

**AN EVALUATION OF THE CURRICULUM DEVELOPMENT ROLE OF  
TEACHERS AS KEY AGENTS IN CURRICULUM CHANGE**

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# DECLARATION

I, BEAUTY MOKUA (student number 12665711), declare that

**AN EVALUATION OF THE CURRICULUM DEVELOPMENT ROLE OF TEACHERS AS KEY AGENTS IN CURRICULUM CHANGE** is my own work and all the sources I have used or quoted have been indicated and acknowledged by means of complete references, and that this dissertation had not been submitted by me for a degree at any university.

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**Signature**

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**Date**

## DEDICATION

This study is dedicated to my beloved, very supportive husband, Ernest Mogomotsi Moku, for his unconditional love, support and understanding. You took care of our children, Bonolo, Malebogo, Olebogeng and Rebone even though it was tough. I thank you very much.

To my children, you certainly did not let me down. Thank you for your understanding throughout my studies, I did not have much time to spend with you. Now I am all yours.”

“Thank you all! With the help of the Almighty God, everything was possible. May the God of all grace and mercies richly bless you”.  
(Matthew 19 verse 26).

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## **ABSTRACT**

Curriculum development and change poses a range of challenges with regard to curriculum role teachers are to play when such a change takes place. The purpose of this study was to investigate the curriculum development role of teachers as key agents in curriculum change. In evaluating the curriculum development role of teachers as key agents of change, it was imperative to look at the curriculum development role with regard to the development phases and the seven roles as outlined in the Revised National Curriculum Statement and it became evident that there was a need to make certain as to whether teachers were empowered for their curriculum development role by looking at their level of empowerment.

This investigation was prompted by school teachers who were and are demotivated and lack direction as to what their actual role is in curriculum development for the changing curriculum in South Africa is. The literature study established the importance of teacher development in the South African context.

Curriculum development or change as variously defined, relates to teachers' knowledge, skills, attitudes and values in reaching the aim of teaching and learning.

In investigating the problem at hand, it was imperative to look at the methodology that would best suit the problem. A qualitative approach was selected where focus group interviews were administered at four schools in the district.

It was established that the role which teachers play as curriculum developers in the changing curriculum of South Africa is pivotal and that change cannot be successfully attained if teachers' roles are not clear and if teachers' development is not initiated before and during change process and curriculum development. This research therefore draws a conclusion that teacher involvement and development in curriculum development is imperative if South Africa is to realize its education goals.

### **Keywords:**

Evaluation, Curriculum, Curriculum Development, Curriculum Change, Change Agents, Empowerment and Professional Development.

## TABLE OF CONTENTS

Cover Page.....	i
Declaration.....	ii
Dedication.....	iii
Acknowledgement.....	iv
Abstract.....	v
Table of Contents.....	vi-x

## CHAPTER 1

### AN ORIENTATION TO THE PROBLEM IN QUESTION

<b>1.1</b>	Introduction.....	1
<b>1.2</b>	Statement of the Problem.....	1
<b>1.3</b>	Aim and objectives of the Research.....	2
<b>1.4</b>	Review of related literature.....	2-4
<b>1.5</b>	Methods of Research.....	4-5
<b>1.6</b>	Structure of the Thesis.....	5-6
<b>1.7</b>	Ethical Aspects.....	6
<b>1.8</b>	Procedure.....	6
<b>1.9</b>	Chapter Division.....	6
<b>1.10</b>	Suggestions for future research.....	6
<b>1.11</b>	Significance of the study.....	7

1.12 Conclusion.....7

**CHAPTER 2:**

**CURRICULUM DEVELOPMENT ROLE OF TEACHERS AS KEY AGENTS IN  
CURRICULUM CHANGE**

2.1 Introduction.....8

2.2 Theoretical Framework.....8-9

2.2.1 Historical Background.....9

2.2.2 Role of Researcher.....10

2.2.3 Relationship between the Researcher and Participants.....10-11

2.3. Definition and discussions of Operational Concepts.....11-16

2.4. Related Literature towards developing constructs.....16

2.4.1. National and Regional Legislative and Policy imperatives regarding  
the Curriculum Development role of teachers.....16-17

2.4.2. Roles in terms of the design phase as outlined in the policy Department of  
Education.....17

2.4.3. Norms and standards of educators.....17-18

2.4.4. The seven roles and their Associated Competencies.....18-

2.5. Curriculum development role of teachers in the RNCS.....21-26

2.6. Conclusion.....26-27

## **CHAPTER 3**

### **RESEARCH METHODOLOGY**

<b>3.1</b>	Introduction.....	28
<b>3.2</b>	Selection of Participants.....	28-29
<b>3.3</b>	Instrumentation.....	29
<b>3.3.1</b>	Nature, Structure and Use.....	29
<b>3.4</b>	Data Collection.....	29-30
<b>3.5</b>	Data Analysis.....	30-32
<b>3.6</b>	Ethical Considerations.....	32
<b>3.6.1</b>	Permission to conduct the Research.....	32
<b>3.6.2</b>	Informed Consent.....	32-33
<b>3.6.3</b>	Confidentiality and Anonymity.....	33
<b>3.6.4</b>	Dissemination of the Research Findings.....	33
<b>3.7</b>	Conclusion.....	33

## **CHAPTER 4**

### **INTERPRETATION AND FINDINGS OF THE EMPIRICAL INVESTIGATION**

<b>4.1</b>	Introduction.....	34-35
<b>4.2.</b>	The teacher as a mediators.....	35-37
<b>4.3.</b>	Interpreter and designer of learning programmes and materials.....	37-39
<b>4.4.</b>	The teacher as leader, administrator and manager.....	39
<b>4.5.</b>	The teacher as scholar, researcher and lifelong learner.....	40

4.6.	Community, Citizenship and pastoral role.....	40-41
4.7.	Assessor.....	41-42
4.8.	The teacher as learning area /subject discipline/phase specialist.....	42-44
4.9.	The role of teachers in terms of knowledge, skills and attitudes.....	44-45
4.9.1.	Knowledge.....	45-46
4.9.2.	Skills.....	46-47
4.9.3.	Attitudes.....	47-48
4.10.	Conclusion.....	48-49

## **CHAPTER 5**

### **AN OVERVIEW OF THE INVESTIGATION, GUIDELINES AND RECOMMENDATIONS**

5.1	Introduction.....	50
5.2	Review of the Research.....	50-51
5.3	Important Research findings arising from the Literature.....	51
5.3.1	Curriculum changes brought about in SA after 1994.....	51
5.3.2	Legislative and policy imperatives with regard to curriculum development role of teachers.....	51
5.3.3	The curriculum development role of the teacher according to RNCS.....	52
5.3.4	Level of development for teachers with regard to their curriculum development role.....	52-
5.3.5	Professional Development.....	53-54

5.3.6	Findings from previous research undertaken.....	54
5.4	Empirical findings.....	54-56
5.5	Recommendations regarding change process.....	56
5.5.1.	Diagram of a change process.....	57
5.5.2.	Diagram on stages of curriculum change.....	57
5.6.	Recommendations regarding the curriculum development role of teachers.....	58
5.6.1.	Recommendations during the curriculum dissemination phase.....	58
5.6.2.	Recommendations during the implementation phase.....	58-59
5.6.3.	Recommendations during the evaluation phase.....	59-60
5.7.	Recommendations regarding development of teachers with regard to knowledge, skills and attitudes.....	60-
61		
5.8.	Limitations of the research study.....	61
5.9.	Suggestions for further research.....	61
5.10.	Conclusion.....	62
	Bibliography.....	63-69

## **CHAPTER ONE**

### **1.1 Introduction**

The introduction of a new curriculum poses a range of challenges to teachers with regard to their roles they are to assume, hence the investigation of teachers curriculum development roles. Curriculum reform in post-apartheid South Africa followed a number of clear steps, of which the first was the ironing out of variations in the curriculum used by different education departments (Jansen, 2001: 242). As a result of this, a new curriculum for the South African context called Curriculum 2005 (C2005) was launched in March 1997 and was phased in progressively so that it would cover all sectors of schooling by 2005 (SA, 1997). Curriculum2005 according to Chisholm (2000: 47) envisaged three design features. Firstly, it was founded on outcomes-based education which was positioned so centrally that it became synonymous with C2005. An integrated knowledge system became the second design feature where subjects were replaced by eight learning areas introduced for Grades1-9. The third dimension of curriculum reform was the promotion of learner-centred pedagogy.

Major reforms like these implied new roles for teachers. In the South African context the role of teachers regarding curriculum matters changed from the traditional role of implementer of the curriculum towards that of a dynamic curriculum agent that is also involved in the design of the curriculum on micro- level (Carl, 2002:7). In this regard the Department of Education (SA, 2002) states that “schools must take major roles in curriculum design; teachers know more closely than anyone else in the system, learners’ experience and needs. They are in a position to apply what is locally relevant and implement, with devotion, programmes they have designed or chosen themselves”. It is therefore in this premise that the above topic is investigated with the focus on seven roles as depicted in the National Education Policy Act.

Furthermore a question arises, to say, are teachers geared for their role as key agents in curriculum change?

### **1.2 Problem Statement**

The curriculum is the major statement an institution makes about itself, about what it can contribute to the intellectual development of learners and about what it believes to be important in its teaching service to society. Due to the changing curriculum in South Africa, teachers find it difficult to cope with the demands posed on them with regard to curriculum roles. Curriculum development is not easy and researchers find that, beneath new names and new formal configurations, real changes in teaching and learning are rare or rather minimal. It is on this premise that the curriculum development role of teachers based on the seven roles as outlined in the Revised National Curriculum Statement is evaluated and to make certain whether teachers are geared to execute the roles expected of them.

### **1.3 Aims and objectives of this research are:**

1.3.1. Outline the new curriculum development role of teachers in the outcomes-based National Curriculum Statement;

1.3.2. Determine whether teachers are comfortable with and empowered for their curriculum development role;

1.3.3. Determine on the basis of the review of literature what curriculum development knowledge teachers must have to be regarded as empowered;

1.3.4. Determine through an empirical investigation what curriculum development knowledge teachers must have to be regarded as empowered; and

1.3.5. Recommend ways that teachers can be empowered for their new curriculum development role.

#### **1.4. Review of related literature**

An evaluation of, refers to forming an idea of the worth of in this instance the curriculum development role of teachers as key agents in curriculum change would indicate a variety of aspects to be assessed. Curriculum change is a generic term that subsumes a whole family of concepts such as 'innovation', 'development' and 'adoption'. Furthermore curriculum change can be defined as a conscious and deliberate effort to improve the effectiveness and/or efficiency of human systems through the utilisation of valid knowledge (Marsh, 1992:137). In the South African context, curriculum change is viewed as a shift from the previously used paradigm to a new one in order to restructure the South African society along democratic principles. Curriculum 2005 embodies a framework for change that reflects the democratic values and beliefs of the new political order (Graham-Jolly, 2003:99).

