the promotion of learner centeredness some teachers appear to have neglected other teaching methods which embrace learner uniqueness. In this sense, in the literature review, Lock (2005) also opines that though teachers are expected to stick to agreed curriculum design and implementation, they are also expected to consider that learners have different needs and are unique in their own sense; hence, some teaching methods may cause more harm than good to the learners. However, a study done in Botswana by Monyatsi, Tsayang, Bulawa and Mhozya (2008) argues that the learner centredness approach is important because it instils in the student the critical thinking skills that are meant to produce students that are democratically acquiescent with what transpires within the society. It may be inferred that this was what the democratic South African government opted for when the first curriculum reform was done.

In addition, the theoretical framework used in this study also states that it is crucial that teachers receive training in how to use different teaching methods in the classroom. For instance, Taylor's (2003) stages six and seven explicitly state that it is mandatory that teachers are capacitated to be in apposition to plan and apply new learner-centred teaching methods and that they should be able to use learner

centred teaching material. It may be inferred that different teaching methods have to be adopted to meet all learner needs.

Similar to the comments made by the participants, Hoadley and Jansen (2010) in the review of related literature observed that a lot of changes that have been made in the curriculum in South Africa, the lack of resources and the teaching methods which teachers were expected to use, left the teacher with no choice but to reject it because there were a lot of terminology and expectations which apparently no one took time to explain to them. As a result it emerged from the findings that teachers merely taught what appeared on the scheme and made no contribution towards changing these in any way, as this was not demanded by the school authorities. The lack of innovation and critical reflection from the teachers was glaring. There was unmistakeable apathy in the responses of these teachers to this question and one could sense a complete lack of interest in the way the system worked or whether or not there was a goal to work towards. This should not be surprising in any way because people only work to achieve a goal they understand as suggested by Halvorson, (2011).

This is also similar to what Handler (2010) found in his study that the principal variable of the curriculum process is to make sure that it is informed by the needs of the teachers and the learners. Ironically, this appears to be the opposite because the findings of the study indicate that the DoE did not carry out a proper needs analysis as suggested by Taylor (2003). This may imply that there was lack of proper collaboration and consultation by the DoE because it meant sharing power over the curriculum development process. Apparently, the DoE may have realised that this would enhance the chance of teachers truly making honest contributions and not accepting the status quo in the curriculum taught to the learners. Therefore, if no effort has apparently been made to bring the teachers on board as to the existence of a purpose to the whole endeavour of teaching, little else can be expected by way of their reaction.

However, the above finding is contrary to Ndirangu (2010) who argued that the reason why teachers accept the curriculum as it is and make no effort to be innovative and creative is that there appears to be a gap in identifying the best way to deliver the curriculum. As such, though obvious that learner-centred techniques

were being used, it may be concluded that there is a missing link which is making these teaching strategies less effective. This is because the teachers are underprepared to meet the challenges they encounter in the classroom (DoE, 2007). Moreover an earlier study by Fullan (2005) cements the foregoing views and states that pre-packaged solutions which do not consult concerned parties make the change process nerve wrecking. It may be inferred that the outcomes of the curriculum stated (DoE, 2011) appear not to be helping the teachers in the classroom because it is their attitude that needs to be changed. Taylor (2001) argues that training workshops are important and should be conducted in a manner that allows teachers to develop their own facilitation skills.

The findings of the study further revealed that the expectation of South African policy makers was that after the Grade 12 examinations, the learners would be expected to go to the University. But from the findings, the high drop-out rates that were observed could probably mean that the development of C2005 had left out certain critical steps. The study confirmed that most of the learners became dropouts because they could not cope and those who completed the examination could not gain admission into the universities. These views were also raised by DoE, (2009), and Jansen, (2010).

Hence, this can be seen as a design problem but it could also result from a failure to properly match delivery methods with content. , The results of this study resonate with Kunje (2002) that there is a need for a participatory approach in developing a range of teaching and learning strategies so that they can be used effectively in the classroom. For positive results to be achieved, a ladder of participation as advocated by the theoretical framework utilised in this study needs to be employed by all stakeholders as it will guide them on the level(s) at which they are in a position to genuinely participate in the design and implementation of the curriculum and the effective teaching and learning of students.

The need for a good knowledge of the subject matter, as purported by Reinke & Hoe (2011), as well as competence and experience is very important. It also emerged from the findings that some teachers were not well trained/qualified to teach the grades or subjects that they were teaching as a result they could not understand the curriculum nor interpret it correctly which resulted in very poor performance on the

side of the learners. Moreover, it was observed that the DoE may be failing to realise the truism that most of the schools in South Africa still have uncertified and under qualified teachers who work in the poorer school districts. Therefore, it may be inferred that the reason teachers accept the curriculum as it is could be that some may be finding it hard to interpret or know what exactly is expected of them. Besides, it may be concluded that the environment that they work in is not conducive to the implementation of all the changes.

This finding is in line with Jansen (2010) who states that the quality of teachers in the classrooms was partly responsible for the poor implementation of the various curricula that have been developed since the democratic government took over in 1994. Dirks (2013) also maintains that the education system faces a lot of challenges, poor teacher performance and this results in poor learner standards and results. Some studies have revealed that teachers experience numerous challenges regarding curriculum implementation, teaching and learner achievement internationally and nationally (Fleisch, 2008; Moalosi & Molwane, 2010:29). Ideally, these findings indicate that addressing problems faced by teachers may be difficult unless a collaborative approach which enables participants with relative academic and practical experience in specific subject areas are involved in the production of teaching and learning that meets all the unique needs of the learners and the teachers. In this sense, MacBeath (2005) posits that understanding the views and the needs of all stakeholders is fundamental if the education system is serious about addressing and promoting equal participation of teachers and subject advisers. Thus, without proper accountability, trust and respect for all the stakeholders and management involved, the designing of the curriculum would appear to be compromised. This makes the mistrust even more transparent because the top bottom approach used neglects the principles of Participatory Curriculum Development (PCD) (Taylor, 2003) and this has put forth a caustic stimulus and deep seated divisiveness among teachers and the DoE. By and large, it is the students who always suffer.

This means that the principals and the subjects advisors are “trained” to accept the status quo because the rules of the game are simply controlled by those in power (Arnstein, 1969). This scholar is further supported by an earlier study done by Taylor (2004) who adds that the top-down approach is rigid and fails to consider that

consultation of all stakeholders involved is vital in all stages. Similar to the preceding comments, scholars such as Salaman (2001) take an in-depth look into the nature of schools and uphold a comprehensive view that the DoE has to realise that schools are now learning organisations and therefore everything done should be based on a whole and not on broken parts. Deacon (2010) and DoE (2002) in the review of literature state that all these problems have to be considered while developing the curriculum

This is understandable since most of the teachers are not well trained. The curriculum document did not help matters either as revealed by the Task Team Report, (DoE, 2009). According to an international study by McGrail (2005) under qualification and lack of experience of the teachers led them to be forced to accept change. Moreover, it can be deduced that the release of different curricula in South Africa is failing to generate positive discussion among teachers, which can lead to positive formation of collective decisions on how they can help themselves understand the curriculum better and also help their learners. Most of the teachers, principals and the subject advisers may feel short changed because of continued marginalisation in curriculum development which Arnstein (1969) terms the Manipulation and therapy stages (*cf: Chapter 2*) where instead of the root of the matter being identified, problems encountered by the stakeholders appear to be swept under the carpet. Failure to understand and be involved in the implementation of the curriculum by the stakeholders can only lead to a chaotic school environment (Carl 2012; Kelly, 2009). Not being involved at that level and merely supervising the administrative conduct of teachers represented a serious loss of vital opportunity to successfully implement the curriculum.

The foregoing views are corroborated by the finding of the current study that such problems have left the teachers powerless and teachers are “obliged” to accept the situation as it is. Without active intervention to fill in the concerns being raised by the participants these problems will continue to propagate.

6.2.3 Areas of curriculum evaluation for teachers and subject advisers

Curriculum evaluation is the process of collecting data on a programme to determine its value or worth with the aim of deciding whether to adopt, reject, or revise the curriculum (Oluoch, 2006). It helps the curriculum designers to know if it has achieved its aims and objectives. It also helps the teachers to assess and know whether what they are doing is right. Findings from the study revealed that there were a lot of complaints from the stakeholders as well as the media concerning the various curricula and their implementations after the Apartheid regime (Jansen & Taylor, 2003). These were the areas of concern which were reviewed in the curriculum developments that took place. Ironically the same issues were raised in the findings of this study, which revealed that issues relating to implementation, assessment and outcomes were the primary issues that needed attention as reflected in the reports submitted by the Review Committees which called for their evaluation.

For C2005, the teachers evaluated the content, methodology, mode of assessment, and Continuous Assessment (CASS) while in RNCS the data elicited from the participants revealed that areas related to language barrier, Assessment Standards and weighting were evaluated. Maylor et al (2007) posit in the literature review that translating the objectives of a curriculum into its detailed lessons requires that teachers be involved in the evaluation process so as to be able to gauge how its implementation relates to the learners requirements. DoE (2012) and KZN DoE (2012) support the above scholars and postulate that evaluation of any programme is important as it can lead to positive and tangible changes in the curriculum design and implementation.

The findings showed that the teachers and the subject advisers were involved in the evaluation of the curriculum. Although in C2005, the teachers and subject advisers were not directly involved in the evaluation (Chisholm, 2003), also the result of the findings confirmed that participant teachers' involvement was very minimal. They

were excluded from the process of evaluating the programme. But this may not really be the case. For the teachers, it was an unequivocally negative statement, "*We were not involved in evaluation*". There is undoubtedly a difference between the notion of participation in evaluation that the teachers have and the one held by the authorities. For instance, awareness raising workshops are one of the ten key stages in Participatory Curriculum Development; hence, it is a stage in participation. A much larger issue that is relevant to this study is the official attitude to the evaluation process. It seems as if the teachers were not even informed that a formal process of evaluation was taking place in the workshops at which they made those suggestions. This is serious in itself and represents a lost opportunity for the system.

Taylor (2003) also argues that every curriculum should be evaluated. This theory advocates in stages eight and nine that, for positive results, every curriculum has to be evaluated, refining and monitoring its systems by addressing the stakeholders' participation, teacher performance, student performance and most importantly the impact of training. This seemed to be strongly linked to the fact that the teachers and subject advisers have implemented these curricula and seen these areas to be the problematic areas. It was also noted that, during the evaluation, the teachers and subject advisers emphasised the concepts of the curricula and how they were arranged. Wilcox (1994) and Arnstein (1969) also illuminate the importance of evaluation in their theories. They argue that it is important that all stakeholders come together and put a joint mechanism in place to assess and evaluate the problems encountered in curriculum development and identify key areas that need to be addressed. The evaluation process can, thus, be viewed as the crux of the curriculum because all the information that is collected acts as a foundation for making decisions on whether the implementation of the curriculum has been a success or not.

Furthermore, it was noted from the findings that the recurring issue of teachers' workload needed to be evaluated too to find a solution. The participants argued that this was expected as some of the teachers and subject advisers were not properly trained to handle the new curriculum so they were faced with a lot of challenges namely excessive amount of time spent on administrative matters which reduced the contact hours that they had with teachers and also teachers with learners. Moreover, the poor performance of the learners could only have been the result of the limited

interaction between teacher and learner, and the fact that many teachers were not sure of what to do due to insufficient briefing and training to handle the new curriculum. Interestingly, these findings are in line with (DBE, 2011) in chapter 2 which maintains that heavy teaching loads and administration work leave teachers in confusion and they are caught in-between as they do not know how best they can meet the needs of the learners and at the same time meet the requirements of their employers. Ironically, the Department of Basic Education (2011) clearly states that teaching and learning time is strictly meant for this and nothing else, yet they seem to be unable to handle the situation on the ground which ends up leaving teachers with little time to teach in the classroom.

It can be deduced from the findings that evaluations and reviews resulted from concerns raised by teachers and subject advisers in the media, in teacher union meetings and evaluations of workshops and training sessions. Also class assessments and examination results mainly matriculation results indicated that there are some changes that needed to be made related to work load issues (Chisholm, 2003). The above is contradictory to what Mahomed (2004) concluded. This scholar is of the view that, though evaluations are made and also workshop and training sessions are conducted, there is still an important missing link, because the teachers and subject advisors were still singing the same tune of too much work load, administration and a high teacher to learner ratio, which needed to be immediately addressed. For instance, during the data collection, the same arguments were raised by the subject advisers who reported that it was the subject planners and those in the National office who were involved in the designing of C2005. These results are commensurate with a study done in Addis Ababa as highlighted in chapter 2 that 82% of teachers stated that they are not involved in curriculum development and implementation, neither were they given any warning of curriculum change.