The adoption of an outcomes-based approach implies a number of changes in the South African Education system, including the new role for teachers in curriculum development (Gultig, Hoadley & Jansen, 2004: 158). Prior to outlining the seven roles of teachers, it is imperative to look at what a curriculum development role of a teacher as key agent is. Curriculum development is defined as a decision-making process and the quality thereof will influence the quality of curriculum development which is a never-ending process (Carl, 2002: 44). Cobb (1994:13-20) states that the role of teachers has changed dramatically from that of being recipients of a prepared curriculum and from transferring information to learners, to that of facilitating learners' learning processes in order for them to construct their own knowledge and meaning making. Teachers are now expected to face the challenges of a shift from teacher-centeredness to learner-centeredness in teaching and learning. According to Carl (2002:16), Connely and Clandinin (1986:89) and MacDonald (2003:139-149), teachers are to be actively involved in the design of the new curricula and are expected to have the capacity to interpret, criticise and implement current curriculum innovations.

Middlewood (2003:115) states that one of the key factors for bringing about the success of the implementation of the outcomes-based curriculum in South African schools is the emergence of a teaching force equipped to deliver this curriculum. Connelly and Clandinin (1986:674) argue that teachers are to be regarded as integral part of the curriculum development process and not merely as translating others' intentions and ideologies into practice. They maintain that teacher knowledge is an essential component in improving practice and underpins the transformation of curriculum targets into classroom activities, through curriculum planning and delivery. The teacher is required to have broad knowledge and understanding of educational views; knowledge of children, a positive teaching attitude and educational relationships and also knowledge and expertise in respect of both general curriculum studies and particular subject curriculum studies. It is generally accepted that success or failure depends on the attitude, skills and knowledge of teachers (Dori, Tal & Peled, 2002:511; Taba, 1962: 58-59).

In the South African context, teachers, though, are not adequately equipped to implement this paradigm shift with regard to curriculum development (Avalos, 2002). According to Carl (2002:7) and Taylor and Vinjevoll (1999), teachers do not possess the relevant knowledge and skills that enable them to be actively involved in the classroom and outside it by executing the seven roles expected of them as key agents.

It is evident that the role that teachers play in curriculum change is pivotal. It is therefore imperative that teachers be empowered to successfully perform their new roles in the design, implementation and evaluation process (Carl, 2002:4). The aspect of teacher empowerment during the change process should also be considered for the overall implementation of the curriculum. According to Gore (as quoted by Carl, 2002:5) empowerment is the development of greater professionalisation that goes with the granting of more authority, status and individual growth. Czajkowski and Patterson (1980:158) argue that most implementation efforts fail because curriculum leaders neglect to provide adequate staff development opportunities. Curriculum leaders often assume that teachers have the necessary expertise to implement curriculum change with little or no assistance and this lack of empowerment consequently results in resistance to change.

In the South African context, the authorities are actually employing a top-down approach in all aspects to decide on teacher development strategies. In the end the problem of empowerment is not solved and resistance to change is experienced (Carl, 2002:5). The role of teachers as learners within collegial or peer groups is a vital ingredient in enabling understanding of curriculum innovation and empowering individual teachers who have long been alienated from curriculum processes at the school level. Furthermore the role of teachers as interpreters of curriculum is important in that it allows them to exercise professional judgment about the ways they make sense of the curriculum (Jansen & Middlewood, 2003:60).

Czajkowski and Patterson (1980: 348) argue that without sufficient training and support, even teachers initially enthusiastic about an innovation may become frustrated by implementation problems, turn against the project and revert to the security of their previous teaching methods. According to Carl (2002:2) the empowered teacher will probably not regard the learning area or subject as a recipe from which one may not deviate, but rather as an opportunity to experiment and to make it relevant and meaningful. It is, therefore, critical that the teacher be empowered in order to be a fully-fledged and effective curriculum change agent (Cuban, 1990:32).

From the foregoing, it is clear that uncertainty exists among teachers concerning their role as key agents in curriculum change and it is imperative to investigate this uncertainty. As a result, the following research questions below come to the fore:

What does the new curriculum development role of teachers in the outcomes-based National curriculum statement entail?

Are teachers comfortable with and empowered for their new curriculum development role?

What curriculum development knowledge must teachers have to be regarded as empowered?

What recommendations can be made to develop the curriculum development knowledge of teachers and empower them for their new curriculum development role?

## **1.5. Method of Research**

### **1.5.1. Study population**

The accessible study population comprises all the teachers at a specific (conveniently available) primary school in the Dr. Kenneth Kaunda district of the North West Province.

### **1.5.2. Instrumentation**

For the study in question the Free Attitude Interview Technique (FAI) of Meullenbeg-Buskens, (1997) was used. This type of technique, uses the preferred language of participants or respondents. The principles of the Free Attitude Interview, developed by Dr. Ineke Meullenbeg-Buskens were used. The technique allows for data to be obtained in an unbiased manner and assist respondents in discussing freely their knowledge, ideas, experiences and values related to the subject under discussion. With this type of technique, only one main question is asked and the responses are followed by clarifying questions and reflective summaries to enable respondents to provide deep meaning and understanding they are bringing to bear on the study in question.

This technique is further used to cut off irrelevant information which does not bring value to the issue being discussed. The Free Attitude Technique also proved itself on issues of power that is geared towards social justice, social transformation and enhances the principles of democracy. The interviews were recorded and transcribed at later stage.

The participants were grouped in groups of four teachers of one school per local municipality. The interviews lasted for an hour and they were conducted in an informal way to allow participants time to relax. Issues of gender and race or experience participants have as well as subject knowledge were highly considered when deciding on the study population.

### **1.5.3 Data Collection**

Focus groups interviews were conducted by the researcher in order to determine teachers' knowledge with regard to their curriculum development role. The main question was asked, followed by clarifying and reflective summaries. Responses to the questions were taped and transcribed at a later stage.

### **1.5.4. Data Analysis**

In a qualitative data analysis, the researcher aims to gain new understanding of the situations and processes being investigated. For the purpose of this study the data collected were analysed using Van Dijk's critical discourse analysis (CDA) technique where spoken words by respondents serve as proof and basis for interpretations the researcher makes in the context of objectives of the study. The interpretation of the results was presented in a narrative form supported by direct quotations of the participants. That was done in line with McMillan and Schumacher's (1997:500-3) contention that qualitative data analysis takes the form of written language.

## **1.6. Structure of the Thesis**

Apart from chapter 1 that serves to promote the investigation and in which the background, problem statement, objectives of the research and the methods of investigation are provided, the thesis is divided into four distinguished chapters that deal with particular facets of the research objective.

Chapter 2 deals with the first facet of the objective of this research. It provides a discussion on the theoretical framework with regard to the seven roles that serve as a knowledge basis for the curriculum development role of teachers with regard to knowledge, skills and attitudes.

Chapter 3 provides the methods of investigation in dealing with the role of teachers. It includes an investigation of whether teachers are empowered for the curriculum development role. Particular reference is made to the curriculum development role in the Dr. Keneth Kaunda District in North West Province.

Chapter 4 deals with the interpretation and findings of the empirical investigation as compared to the theoretical data by providing answers to what the curriculum development role of teachers in curriculum change is.

Chapter 5 as the last chapter, focuses on a review of the research, findings arising from the literature study, empirical findings, recommendations proposed and the conclusion.

### **1.7. Ethical Aspects**

Permission to conduct the investigation was obtained from the North West Department of Education, the district manager, the school principals as well as the teachers. Participating teachers were informed that the information provided by them would be treated with confidentiality. Participation was voluntary. In addition, the North-West University's Ethics Application Form was completed and submitted for ethical clearance of the research, and such permission was granted.

### **1.8. Procedure**

Once permission from all role players had been received to undertake the study, the researcher contacted the school principals to allow some time to conduct this research. Participants were informed of the objectives of the study and the method of data collection was explained to participants. The tape-recorded interviews were transcribed and presented in a narrative form to determine whether teachers were knowledgeable and empowered for their new role.

### **1.9. Chapter division**

Chapter 1: Introduction  
Chapter 2: Curriculum development role of teachers  
Chapter 3: Method of research  
Chapter 4: Results and Discussions  
Chapter 5: Recommendations for the empowerment of teachers for curriculum development

### **1.10. Suggestions for future research**

It is suggested that the issue of the role of teachers in curriculum development be further researched with the focus on teacher development and empowerment. Models or strategies for curriculum development and teacher empowerment in the South African context should be further researched.

### **1.11. Significance of the study**

This study may inform the Department of Education regarding the role teachers play as key agents in the curriculum change process and can empower the department on good procedures and suggestions to avoid resistance to change. Furthermore this study can provide ways in which teachers could be equipped with knowledge they need as well as empowerment strategies to ensure successful implementation of the outcomes-based education.

### **1.12. Conclusion**

In this chapter the basis for departure in addressing the topic under study was outlined and explained. The research objectives were also indicated. Reference was made to a relevant literature review to determine what has been found in previous research. The methodology was outlined and ethical aspects mentioned. Suggestions for future research and the significance of the study were indicated. Chapter two will focus on the curriculum development role of teachers as key agents in curriculum change.

## **CHAPTER TWO**

### **REVIEW OF RELATED LITERATURE**

#### **2.1. Introduction**

In this chapter the curriculum development role of teachers is defined and discussed, especially as teachers act as key agents in curriculum change. In order to present a systematic and logical definition and discussion thereof, the chapter starts off firstly by indicating the most appropriate theoretical framework concerning this study. Operational concepts are elucidated. Finally constructs are formulated based on the literature review and the objectives identified for this study.

For the purpose of this study it is necessary to outline the new curriculum development role of teachers in the outcomes-based National Curriculum Statement. The first objective will be addressed by looking at what the Curriculum development role of the teacher as key agent in the curriculum change is, given the context and directives of the Education Legislative and policy directives. The centre of focus will be on seven roles of teachers as outlined in the:

National Education Policy Act of (1996) and furthermore to determine whether teachers are comfortable with and trained for their curriculum development role in terms of skills, attitude and knowledge. It would be necessary to determine through an empirical investigation what curriculum development knowledge teachers must have to be regarded as empowered and to recommend ways that may enable teachers to acquire the necessary skills, attitudes and knowledge.

My study gives clarity on the critical discourse study of the problem in question so as to come to grips in understanding the curriculum development role of teachers for the betterment of teaching and learning.

#### **2.2. Theoretical Framework**

##### **2.2.1. Historical Background**

My study advances arguments with regard to the historical background of the critical theory and this helps one to be aligned to the objectives with regard to the curriculum development role of teachers. Critical discourse study is a type of discourse analytical research that primarily studies the way social power abuse, dominance and inequality are enacted, reproduced, and resisted by text and talk in the social and political context (McGregor, 2003). It has its origins on the influence of industrial revolution on research where natural scientific procedures to study humans are applied and for the purpose of

this study the research will critically look into the quantitative method versus the qualitative method of research which will assist in reaching the objectives with regard to the curriculum development role of teachers (Wodak; van Dijk: 2000).

The quantitative type of research has its focus on objectivity, reliability, validity, quantification, formulation of general laws, predictability and causality whilst the qualitative approach focuses or has its interests on equity, social justice, freedom, peace and hope, and as indicated in Mulenberg- Buskens ( 1997: 111-115) that the qualitative research is concerned with the quality yielded by useful and applicable information and the degree it enhances values such as democracy and social justice and to the degree it empowers powerless people.

Critical discourse analysis is not so much a direction, school, or specialization next to the many other approaches in discourse studies but aims to offer a different mode or perspective of theorizing, analysis and application throughout the whole field (Fairclough, 2004). Crucial for critical discourse analysts is the explicit awareness of the role in society (van Dijk, 1993: 249-283).

Critical discourse analysis aims at addressing social problems and power relations are discursive. Discourse constitutes society and culture and discourse does ideological work. Discourse is historical and the link between text and society is mediated (Wodak; van Dijk: 2000). The analysis is interpretative and explanatory and discourse is a form of social action (Fairclough & Wodak, 1997: 271-280). Throughout the analytic process, discursive events are interrogated, outlining the discourses around social problems presented by curriculum development issues and the role of teachers to that regard, the power relations emerging out of such discourses.

The critical discourse study is grounded in freedom, peace and hope and that is the reason it contests oppression in whatever form it may manifest itself. My study advances the fact that teachers have a significant role to play in curriculum development. One of the questions that follow in the wake of the statement is whether teachers are comfortable with this role. Do they have hope with regard to their voices being heard (Thompson, 2002)?

Critical discourse study emphasises mutual respect and it uses language/rhetoric that is respectful for an example, it refers to the researched not as a sample but as participants and it adheres very closely to high ethical standards and it maintains that individuals need to be investigated in their individuality and not as in aggression (Fairclough, 2004). It approaches the researched as human beings and views research on humans as a mere attempt to understand other human beings' interpretation (Fairclough, 2002).

Furthermore it recognises that the researched are dynamic, ever-changing and not static and at the best operating within the moral-spiritual mode of casualty where most the time there is no relation between cause and effects. Critical theory moves from the

interpretative phase, through the analytical phase to the educative phase (Jansen, 1998).

With the critical theory nothing is fixed and has intrinsic reality, that is, everything is relative and it depends on how one sees it and reality is fluid and multiple and non-essentialistic. Reality is created in discourse and it is about imagination and imagining, it is ideational and reality is always coloured by the perspective we assume towards it. Reality is constructed in the regimes of truth, thus objectivity, reliability and validity can never be attained as they are/ may be mere figmentation of the researcher's imagination, the truth is not one thing but an ever-increasing complexity which is never finite or attained (Van Dijk, 1993).

### **2.2.2. The role of the researcher**

The role of the researcher is to make sense of this reality of education under investigation, to organise information in such a way that it makes sense. Furthermore the researcher has to interpret other human beings' interpretation as equals and to become the most important research instrument (Van Dijk, 2006). The researcher should be able to step outside of himself or herself and attempt to understand the world of education together with the researched and to bring into the centre meanings of the researched that may be marginalised and excluded. The researcher should be subjective in subverting the excesses of power through research and to openly take sides in favour of the oppressed and excluded (Fairclough, 2004) as well as to use research for criticising ideology and to continue to create fault lines and cracks thereof and advance the liberatory and emancipatory agenda through research that advocates freedom from distorted modes of meaning construction (Van Dijk, 1993). The role of the researcher in this instance will be to assist the respondents to come to understand what their curriculum development role actually entails.

### **2.2.3. The relationship between the researcher and the researched**

The critical theory advocates the fact that the relationship between the researcher and participants should be of mutual respect and based on trust (Fairclough, 2004). An element of equality should prevail among equal human beings and there has to be openness and open-mindedness between the researcher and the participants, in this case the teachers as the research is based on their role in curriculum development. Fairclough, (2004) further maintains that the relationship should not be that of aloof-ness between the researcher and researched but it should be one of closeness and mutual involvement. There has to be greater reciprocity, inter-subjectivity and engagement and lastly the researched should not be described from outside, but they should be allowed to speak, interpret, reflect, and to construct meaning together with the researcher in a relationship of care, love and respect (Wodak & Ludwig, 1999).

Critical discourse study emphasizes mutual respect and it uses language that is respectful, for example, it refers to the researched not as a sample but as respondents, it

adheres to very close to high ethical standards and it maintains that individuals need to be investigated in their individuality and not as in aggression. The researched is approached as human beings and views research on humans as mere attempt to understand other human beings' interpretation (Fairclough, 2002).

Critical discourse is the best theoretical framework to use for this study because it is characterised as way of approaching and thinking about a problem and discourse analysis is neither a qualitative nor a quantitative research method. According to Van Dijk (2006) it enables access to the ontological and epistemological assumptions behind project, a statement, a method of research. Van Dijk (2006), further advocates that it also enables one to understand the conditions behind a specific problem and makes one realize that the essence of the problem and its resolutions lie in its assumptions. By making these assumptions, discourse analysis aims at allowing one to view the problem from a higher stance and to gain a comprehensive view of the problem and oneself in relation to that problem. Critical theory provides a higher awareness of the hidden motivation in others and oneself and therefore enables one to solve concrete problems not by providing unequivocal answers, but by making one ask ontological and epistemological questions. This theory will enable teachers to understand their role in curriculum development and suggest to authorities improvement plans to make a curriculum work (McGregor, 2003, as quoted in Carl, 2002).

## **2.3 Definitions and discussions of operational concepts**

### **2.3.1. Curriculum**

Curriculum is defined as everything planned by educators that will help to develop the learner. It can be an extra-mural sporting activity, a debate, or even a visit to a library and it is influenced by the needs of the community. Graham-Jolly (2003:3) defines the curriculum from two angles, i.e. a narrow or a broader perspective whereby curriculum from a narrow perspective is used to refer to the formal academic programme provided by a school, as reflected in subjects on the timetable. From a broader perspective curriculum is defined as something that develops in the context or process of teaching and learning.

According Bengu, (1997: 29) for a curriculum to be qualified and to be seen as a proper and appropriate curriculum, it should satisfy the following requirements: It should be influenced by the needs of the community, should be relevant and flexible. It is to be planned by parents, teachers, education authorities and learners, and it varies from place to place, and will respond to very specific community needs and wants. He further alludes to the fact that it should take into account physical resources, work programmes, assessment criteria and extra-mural programmes when it is planned. A good curriculum produces thinking and caring individuals and should make sure that all knowledge is integrated and teaching and learning are not sharply divided, meaning a person's intelligence, attitude, knowledge and values are easily developed (DoE, 2002).

On the basis of the above, it is important to note that teachers' role should not only be seen when it comes to implementation, it should be seen from the very first stage that is

curriculum planning and design because they are the ones who know the needs of communities they serve and based on that they are flexible based on the situation as outlined by the social constructivist theory.

### **2.3.2. Curriculum Development**

Mostert's (1986:8-9 as quoted in Carl, 2002) view of curriculum development is mainly contained in summary of internationally and nationally accepted opinions where phases are identified and those are, initiation, planning, development, testing, implementation and summative evaluation. Carl (2002: 44) regards curriculum development as an umbrella and continuing process in which structure and systematic planning methods figure strongly from design to evaluation. It comprises a number of phases that are: (1) curriculum design (2) curriculum dissemination (3) curriculum implementation and (4) curriculum evaluation.

From the above-mentioned description of curriculum development, there is a final goal which is to bring into being more effective education by means of a more effective and meaningful curriculum. Carl (2002:44) further describes curriculum development as a decision-making process and the quality thereof will influence the quality of curriculum development and it is a never-ending process and therefore ongoing evaluation is necessary to identify strong and weak points and develop them on an ongoing basis, therefore feedback must lead to adaptations and improvements, while ongoing monitoring is necessary to ensure that the design, where necessary, is successfully implemented.

Curriculum development begins where the curriculum is, that is, existing curricula are quite often the starting point (Oliva, 1988: 28-29). The purpose of curriculum development, regardless of level, is to make a difference that is to enable learners to attain the schools, the society's and their own aims and goals (Ornstein, 1988: 297).

Based on the foregoing sentence, it becomes the role of the teacher to ensure that learners' realize the goal of the schools and the society as well as their own goals. Graham-Jolly, (2003:99) points out that, teachers should be equal partners in curriculum and materials development. Much of the curriculum found in today's schools is based on teachers' past experience in schools and input from textbooks.

Curriculum documents at the macro-level usually focus on the first three components and would sometimes be accompanied by an outline of time allocations for various subject matter domains. When one takes the operational curriculum in schools and classroom in mind, all ten components have to be coherently addressed to expect successful implementation and continuation (Carl, 2002: 45). The components of learning activities, teacher role, and materials and resources are at the core of the micro-curriculum, while the components of assessment deserves separate attention at all levels and representations since careful alignment between assessment and the rest of the curriculum appears to be critical for successful curriculum change (Akker, . 1997).

The curriculum role is played within the curriculum by various key people, among them are the teachers. For a role to be played a person needs to possess some curriculum skills and qualities pertaining to knowledge about the curriculum area for which the post holder has responsibility (Graham-Jolly, 2003:101). The above includes the knowledge of the subject where the teacher must remain up to date in her or his subject, and must know its conceptual structure and methods.