This means that C2005 was designed by the top officials at the National level. A case in point is Taylor's (2004) principle of participation which states that "participation by relevant stakeholders may take place throughout the entire curriculum development process including planning, delivery and evaluation". This principle has to be used to yield positive results (Taylor, 2004:3). This is bound to increase the number of stakeholders involved in curriculum planning. The DoE has failed to nip in the bud the spiralling problems in the education system that continue

to see more and more students either dropping out of school or failing to make it into higher institutions of learning.

It may be concluded that this study is revealing that too much workload and administration work and too many changes in the curriculum, that leave teachers with less contact hours with the learners is not a new phenomenon. Datnow (2002) reports that many teachers hate teaching highly prescriptive programmes. An earlier study by Maurice and Galton (2000) also lends support to the above scholar and states that a decree to teachers that this is what has to be done in the classroom is undesirable because it can lead to teachers being less committed to their work. In Arnstein's (1969) ladder of participation which may be referred to as manipulation. Those in power appear to have come up with a controlling agenda which the teachers are expected to support, and also to adopt the curriculum with no question asked (Cohen & Hills, 2001).

Thus, what the teachers are experiencing in classroom is the result of the teachers feeling that the curriculum is just handed down to them with no questions asked though evaluation would have been conducted and suggestions made. This appears to be justified, because in the researcher view, it appears there is no shared decision making assessment and evaluation. Wilcox (1994) purports that for curriculum development to be effective this level of participation is important as it enables various stakeholders to come together and make joint decisions, and must not be considered as talking shop but rather as a collaboration of stakeholders sharing their expertise.

Apparently it also emerged from the study that theory did not match practice. The research findings established that teachers were not actively involved in the designing of the RNCS despite claims made in the official documents. This accounts for why the curriculum structure is skewed, has no alignment between the curriculum and assessment and there were no resources to use. The same conclusions were reached by Maphalala, (2006). The theoretical framework of this study is based on why it is important that all stakeholders be involved in the implementation of the curriculum. Teachers are the main stakeholders who deal directly with the curriculum and learners and should have participated actively during the design of the curriculum but they did not.

On the same issue, the subject advisers who are curriculum implementers also reported not participating. There is no doubt that the term “participation” can conjure a range of activities that could vary from passive reception of information through awareness creation to active involvement and engagement with the process as a reflection of commitment to the cause (Carl, 2009). This is a reflection of one of the models used for this study- Arnstein’s (1969) Ladder of Participation. A clear role definition and the parties involved are paramount as it is also buttressed by the South African Norms and Standards of Teachers Education. Teachers should not be deprived of the chance to be reflective experts and they should be trusted to make professional judgement. In this sense, Wilcox, (1994) in his theory posits that those in power have to understand that empowerment mechanisms have to be inbuilt in all participatory approaches to empower stakeholders in the process of curriculum development. It may be inferred that the participants’ responses indicate that they viewed their involvement in the curriculum development process as important because it can act as a foundation for improving pass rates in schools and improving their knowledge on how to effectively implement the changes made to the curriculum.

6.3 How teachers and subject advisers are involved in the process of curriculum development

The key argument of the thesis is that curriculum development is a multi-stakeholder undertaking involving diverse interactions among a wide range of key groups and individuals. In the context of the curriculum employed in the school system of the sampled schools, it was posited that administrative and technical personnel based at the District administration office work in tandem with the school based personnel responsible for specific modules and programmes to develop the curriculum that is eventually delivered. In the sections that follow, the findings in respect of the involvement of the participants in specific cases, and the extent of their involvement, including the principal issues taken up in the design, are discussed. The discussion from the findings will be organised according to the involvement of the stakeholders during the curriculum developments and at different stages of the curriculum development: designing, implementation, evaluation and reviews. The discussion

from the findings will also reflect the type of participation, and whether it was active or passive participation.

6.3.1 Participants' level of participation in Curriculum Development

According to the ladder of participation developed by Arnstein (1969), there are different levels of participation, from manipulation or therapy of citizens to consultation, and finally to levels of genuine participation like levels of partnership and citizen control. Stakeholders' level of participation is very important when it comes to curriculum development as Pattison and Berkas (2000) explained. The level at which a stakeholder participates, determines the amount of influence he/she can have. In the literature, this is often discussed around the question of who has voice or not and has to do with the power relations and how these are exercised (Carr, 2004, & Arnstein, 1969). Mayers, (2005) supports this by explaining that a stakeholder that has power and also has a voice. The voice will always be heard because of the level from where he/she is speaking.

The study also established that a stakeholder with a voice feels empowered as revealed by Nierse and Abma (2011). However, this study also confirmed that power is not usually controlled at the top as illustrated in Arnstein's (1969) Ladder of Participation. Although a stakeholder at the top level has more power/control than one at the lower level and can influence decisions from there, a stakeholder at the bottom level can influence decisions made at the top without being physically present there. This is evidenced in this study where the teachers' and subject advisers' complaints about the curriculum influenced the decisions made in the amendments of the curriculum so that they would be able to devote their energy to providing excellent teaching and learning (Allais, 2006). It may be concluded that it is not always that the power and voice remain at the top. Sometimes the voice of the voiceless can lead to positive change.

There are different levels in South African system of education where various stakeholders can participate, from school to cluster then up to national level. The findings showed that the teachers participated mainly at the school and district levels. It emerged from the findings that in C2005, more strategic styles were employed. Some teachers participated at school level, some at clusters, branch,

district, provincial and some at National level. The study also noted that some teachers were used as conveyers, to circulate the information from the meetings, and facilitators in workshops.

It also emerged from the findings that the participants were engaged in awareness-raising workshops during the designing stage and in these workshops they brainstormed their various subject areas. This was done so that the participants would get acquainted with the curriculum which was new to them. They attended workshops at the district level. One of the teachers interviewed said he went to Stellenbosch for a workshop and was only then, told why the curriculum was changed and why South Africa needed to change and move on with the rest of the world. This is exactly what Taylor (2001) states in the first step that reads, “*to identify main reasons, and purpose of curriculum development, and key areas for curriculum change.*” In other words they were exposed to the importance and rationale of the new curriculum. So it is in line with the first step on Taylor’s Ten Key Stages of curriculum development which is awareness raising workshops. This is a level in the rungs of participation. The idea of inviting teachers to workshops and telling them about the new curriculum is a way of giving information to them which on Arnstein’s (1969) ladder of participation falls under tokenism and another scholar, Wilcox (1994) also refers to this as, ‘informing’.

However, the participants claim that there was no active stakeholders’ participation in the curriculum development that took place. The fact is that there were various strategies used to get the participants to participate. For instance, the findings revealed that during the designing stage the teachers were engaged in workshops, some were trained by experts to train their colleagues in different subject areas. Although they did not participate directly in the designing stage, the findings revealed that some of the teachers were cascading information to other teachers. They were used as agents to spread the news of the new curriculum. This is in order, as it falls under the eighth step on Taylor’s Key Stages of PCD which reads: “*implement new curricular with groups of students/trainees, evaluate and adapt curricula as required* (Taylor, 2003).

The findings revealed that unlike the teachers, who could not go beyond the district level, one of the subject advisers went up to provincial and national levels for training

and facilitation of workshops. This could be as a result of his subject area or position. He was a Deputy Chief Education Specialist (DCES) who specialised in Mathematics and Motor Mechanics. Hence, this study can draw a conclusion that the participants' participation in curriculum development process depends so much on their position, seniority, experience and expertise.

During the implementation, the findings revealed that the teachers were occupied in the classroom at the school level as well as attending workshops at the district. On that same issue the subject advisers operated at the district level where they organised workshops. There is nothing wrong with that as indicated by Wilcox (1994). Different levels are appropriate for different circumstances and so participation in curriculum development should depend on the context and setting. In line with what others have said, the findings also indicated that the principals participated at a very low level. This could imply that principals considered their roles to be mainly management of administrative matters. These views emerged from the data. They participated not on the levels they would have loved to participate, in planning/designing but they were involved in the evaluation. They participated indirectly by giving comments in workshops, assessments etc. They mainly operated in the school where they had very little control over what took place in the curriculum. They expressed their wish to participate in the committee that designs the curriculum content and implementation at the national level.

6.4 Categories of teachers and subject advisers involved in curriculum development

The participants stated that there are different categories of teachers and subject advisers that are involved in curriculum development. A comparison with subject advisers and the teachers revealed that they felt there was a certain calibre of their colleagues who were usually invited to help in the curriculum development programmes. The study findings further revealed that these categories of stakeholders were invited to participate at different levels depending on their years of teaching experience and the subjects they taught. These findings confirm the reports by KZN DoE (2012) and Eastern Cape DoE (2007) that the categories of stakeholders involved in curriculum development depends a lot on experience and position. Interestingly, the participants felt that they were invited to take part in

curriculum development because they work near the headquarters of the Education department.

However, in the review of the related literature Handler (2010) refutes the above and says some of the stakeholders lack the requisite knowledge to be truly effective designers of a comprehensive curriculum hence they are not invited to be involved in curriculum design and planning but may be involved at school level. These findings are similar to reports by DoE (2003) that curriculum development should be aligned with the stakeholders that are qualified, competent dedicated and have an excellent grasp and knowledge of the subject matter. As a result, information from the study reveals that it is not all teachers or subject advisers who will embrace the idea that they are taking part in curriculum design at higher levels. According to Rakona and Matshe (2014), the curriculum must be protected and given the respect that it deserves. However, the situation has changed; hence it has been invaded by a diverse group of people including politicians and the private sector; whereas, previously the curriculum was meant for professionals. There are issues of politics and power in curriculum development. Most often stakeholders who take part in curriculum development are those at the top. This is because participation in curriculum development is viewed as something that is related to power and position.

In view of the foregoing, it is important that teachers and stakeholders view curriculum development as a continuous process characterised by orderliness and systematic planning. Curriculum development moves in different phases, namely design, implementation and evaluation (Carl, 1995:48-49), in which they can all be involved at different levels and at different stages as supported by the theoretical frameworks of Taylor (2003), Arnstein (1969) and Wilcox (1994) discussed in this study. Therefore, it may be inferred that teachers regardless of years of experience or knowledge of curriculum and standards participate, to some degree, in curriculum development in each lesson they teach. There are some elements of thinking, planning, teaching, assessing, that go on around a teacher before, during and after teaching a lesson or topic. So teachers are involved in curriculum development in one way or another.

The same goes for the subject advisers. There are different categories of subject advisers namely: Chief Education Specialists, who are usually involved in curriculum

designing/planning, Deputy Chief Education Specialists who supervise the Senior Education Specialists. The Senior Education Specialists work with the schools and assist the teachers with the implementation as well as the evaluation of the curriculum. So the involvement of subject advisers in curriculum development depends so much on their position and expertise.

6.5 The Prominent Voice in Curriculum Development in South Africa

The issue of voice is very important in curriculum development. The stakeholders in education should have a voice in the implementation of any proposed curriculum. A stakeholder that has a voice feels empowered as stated earlier and participates effectively in curriculum development. Decisions are made collectively using participatory principles as proposed by Taylor, (2004) instead of a top-down approach. However, the findings of the study are consistent with the view that the government's voice was very prominent during the designing, implementation and evaluation of C2005. The teachers' voice was not heard directly, although one of the teachers confirmed he was invited to make an input because of the nature of the subject which he teaches, technical subjects. This was also affirmed by the subject advisers and principals because they felt the voice of the officials in the District and Provincial offices were heard during the implementation.

According to Chisholm, (2003) the involvement of teachers in curriculum development even in the conceptualisation of policies was very necessary because in a democratic society, policies must come from the people, that is, the need of the people must feed the formulation of the policy. The issue of voice cannot be overlooked in the development of a curriculum. Wiles (2009) in Rakona and Matshe (2014) further argues that the problem that needs to be argued in South Africa is identifying the relevant stakeholders' control by managing the curriculum effectively and efficiently without taking the side of the stakeholders, ensuring that each and every stakeholder is involved at a certain level depending on their experience and expertise. Therefore this may imply that, it is the right of every stakeholder to participate in curriculum development. In the same vein, Griffiths et al, (2009) said that it is paramount for the agenda and interests of all top officials and teachers to be

‘married together’ so that they can have one voice in the curriculum development process.

Curriculum 2005 (C2005) is the most significant curriculum development that has taken place in the South African system of education. It is the first major curriculum statement that the democratic government made, after the apartheid regime, to bridge the gap of inequalities discrimination that characterised the apartheid system of education. This was solely government’s idea and they embarked on it without giving room for any proper planning to be done. According to Taylor (2003), Arnstein (1969) and Burns et al (1994), the lack of voice from all stakeholders is manipulation, cynical consultation and lack of creating awareness raising workshops of the forthcoming changes that stakeholders are supposed to expect. It may be concluded that the whole exercise was government’s idea, as the Minister appointed experts that looked into the designing after which the curriculum was handed to teachers to implement using a top-down approach.

According to Jansen (2001) such a decision was not surprising at all because by then the voice of the curriculum was being detected by those individuals who strove to have their interests, values, histories and politics dominate the curriculum. This is also supported by Arnstein’s (1969) levels one and two, which suggest that at this level there is no participation at all since participation is fully engineered by those in power. Participation gives power and power gives a voice and once you have a voice you feel empowered.

Without active participation, it will be hard for any participant to have power. When teachers and subject advisers participated, they acquired the voice to influence what happened at the top. The teachers gave feedback to the subject advisers who in turn were expected to send those to the National office. As their voices were not heard directly, they did not have power to make or influence any decision. Moreover even in the focus groups, a statement that featured frequently was: *“We make suggestions in workshops but they were not taken seriously.”* This concurs with Arnstein’s (1969) Ladder of Participation, where power is controlled on the 6th, 7th and 8th levels respectively. The findings revealed that the respondents’ voice was heard only indirectly and they did not have the power to influence the changes. The government had the final say in what happened. It would seem that this pattern of participation

explains to a large extent, why some of the issues raised by the participants took a long time to be resolved.

However, Chisholm (2005) states that this should not be a one-sided issue, such that blame is put on the government because there was really a need to 'clean' the curriculum of South Africa considering the history of the country's education system. Therefore, it can be implied that the DoE assumed that they knew what teachers, learners and the entire community needed in schools and made decisions for them (Carl, 2005).

On the other hand, with the introduction of RNCS, a lot of changes were expected. The findings revealed that, the participants had different suggestions. Some felt that it was the government's voice right through the various stages, namely designing, implementation and evaluation. AS expected, there were some who gave contrary opinions on the matter. Among these are individuals who felt that the curriculum was designed on the basis of the teachers' complaints about the previous curriculum. It was contended that the subject advisers, being the teachers' mouthpiece, presented their concerns during the implementation which made them heard. According to the DoE (2002a), there were conflicting interests at play in the making of the RNCS.

Despite this, the results of the study show that there was participation of the stakeholders in the RNCS. Subject advisers revealed that the South African Democratic Teachers' Unions' (SADTU) voice was quite prominent because they were the representatives of the teacher's voice. From all indications, this suggests that various stakeholders were represented in one form or the other and to different degrees. These outcomes confirm the findings from previous research by Singh and Lokotsch (2005) that decentralisation of decision making powers is meant to ensure that all stakeholders take part in such processes and this was achieved by the involvement of the Teachers' Unions. These findings again support the assertions made by Rakona and Matshe (2014) that the teachers' union played a powerful role in the South African education system hence their role in the formulation and implementation of the curriculum is critical.

However, some of the principals that participated in the study expressed their feeling that the curriculum was still being designed at the top, given to the teachers to implement and decided to evaluate it based on the teachers' reactions which

sometimes bordered on indignation and frustration from the stakeholders. Jansen (2001b) warns that initiators of change have to bear in mind the crucial role that the stakeholders play as implementers of change before they can make a decision that can lead to resistance of change. By and large, the reaction of the principals indicates that there were no proper consultations held. Principals are meant to be curriculum leaders in their schools. They should help teachers to alter, rearrange and reinterpret the curriculum (Mazibuko, 2003), but contrary to the findings, and Mazibuko (2003) views above, the participant principals were not playing their role. It could be inferred that though some of the principals knew this is part of their duty they felt inadequate to handle the curriculum in the schools.

As a result the head of schools felt powerless to monitor a curriculum that they had not been involved in. The researcher observed that the foregoing sentiments lend support to the theoretical framework used in the study (Arnstein, 1969) that informing and consultation (stages three and four) of the changes that are being envisaged are crucial if competing interest of play are to be avoided in any curriculum development programme.

It was also revealed by some principals that others participated right through the stages either at school, district or provincial levels. This means that the involvement of stakeholders in the RNCS was indeed a promise of fusion and integration with the aim of bringing together everyone who had an interest in changing teaching and learning for the better (Kirk and McDonald, 2001). The findings revealed some principals sounding disgruntled and somewhat humiliated at having to be assigned to monitor a process with which they obviously did not have much familiarity, much less expertise. According to Botha (2004:239) “a principal is the educational leader and manager of a school, and is therefore responsible for the work performance of all the people in the school that is both staff and learners”. As academic leaders, they are expected to know what is taught in their schools.

Another angle to this matter is the fact that the teachers and school staff are aware of the principal's handicap and this is easily exploited by the teachers who would normally feel that any missteps on their part cannot be easily and readily discovered by the principal. Without any doubt, this situation violates a basic principle of effective programme management which requires that persons who are put in

charge of a change process have sufficient scope to manage and be seen by subordinates to exude the right degree of know-how and expertise. Nothing erodes authority more than a realization in the supervisees that the so-called leader does not have the last word on a matter. It has been said that a key to successful curriculum review is maintaining respect and authority in the persons charged with introducing the new curriculum (Parsons and Beauchamp, 2012). There are many ways in which the loss of authority/voice on the part of principals can lead to their failure to successfully embed a new curriculum and move things in a positive direction.

Though one may argue that the potential for teachers to be agents in the curriculum reform was not realised from the beginning because they were limited by powerful institutional forces in the education system (Kirk and McDonald, 2001), this study deemed it fit to collect feedback on whose voice was more prominent during the designing, implementation and evaluation of the NCS curriculum. The subject advisers had the impression that teachers' voice was very prominent especially during implementation. It was revealed that some of the things the teachers complained about were reviewed, For example some of the activities they would not do due to unavailability of materials, and they were given alternative choices to make. Kirk and McDonald (2001) posit that such a positive move showed that teachers were no longer being viewed as mere receivers and producers of the curriculum, but they had a voice and indeed ownership of the curriculum due to the evaluation made which led to a change. Similarly, Taylor (2003) in stage 9 of his theory argues that refining of the PCD evaluation system is vital because it addresses stakeholder participation, improves teacher and learner performance and has a positive impact on training. Moreover, Arnstein (1969)'s Ladder of participation postulates that the dismantling of complex relationships between stakeholders is possible through stages 6 and 7 where planning and decision making is shared and there is transparent delegation of power which entails accountability of programmes in which all stakeholders are involved. Thus it may be implied that the NCS got the attention of many stakeholders in the country.

Lastly the introduction of CAPS appeared to have brought the issues of curriculum development in South Africa full circle. From the findings, the teachers felt that their views were taken into consideration this time. Although they were not involved in the

formulation, they could see that some of the suggestions or complaints have been addressed. For instance, the findings revealed that some of the unnecessary paper work had been removed and teachers could now be hands-on in the classrooms. These findings are confirmed by an earlier study by Kirk and McDonald (2001) that the notion of partnership from all stakeholders through (CAPS) curriculum development seemed to promote a fusion of the top-down approach and bottom-up strategies for a positive reform in the education system. These researchers further state that by contributing their expertise and getting those in power to listen to their grievances and the voice of the stakeholders, there was involvement of nearly everyone in the transformation of curriculum development. These findings are commensurate with Arnstein's (1969) Ladder of citizen participation; level 7 because the stakeholder's comments reveal that they were given dominant decision making authority.

Thus, it may be inferred that at this stage as advocated by Arnstein (1969) there was citizen control (stage 8) because the stakeholders were involved in the planning, policy making and the managerial aspect of curriculum design, implementation and evaluation. The foregoing views also seemed to be strongly linked to Wilcox's (1994) ladder where participants are offered increasing degrees of control over decisions that are made by informing them, consulting, deciding together and so on. They may not be at the top, but they may influence the decisions that are made. If the implementers of the curriculum as well as the receivers make complaints which eventually get to the decision makers and they influence the decisions that are made, it means then that their voice has been heard as was experienced with CAPS.

The findings also confirmed that the participants attended CAPS workshops where they looked at books on learner centredness, and the subject advisers explained the assessment procedures, work schedules and lesson plans to them. These findings are in line with Carl (2012) who posits that the success of any curriculum lies in the fact that teachers have to be seen as the principal participants right from the initial stage as this will promote the attitude that the teachers will give to any changes with regard to the curriculum that are brought to them (Null, 2011). The outcomes of the study further show that one of the subject advisers participated actively this time by working in a committee that prepared teaching materials and testing them out. Hence, a positive change can be deduced as it appears that teachers and subject

advisers in CAPS curriculum are not viewed as passive recipients. Full participation of everyone means that curriculum change can be experienced with no misconceptions (Carl, 2012) through a smooth transition.

Therefore, CAPS implementation improved with teachers having a positive attitude to teaching and being free to make classroom decisions, while subject advisers were more positive in terms of training and providing support. These findings resonate with Fullan (2007) that once the curriculum is Specific, Measurable, Attainable, Realistic and Time bound (SMART) then the teachers, principals and the subject advisers will embrace the innovation, its quality and worthiness in the teaching and learning situation. Moreover, Taylor (2003), shares the same views in his theoretical framework used in this study, which posits that good maintenance of the PCD process through monitoring and evaluation can yield positive results as revealed by the participants in the study.

Furthermore, the study indicated that the participants stated they could see that the Learning Outcomes and Assessment Standards had been removed. The suggestion of a standards book was addressed with the decision that there would be no more relying on past exam papers. The teachers felt that at least they had spoken and someone, for the first time, had heard them; a notion equally shared by the subject advisers. A recent study by Rakona and Matshe (2014) cements the above and states that every stakeholder should feel ownership of the curriculum. It may be implied that there was one voice in CAPS because all levels of curriculum control namely: national, local, institutional and individual levels were involved. They explained that many subject advisers have upgraded themselves by going for further studies and some new ones have been employed. At least there is clear evidence that the DoE is doing something with regard to the complaints raised by the subject advisers.

The basis of this positive shift as envisaged by the participants was that the authoritative voice of the stakeholders within curriculum development was heard because it was located in the stakeholders' intimate knowledge of the challenges they had encountered through their students, colleagues, school structure and the resources available to them. Therefore, it is important that any implementation of curricula should be open to contributions from everyone and this would promote

(Slater, 2008) a positive shift by ensuring that all stakeholders view themselves as curriculum leaders.

6.6 Strategies to Enhance Participation

The strategies to enhance the participation of stakeholders in curriculum development encompass the level, process and incentives (OECD, 2008). These also include considerations of resourcing and the kind of facilitation that the statutory authorities provide to the schools and the administrative structures for curriculum development and delivery. For a programme of curriculum development and revision to be successful it is important to assign responsibilities at the appropriate levels with sufficient scope and authority to implement them and deliver results. Elements of the level at which particular aspects are to be pitched and have room for flexibility is allowed and equally important. There is also a need to work out an effective delivery mechanism or process that ensures that authority and responsibility are properly streamlined. Lastly, the structure of incentives must be clearly defined and built into the whole strategy to enhance participation and achieve the overall objectives of curriculum review and developments.

6.6.1 The Structure of Incentives

Incentives should be offered for active participation in curriculum development. A participant who takes part in the development of a curriculum should feel empowered and skilled. It is a way of boosting the confidence of the participant. Take for instance teachers and subject advisers, if they take part in the designing or review of a curriculum, they will feel more confident implementing it. They know what the content is, what to use to deliver it and how to deliver it. They will not be total strangers to the curriculum; unlike when it is handed down to them to implement. The participants will feel valued and can claim ownership of the outcome of that development process.

The findings of the study indicated that the teachers were contacted through the principals to attend workshops in the Districts. These circulars are usually received late, at times on that day. They are not given enough notice and there is no prior

arrangement/preparation made before the day and this affects the way these teachers take these workshops. The idea that training has to be given to teachers is in line with (Carl, 2012; Fullan, 2007), that during curriculum innovation and implementation it is paramount that teachers have continuous capacity building programmes to improve their professional development. However, the findings revealed that one of the focus groups had a contrary view and confirmed that the workshops organised by the subject advisers were not helpful at all. Reed (2008), in the review of the related literature, also supports these findings and states that stakeholder participations through training needs to be underpinned by a philosophy that emphasises empowerment, trust and learning, unfortunately this appears not to be the case in the research under study. The participants' arguments are also in line with what was raised in the Ministerial Report by Chisholm (2000) over a decade ago that the lack of recognition of teachers as frontline implementers of curriculum and the failure to conduct effective training workshops led to a lot of misinterpretations at school level. It also came out that the attendance was very low, as very few teachers attend workshops and those who did not attend went unpunished. As a result, it was a potential source of conflict between the stakeholders because there seemed to be a lack of uniformity and a consensus around educational outcomes (Monson and Monson 1993).

It has to be realized that the distinctive nature of learning requires both tractability and receptiveness from the stakeholders who are invited to these workshops. In addition, the subject advisers pointed out how the whole system of education is structured, in the sense that they usually depend on the mercy of the principal to convince the teachers to attend workshops or submit certain information or document to the District office.

However, some of the teachers attested that the problem was that, while subject advisors are meant to help teachers decode the meaning of the curriculum, the participants revealed that the subject advisers were only reading the documents to them which they detested. The participants further attested that what irked them most was that the subject advisers could not answer their questions, which meant they themselves might also have problems with the curriculum. Thus, instead of alleviating the threats and challenges (Chisholm, 2000) that the teachers encounter,

it appears the subject advisors worsened the situation by failing to give a helping hand.