Furthermore the curriculum role includes the professional skills where the teacher is to draw up a programme of work, manage its implementation, maintain it and assess its effectiveness, coupled with the professional skills a teacher further needs to display some kind of professional judgment where he/she should know and discriminate between various materials and approaches in his/her subject and must relate them to children's developmental stages, manage the school's resources and achieve a match between curriculum and the pupils' abilities (Graham-Jolly, 2003:103). Lastly a curriculum role expects of the teacher to possess some interpersonal skills where the teacher will be able to relate with colleagues and learners and his/her subject externally, that is, to other teachers, advisers and parents (Middlewood, 2003: 85-86).

The way in which the term curriculum is defined, ultimately determines the scope of teacher involvement in curriculum development. According to (Ornstein & Hunkins, 1993:9) during the early 1900s, curriculum was viewed as a plan of action and may take on the above-mentioned definition. It becomes significant to give my critical view by saying that teachers deserve to be respected by looking at the objectives of the curriculum. The curriculum development role of teachers begins at the initial stage namely planning during which there are discussions about curriculum innovation (Fullan, 1992) as quoted in (Middlewood, 2003:111). The teacher is the professional person in practice, the one that has to implement the curriculum, the one that is affected by decisions taken about the curriculum. In this sense the teacher plays a significant role and his or her input should and can be very valuable. The significant role that the teacher should play is to take full responsibility of what the curriculum should look like to achieve certain goals and to reach out to the kind of learner envisaged, of what it should address and teachers' voices should be heard because they are the ones directly involved with learners. The curriculum development role of teachers includes planning, designing or dissemination, implementation and evaluation as outlined in the outcomes-based approach (DoE, 2002).

A discussion on the curriculum development role of teachers at various levels is critical to prove the fact that indeed teachers are key players and they deserve such respect regarding their role. The role of teachers' in curriculum development in which design takes place, is at Macro-National level which is concerned with the identification of the final destination at national level, within a particular cultural context, within a school phase for a particular group or broad curriculum development for a particular subject. Meso-Provincial or departmental level has to do with the identification of aims within a specific school curriculum or more complete subject curriculum development and micro-school level has to do with the identification of aims within a specific subject module or even a lesson or lesson unit (Carl, 2002: 107).

Based on the above explanation of the curriculum development role of the teacher, it is evident that it is of utmost importance because of the fact that learners are looking at teachers to guide, advise, and educate them (Carl, 1986). The facilitation of students' learning also carries a meaning, because the standardised curriculum should be covered by the teacher. The social role that the teacher should play in the teaching and learning situation is also important because of the fact that the role is often formal and ongoing (Colyn, 1991: 108-114). On many occasions the teachers have to interact with learners in construction of knowledge and facilitation becomes the name of the game. The ideas of Vygotsky form the basic premise on which the theory of social constructivism is developed. Social constructivism declares human learning and cognitive development to be social and communicative processes, whereby knowledge is shared and understandings are constructed in culturally formed settings (Mercer, 1994: 103).

### **2.3.3. Curriculum Change Agents**

Agents are persons who are called upon to give assistance to others; they interact directly or indirectly with school staff or individual teachers. Fullan, (1993: 12-17) alludes to the fact that change agents are persons who are adept at facilitating change and they do that through their participation in bringing about the change. Key agents are persons who are or should be seen as assuming the key role in a particular field (Marsh, 1992: 137). In the study in question teachers are regarded as key agents because of the very significant role they play in the curriculum development process. Colyn (1991:112) states that teachers must be active agents for change and must be in control of matters in their classrooms through being able to make decisions with self-confidence. Fullan (1993:16-17) maintains that teachers must not only be trained to teach well, but they must also be able to bring about changes if necessary.

The foregoing requires that teachers should always remain students and active learners so as to develop in this manner and to grow to enable them to bring about these changes and in that way they may contribute to a better teaching environment within the classroom by also becoming involved outside the classroom. Vaughn (1976:24) states that all individuals have a role in developing, sharing accountability for the effective implementation of the educational outcomes developed. Fullan, (1993: 17) maintains that the results will enhance the educational process and lead to the ultimate goal of quality education for all children.

### **2.3.4. Curriculum Change**

Curriculum change is a generic term which subsumes a whole family of concepts such as innovation, development and adoption (Marsh, 1992: 137). Lippert et al. (1958) and Henderson (1985) define curriculum change as a conscious and deliberate effort to improve the effectiveness and/or efficiency of human systems through utilisation of valid knowledge.

Fullan (1993, 12-17), maintains that curriculum change requires taking teachers' beliefs, views and behaviour into account. According to Bennet, Crawford & Riches, (1992) as quoted in (Coleman, 2003: 93) change involves both altering practice and individual perceptions for teachers' roles and responsibilities. Bennet further points out that that change also depends upon teachers' professional development. In available literature there is a widely recognised view that the success of a curriculum change is accompanied by innovations contingent upon the professional development of teachers (Blenkin, Edwards & Kelly, 1997).

Curriculum change is accompanied by different stages and challenges. The introduction of a new curriculum poses a range of challenges to teachers with regard to the underlying assumptions and goals, the subject demarcations, the content, the teaching approach and the methods of assessment (Snyder, Bolin & Zimwalt, 1992). Since the last decade a range of school reform and teachers professional development activities have been implemented by means of in-service teacher education courses. Teachers have to respond to a variety of challenges at the structural, cultural and individual level.

Structurally teachers have to deliver more economical and efficient curriculum-related structures (DoE, 2002). Culturally, they have to prepare pupils for what the society needs. Individually, they need to have sufficient skills and knowledge to be able to practice their roles in a pre-determined way. If any problems occur in practice, then they have to solve these so that they can provide the learners with equal learning opportunities by which their pupils can be educated in relation to the needs of the country (Durmus, EKIZ, 2004: 340). See pg 27

One of the major problems within the educational transformation process is an existing gap between theory (policy) and practice (implementation). This gap is attributed to different factors present in the historical disadvantaged school context in South Africa. Education policy decision making prior to 1994 was highly centralised and largely excluded educators. In a study conducted by Ramparsad (1995:29), teachers were hopeful that the new educational dispensation would redress the lack of teacher involvement in curriculum development. The various state policy documents such as a policy Framework for Education and Training (ANC, 1994) of the African National Congress supports greater decentralisation of curriculum development tasks, but no significant change in terms of the involvement of teachers can be identified (Ramparsad, 1995:55).

This is aptly stated in the ANC's Implementation Plan for Education and Training (ANC, 1994:136) when it is indicated that: "...The present curriculum is effectively controlled from within a small locus and with hidden processes of decision making despite the rhetoric of decentralisation...". South African teachers are currently trying to come to terms with an ideology of outcomes-based education, new learning areas, new content and the implications for "integration" "contextualisation", "relevance" and "learner-centeredness"(Department of Education, 1997). This does not only require that teachers change how and what they teach and assess, but challenges their underlying belief systems.

Factors that surface includes issues like time, parental expectations, public examinations, unavailability of required instructional materials, lack of clarity about curriculum reform, teachers' lack of skills and knowledge, and the initial mismatch between the teacher's "residual ideologies" and the principles underlying the curriculum innovation (Durmus, 2004: 340).

A curriculum change agent interacts directly or indirectly with school staff or individual teachers. Typically seconded change agents are teachers who have been selected because of their high levels of classroom teaching or because of their special interests and qualification in a particular subject area (Marsh, 1992: 137). On the basis of the definition above, it is imperative and proper to say teachers are 'key agents of change' since they are expected to implement the new curriculum changes.

South Africa has undergone major curriculum changes from the apartheid curriculum to the outcomes-based curriculum and ultimately the revised national curriculum statement and teachers are the ones directly involved because of their direct interaction with learners. Teachers are key agents and are instrumental in the evolution of education and therefore education policies should consider teachers as key agents of education and often the preparation of players and citizens of the knowledge society. Teacher education should include not only the knowledge and knowledge transmission, but also the human and social components. Teachers must therefore, as key agents, be enabled to work with human beings and to work in the context of the society and to be involved in life-long learning context. Given the above, the related literature is reviewed.

## **2.4. Related literature towards developing constructs**

Literature was reviewed, beginning with the national and regional legislative and policy imperatives regarding the curriculum development role of teachers, norms and standards for educators, South African schools Act, Curriculum 2005, the role of teachers and the National curriculum statement. Furthermore the curriculum development role of teachers was investigated and the, knowledge and skills teachers should possess. Implementation of a curriculum was also considered as important.

### **2.4.1 National and regional legislative and policy imperatives regarding the curriculum development role of teachers**

Education change in South Africa since 1994 took into consideration the valuable contribution of classroom practitioners in the curriculum process. To this point policy documents released by the Department of Education alluded to greater teacher involvement in curriculum development with regard to teaching and assessment as outlined in the South African Schools' Act. The Department of Education involved teachers in the curriculum development process with the introduction of the new curriculum namely Curriculum 2005. The extent to which teachers were involved and their impact on curriculum development process is to be interrogated to evaluate the curriculum development role of teachers.

Curriculum development includes various stages. The key to all the curriculum development stages is teacher participation. Concurring to the statement is Carl (2002:247) when making mention that when-ever there is talk of curriculum development, the teacher's role and involvement therein of necessity comes to the fore. This involvement may mean that teachers are to be actively involved since they are directly in contact with learners. During the introduction of the outcomes-based education in South Africa in 1994, the then minister of education mentioned that teachers are to be actively involved in curriculum development.

#### **2.4.2. Roles in terms of the design phase as outlined in the policy of Department of Education**

Teachers are expected to participate in curriculum discourse and at the same time provide feedback and evaluate such a process. Furthermore there is also an indication that greater involvement of teachers in the design phase at the macro-level contributes to greater professionalism and empowerment (Carl, 2002). But in the true sense of the matter the role of teachers appears to be minimal because teachers have not been involved in the process. Their enthusiasm and the quality of their input did not significantly exercise an impact on the design process. In the dissemination phase the Department of Education in South Africa still appears to be using a top-down approach of curriculum dissemination. The method of curriculum dissemination had elements of good dissemination, for example communication with teachers. With regard to implementation, it is evident that the role of the teacher is of utmost importance because of the fact that learners are looking at a teacher to guide, advise and educate them.