The findings showed that some of the subject advisers were faced with one difficulty which was the fact that some of them were classroom teachers and not subject advisers at the time the programme was implemented and have only recently been elevated to their current positions. For instance, it was revealed that some of the subject advisers were engaged as facilitators, lead teachers and master trainers to provide on-going support to the teachers. Fullan (2007: 25) states that such an approach is what has lead the education system in South African to adopt the “do something, anything syndrome” at the expense of the learners’ future because giving facilitators double positions meant the leaners are affected when the facilitator has to attend to the other schools as subject adviser. According to Reed (2008) in the review of related literature the quality of training received by the teachers is strongly dependent on the quality of the process that leads to it and it may be implied that if subject advisers are not given effective training to help teachers with their diverse expertise then they will not be in a position to help the teachers and the learners.

It was also revealed in the findings that one subject adviser came close to doing what looked like evaluation by going through the document, checking the technicalities in terms of terminologies if they were used correctly for the subject. He pointed out that the evaluation was done at the top and that what he was doing was entirely his own idea and not based on any official directive. It may imply that there is a lack of correlation between the top officials and those at the bottom of the hierarchy. Thus, the participants accounts show that the education systems appears to have failed to do justice in the intended training sessions, and evaluations which are meant to help them in curriculum implementation (Oliver, 2013). Hence there is need to have more access to resources and equipment if evaluation and training workshops were to be effective.

According to Hobby (2013) such problems can be resolved by raising the game on communication, to really sink home the message that the national curriculum is the bare minimum and the school curriculum is much greater. Another issue that emerged from the findings was that the workshops were not motivational at all. The

teachers felt belittled when they were called to workshops and read to. This scholar further posits that listening to presentations and recognizing inputs made by stakeholders is important as it can act as a motivational factor to teachers to attend workshops.

Moreover, in the literature review, researchers such as Burton et al (2004) and Cosgrove et al (2000) postulate that training workshop should not incite resentment; instead, they should be conducted in a manner that would allow those taking part to have power to influence decisions made. Jacobs, Vakalisa and Gawe (2004) in the same vein state that it not surprising that teachers look confused and struggle to implement changes in the classroom because training workshops are conducted by under qualified personnel. Thus, a proper incentive would be to consult teachers on time so that they can also have time to prepare if they are to participate fully during these workshops and improve teaching as this can raise hope, progress and growth in curriculum development in schools.

Trigwell (2003) and Taylor (2003) also buttress the foregoing views and say that failure to create awareness and good communication skills and channels that thoroughly inform teachers of the training workshops and what they entail is the starting point of workshops being detested. It was further revealed in the study that the participants intimated their feelings to the researcher that the scheduling of these workshops was not encouraging. Moreover, they would attend them more often if they were not scheduled during the holidays and if the cost of their transportation were taken care of. Boaduo's (2010) findings are parallel to the finding of the current study. This researcher also states that the lack of positive incentives such as qualified personnel, resources and support from the higher authorities could be attributed to the negative attitudes that the teachers have towards curriculum development training workshops. According to Odhiambo (2011), providing adequate funding for training workshops and seminars is crucial if at all attendance is to improve. Thus it may be implied that active participation of teachers is largely dependent on the availability of funding and relevant resources for training workshops.

One issue that came out so well was the need for proper training or more organised programmes for training teachers. The findings indicated that the workshops and

training that the teachers and subject advisers received were not sufficient to enhance their interpretation and implementation of the curriculum. In furtherance, of the foregoing views, it emerged that some Chief Education Specialists (CESs) went to schools to help teachers teach some topics that they were not comfortable with. These CESs are trained trainers. But a shocking revelation was that some of these CESs had problems understanding the curriculum themselves which looked very much like the blind leading the blind. However, it is a situation that the DoE is quite aware of. It stated in a report that many subject advisers do not have sufficient knowledge and skills to offer teachers the support they require for improving learner performance (DoE, 2009). As a result, the Deputy Director General (DDG) Curriculum, Mr Mwelil explained that the department of Basic Education was training subject advisers and teachers in curriculum differentiation so as to appreciate the different learning abilities/disabilities that the learners have (DoE, 2012). Hence, Jacobs, et al (2011) concur that for teachers to implement the curriculum effectively and to work towards realising the expected outcomes, their knowledge, skills and views need to be addressed. They went further to support what the DDG Curriculum said in an interview conducted by the DBE in 2012 that teachers and subject advisers require pre-service and in-service training in order to implement the curriculum properly.

One of the teachers interviewed in this study revealed that he was once deployed to the province to train other teachers. In his own words, the task was an uphill one which he found very demanding because the teachers were not happy with the changes taking place and therefore refused to cooperate with him. This complicated his situation given that he was also not sure because of his own limited knowledge. According to Jansen (1999) and Carl (2012), training workshops are meant to prepare and develop teachers for curriculum implementations and innovations. However, from the participants' responses it can be deduced that the personnel sent to train them failed to change their mind set, let alone enhance their commitment to change.

An earlier study done by Jackson(1992) augments these views and highlights that the lack of clarity, innovation skills, knowledge and the unavailability of instruction materials in training workshops and even in the classroom situations act as a hindrance to the workshops that are meant to help stakeholder interpret the

curriculum effectively. According to Boaduo (2010), the problems lie in intermittent workshops that are slackly organised without the consultation with the teachers.

Therefore it is the duty of the teachers to initiate the type of workshops and the growth they expect from the workshops by liaising with the principals and top management. Also there should be in-service training for teachers or even the subject advisers on how to design a curriculum, implement or evaluate it apart from workshops which they attend. These findings support the assertions put across by Boaduo (2010) that teachers should not stop attending in service training programmes and hence it is the duty of the Department of Education to ensure that there are appropriate intervention strategies used to develop a better understanding of curriculum development in schools.

It may be concluded that it is important that the stakeholders who arranged the workshop and training sessions for curriculum development ensure that they are indeed compatible with the needs of various schools, taking into consideration their location and accessibility Boaduo and Babitseng (2007). Therefore the stakeholders who conduct the workshops should be able to ensure that the workshops respond to the development needs of the teachers. There is a need to have collegiality between the teachers and the higher authorities.

6.7 Chapter summary

This chapter discussed the findings of the study. The findings made clear the extent of stakeholders' participation in the curriculum development that took place in the Eastern Cape Province especially in the Fort Beaufort District. The teachers, subject advisers and principals revealed the extent of their involvement in the curriculum development that took place in the district. The findings made it clear that the participants were not actively/directly involved in the designing of any of these: C2005, RNCS, NCS or CAPS. It was also explained that what they were really doing during implementation was teaching and attending workshops on the side of the teachers while the subject advisers were running workshops and monitoring the teaching in schools. The findings communicated the situation the principals found themselves. Even as heads of schools, they did not have any say in what was taught in the school nor could they influence the assessment or evaluation of the curriculum.

The findings in this chapter revealed the level at which the participants participated. The teachers were mainly occupied with teaching in school and attending workshops in the District. The subject advisers operated mainly at the district level and once in a while one or two of them got to the Provincial level for workshops or training. It was explained that the position of the subject adviser determined where he/she could participate. For instance Chief Education Specialists (CESs) participated up to national level. Apart from level, the issue of voice was also clarified. The participants did not have any direct voice in the curriculum design nor in the evaluation process but they made inputs and suggestions which were reflected in the decisions that were made. They may not have participated in National committees where their voices could be heard, but they were represented either by their Unions or Subject Area Specialists. They made their voice heard through suggestions in workshops; at times a new curriculum emerged that did not accommodate those suggestions. But with CAPS, they seemed to have a different opinion. They felt 'they have spoken and somebody has heard'.

There were findings on the structure of incentives could enhance the participants' involvement in subsequent reforms and reviews. The participants expressed their feelings in the quality of the workshops they attended, the scheduling and compensations for attending or punishment for those who did not attend. The principals' were disappointed at not being involved in this whole process of curriculum development.

CHAPTER SEVEN

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

7.1 Introduction

This chapter is a summary of all the themes and ideas that emerged from the findings in the study of the extent of stakeholders' participation in curriculum development in four secondary schools in the Fort Beaufort District. It was evident from the findings that participants were involved in all stages of curriculum development. However, the extent of their involvement varied depending on the stage of curriculum development, areas of the curriculum, positions which stakeholders occupied at different levels etc. After the 1994 democratic elections, there were several curriculum changes, namely C2005, RNCS, NCS and amended NCS which is CAPS. Hence, the extent of stakeholder involvement also depended on which curriculum was in place. All these aspects were discussed in detail in earlier Chapters.

7.2 Summary of Findings

The findings from the study were summarised along the themes that are highlighted above covering each curriculum review.

7.2.1 Areas of Curriculum Development Where Participants were involved

Findings revealed that participants were involved in different areas of curriculum design. These included content, the method of delivery, the scope to cover, mode of assessment and the resources. From the findings these different areas were the real issues that were looked into during the reviews and reforms of the curriculum. They

required people who were hands-on in teaching to advise and guide deliberations. For instance the teachers complained about heavy workload, problems regarding the methods of delivery, the learning outcomes and standards of assessment. The findings of the study confirmed that the involvement of teachers, principals and subject advisers in the design of C2005 was confined to a selected few from schools and districts. It was also revealed that most of the people who participated in the design were those from top positions in the Department of Education (Provincial and National level officials). In other words participants felt that the design of C2005 was done at the top (national level) and the government handed it over to the schools to deliver. This is understandable as this was the first curriculum reform in the post-Apartheid era. The government was in a hurry to get rid of the discriminatory system of education that was in place. It was a top down approach to curriculum design, in that only few participants with special skills and expertise from schools and districts participated in the Committees for the design of C2005 at the national level. From the findings, there was every indication that no proper consultation was done, and there were no proper needs analysis carried out in terms of the calibre of teachers in the field, the resources, quality of learners, the modes of assessment and so on.

The findings also revealed that, as a result of the challenges which arose from the implementation of C2005, it had to be reviewed. The aspects which led to the review of C2005 were discussed in detail in previous Chapters. The review led to the RNCS and later NCS which were both more streamlined. Participants acknowledged that there was more involvement in the design of both the subsequent curricula than of C2005. Although they were mostly involved in providing input in areas such as content, the method of delivery, the scope to cover, mode of assessment and resources, which are their areas of performance, some participants acknowledged that they had been given the curriculum policy drafts to review and provide feedback. However, they were not sure whether their comments were incorporated in the final curriculum documents. For the participants, although the process was still top down they were given the opportunity to participate to some extent.

Problems in the implementation of the NCS led to the appointment of a project committee by the Minister of Basic Education in 2010 to look into its implementation. The committee suggested a single, comprehensive and concise Curriculum and

Assessment Policy Statement (CAPS). Findings show that participants were positive regarding their involvement in the process. They provided suggestions regarding the amendments to the NCS in their workshops. It was evident that their suggestions were accommodated in CAPS, which implied that, although they were not seated physically in the design committee; their suggestions were considered. One can say that in this case it was a bottom-up approach.

On the basis of what is presented in earlier Chapters, curriculum design was more top down in the earlier changes with the introduction of C2005. Despite being top down subsequent curriculum changes were more inclusive in the sense that there was more involvement of teachers and subject advisers in the process in RNCS, NCS and CAPS, maybe because of the experience and skills acquired.

7.2.2 Participants Involvement in Curriculum Implementation

The implementation of the curriculum is the core business of the participants: teachers, subject advisers and principals. The teachers are the curriculum deliverers in the classroom. From the findings, they delivered what they did but were not directly involved in the design that is why they were faced with a lot of challenges. Some could not understand/interpret the curriculum hence they did their own thing. Apart from that, it was revealed in the findings that some teachers were not qualified to teach certain subjects that had been assigned to them; others were not trained at all, so they struggled to teach. They faced a lot of challenges. The teachers also explained that they were so focused on getting the learning outcomes and assessment standards right that they ended up not teaching. These aspects of the curriculum were really torture for the teachers during implementation and such things were bound to happen considering the fact that some of the teachers were not properly trained. They had minimal contact time with the learners. All these put together were revealed to have contributed to high failure rates in the country. The subject advisers are also curriculum implementers. They work with teachers in implementing the curriculum.

The findings suggest that the subject advisers' situation was slightly different. There are different categories of subject advisers. There are Chief Education Specialists (CESs) who can participate at the designing stage or in a national committee. There are Deputy Chief Education Specialists (DCEs), who work with the Subject Education Specialists (SESs). The DCEs supervise the SESs. The SESs work directly with the teachers. A DCE can work directly with the teachers in schools if there is no SES to handle the subject as is the case with one of the DCEs in the district. The SESs work with the schools directly, they help the teachers to understand and interpret the curriculum very well so they mainly participate at the district and school levels.

The participant principals gave the impression that they had not been actively involved in the curriculum designs that took place in South Africa. They were present but not involved in issues of curriculum development. Those who participated did so because of the subject area and skills that they had. Moreover, even when they participated, they did so in their capacity as teachers and not as principals. They received only completed documents ready to be used. This is an issue which requires further research because principals are supposed to be instructional leaders which means all teaching and learning in schools revolve around them. Most of the participant principals stated that they had not been trained in how to manage the new curriculum, despite the fact that there had been specific training workshops for principals. They depended and relied on the subject advisers to help their teachers whenever they had any problem with the curriculum.

7.2.3 Participants' Involvement in Curriculum Evaluation

Many participants made it clear that they were never directly involved in curriculum evaluation. However, findings of this study show that participants contributed to the evaluation of the curriculum. Principals and teachers conducted assessment of learners' work. This fed into the district, provincial and national levels because schools sent in their reports. There were training workshops for principals and teachers conducted by subject advisers and education development officers. In these workshops participants completed evaluation forms which included issues of

curriculum development. Participants had meetings with their unions and other stakeholders where they discussed curriculum implementation.

Moreover, often participants raised concerns and observations regarding challenges of curriculum implementation in the media. All the above avenues are crucial ways of providing critical information regarding curriculum implementation and challenges that should be addressed. Hence, it was an avenue for participants' involvement in curriculum evaluation. The participants acknowledged that they had been involved in curriculum evaluation through the feedback they gave after workshops. As they pointed out, it usually ended there. They heard nothing more about it and neither were their suggestions reflected in the changes made. The researcher does not agree entirely with participants, as curriculum changes resulted partly from the feedback they gave in workshops but also from other forums. This is evident from some of the reasons provided in previous Chapters for changes in C2005, RNCS and making amendments to NCS.

7.2.4 Categories of Teachers and subject advisers involved in Curriculum Development

The result of the findings explained that there are different stakeholders in education. These include: teachers, subject advisers, learners, parents, business organisations, and NGOs. These stakeholders all have a stake in the development of the curriculum; in that they are either affected by the development or they can influence the development in one way or another.

The stakeholders in this study were teachers and subject advisers and there were different categories of these participants. There were senior teachers and junior teachers. There were experienced teachers as well as newly employed ones. From the findings, when the department wanted to develop the curriculum, it invited these experienced teachers and those who were experts in their teaching subjects. What also came out from this study was that some teachers were neither trained nor qualified. There were also different categories of subject advisers. There were Chief Education Specialists (CESs), Deputy Chief Education Specialists (DCESSs) and Subject Education Specialists (SESSs). Their participation in curriculum development

activities varied and this was attributed to position and seniority. Findings also show that participants were involved in different capacities at different levels.

7.2.5 The Participants' Levels of Participation

From the findings of this study, indicated different levels of participation in the South African system of education namely: school, circuit, cluster, district, province and national. These are different levels where the participants could participate. The responses given by the participants indicated that many of them barely went beyond the district level. Only a few of them participated in committees at the provincial and national levels. The teachers, on the other hand taught in the schools, attended a few training workshops and meetings at the cluster level and district levels. The findings made it clear that these teachers did not take the training meetings at the cluster level seriously. They claimed that very few teachers attended the meetings regularly and that there were no negative consequences for absentees. However, those who showed up were always given tasks to prepare hence the attendance reduced drastically. It also happened that some teachers attended the meetings just to avoid going to school. They also attended workshops organised by the subject advisers. From the findings most of the teachers said the workshops were not very helpful because the subject advisers only read the document to them. But there were one or two that the workshops helped.

The subject advisers acted as a link between the provinces and the schools. They passed information from the provinces to the schools. The subject advisers, as mentioned earlier, work directly with the teachers but this depended on their positions and roles. Some attended meetings, workshops and training at the national level. These were mainly CESs. From the findings, if there was shortage of manpower because of the nature of the subject, a DCES participated in these meetings and workshops at the national level. Ordinarily DCESs supervised the SESs at the district level but there were DCESs who worked directly with teachers in the schools because there were no SESs covering those subjects. The principals were mainly at the school. Once in a while they would attend meetings at the district office and they expressed their frustrations with this, because they found themselves handicapped in advising the teachers in the school on curriculum issues. The best

they could do was to release the teachers to go to the district subject advisers who may not be able to help them, because they are not specialists in that specific subject area. However, it was also observed from interactions with some principal participants that they supported teachers in the implementation of the curriculum by providing on-site training.

7.2.6 The Benefits of Participants Involvements in Curriculum Development

The benefits of participants' involvement in curriculum development are numerous. The participants in this study wished they had participated actively in the curriculum reviews, at an early stage and on a higher level. The handful that got up to national level said the process was rather different. Notice was given early enough, preparations were made before the day, they interacted and shared experiences with people from different schools and backgrounds where a wealth of knowledge was gathered. Some teachers also benefitted from their interaction with their subject advisers. The subject advisers organised workshops and tried to unpack the curriculum for them. They helped to interpret the curriculum to them. There were cases where the subject advisers demonstrated teaching in the classroom. On the other hand the subject advisers benefitted from the interacting with their colleagues at the provincial and national levels.

7.3 Justification of Methodology

The study used Interpretive Qualitative methods to investigate stakeholders' participation in curriculum development, highlighting the areas and levels where they participated. Qualitative research is concerned with the participants' perspective; that is, how they understand the social world and what meaning it has for those that are under study (Yates, 2004; Creswell 2014). This method enabled the researcher to hold face to face interviews with the respondents, as well as have meaningful focus group discussions. The use of this method made it possible for the researcher to get a clearer picture of their views and perceptions on the curriculum development process (Creswell, 2014). The respondents were able to express their feelings and concerns freely which would not have been achieved through the use of figures. The

study also used document analysis to obtain first-hand information verbatim and interpret the information gathered.

The use of purposive sampling enabled the researcher to get respondents who provided useful information for the study. There were experienced and in-experienced respondents as well as males and females and this provided a good representative sample. The schools were also selected using purposive sampling, as both rural and urban schools were used.

In qualitative studies, the issue of trustworthiness, conformability and dependability are important. This is to ensure accuracy of the data gathered (Babbie & Mouton, 2005; Creswell, 2014). It was necessary for this study to employ triangulation by using multiple sources such as interviews, focus group discussions and documentary analysis to gather information. The data was also triangulated which was very effective as Creswell, (2014) rightly pointed out.

7.4 Implications for Theory

The study used two theoretical frameworks to explore stakeholders' participation in the curriculum development that took place. These are Arnstein (1969)'s Ladder of Participation and Taylor (2003)'s Ten Key Stages of Participatory Curriculum Development.

Theories are important in educational research. They help the researcher to describe, explain, predict or control human phenomena in a variety of contexts. The use of theories is so powerful that it has the ability to connect events into a unified web. Theory is important in educational research because it is the research domain. According to Leedy and Ormrod (2005), "a theory is an organized body of concepts and principles intended to explain a particular phenomenon" (Leedy & Ormrod, 2005:4). In this study, Taylor's principles of Participatory Curriculum Development, guided the researcher to see how the curriculum developments were done and if the DoE followed those principles. Also, Johnson and Christensen (2007:7) state that "theories explain how and why something functions the way it does. For instance in this study the researcher used these theories to assess the process used to carry

out the curriculum development as well as the level and stage where the participants were involved. These theories guided the researcher to establish the extent of the participants' involvement in the curriculum developments.

7.4.1 Taylor 2003's Model of Participatory Curriculum Development

It is evident from the findings of the study that some elements of Taylor's model of participatory curriculum development were present. Although the study looked at participation of only two types of stakeholders in curriculum development, it is evident that implementation was enhanced by the involvement of principals, teachers and subject advisers in curriculum implementation. Principals and especially teachers gained new skills for implementing the new curriculum by working closely and interacting with subject advisers. Participant teachers and principals gained confidence as they interacted with other teachers and subject advisers in the workshops and other training situations. Positive response was also shown when they discussed participation in curriculum development in CAPS and to some extent the NCS. To some extent, this is in line with what Taylor (2003) said regarding the Participatory Curriculum Development approach, that it creates working partnerships between teachers, learners and other stakeholders, and aims to increase ownership of the full learning process by improving the potential for effective learning through participation (Taylor, 2003). It strives to promote genuine participation.

Chapter 2 discusses in detail Taylor's Participatory Curriculum Development Model. For instance, the first phase that has to do with planning entails identifying the problems and areas that need reformation and then making a policy statement concerning them. In the policy statement the government states what it wants to achieve and what will be included in the curriculum to achieve it. Also, during this phase, the curriculum development team is selected. This team should consist of the stakeholders. Once the team is set, the problem is articulated to them. They then assign roles to team members. It is in the planning phase that needs assessment is carried out. The committee decides on how to collect information regarding the needs and also what to do with it.

The second phase is the content and methodology. At times the committee handling this second phase is completely different from the committee in the first phase. Here, they decide on the content of the curriculum considering both human and physical resources; their availability and suitability. The method to be used to deliver this content is also decided at this phase. The third phase is the implementation phase. This is where the actual teaching is done.

Looking at the findings of the study, the first step in Taylor's model was followed in all the curriculum development processes which occurred. There were awareness raising workshops where participant teachers and even principals were introduced to the new curriculum by subject advisers. Subject advisers were introduced to the new curriculum by their superiors who were trained at the national level. In the awareness raising workshops participants were introduced to key areas of curriculum change. They also discussed the purpose of the curriculum.

The second, third and fourth phases which include follow up with wider groups of stakeholders, training needs assessment and Development of curriculum frameworks within the wider curriculum were not evident from the findings of the study. Yet these phases are very important for stakeholders such as principals, teachers and subject advisers, since it provides skills and knowledge regarding the curriculum which is an essential aspect in the implementation process. The fifth phase which is the development of detailed curricula was evident from the findings of the study. According to the PCD model, the phase entails identifying learning objectives, detailed content, adapting/preparing learning materials, identifying learning methods including assessment or evaluation instruments. The findings of this study show that this phase, curriculum implementation, is where participants were involved in curriculum development.

Both the teachers and subject advisers came in at this phase when they could not make any changes to what was already in place; until there is another review, and hopefully their voices and views will then be heard. The last phase is the evaluation and reporting phase. This, unfortunately, is also mostly done at the top but findings of the study show that participants evaluated the curriculum by evaluating training workshops, raising concerns and observations in meetings and in the media, as well as in the matriculation results and classroom assessment etc.

7.4.2 Arnstein 1969 Ladder of Participation

Another model that was used in this study was Arnstein's (1969) Ladder of Participation model. There are eight rungs on Arnstein's Ladder of Participation, representing different levels of participation. This study investigated the extent of stakeholders' participation in curriculum development. The first two rungs, 'manipulation' and 'therapy' did not apply to this study because at no time or stage were the stakeholders in education manipulated or brainwashed. But the third level, which is 'informing', linked to this study, as the stakeholders were usually informed of the developments that took place in curriculum either directly or indirectly. Alongside this, the study tried to establish the quality of the information that the stakeholders were given. It was also necessary to establish if the claim that the stakeholders were consulted during the curriculum development process was true and who was consulted and at what stage and level.

This model stressed power and this power is acquired by having a voice, which comes through participation. The model indicates that it is through active participation that stakeholders get to have a say in what should be included in the curriculum, how it should be taught, the materials to use to deliver it and how it will be evaluated. Findings from the study established that the participants did not really have any voice in the curriculum development process directly; hence they could not consciously influence the decisions that were made. If the stakeholders had been involved at a reasonably early stage or level, they would have been in a position to claim ownership of the curriculum and its consequences because they designed, implemented and evaluated it.

Another point is that this ladder enabled the researcher to find out whether the stakeholders ever got to the top of the ladder where power emanated or were they always in the middle part of the ladder where they implemented what the people at the top had handed down to them to implement, thereby confirming the top-down approach claim made by the teachers and subject advisers.

It is evident from all Taylor's PCD, the Arnstein and Wilcox models that the findings of the study show that participation in curriculum development for the majority of participants were in curriculum implementation. However, there are issues which need to be raised. Sometimes people might not want to be involved in the processes. This was not evident in this study. Participation can also be effective at the level at which they are placed. If things are well organized, teachers, principals and subject advisers can be involved in all stages of curriculum development effectively. Another issue is that involving stakeholders in issues such as curriculum development is a lengthy process. This might not always be appropriate in instances where curriculum changes are required urgently.

7.5 Conclusions

The study sought to discover the extent of stakeholders' participation in the curriculum development that took place in the country. Based on the findings, it is evident that all participants were involved in the three stages of curriculum development namely, design, implementation and evaluation. However, the extent of involvement varied among stakeholders and also the curriculum. With C2005, most stakeholders who were involved in the design were those in top positions, with only a few from the schools and districts. The few were those with special skills and expertise and also those in top echelons in the district and the province. The process was more top-down.