The facilitation of students' learning also carries a meaning, because the standardised curriculum should be covered by the teacher (Government Gazette No. 23406, vol. 443, May 2002: 26-27. The social role that the teacher should play in the teaching and learning situation is also important because of the role is often formal and ongoing (Middlewood, 2003). On many occasions the teachers have to interact with learners in construction of knowledge and facilitation becomes the name of the game. The ideas of Vygotsky form the basic premise on which the theory of social constructivism is developed. Social constructivism declares human learning and cognitive development to be social and communicative processes, whereby knowledge is shared and understandings are constructed in culturally formed settings (Mercer, 1994: 103). Evaluation is on continuous basis but pilot school teachers were the only participants at the school level who were involved in providing feedback on the OBE process (DoE, 2003).

#### **2.4.3. Norms and Standards of educators**

The term educator in the policy statement applies to all those persons who provide educational services at any public school, further education and training institution or departmental office. The term includes educators in the classroom, heads of departments, deputy principals, principals, education development officers, district and

regional managers and system managers (South African Schools Act no 76 of 1998). The term educator development used in the policy refers to ongoing education and training of educators as a continuum, including both pre-service and in-service education and training.

The policy describes the roles, their associated sets of applied competences (norms) and qualifications (standards) for the development of educators. It also establishes key strategic objectives for the development of learning programmes, norms and standards for educators. The norms and standards provide a basis for providers to develop programmes and qualifications that will be recognized by the Department of Education for purposes of employment (South African Schools Act no 76 of 1998).

#### **2.4.4. The seven roles and their associated competence**

The seven roles and associated competence for educators for schooling provide the exit level outcomes and they are in effect the norms for educator development and therefore the central feature of all initial educator qualifications and learning programmes (Gazette No: 23406, Vol. 443, May 2000). The critical cross-field outcomes are integrated into the roles and their applied competence. Providers have the freedom and the responsibility to design their learning programmes in any way that leads learners to the successful achievement of the outcomes as represented in their associated assessment criteria (South African Schools Act no 76 of 1998). The seventh role, that of a learning area/subject discipline/phase specialist, is the most critical one into which other roles are integrated and into which competence is ultimately assessed. The seven roles are as follows: the teacher as the learning mediator, interpreter and designer of learning programmes and materials. leader, administrator and manager, scholar, researcher and lifelong learner, community, citizenship and pastoral role, assessor, learning area/subject/discipline/phase specialist (South African Schools Act no 76 of 1998).

The adoption of an outcomes-based approach implies a number of changes in the South African education system including the new role of teachers in curriculum development (Gultig et al., 2002. 158). I will therefore critically look at various roles that teachers are assuming in the outcomes-based approach and offer a brief critical analysis and review of literature, drawing my own experiences since the inception of OBE and looking at the expectations by the Department of Education on teachers as I am a teacher by profession. Teachers as change agents are expected to first make a shift from the old paradigm to the new one where learner centredness is emphasised and the teacher should be the facilitator of the learning process. As a point of departure with regard to the role of teachers in OBE I will focus my critical discussion on goal setting, facilitation, assessment and curriculum alignment so as to come to common understanding of the way people think and talk, which then they use to make sense of the world and to communicate with one another.

Carl (2002: 104) maintains that education should be outcomes emulating, and the role of teachers as curriculum designers is to have a clear understanding of educational and teaching goals as well as the objectives of the particular subject. Determination of

outcomes is an important and necessary step in order to make maximum use of instruction time. Therefore goal setting as a role of the teacher in an outcomes-based teaching and learning environment assists teachers to place a high premium on what is to be instructed with a view to realising the set goals. The formulation of outcomes appears to be an important component as selection of learning contents, planning of learning experiences and evaluation flow directly from them. In an OBE approach outcomes assist the teacher with the evaluation of learners' prior knowledge and assist with teaching methods that will ensure the most successful learning among all learners (DoE, 2002). There are also guided reinforcement skills aimed at in terms of the outcomes and diagnostic evaluation of learners' progress so that meaningful proposals made are made in good time with regard to areas that need further development (Carl, 2002: 113).

Each curriculum developer should make a value judgment of the success of the design. Evaluation that is often regarded as synonymous with assessment endeavours to determine to what extent learning has taken place with pupils or how successful the design had been. The teacher in an outcomes-based classroom should focus the assessment on learning outcomes. Carl (2002: 127) maintains that it is essential that the initial evaluation as well as the formative and summative evaluation is thoroughly done and that curriculum designers have clarity as to where they wish to place the emphasis.

Pupil-orientated evaluation is mainly adapted to determining to what extent pupils have made progress on the road to goal realisation and in regard as the lesson (Chisholm, 2004). It is the role of the teacher to note that assessment forms an integral part of learning and it is continuous and therefore the teacher should have the clear functions of assessment that include to determine the success of instruction or the quality of the learning outcomes; to determine the suitability of the curriculum; to direct re-planning and adjustment; to determine whether grading and advancements are possible; to monitor progress; and to identify defects timeously and correct them (DoE, 2002).

Learners are to be assessed with clarity and validity. It is noted in Spady's (1994) model that the assessment of learners is comprehensive, using a number of assessment techniques and criteria that include the assessment of knowledge, skills and dispositions. A critical discourse analysis is therefore used to establish whether the teacher's assessment role is evident in the outcomes-based classroom since learners are to assess themselves though a teacher may assess to a certain degree (DoE, 2006). The teacher in this regard is disempowered of his/her role of ensuring effective and efficient assessment in the teaching and learning process (Carl, 2002:119).

Teachers are expected to engage themselves in curriculum development processes where they have to align the curriculum according to the needs of learners. The following becomes a necessity when a new curriculum is to be developed and that is identification of the mission and needs of stakeholders as it is the crucial step and important to understand the mission of the institution for which the curriculum is designed (Carl, 2002). The curriculum developer must know and understand the needs of curriculum stakeholders.

Secondly the needs assessment of learners is to be carried out and in most cases this step is neglected. Once the potential learners have been identified, their needs must be assessed, because curriculum developers must be aware of the learners' strengths and weaknesses. Thirdly curriculum goals and objectives are to be established since they determine the instructional philosophy and guide the selection of the most effective learning methods. Moreover, the learning objectives will also determine the design and selection (McCarthy & Davis, 1992:4-5) as quoted in Carl (2002:182).

Teachers as key agents have to design the curriculum and curriculum design as a phase within curriculum development relates both to the creation of a new curriculum as well as the re-planning of an existing one after a more complete evaluation has been made (Carl, 2002: 87). The design process includes determining local learning needs, identifying and building on existing strengths, utilising local resources, considering a range of models to decide which best suits the situation and developing a connected, coherent and balanced learning programme. Fullan (1999), and Adams (2000) as quoted in (Carl, 2002: 87) offer the lessons that curriculum change is multi-dimensional, messy and trying, shaped by local contexts, should include classroom teachers, and is most effective when both top-down and bottom-up partnerships are employed. They further maintain that teachers' role is to assist all students to reach their individual potentials.

According to Carl (2002: 16), Connelly (1998:89) and MacDonald (2003: 139-149), teachers are actively involved in the design of the new curricula and are expected to have the capacity to interpret criticism and implement current curriculum innovations. Carl further suggests that teachers must not be mere implementers but development agents who are able to develop and apply the relevant curriculum dynamically and creatively, and within this phrase that is why teachers are regarded as mediators of knowledge. Bernstein (1996; 1997) uses the term 'disembedding' to refer to the process of lifting knowledge from the sites of its production, and re-contextualising such knowledge into a curriculum. Curriculum knowledge is therefore an abstracted, idealised and imaginary version of real knowledge and the process involves selection, and the power to select. The power to select and re-contextualise knowledge confers on curriculum developers the power to shape the consciousness of transmitters and acquirers of knowledge in particular ways (Carl 2002: 252).

Teachers as key group in the whole process need to exercise the decision making where, in curriculum change and implementation, teachers are generally considered to have the most significant influence because of their role which is to be directly in contact with learners (DoE. 1995: 15). Furthermore teachers as key agents in curriculum change are to be seen as taking a lead to make sure that the implementation process becomes a success. Designing the curriculum is the most exciting and creative part of curriculum development, however, the ultimate goal is not to design the best and most ideal curriculum, but to put it into practice successfully (Jansen & Middlewood, 2003: 55-60). The many conditions and requirements for successful execution include the promotion of members' ownership of the process of curriculum implementation and allocation of adequate resources. Following the first phase of implementation of the new programme, a formal assessment must be carried out in order to adjust the process and to establish a link between institutional goals, courses and curriculum (Graham-Jolly, 2003).

The assumption is that the implementation of the new curriculum does not simply involve following a set of curriculum instructions or replacing old practice with new practice. Rather implementation is a process of fashioning the curriculum in such a way that it becomes part of the teacher's 'way of being' (Graven, 1998: 3). The pivotal role of the teacher in the implementation of curriculum change cannot be overestimated. Change in a subject course, by definition, requires teachers to understand new content and to adopt new teaching styles and strategies which will mediate the learning. This form part of the responsibility of the teacher and are to reflect the learning outcomes (DOE, undated a, pp.12-13).

Teachers as key change agents have a number of roles to play especially with regard to implementation strategies. Jordaan (1989:397-398) argues that the success of implementation may be assured if the dissemination had been effective and specific strategies could also be followed during implementation. The creation of a satisfactorily oriented environment (introduction of change and preparation of consumers), that is part of dissemination, but will be continued on an ongoing basis during implementation is necessary. Furthermore teachers as key role players are to continually assess whether the development process meets the desired outcomes by means of assessment strategies. Assessment is the most reliable indicator of the true purposes of a curriculum. The degree of agency expected from the educator in designing assessment strategies and criteria can be seen as key to understanding the epistemology of education management (Carl, 1995).

## **2.5. Curriculum development role of teachers in the Revised National Curriculum Statement**

The Revised National Curriculum Statement informs a system that seeks to introduce egalitarian pedagogy in South African schools (DoE, 2002). The goals of this system are to create a new South African identity that encompasses critical consciousness, to transform South African society, to promote democracy and magnify learner involvement in education. The RNCS clearly states that educators are to assume new roles. The new dispensation regards teachers as key contributors to educational transformation in South Africa. The outcomes-based National Curriculum Statement expects and regards teachers as:

Mediators of learning, interpreters and designers of Learning Programmes and materials, leaders, administrators and managers, scholars, researchers and lifelong learners, community members, citizens and pastors, assessors and learning area or Phase Specialists (DoE, 2002: 3). Based on the above argument, it is of essence to highlight the important aspects with regard to curriculum knowledge and skills that an empowered teacher should display so as to come to cope with the role of the teacher in curriculum development.

It is imperative to first explain the term empowerment in relation to knowledge, skills and attitude that the teacher should possess in order to make a powerful and positive contribution to learning. According to Gore(1989:3) empowerment means to give authority and to enable and she further states that empowerment embodies a notion power as external, power which is to be given, which can be provided, power as prosperity. Furthermore empowerment is that process of development and growth through which a person grows, which enables him/her to take independent decisions and to act autonomously with a view to making a contribution towards the development of his/her particular environment (Carl, 1994:188-194). This process is linked to the development of applicable skills, attitudes and knowledge within a positive and democratic climate. These persons are therefore regarded as professionals in their own right as they are able to make contributions to change through their particular power (Carl, 2002: 8).

Teachers are to possess a number of skills in the outcomes-based setting and those skills includes, people skills where educators are to interact with people and it becomes imperative to look at the curriculum development role of educators from that angle. One should remember the sermon about humanity, where all teachers and educators are key contributors to the transformation of education in South Africa (DoE, 2002). Furthermore teachers are to possess management skills with regard to time for teaching and learning, resources and assessment standards. Teachers are to manage time as outlined in Section 4 of the employment of Educators Act of 1998, where the formal school day for teachers is seven hours and in terms of the (National Education Policy Act of 1996), the formal teaching time per school week is 35 hours and it becomes imperative for the teacher to be able to manage time so as to cover the outcomes set to be reached and be able to align himself/herself with various ways of assessment (DoE, 2002: 26-27)

Connelly (1997:674) argues that teachers are not screens translating others' intentions and ideologies into practice and maintains that teacher knowledge is an essential component in improving practice and it underpins the transformation of curriculum targets into classroom activities through curriculum planning and delivery. Pinar (1989:9-12) also states that opportunities for teachers to have conversations with learners might arise if learners contribute together with teachers to the design and implementation of the curriculum. Carl (2002: 16-17) maintains that the role of teachers in curriculum requires the process of empowerment and involvement in curriculum development that of course, can also take place inside the classroom.

Fullan et al. (1991:607) also argue that the teacher will be required to have a broad knowledge and understanding of educational views i.e. a knowledge of children, a positive teaching aptitude and educational relationships and also knowledge and expertise in respect of both general curriculum studies and particular subject curriculum studies. It is generally accepted that success or failure depends on the attitude, skills, knowledge of teachers, the support of relevant administrations (Dori et al., 2002:511).

Patterson and Czajkowski (1980: 348) argue that without sufficient training and support, even teachers initially enthusiastic about an innovation may become frustrated by implementation problems, turn against the project and revert to the security of their

previous teaching methods. According to Carl (2000:2) the empowered teacher will probably not regard the learning area as a recipe from which one may not deviate, but rather as an opportunity to experiment and to make it relevant and meaningful. This requires specific knowledge, skills and proficiency and this is where empowerment is such a significant process (Barrow, 1984).

Teachers as empowered people act as facilitators and make learners realise that they not only have a share in their own learning process but in the learning process of others as well. According to Miller as quoted in (Carl, 2002:2) an empowered teacher is pre-eminently able to develop pupils' potential optimally. Accordingly, the teachers' view of the question of co-operative teaching as against a more individualistic approach is often determinative of the teaching environment. An empowered teacher with the relevant knowledge, skills and attitude will know how co-operative learning should take place as expected by the outcomes-based education (Vaughn, 1976: 21-23). Melenyzer (1990) as quoted in Carl (2002:5) alleges that true empowerment leads to a growth in professionalism as teachers become involved with and take responsibility for decisions taken by them. Browder and Singer (1993:3) believe that empowerment in its broadest sense includes any activity that enhances the professional status of the teacher and it implies that teachers' self-image be promoted, as well as the prestige they enjoy from their colleagues, that they will be more subject-proficient and that they will be able to work within a team context.

According to Carl (2002) an empowered teacher possesses knowledge and an attitude that enable learners to work in cooperative groups as required by the outcomes-based education, that is giving opportunities and space for alternative learning as students are involved in selecting activities rather than having choices made solely by the teacher.

The issue of respect comes to the picture when the teacher displays an attitude of being aware that accountability for learning is shared with students rather than managed entirely by the teacher and learners as well as the teacher may be experts on an issue or a problem since they identify and pursue learning that connects with their personal interest, develop arguments and discover new layers of questions as they probe for answers.

In using a repertoire of strategies, learners increase their skills of self-awareness, personal control and constructive self-evaluation (Cornette, 1991). An empowered teacher with regard to knowledge, skills and attitude has to be able to create environments that cultivate thoughtful learning. Newmann (1991) states that learning environments, which result in significant achievement, embody the following attributes: Construction of knowledge, learners have guided practice in acquiring the skills and knowledge they will need in the adult world. This involves constructing rather than simply reproducing knowledge. Disciplined inquiry: learners develop an in-depth understanding of a problem rather than shallow exposure to isolated bits of information. While past knowledge is a fundamental component of learning, learners are challenged to push beyond this knowledge (Carl, 2002).

Many implementation efforts fail because educators have not been trained in the new skills required. It should be noted that educator training and development demonstrate a commitment and support. Time and resources should be invested on professional development and opportunities for collaboration so that educators are provided with the means to improve over time. Capacity building according to Hargreaves and Fullan, (1998: 123) means helping educators and communities to be able to respond effectively to changes that come their way and to improve continuously as a lifelong obligation so that standards will be maintained. Training and educator development should be provided as an integral part of the implementation process and these are actions to develop positive attitudes, knowledge and skills in relation to teaching a new curriculum (Hall & Hord, 1984: 286).

Empowerment is the development of greater professionalisation that goes with granting of more authority, status and individual growth and therefore empowerment is clearly to be defined by those who are already in positions of authority within the school system (Carl, 2002:8). Maerhoff (1988:106) as quoted by Gore (1989:7) in Carl (2002:8) alleges that there must be a specific vision, and that if empowerment does not lead to more effective learning, it is of no value. Lichtenstein (1991) as quoted in Carl, (2002: 9) believes that the development of professional relevant knowledge is necessary for true empowerment. To Peters et al., (1990) as quoted in Carl (2002:9) empowerment is manifested in three areas, that is in the field of status, knowledge and also the possibility to be able to make decisions for oneself. This has clear implications that the teacher is no longer transmission orientated as the mere transferor or transmitter of knowledge, but is, rather the facilitator of teaching (Sidani-Tabaa, 1991) as quoted in Carl, 2002:9).

Professional development is a pivotal component in curriculum implementation. However, most forms of in-service training are not designed to provide the ongoing, interactive, cumulative learning necessary to develop new conceptions, skills and behaviour (Fullan, 1991: 85). As society changes, the skills that citizens need to negotiate the complexities of life also changes (DoE, 2002). For teachers to be involved in curriculum development, they need to be empowered with regard to strategies for developing cooperative learning since they are also deemed essential because knowledge evolves through social negotiation. As OBE requires of teachers to encourage group work in the classroom, therefore cooperative groups are important because they allow learners to test their own understanding and to examine the understanding of others. According to Kavina & Tanaka (1991: 115) as quoted in (Carl, 2002: 6) the extent to which teachers practice autonomous behaviour while maintaining collegial interaction, giving attention to needs, accepting responsibility and accountability, participating in group problem solving to determine collectively the goals and direction of the school is where greater professionalisation is accentuated.

Colyn (1991:112) states that teachers must be active agents for change and must be in control of matters in their classrooms through being able to make decisions with self-confidence. Fullan (1993:16-17) maintains that teachers must not only be trained to teach well, but they must also be able to bring about changes if necessary. The foregoing requires that teachers will always remain students and active learners so as to develop in this manner and to grow to enable them to bring about these changes and in that way they may contribute to a better teaching environment within the classroom by

also becoming involved outside the classroom (Fullan, 1993: 17). Vaughn (1976:24) states that all individuals have a role in developing, sharing accountability for the effective implementation of the educational goals developed. The results will enhance the educational process and lead to the ultimate goal of quality education for all children.

Carl (2002: 17) believes that a gap exists between what we know about promoting classroom-level change and what we do to facilitate it. Based on the above-mentioned statement, it is of essence that teachers be developed/ trained to assume their curriculum development role in the change process. Teacher development programmes, illustrating the links between the programme's objectives and the overall outcomes of South African education policy need to be put in place. According to Carl (1994: 188-194) the programme should place trust, dialogue and teacher ownership at its core. It should be emphasised that increased knowledge, skills and decision making opportunities around a policy would improve the quality of teachers, enable them to participate in a joyful, interactive training and impart a joy in learning to their students.

Carl (1994: 192) further referred to the fact that teachers must not be mere implementers but be development agents who are able to develop and apply the relevant curriculum dynamically and creatively. He further proposes that the process be a self-empowerment process that should not be done by outside agents only, meaning teachers themselves should be agents for change. According to (Carl, 2002: 17) teachers should not be subject specialists only but must also be able to consider and be involved in general curriculum aspects. Guskey (2002) believes that it is also of essence that teacher development should improve the learning of all students through the following:

Carl (2002: 17) encourages the use of disaggregated learner's data to determine adult learning priorities; monitors progress, and help sustain continuous improvement. He further advocates the use of multiple sources of information to guide improvement and demonstrate its impact (evaluation). Educators are to be prepared to apply research to decision making (Research-Based). Educators should use learning strategies appropriate to the intended outcome (Design). They should further be able to apply knowledge about human learning and change (Learning). A teacher development process should provide educators with the knowledge and skills to collaborate.

Carl (2002: 210) maintains that staff development that improves the learning of all students should prepare educators to understand and appreciate all classroom assessments appropriately (effective teaching). It evidently would be important to provide educators with knowledge and to involve families and other stakeholders (family involvement). Professional development opportunities should be ongoing, embedded and focused on knowledge, skills and attitudes required for professional educators. Effective professional development, around the specific needs of a given learning opportunity, has the following research-based elements: teachers are empowered to assume leadership through mentoring, peer evaluation and consulting practices.

Teachers are given the opportunity to discover practice and reflect upon all new ideas. Teachers are involved in action planning and they make decisions about standards, instruction methods, assessment designs. They analyse students, create safe, orderly and supportive learning environments and hold high expectations for their academic achievement (Equity). Deepening educators' content knowledge, provides them with research-based instructional strategies to assist students in meeting rigorous academic goals. Teachers are involved in decisions about allocating both time and monetary resources for professional development (Carl, (1995).