The study revealed that participant teachers, principals and subject advisers were involved mostly in the implementation at the school level. However, the findings of the study also show that with subsequent curricula that is RNCS, NCS and CAPS there was more involvement of participant teachers, principals and subject advisers. However, to some extent, the process was still dominated by people at the higher echelons of the system and those who have special skills and expertise whose voices were dominant and had more power. Participant principals, teachers and subject advisers contributed more in the implementation process.

7.6 New suggested model

The table below suggests a framework model of PCD which is a modified version of Taylor's Model. The model has six stages instead of 10. It takes into consideration

the local context where resources and time are limited. It also considers the issue of the immediate implementation of policies. As indicated in Chapter 2 all stakeholders will be involved in the entire process from the introduction of the new curriculum and will be part of the decisions made at every stage.

Table 7.1: Modified Model of Stages in Participatory Curriculum Development

Stage	Activity Description	Aim of Activity
1	PCD awareness-raising workshop for key stakeholders	<p>Identify main reasons for, and purpose of, curriculum development, and key areas for curriculum change.</p> <ul style="list-style-type: none"> -Identify expected constraining and enabling factors inside and outside the institution. -Introduce concept of PCD. -Carry out initial stakeholder analysis and identify specific potential stakeholders and their likely role in the process. -Discuss potential for application in institution. -Outline main steps for action.
2	Training needs assessment	<ul style="list-style-type: none"> -Plan and carry out Training Needs Assessment (TNA), consolidate results, obtain feedback on results. -Identify range of Knowledge, Skills and Attitudes (KSA) required.
3	Development of curriculum frameworks within the	<p>Review the existing curriculum based on results of TNA.</p> <ul style="list-style-type: none"> -Development of curriculum aims, main learning

	<p>wider curriculum;</p> <p>Develop detailed curricula</p>	<p>objectives, main topics, and main content areas.</p> <ul style="list-style-type: none"> -Provide overview of the methods to be used and resources required. -Gather and review existing learning materials -Develop learning objectives -develop detailed content -prepare/adapt learning materials -learning methods -assessment/evaluation instruments
4	<p>Training on learner centred teaching methodology;</p> <p>Training on production of teaching materials</p>	<p>Develop capacity of trainers to plan and apply new, learner-centered teaching methods.</p> <ul style="list-style-type: none"> -Develop capacity of trainers to develop and use learner-centered materials for teaching and learning.
5	<p>Testing and implementation of new/revised curricula</p>	<p>Implement new curricula with groups of students/trainees, evaluate and adapt curricula as required. Implementation of the new curriculum</p>
6	<p>Refine PCD evaluation system</p>	<p>-Refine Monitoring & Evaluation (M&E) system to address:</p> <ul style="list-style-type: none"> *stakeholder participation, *teacher performance, *student performance, *impact of training.

	Maintain process of PCD	Review PCD process through M&E system, revise, maintain and support as necessary.
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7.7 Recommendations

Based on the research findings, this study then makes the following recommendations:

- Proper procedure should be followed when embarking on a curriculum development process. Even if all the stages in the Participatory Curriculum Development (PCD) process are not followed, the government should make sure that all the important stages are carried out and done meaningfully as depicted on the suggested modified model. This is very important because if, for instance, a new curriculum is introduced without the first stage in Taylor's model, then the participants will be lost from the beginning. They should be made aware of the change in curriculum and why. This is also consistent with Arnstein's model which advocates that the participants be involved. In that way, it will be difficult for the participants to say that they did not know anything about the change.
- The level of stakeholders' participation in curriculum development should be investigated. Although all the stakeholders cannot be there, there should be representatives in the curriculum committees, representing different subjects, different grades, and different needs. These representatives should be useful and functional ones who after the meetings will take the information back to their members.
- The government should employ more teachers and subject advisers to reduce their workload. This at least will enable the teachers to have fewer duties at

school and have more time to attend to the learners. The subject advisers too will be more effective if they have fewer schools and teachers to attend to.

- There should be mechanism put in place to train teachers, subject advisers and principals. Effective teaching and learning can only take place if the teachers, subject advisers and principals have good knowledge of the content of the curriculum. They will feel empowered and equipped to handle the curriculum if they are properly trained. This is the only way that they can implement the curriculum effectively with confidence.
- The DoE should have continuous training for the teachers, subject advisers and principals. This should not be a once-off occurrence.. There is need to acquire fresh knowledge and insight in education from time to time, to be abreast with the current trends in the educational system.
- The principals should be more involved in curriculum development. This is very important as the principals are the curriculum leaders/managers in their schools. The principals can only guide and supervise the implementation of the curriculum if they are involved in the designing, understand the content knowledge, method of delivery and evaluation. If not, they will not be able to monitor what the teachers are teaching as was the case in some of the schools used for this study.
- There should be incentive strategies used to enhance stakeholders' participation in curriculum development. There has to be impunity measures for participants who just decided to abscond. When they fail to participate and they know that there are queries to answer, then they will make every effort to attend.
- The workshops organised at the district level should be made more interesting, educational and interactive. They should be workshops and not 'talk-shops.' Also the organisers or facilitators should prepare very well so that the participants will benefit from them. Enough notice should be given so that the participants can prepare well.

- Participatory curriculum development is good but there are key elements of it that are usually neglected or missing. Government has money and invests in education but it does not always solve the problems identified. The government should make sure that before embarking on any curriculum development, a proper needs analysis is carried out to avoid producing a curriculum that does not serve the intended purpose.

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APPENDICES

Appendix A: REQUEST FOR SEEKING PERMISSION FOR DATA COLLECTION

*Faculty of Education
School of Further and Continuing
Education*

Stewart Hall, Alice

Phone: Alice: 040602412

| Email: nmayiya@ufh.ac.za |



06 June 2013

**District Director
Fort Beaufort District**

Dear Sir,

Re: Permission to Collect Data: Mrs. U. N. Obi (Student Number 201105869)

This is to confirm that Mrs Obi is pursuing PhD degree at the University of Fort Hare. Her research title is **"Stakeholder Participation in curriculum development in four secondary schools in Fort Beaufort District, Eastern Cape Province: towards a Participatory Curriculum model"**. She is supposed to collect data from the district office and schools. Kindly grant her permission. I would also be grateful if you could kindly provide her with documents that may assist with information regarding the area of her study.

I would like to assure you that any information that will be collected will remain confidential and no name of a person will be disclosed. The student will ensure that she does not disrupt ongoing activities during the period she will be collecting data.

Sincerely



Prof. S. Rembe

Coordinator of MEd and PhD Programmes, Alice Campus

Appendix B: LETTER OF PERMISSION FROM THE EASTERN CAPE PROVINCE

*Faculty of Education
School of Further and Continuing
Education
Stewart Hall, Alice*

Phone: Alice: 040602412
| Email: nmayiya@ufh.ac.za |



06 June 2013

**District Director
Fort Beaufort District**

Dear Sir,

Re: Permission to Collect Data: Mrs. U. N. Obi (Student Number 201105869)

This is to confirm that Mrs Obi is pursuing PhD degree at the University of Fort Hare. Her research title is **“Stakeholder Participation in curriculum development in four secondary schools in Fort Beaufort District, Eastern Cape Province: towards a Participatory Curriculum model”**. She is supposed to collect data from the district office and schools. Kindly grant her permission. I would also be grateful if you could kindly provide her with documents that may assist with information regarding the area of her study.

I would like to assure you that any information that will be collected will remain confidential and no name of a person will be disclosed. The student will ensure that she does not disrupt ongoing activities during the period she will be collecting data.

Sincerely


Prof. S. Rembe

Coordinator of MEd and PhD Programmes, Alice Campus



Province of the
EASTERN CAPE
EDUCATION

FORT BEAUFORT DISTRICT

CAPE COLLEGE BUILDING * Healdtown Road * Fort Beaufort * Private Bag X2041 * FORT BEAUFORT * 5720 * REPUBLIC OF SOUTH AFRICA * Tel: +27 46 6457951 Fax: +0867704105 * Website: thembele.ndzandze@edu.ecprov.gov.za * Date: 10 June 2013*

TO WHOM IT MAY CONCERN

Dear Madam

This serves to inform you that the bearer of this letter **Mrs U.N. Obi (Student No 201105869)** had been given permission to use our institutions of learning as sites of her research.

She is currently studying with the University of Fort Hare towards a PhD Degree in Education. It is hoped that she will favour us with her finding as soon as she had concluded her studies.

Your cooperation regarding the matter will at all times be highly appreciated.

Yours in Service

S.N. STOFIE
DISTRICT DIRECTOR: FORT BEAUFORT



Appendix C: LETTER OF INTRODUCTION

**Faculty of Education
School of Further and Continuing
Education**
Stewart Hall, Alice

Phone: Alice: 040602412
| Email: nmayiya@ufh.ac.za |



06 June 2013

The Principal

Dear Sir/Madam,

Re: Permission to Collect Data: Mrs. U. N. Obi (Student Number 201105869)

This is to confirm that Mrs Obi is pursuing PhD degree at the University of Fort Hare. Her research title is "Stakeholder participation in curriculum development in four secondary schools in Fort Beaufort district, Eastern Cape Province: towards a Participatory Curriculum model". She is supposed to collect data during the months of June and July 2013. Kindly grant her permission. I would also be grateful if you could kindly provide her with documents that may assist with information regarding the area of her study.

I would like to assure you that any information that will be collected will remain confidential and no name of a person will be disclosed. The student will ensure that she does not disrupt ongoing activities during the period she will be collecting data.

Sincerely

A handwritten signature in black ink, appearing to read 'S. Rembe', is written over a horizontal line.

Prof. S. Rembe

Coordinator, MEd and PhD Programmes, Alice Campus

Appendix D: INFORMED CONSENT AGREEMENT FORM

INFORMED CONSENT FORM

I hereby agree to participate in research regarding I understand that I am participating freely and without being forced in any way to do so. I also understand that I can stop this interview at any point should I not want to continue and that this decision will not in any way affect me negatively.

I understand that this is a research project whose purpose is not necessarily to benefit me personally.

I have received the telephone number of a person to contact should I need to speak about any issues which may arise in this interview.

I understand that this consent form will not be linked to the questionnaire, and that my answers will remain confidential.

I understand that if at all possible, feedback will be given to my community on the results of the completed research.

.....
Signature of participant

Date:.....

I hereby agree to the tape recording of my participation in the study

.....
Signature of participant

Date:.....

Appendix E: CONFIRMATION OF EDITING

P/Bag X1314

Alice, 5700

September 22, 2014.

CONFIRMATION OF EDITING

This is to confirm that I, Cynthia Formson, have edited for language use, the thesis entitled, Stakeholders' participation in curriculum development in four secondary schools in the Fort Beaufort Education District, Eastern Cape Province: toward a participatory curriculum model, which was submitted by Mrs U N Obi, student number 201105869. This editing involved issues such as spelling, punctuation, sentence and paragraph structure and language usage.

I hold a masters degree in Linguistics as well as one in Teaching English as a second Language. I work as a lecturer in English Linguistics and Academic Literacy. I have vast experience in editing and have edited about 70 Honours, Masters and PhD theses and dissertations. I have also done rapporteuring and written workshop reports on several Water Research Commission Workshops.



C.K. Formson (Mrs)

Appendix F: INTERVIEW GUIDE FOR TEACHERS

Introduction:

I am a PhD student in the Faculty of Education carrying out a study on the topic: Stakeholders' Participation in Curriculum Development in Fort Beaufort District, Eastern Cape Province: Towards a Participatory Model: A Case Study of Teachers and Subject Advisers in an effort to understand the extent of teachers and subject advisers' participation in curriculum development in the district. Participation is voluntary.

You are kindly requested to assist in providing answers to the questions that follow. I will like to inform you that I will be tape recording and taking notes when you are responding to the questions. All responses will be used for academic purposes only. I assure you that whatever information that you would provide will remain confidential and anonymity is guaranteed. If you accept to participate in this study, please sign the informed consent form. Thank you for accepting to participate in this study.

Biographical Information:

Name:

Age: 20-25 ☐ 25-30 ☐ 30-35 ☐ 35-40 ☐ 40-45 ☐ 45-50 ☐ 50-55 ☐ 55-60 ☐

Gender: Male ☐ Female ☐

Classes you teach:

Subject area:

Qualification:

Years of experience: 1-5 ☐ 5-10 ☐ 10-15 ☐ 15-20 ☐ 20-25 ☐

30 and above ☐

Name of School:

QUESTION 1: What issues/areas of curriculum development are teachers and subject advisers involved?

Sub-questions:

- 1.1 Could you please tell me a little bit about your teaching career?
- 1.2 Have you been involved in curriculum development before?
- 1.3 Please explain if you were involved in the designing of Curriculum 2005 (OBE)
 - 1.3.1 Please explain the types of issues that were discussed?
 - 1.3.2 Please explain the level where you participated on (cluster, circuit, district, provincial or national).
 - 1.3.3 Please explain if your views as a teacher were put into consideration?
 - 1.3.4 What were the things you considered while designing the curriculum?
 - 1.3.5 What were you involved in at the implementation stage?
 - 1.3.6 Please explain if you were involved in the evaluation of C2005.
 - 1.3.7 Please explain whose voice was more prominent during the formulation, implementation and evaluation.
- 1.4 Please explain if you were involved in the Review of C2005 (RNCS).
 - 1.4.1 Please explain the level you participated on (cluster, circuit, district, provincial or national).
 - 1.4.2 Please describe the main issues that prompted the review of the curriculum.
 - 1.4.3 Please explain the areas of the curriculum that were reviewed.
 - 1.4.4 Could you please explain the kind of issues that were considered during the designing of the curriculum?
 - 1.4.5 Please explain if your views as a teacher were put into consideration.
 - 1.4.6 What were you involved in at the implementation stage?
 - 1.4.7 What issues were considered during the implementation stage?
 - 1.4.8 Could you please explain how you were involved in the evaluation of the curriculum?
 - 1.4.9 Whose voice was more prominent during the formulation, implementation and evaluation of the curriculum?
- 1.5 Were you involved in the designing of NCS?

- 1.5.1 Please explain the level you participated on (cluster, circuit, district, provincial or national).
- 1.5.2 Please describe the main issues that prompted the review of the curriculum?
- 1.5.3 What were the things you considered while designing the curriculum?
- 1.5.4 What were you involved in at the implementation stage?
- 1.5.5 What issues were considered during the implementation stage?
- 1.5.6 Please describe the level you participated on.
- 1.5.7 Please explain if you were involved in the evaluation of the NCS curriculum.
- 1.5.8 Whose voice was more prominent during the formulation, implementation and evaluation of the curriculum?

1.6 Were you involved during the formulation of CAPS?

- 1.6.1 Please describe the main issues that prompted the review of the NCS curriculum.
- 1.6.2 Please explain the level where you participated on (cluster, circuit, district, provincial and national).
- 1.6.3 Please describe the things that were considered in the formulation of CAPS?
- 1.6.4 Please explain your involvement in the formulation of the Curriculum and Assessment Policy Statements (CAPS).
- 1.6.5 Please explain if your views as a teacher were put into consideration.
- 1.6.6 Whose voice was more prominent during the formulation?

1.7 Please explain the areas you think teachers should participate in curriculum development?

- 1.8 Please explain the level where you think teachers should participate on.

QUESTION 2: How are teachers and subject advisers involved in the process of curriculum development?

Sub-questions:

- 2.1 Please explain whether you have participated in curriculum development (designing, implementation or evaluation).
- 2.2 Please explain how you were contacted to come and participate in curriculum development.
- 2.3 Please explain how decisions are made regarding who will participate.
- 2.4 At what stage did you participate? Is it during the designing, implementation or evaluation stage?
- 2.5 Please explain how you were involved in the designing stage at the school level, cluster, circuit or district.
- 2.6 Please explain how you were involved in the implementation stage at the cluster, circuit or district level.
- 2.7 Please explain how you were involved in the evaluation stage at the cluster, circuit, district or national level.
- 2.8 Were you prepared before the meeting/meetings took place?
- 2.9 At what level do teachers usually participate on?
- 2.10 Please describe the kind of help you receive from subject advisers.
- 2.11 Please explain the kind of help you receive from the principal.
- 2.12 Please explain if there is any programme in place for training teachers in the use of the curriculum.
- 2.13 As a teacher what training did you receive during the designing of the curriculum.
- 2.14 Please explain the training you received during the implementation stage.
- 2.15 Please explain the training you received during the evaluation stage.
- 2.16 Please explain the kind of help you receive from the district in doing your work.
- 2.17 Do you have access to the curriculum document?
- 2.18 Please explain your contribution in the preparation of the teaching materials.

2.19 Please explain if you can interpret and implement the curriculum freely on your own.

2.20 Please explain some of the challenges you experience in the implementation of the curriculum.

2.21 Please explain the decisions you can make at the school level.

2.22 Do you see yourself to be well qualified to handle the curriculum?

QUESTION 3: Which categories of teachers and subject advisers are involved in curriculum development?

Sub-questions:

3.1 Please explain if all the teachers take part in curriculum development.

3.2 Please explain the categories of teachers you think should be involved in curriculum development.

3.3 Please explain why you think such teachers should be involved.

3.4 Could you please explain the extent you were involved in the planning of the learning areas?

3.5 Please explain the mechanisms put in place to make sure that teachers participate in curriculum development.

3.6 What would you suggest should be done to enhance teachers' participation in curriculum development?

QUESTION 4: What are the perceptions of teachers and subject advisers regarding the process of participation in curriculum development?

Sub-questions:

4.1 Please explain how you view teachers' participation in curriculum development?

4.2 What do you think about teachers' roles limited only to the classroom?

- 4.3 Can you effectively implement any curriculum handed over to you?
- 4.4 What are your perceptions on the idea of the curriculum being handed over to teachers to implement?
- 4.5 What do you think of the frequent changes and developments of the curriculum?
- 4.6 Do you think that proper consultations are/were made during curriculum development that took place in the Fort Beaufort District?
- 4.7 Please explain how your involvement in curriculum development helps you as a teacher in the classroom.
- 4.8 Would you like to take part in curriculum development?
- 4.9 At what stage of the curriculum development would you like to be involved in?
- 4.10 At what level would you like to take part?
- 4.11 Are there things you think were not done properly during the different curriculum reviews that took place?
- 4.12 What can you suggest should be done next time in subsequent reviews?

Appendix G: INTERVIEW GUIDE FOR PRINCIPALS

Introduction:

I am a PhD student in the Faculty of Education carrying out a study on the topic: Stakeholders' Participation in Curriculum Development in Fort Beaufort District, Eastern Cape Province: Towards a Participatory Model: A Case Study of Teachers and Subject Advisers in an effort to understand the extent of teachers and subject advisers' participation in curriculum development in the district. Participation is voluntary.

You are kindly requested to assist in providing answers to the questions that follow. I will like to inform you that I will be tape recording and taking notes when you are responding to the questions. All responses will be used for academic purposes only. I assure you that whatever information that you would provide will remain confidential and anonymity is guaranteed. If you accept to participate in this study, please sign the informed consent form. Thank you for accepting to participate in this study.

Biographical Information:

Name:

Age: 20-25 ☐ 25-30 ☐ 30-35 ☐ 35-40 ☐ 40-45 ☐ 45-50 ☐ 50-55 ☐ 55-60 ☐

Gender: Male ☐ Female ☐

Classes you teach:

Subject area:

Qualification:

Years of experience: 1-5 ☐ 5-10 ☐ 10-15 ☐ 15-20 ☐ 20-25 ☐

30 and above ☐

Name of School:

**QUESTION 1: What issues/areas of curriculum development are teachers
and subject advisers involved?**

Sub-questions:

- 1.1 Could you please tell me a little bit about your teaching career?
- 1.2 Have you been involved in curriculum development before?
- 1.3 Was it before you became a principal or as a principal?
- 1.4 Please explain if you were involved in the designing of Curriculum 2005 (OBE)
 - 1.4.1 Please explain the types of issues that were discussed?
 - 1.4.2 Please explain the level where you participated on (cluster, circuit, district, provincial or national).
 - 1.4.3 Please explain if your views as a principal were put into consideration?
 - 1.4.4 What were the things you considered while designing the curriculum?
 - 1.4.5 What were you involved in at the implementation stage?
 - 1.4.6 Please explain if you were involved in the evaluation of C2005.
 - 1.4.7 Please explain whose voice was more prominent during the formulation, implementation and evaluation.
- 1.5 Please explain if you were involved in the Review of C2005 (RNCS).
 - 1.5.1 Please explain the level you participated on (cluster, circuit, district, provincial or national).
 - 1.5.2 Please describe the main issues that prompted the review of the curriculum.
 - 1.5.3 Please explain the areas of the curriculum that were reviewed.
 - 1.5.4 Could you please explain the kind of issues that were considered during the designing of the curriculum.
 - 1.5.5 Please explain if your views as a principal were put into consideration.
 - 1.5.6 What were you involved in at the implementation stage?
 - 1.5.7 What issues were considered during the implementation stage?
 - 1.5.8 Could you please explain how you were involved in the evaluation of the curriculum.

- 1.59 Whose voice was more prominent during the formulation, implementation and evaluation of the curriculum?
- 1.6 Were you involved in the designing of NCS?
- 1.6.1 Please explain the level you participated on (cluster, circuit, district, provincial or national).
- 1.6.2 Please describe the main issues that prompted the review of the curriculum?
- 1.6.3 What were the things you considered while designing the curriculum?
- 1.6.4 What were you involved in at the implementation stage?
- 1.6.5 What issues were considered during the implementation stage?
- 1.6.6 Please explain if you were involved in the evaluation of the NCS curriculum.
- 1.6.7 Whose voice was more prominent during the formulation, implementation and evaluation of the curriculum?
- 1.7 Were you involved during the formulation of CAPS?
- 1.7.1 Please describe the main issues that prompted the review of the curriculum.
- 1.7.2 Please explain the level where you participated on (cluster, circuit, district, provincial and national).
- 1.7.3 Please explain the things that were considered in the formulation of CAPS?
- 1.7.4 Please explain your involvement in the formulation of the Curriculum and Assessment Policy Statements (CAPS).
- 1.7.5 Please explain if your views as a principal were put into consideration.
- 1.7.6 Whose voice was more prominent during the formulation?
- 1.8 Please explain the stage where you think principals should participate in curriculum development?
- 1.9 Please explain the level where you think that principals should participate on.

QUESTION 2: How are teachers and subject advisers involved in the process of curriculum development?

Sub-questions:

- 2.1 Please explain how you were contacted to come and participate in curriculum development.
- 2.2 Please explain if you have problems at times with the curriculum.
- 2.3 Do your teachers have problems with the curriculum?
- 2.4 Are the teachers involved in the process of curriculum development (designing, implementation and evaluation)?
- 2.5 Do they participate at the school, cluster, circuit, district, provincial or national level?
- 2.6 Please explain how you get the teachers to participate in curriculum development.
- 2.7 At what level do the teachers usually participate on?
- 2.8 Do the subject advisers help the teachers in their teaching subjects?
- 2.9 Please explain how the subject advisers help the teachers.
- 2.10 Please describe the programmes in place for training teachers and subject advisers in the use of the curriculum.
- 2.11 Please explain the kind of training you received during the designing stage.
- 2.12 Please explain the kind of training you received during the implementation stage.
- 2.13 Please explain the kind of training you received during the evaluation.
- 2.14 Please explain the kind of help you receive from the District office.

QUESTION 3: Which categories of teachers and subject advisers are involved in curriculum development?

Sub-questions:

- 3.1 Did you or your staff members take part in curriculum development in the district, provincial and national level?

3.2 Please explain the category of teachers you send to participate in curriculum development?

3.3 Who decides on the teachers that will participate in curriculum development?

3.4 Are there issues of hierarchy in deciding who will participate?

QUESTION 4: What are the perceptions of teachers and subject advisers regarding the process of participation in curriculum development

Sub-questions:

4.1 What are your perceptions with regards to the formulation of C2005?

4.2 What can you say about the process followed in the curriculum developments that took place?

4.3 Do you think that due considerations were made during the review of the curriculum?

4.4 What are your perceptions on the category of participants who participated in the curriculum reviews?

4.5 What do you think of the level where the principals participated in the curriculum developments that took place in the district?

4.6 What are your perceptions with regards to the review of C2005?

4.7 Please explain the participants that participated in the review process.

4.8 What of the NCS curriculum? What are your perceptions on the review process?

4.9 How would you rate the current curriculum being used in secondary schools?

4.10 Are there suggestions you can make concerning the process of curriculum development in the district?

Appendix H: INTERVIEW GUIDE FOR TEACHERS' FOCUS GROUP

Introduction:

I am a PhD student in the Faculty of Education carrying out a study on the topic: Stakeholders' Participation in Curriculum Development in Fort Beaufort District, Eastern Cape Province: Towards a Participatory Model: A Case Study of Teachers and Subject Advisers in an effort to understand the extent of teachers and subject advisers' participation in curriculum development in the district. Participation is voluntary.

You are kindly requested to assist in providing answers to the questions that follow. I will like to inform you that I will be tape recording and taking notes when you are responding to the questions. All responses will be used for academic purposes only. I assure you that whatever information that you would provide will remain confidential and anonymity is guaranteed. If you accept to participate in this study, please sign the informed consent form. Thank you for accepting to participate in this study.