Teacher empowerment for curriculum development should recognise teachers as part of the team who organise, integrate, analyse and develop action plans surrounding school data who may formulate evaluation procedures and standards (Carl, 2002: 214). Teachers are to be empowered with regard to conducting, finding and applying research to practices and policy (theory and implementation), and be empowered to discuss and select learning strategies that best fit an intended goal (design). Guskey (2002:45-51) further maintains that teachers should be empowered to become experts on meta-cognition and understanding the change process (learning).

Carl (2002:269) states that dynamic teacher's involvement in curriculum development can make a real contribution to professional development and professional development can however only take place if opportunities are created. Taba (1962:460) states that curriculum development and training must be combined for the purpose and training is the only instrument towards empowerment of teachers. Kane (1984:59) is of the opinion that teachers should be trained as curriculum developers as they should then be in a position to plan and develop their own work thoroughly and they may also be more conscious of strategies for change, they may obtain knowledge of recent curriculum development trends, they may acquire skills in research and may be ready to take part in decision making at various levels.

## **2.6. Conclusion**

From the above discussions it is evident that the actual process of teaching and learning within the frame of curriculum development, like in any other organisation in South Africa, the role of teachers in curriculum development is closely prescribed and monitored by and through the mentioned legislative and policy imperatives. In this chapter, a theoretical framework of the critical study was discussed. Furthermore operational concepts were defined in relation to the question at hand, that is to evaluate the curriculum development role of teachers in curriculum change and the related literature was reviewed with regard to policy and legislative imperatives, norms and standards for educators, the South African Schools' Act, the Revised National Curriculum Statement, the aspect of empowerment for curriculum development role in terms of prerequisites which would include skills, attitudes and knowledge.

In view of the advanced discussion with regard to roles that teachers are to assume in the outcomes-based classroom as curriculum developers and the issue of empowerment, I will offer a number of reflective points in summary and conclusion. Firstly, OBE as a curriculum lacks focus on individual emancipation and although it was meant for transformation in South Africa, the indication is that it is disempowering those

it was intended to empower. Chapter three will deal with the methodology on the evaluation of the curriculum development role of teachers in curriculum change (internationally)

Extreme patience and persistence are required for new and unsettling ideas to root. Real empowerment is truly a lifelong and personal journey that emerges in degrees of time, constant dialogue, struggle and repeated doing. It will take careful thought, painstaking planning, serious commitment, adequate resources and passionate leaders to attain real development.

## CHAPTER THREE

### RESEARCH METHODOLOGY

#### 3.1. Introduction

A discussion of the methodology used for this study follows in this chapter. The research design for collection of empirical data has been selected to accommodate the objectives and research questions. A detailed description of the profiles of respondents is included. Furthermore appropriate measuring instruments have been employed to collect useful and empirical data. Finally both the data collection and data analyses are described in this chapter while being mindful of the mandatory ethical requirements for research.

#### 3.2. Selection of Participants

According to Melville and Goddard (1996: 29), it is suggested that when deciding on participants for a study, the researcher chooses a number of individuals whom he/she selects according to pre-determined criteria, for the sake of valuable contributions to increased information. For the purpose of this study, twenty respondents were selected. They were teachers who taught life orientation, and were from four primary schools in the Dr. Kenneth Kaunda district. The selection was done on the basis of the teaching experience they have. The district is representative of rural and urban schools in which teachers find it difficult to realise the teaching and learning objectives because of the implications of their new roles in the Revised National Curriculum Statement.

Participants have been purposively selected to enable the researcher to draw in only participants who are rich in information and experience of curriculum issues. It is the teachers' responsibility to ensure that the curriculum is implemented and therefore, a purposive selection of such respondents was on the basis of their active involvement which was determined prior to approaching them. Halloway (1997:142) believes that this way of doing could assist the researcher to collect rich data and beneficial information. A total of four grade seven primary school teachers at the Dr. Kenneth Kaunda district and twenty members of the intermediate phase from four schools, i.e. five members from each school formed the core of the study.

For the purpose of the present study, five teachers were selected from four schools in the district. The sixteen teachers in the group have been in the teaching fraternity for seventeen years and the other four teachers have been teaching for thirteen years. It is also of great essence to indicate that the researcher was gender sensitive when participants were selected and in this regard there is a balance of ten male and ten female teachers.

From the group of twenty, two teachers hold M. Ed degree. Fourteen teachers have completed B. Ed Honours and the other two are prospective students for B Ed. Honours and the other two are doing ACE (Advanced Certificate in Education). Furthermore the participants used were selected on the basis of the role they play in society since it is crucial for critical discourse.

### **3.3. Data Collection Instrument**

The main method of collecting empirical data was by means of interviews with twenty teachers. The Free Attitude Interview Technique (FAI) of (Meullenbeg-Buskens, 1997) was used. With this type of technique, a preferred language of a respondents is used. The principles of the Free Attitude Interview, developed by Dr. Ineke Meulenberg-Buskens were used. The technique allows for data to be obtained in an unbiased manner and assists respondents to share their views, knowledge, ideas, experiences and values related to the subject under discussion in a spontaneous manner. With this type of technique only one main question is asked and for this study it was “which is: What do you understand as your curriculum development role in an outcomes-based classroom?” The responses would lead to clarifying questions and reflective summaries to enable the participants to provide deep meaning and understanding. The technique was further used to cut off irrelevant information that did render valuable contributions the issue in question. The interviews were tape recorded and transcribed by a transcriber that speaks the same language as has been used by individual participants.

#### **3.3.1 Nature, Structure and Use**

The participants were grouped in groups of five teachers of one school per local municipality. The interview per focus group lasted for an hour and the interview was done in an informal way to allow participants time to relax. Only one main question was asked to commence with, but followed up by clarifying questions or reflective summary to lure respondents into providing further but relevant information. And a follow up with clarifying questions or reflective summary to force respondents to provide deep understanding they were bringing on the issue in question was done and the reason behind that was to cut off irrelevant information and unnecessary digressions and also to spur them on where they seemed stuck but had a lot to tell (Meulenberg-Buskens, 1997). The free attitude technique also proved itself on issues of power that are geared towards social justice, social transformation and enhancement of the principles of democracy. It is therefore on the basis of the above statement that participants were treated with respect when the research was undertaken

### **3.4. Data Collection**

For the purpose of collecting data in response to the research questions regarding the curriculum development role of teachers, four separate focus group interviews with five teachers per group at a time were conducted. The interviews took place at school, the staffroom was used as it was the preference of the group and the reason for their

preference was that they were comfortable with the environment. There were opportunities raised to whatever concerns they might have before the interview started. One of the concerns noted was that researches do take place and respondents are never informed of the findings and recommendations so as to motivate them. Based on that, I promised the group to communicate the findings and recommendations to them as a mark of appreciation. Participants were at liberty to choose the language they preferred during the interview. The researcher was absolutely familiar with the language used by them.

Each of the four group interviews lasted an hour and before the interview started, teachers were asked whether they would like to participate and were all in agreement. After the reassurance that they were informed that they were at liberty to drop out of the interview at any time if they so wished. During the aforementioned interviews, a tape recorder was used and notes of what was taking place were taken for use during the analysis stage.

According to Morgan & Spanish, (1984: 253) focus group interviewing is characterised by the bringing together of several respondents to discuss a topic of mutual interest to themselves and to the researcher. It presents an open, purposive conversation where the researcher asks questions to which the participants provide answers (McMillan & Schumacher, 1993: 157). With the focus group interviews and observations of non-verbal messages that accompany the discussion are electronically recorded by the researcher as well as by means of field notes.

For the purpose of this study, the researcher administered four focus group interviews consisting of five participants in each group of teachers from selected schools. These interviews enabled the researcher to collect data on the aspect of teacher training for the curriculum development role in an outcomes-based classroom. The interview schedule, already referred to, was based on two perspectives, namely, the real as opposed to the ideal role of teachers in curriculum development and how the disparity between the two scenarios could be addressed.

### **3.5. Data Analysis**

During the data analysis, it was again imperative to outline what the critical discourse analysis advocates. The contribution of the postmodern discourse analysis is the application of critical thought to social situations and the unveiling of hidden politics within the socially dominant as well as all other discourses (interpretations of the world, belief systems and other). Discourse analysis can be applied to any text, that is, to any problem or situation. Since discourse analysis is basically an interpretative and deconstructing reading, there are no specific guidelines to follow. The purpose of discourse analysis is not to provide definite answers, but to expand personal horizons and make one realise one's own shortcomings and acknowledges agendas/motivations as well as those of others (Wodak, 1997: 271-280).

Based on the construct developed during the literature review, the researcher was able to make sense of the large quantity of data collected. The five teachers' narratives had similarities and some sort of agreements. For instance, all of the five teachers were of the opinion that the curriculum development role of teachers was not clear as the top-down approach was employed. It was evident from what they mentioned that teacher involvement in curriculum development was only on paper but in practice it was not happening. Teacher A pointed out bluntly that "as a head of department in life orientation I was never involved in the curriculum development process with higher authorities, yet I am expected to develop the curriculum at school level". However, there was a general feeling among all respondents that what made them go along with the practice was the fact that they had never been exposed to curriculum development during recent curriculum changes, and therefore they were only used to the traditional approach and that was why sometimes OBE seemed to be failing.

Interviews were recorded; this was followed by verbatim transcriptions. In a qualitative data analysis, the researcher aims to gain new understanding of the situations and processes being investigated (Creswell, 1994: 153). Qualitative research requires logical reasoning and it makes considerable use of inductive reasoning, organising the data into categories and identifying patterns among the categories (White, 2002: 82). It makes many specific observations and then draws inferences about larger and more general phenomena and themes.

According to Leedy & Omrod, (2001: 150) after identifying a theme in their data using inductive processes, qualitative researchers move into a more deductive mode to verify or modify themes with additional data. In this study, data were analysed for content, using open coding to attach labels to signals of text and selective coding to determine recurring categories in data themes (Morgan & Spanish, 1984: 253). The procedure began with the naming and categorising of phenomena through the close examination of data.

The transcripts were analysed by using Fairclough's Critical Discourse Analysis (CDA) technique where spoken words by the participants serve as proof of the interpretations I was making in the context of the objectives of the study. The spoken words were organised into identifiable themes within the broader perspective of each of the research objectives. After the identification and re-classification of words (text) had been done accordingly, the texts were analysed per theme and per objective in the context of the discursive practices at first and then finally at the level of the social structure. These steps were taken in search for deeper meaning of the participants' discourses.