Biographical Information:

Name:

Age: 20-25 ☐ 25-30 ☐ 30-35 ☐ 35-40 ☐ 40-45 ☐ 45-50 ☐ 50-55 ☐ 55-60 ☐

Gender: Male ☐ Female ☐

Classes you teach:

Subject area:

Qualification:

Years of experience: 1-5 ☐ 5-10 ☐ 10-15 ☐ 15-20 ☐ 20-25 ☐

30 and above ☐

QUESTION 1: What issues/areas of curriculum development are teachers and subject advisers involved?

Sub-questions:

- 1.1 Could you please tell me a little bit about your teaching career?
- 1.2 Have you been involved in curriculum development before?
- 1.3 Please explain if you were involved in the designing of Curriculum 2005 (OBE)
 - 1.3.1 Please explain the types of issues that were discussed?
 - 1.3.2 Please explain the level where you participated on (cluster, circuit, district, provincial or national).
 - 1.3.3 Please explain if your views as a teacher were put into consideration?
 - 1.3.4 What were the things you considered while designing the curriculum?
 - 1.3.5 What were you involved in at the implementation stage?
 - 1.3.6 Please explain if you were involved in the evaluation of C2005.
 - 1.3.7 Please explain whose voice was more prominent during the formulation, implementation and evaluation.
- 1.4 Please explain if you were involved in the Review of C2005 (RNCS).
 - 1.4.1 Please explain the level you participated on (cluster, circuit, district, provincial or national).
 - 1.4.2 Please describe the main issues that prompted the review of the curriculum.
 - 1.4.3 Please explain the areas of the curriculum that were reviewed.
 - 1.4.4 Could you please explain the kind of issues that were considered during the designing of the curriculum?
 - 1.4.5 Please explain if your views as a teacher were put into consideration.

1.4.6 What were you involved in at the implementation stage?

1.4.7 What issues were considered during the implementation stage?

1.4.8 Could you please explain how you were involved in the evaluation of the curriculum?

1.4.9 Whose voice was more prominent during the formulation,
implementation and evaluation of the curriculum?

1.5 Were you involved in the designing of NCS?

1.5.1 Please explain the level you participated on (cluster, circuit, district, provincial or national).

1.5.2 Please describe the main issues that prompted the review of the curriculum?

1.5.3 What were the things you considered while designing the curriculum?

1.5.4 What were you involved in at the implementation stage?

1.5.5 What issues were considered during the implementation stage?

1.5.6 Please explain if you were involved in the evaluation of the NCS curriculum.

1.5.7 Whose voice was more prominent during the formulation,
implementation and evaluation of the curriculum?

1.6 Were you involved during the formulation of CAPS?

1.6.1 Please describe the main issues that prompted the review of the NCS curriculum.

1.6.2 Please explain the level where you participated on (cluster, circuit, district, provincial and national).

1.6.3 Please describe the things that were considered in the formulation of CAPS?

1.6.4 Please explain your involvement in the formulation of the Curriculum and
Assessment Policy Statements (CAPS).

- 1.6.5 Please explain if your views as a teacher were put into consideration.
- 1.6.6 Whose voice was more prominent during the formulation?
- 1.7 Please explain the stages you think teachers should participate in curriculum development?
- 1.8 Please explain the level where you think teachers should participate on.

QUESTION 2: How are teachers and subject advisers involved in the process of curriculum development?

Sub-questions:

- 2.1 Please explain how you were contacted to come and participate in curriculum development.
- 2.2 Please explain how decisions are made regarding who will participate.
- 2.3 Please explain how you were involved in the designing stage at the school level, cluster, circuit, district, provincial or national.
- 2.4 Please explain how you were involved in the implementation stage at the cluster, circuit, district, provincial or level.
- 2.5 Please explain how you were involved in the evaluation stage at the cluster, circuit, district or national level.
- 2.6 Were you prepared before the meeting/meetings took place?
- 2.7 At what level do teachers usually participate on?
- 2.8 Please describe the kind of help you receive from subject advisers.
- 2.9 Please explain the kind of help you receive from the principal.
- 2.10 Please explain if there is any programme in place for training teachers in the use of the curriculum.

- 2.11 As a teacher what training did you receive during the designing of the curriculum.
- 2.12 Please explain the training you received during the implementation stage.
- 2.13 Please explain the training you received during the evaluation stage.
- 2.14 Please explain the kind of help you receive from the district in doing your work
- 2.15 Do you have access to the curriculum document?
- 2.16 Please explain your contribution in the preparation of the teaching materials.
- 2.17 Please explain if you can interpret and implement the curriculum freely on your own.
- 2.18 Please explain some of the challenges you experience in the implementation of the curriculum.
- 2.19 Please explain the decisions you can make at the school level.
- 2.20 Do you see yourself to be well qualified to handle the curriculum?

QUESTION 3: Which categories of teachers and subject advisers are involved in curriculum development?

Sub-questions:

- 3.1 Please explain if all the teachers take part in curriculum development.
- 3.2 Please explain the categories of teachers you think should be involved in curriculum development.
- 3.3 Please explain why you think such teachers should be involved.
- 3.4 Could you please explain the extent you were involved in the planning of the learning areas?
- 3.5 Please explain the mechanisms put in place to make sure that teachers participate in curriculum development.
- 3.6 What would you suggest should be done to enhance teachers' participation in curriculum development?

QUESTION 4: What are the perceptions of teachers and subject advisers regarding the process of participation in curriculum development?

Sub-questions:

- 4.1 Please explain how you view teachers' participation in curriculum development?
- 4.2 What do you think about teachers' roles limited only to the classroom?
- 4.3 What are your perceptions on the idea of the curriculum being handed over to teachers to implement?
- 4.4 What do you think of the frequent changes and developments of the curriculum?
- 4.5 Do you think that proper consultations are/were made during curriculum development that took place in the Fort Beaufort District?
- 4.6 Please explain how your involvement in curriculum development helps you as a teacher in the classroom.
- 4.7 Would you like to take part in curriculum development?
- 4.8 Please explain at what stage of the curriculum development you would like to be involved in?
- 4.9 At what level would you like to take part?
- 4.10 Are there things you think were not done properly during the different curriculum reviews that took place?
- 4.11 What can you suggest should be done next time in subsequent reviews?

Appendix I: INTERVIEW GUIDE FOR SUBJECT ADVISERS

Introduction:

I am a PhD student in the Faculty of Education carrying out a study on the topic: Stakeholders' Participation in Curriculum Development in Fort Beaufort District, Eastern Cape Province: Towards a Participatory Model: A Case Study of Teachers and Subject Advisers in an effort to understand the extent of teachers and subject advisers' participation in curriculum development in the district. Participation is voluntary.

You are kindly requested to assist in providing answers to the questions that follow. I will like to inform you that I will be tape recording and taking notes when you are responding to the questions. All responses will be used for academic purposes only. I assure you that whatever information that you would provide will remain confidential and anonymity is guaranteed. If you accept to participate in this study, please sign the informed consent form. Thank you for accepting to participate in this study.

Biographical Information:

Name:

Age: 20-25 ☐ 25-30 ☐ 30-35 ☐ 35-40 ☐ 40-45 ☐ 45-50 ☐ 50-55 ☐ 55-60 ☐

Gender: Male ☐ Female ☐

Classes you teach:

Subject area:

Qualification:

Years of experience: 1-5 ☐ 5-10 ☐ 10-15 ☐ 15-20 ☐ 20-25 ☐
30 and above ☐

Name of school:

Location of school:

**QUESTION 1: What issues/areas of curriculum development are teachers
and subject advisers involved?**

Sub-questions:

- 1.1 Could you please tell me a little bit about your teaching career?
- 1.2 Have you been involved in curriculum development before?
- 1.3 Was it before you became a subject adviser or as a subject adviser?
- 1.4 Please explain if you were involved in the designing of Curriculum 2005 (OBE)
 - 1.4.1 Please explain the types of issues that were discussed?
 - 1.4.2 Please explain the level where you participated on (cluster, circuit, district, provincial or national).
 - 1.4.3 Please explain if your views as a subject adviser were put into consideration?
 - 1.4.4 What were the things you considered while designing the curriculum?
 - 1.4.5 What were you involved in at the implementation stage?
 - 1.4.6 Please explain if you were involved in the evaluation of C2005.
 - 1.4.7 Please explain whose voice was more prominent during the formulation, implementation and evaluation.
- 1.5 Please explain if you were involved in the Review of C2005 (RNCS).
 - 1.5.1 Please explain the level you participated on (cluster, circuit, district, provincial or national).
 - 1.5.2 Please describe the main issues that prompted the review of the curriculum.
 - 1.5.3 Please explain the areas of the curriculum that were reviewed.
 - 1.5.4 Could you please explain the kind of issues that were considered during the designing of the curriculum.
 - 1.5.5 Please explain if your views as a subject adviser were put into consideration.
 - 1.5.6 What were you involved in at the implementation stage?
 - 1.5.7 What issues were considered during the implementation stage?
 - 1.5.8 Could you please explain how you were involved in the evaluation of the curriculum.
 - 1.5.9 Whose voice was more prominent during the formulation, implementation and evaluation of the curriculum?

- 1.6 Were you involved in the designing of NCS?
- 1.6.1 Please explain the level you participated on (cluster, circuit, district, provincial or national).
- 1.6.2 Please describe the main issues that prompted the review of the curriculum?
- 1.6.3 What were the things you considered while designing the curriculum?
- 1.6.4 What were you involved in at the implementation stage?
- 1.6.5 What issues were considered during the implementation stage?
- 1.6.6 Please explain if you were involved in the evaluation of the NCS curriculum.
- 1.6.7 Whose voice was more prominent during the formulation, implementation and evaluation of the curriculum?
- 1.7 Were you involved during the formulation of CAPS?
- 1.7.1 Please describe the main issues that prompted the review of the curriculum.
- 1.7.2 Please explain the level where you participated on (cluster, circuit, district, provincial and national).
- 1.7.3 Please explain the things that were considered in the formulation of CAPS?
- 1.7.4 Please explain your involvement in the formulation of the Curriculum and Assessment Policy Statements (CAPS).
- 1.7.5 Please explain if your views as a subject adviser were put into consideration.
- 1.7.6 Whose voice was more prominent during the formulation?
- 1.8 Please explain the areas you think subject advisers should participate in curriculum development?
- 1.9 Please explain the level where you think that subject advisers should participate on.

QUESTION 2: How are teachers and subject advisers involved in the process of curriculum development?

Sub-questions:

- 2.1 Please explain whether you have participated in curriculum development (designing, implementation or evaluation).

- 2.2 Please explain how you were contacted to come and participate in curriculum development.
- 2.3 Please explain how decisions are made regarding who will participate.
- 2.4 At what stage did you participate? Is it during the designing, implementation or evaluation stage?
- 2.5 Please explain how you were involved at the school level.
- 2.6 Please explain how you were involved at the district level.
- 2.7 Please explain how you were involved at the national level.
- 2.8 Were you prepared before the meeting/meetings took place?
- 2.9 At what level do subject advisers usually participate on?
- 2.10 Do the subject advisers help the teachers in their different teaching subjects?
- 2.11 As a subject adviser, describe how you help teachers to understand, interpret and implement the curriculum.
- 2.12 Please explain if there is any programme in place for training teachers and subject advisers in the use of the curriculum.
- 2.13 As a subject adviser what training did you receive during the designing of the curriculum?
- 2.14 Please explain the training you received during the implementation stage.
- 2.15 Please explain the training you received during the evaluation stage.
- 2.16 Please explain the kind of help you receive from the district in doing your work.

QUESTION 3: Which categories of teachers and subject advisers are involved in curriculum development?

Sub-questions:

- 3.1 Please explain if all the subject advisers take part in curriculum development.
- 3.2 Please explain the categories of subject advisers that are involved in the designing of the curriculum.
- 3.3 What categories of subject advisers are involved in the implementation of the curriculum?
- 3.4 What categories of subject advisers are involved in the evaluation stage?
- 3.5 Please explain the level they were involved in. Was it at the school, district or national level?
- 3.6 Please explain which curriculum (C2005, NCS or RNCS) that they were involved in.
- 3.7 What are the criteria used for choosing who will participate in curriculum development?
- 3.8 Who decides on the participants that will take part?
- 3.9 Please explain how teachers under you find the curriculum.

QUESTION 4: What are the perceptions of teachers and subject advisers regarding the process of participation in curriculum development?

Sub-questions:

- 4.1 Please explain your views with regards to the curriculum development process in the district?
- 4.2 How do you perceive your role in the curriculum development that took place in the district?
- 4.3 Were you in any way affected by hierarchy in the course of the meetings?
- 4.4 Did you participate actively in the curriculum development process?
- 4.5 Please explain how your involvement in curriculum development helps you as a subject adviser?
- 4.6 What are your challenges as a subject adviser in handling the curriculum?
- 4.7 Please explain the kind of support you receive from the principal as a subject adviser.
- 4.8 Please explain the kind of support you receive from the district as a subject adviser.

4.9 What are your perceptions regarding the process of participation in curriculum development?

4.10 What suggestions can you make with regards to curriculum development in the future?