In this study, the interpretation of the results is presented in a narrative form supported by direct quotations that serve as confirmation of important interpretations. This was done in line with McMillan and Schumacher's (1997: 500-3) contention that qualitative data analysis takes the form of written language. For the purpose of this study, responses were to be given with regard to the following research objectives:

3.5.1. Outlining the new curriculum development role of teachers in the outcomes-based National Curriculum Statement.

-the role of the teacher in curriculum development is to plan, design a curriculum at classroom level.

-apart from planning and designing, the teacher is directly involved in the implementation process and in this stage the teacher is to be engaged in some form of assessment.

3.5.2. Determine whether teachers are comfortable with and trained for their curriculum development role in terms of prerequisites that would include skills, attitude and knowledge.

- Teachers are to possess a number of skills and those are; time management skill; interpersonal relation (people skills).

- The attitude that a teacher should display is that of respect to human dignity and taking into account the issues of social justice and equality.

3.5.3. Determine through an empirical investigation what curriculum development knowledge teachers must have to be regarded as empowered.

3.5.4. Recommend ways that can enable teachers to acquire requisite skills, attitudes and knowledge.

### **3.6 Ethical Considerations**

Ethical measures are principles that the researcher should bind herself to in conducting her research (Schulze, 2002: 17). For the purpose of this study the following research ethics were followed:

#### **3.6.1 Permission to conduct research**

In order to conduct research at an institution, be it a school, university or any other institution, approval to conduct the research should be obtained before any data are collected (McMillan & Schumacher, 1993: 195). In this study the researcher first sought permission from the Dr. Kenneth Kaunda district manager before collecting data at the targeted primary schools.

#### **3.6.2 Informed Consent**

Schulze (2002: 17) always maintains the fact that participants should be given enough information pertaining to the study before the data are collected. In this study the participants were given adequate information on the aims of the research, the procedures to be followed, the possible advantages and disadvantages for the

participants, the credibility of the researcher and the way in which the results were to be used. The above-mentioned information enabled the participants to make informed decisions on whether to participate or not in the research. No form of deception was used to ensure the participation of participants (De Vos, Strydom, Fouche', Poggenpoel, Schurink & Schurink, 1998: 27).

### **3.6.3 Confidentiality and Anonymity**

Gay (1996:85) stresses the fact that a researcher has to be responsible at all times and be vigilant, mindful and sensitive to human dignity and that is supported by McMillan and Schumacher (1997: 195) who stress the fact that information from respondents should be regarded as confidential unless agreed on through informed consent. In this study the confidentiality aspect was not compromised, as names of participants were not used in the collection of data. No private information was divulged as the right to confidentiality of the participants was respected (Huysamen, 1994:134). For the above-mentioned reason no concealed media devices were used and only the researcher had access to names and data to ensure confidentiality and research findings would therefore be presented anonymously.

### **3.6.4 Dissemination of the research findings**

As a mark of the researcher's appreciation for their participation, respondents would be informed of the findings of the study (Schulze, 2002: 19). Schulze maintains that objectivity should prevail and unnecessary detail should not be supplied and the principle of confidentiality should not be violated.

## **3.7. Conclusion**

This chapter outlined and explained the methodology employed in addressing the research topic in question, being mindful and sensitive to human dignity. The methodology comprises selection of participants, instrumentation, data collection and data analysis. Ethical issues were given great considerations as they form the basis of a good research. In the next chapter, chapter four, the findings and accompanying discussions are presented.

## CHAPTER FOUR

### 4. INTERPRETATION OF FINDINGS

#### 4.1. Introduction

Chapter four presents the analysis and interpretation of the empirical data. In order to present a systematic and logical interpretation and discussion of findings on the study, chapter four starts off firstly by explaining what the curriculum development role of the teacher in terms of empirical data as based on the integration of conceptual and empirical data.

As mentioned earlier, education in South Africa is facing great curriculum related challenges and teachers are key role-players in the process of meeting these challenges. The questions remain whether they do indeed participate fully, or even allowed to participate in the process, and if they do participate, to what extent and what is the nature of their involvement?

Reference is made to the seven roles of the teacher where the teacher is seen as the learning mediator. From the theoretical view based on the literature reviewed, it is expected of the teacher to be the mediator of learning, interpreter and designer of learning programmes and materials, leader, administrator and manager, scholar. Furthermore teachers are to assume a pastoral role, and act as assessors and learning area specialists in the teaching and learning process. During the literature review, it became evident that though teachers are to assume the above-mentioned roles, there are still some gaps which make it difficult for teachers to realise the outcomes expected of them by the education ministry. It is in this regard that the empirical investigation had to be undertaken in order to determine whether teachers understand what the curriculum development role is.

From there it proceeds towards addressing the objectives of the entire study which included the following:

Outline the new curriculum development role of teachers with regard to the seven roles given the context and directives of the Education legislative and policy imperatives;

Determine whether teachers are comfortable with and trained for their curriculum development role in terms of requisites which are knowledge, skills and attitudes;

Determine through an empirical investigation what curriculum development knowledge teachers must have to be regarded as knowledgeable; and

Recommend ways that would enable teachers to acquire requisite skills, attitudes and knowledge.

This chapter will further present the findings of all focus groups in a written text as explained in chapter three where it was indicated that the transcripts would be analysed using van Dijk's Critical Discourse Analysis where spoken words by respondents serve as proof of interpretations made. The spoken words would be organised into identifiable themes within a broader perspective of the above-mentioned research objectives.

## **4.2. Teachers as Learning Mediators**

All teachers are key contributors to the transformation of education in South Africa. The Revised National Curriculum Statement envisions teachers who are qualified, competent, dedicated and caring (RNCS Grades R-9, 2002: 3). The teacher should be able to fulfil the above role as outlined in the Norms and Standards for Educators. The term educator in the policy statement applies to all those persons who provide educational services at any public school, further education and training institution or departmental office (Department of Education, 2002: 3). The term includes educators in the classroom of which this research has its interest on them. The policy describes the roles, their associated sets of applied competences (norms) and qualifications (standards) for the development of teachers. It is therefore in this premise that this research is done in order to evaluate the curriculum development role of teachers as mediators of learning. (See Chapter 2, page 27)

A mediator is somebody who goes between, who facilitates a dialogue, who makes it possible for an idea or feeling to be communicated. A mediator is expected to play a specific role of mediating teaching and learning in the classroom, meaning the teacher is there to act on behalf of government (DoE, 2002: 3) and the learners. According to Potenza (2000) a curriculum adviser, this is a critical role that a teacher plays. It involves setting up a dialogue between the learner and various source of information and ensuring that meaningful communication continues to take place between the two. This role requires one to be sensitive to the diverse needs of learners, construct appropriate learning environments, demonstrate sound knowledge of learning area or subject and be an inspiration to learners (DoE, 2002: 3).

During the literature review process, it became quite evident that the role of the teacher has drastically changed from coming into the classroom and presenting a lesson which the teacher had prepared from the textbook. The Department of Education put much emphasis on teacher involvement in curriculum development with regard to the teacher as the mediator (See Chapter 2 p. 27).

When the literature was reviewed, it became clear that when a curriculum is developed, it goes through various stages and key to all the stages is teacher participation since they are directly in contact with learners. Teachers are to participate in curriculum discourse and at the same time provide feedback and evaluate the process. It was highlighted during the literature review that teachers have the freedom and responsibility to design their learning programmes in any way that would lead learners to the

successful achievement of the outcomes as represented in their associated assessment criteria (see chapter 2 p. 25-27).

During the empirical investigation the majority of the participants agreed that the introduction of curriculum 2005 was one of the major changes that the new Government brought about after the 1994 general elections. Apart from the participants all being aware that C2005 represented a break from the traditional curriculum which was content-based to the new curriculum which is outcomes-based, some participants explained this as primarily inspired by political initiatives to appease voters in the pursuit of solutions to the educational and employment problems of the country.

*One of the teachers said: “the introduction of C2005 which is guided by the principles of OBE to ease peoples’ minds that our country’s children will be equipped with a better education to earn a good living.*

In this regard participants unanimously agreed that C2005 represented an instrumentalist approach to knowledge in its shift from content-based to Outcomes-based education. This was confirmed by one of the teachers who said: “The traditional approach had its focus on rote learning whilst the new approach focused on outcomes, where knowledge and skills that teachers’ had to possess should lead to effective teaching and learning” (Carl, 2002: 9).

The Revised National Curriculum Statement informs a system that seeks to introduce egalitarian pedagogy in South African schools. The goals of the system are to create a new South African identity that encompasses critical consciousness, to transform the society, to promote democracy and magnify learner involvement in education. The RNCS clearly states that educators are to assume new roles as they are regarded as key contributors to educational transformation. One of the teachers made mention of the following which arose an interest in capturing what he was saying: (See Chapter 2).

*Every now and then when we have visits by department officials, we are told that we are key contributors to the education of the children and we are to mediate the teaching and learning process, and we get so irritated that this is time and again mentioned but we are not entirely involved in the planning and decision making when ever there are changes that are to take place. We are to advise the higher authorities of what we regard as important in curriculum development, but we don’t see that happening, we are told what to do. Do you think that when you tell a person what to do, will it be done as you wished it to be done? No, that will be done for the sake of getting it done, and the desired outcomes will not be realised.*

The four focus group interviews tended to agree on almost all points raised. The other theme the teachers identified focused around the ideal role teachers should play as curriculum developers in the change process as outlined in the South African Schools Act. Two teachers made mention of the following comments: (See Chapter 2).

*As teachers we are not respected with regard to our roles as curriculum specialists in the change process. The only time we see ourselves featuring in the whole process is when we are to implement a curriculum which was designed by other people, who were not even mindful of a number of factors which can make or break teacher's professionalism. It should be borne in mind that as teachers we are not just screens which are there to translate knowledge into learners' minds. As much as we want / need to be respected, it is also of essence that the respect desired should also be give to learners. If we are to be regarded as screens used to translate knowledge, it should be borne in mind that learners are not objects which can only be fed with knowledge which would not benefit them in future as human beings.*

*Furthermore, it should be borne in mind that as much as change is inevitable, but there is a need to encourage us from the initial stage of change when thinking of developing a curriculum which is to be implemented by us.*

The above extract from the corpus of the focus group interviews seemed to be in agreement with the findings from the literature that emphasised the fact that teachers are key role players in curriculum development as they are directly involved with learners in the learning process. The interpretation of the above extract is that an ideal situation would be the one that teachers suggest to government as higher authority on what the curriculum should look like in terms of needs and environment.

#### **4.3. Teachers as Interpreter and Designer of Learning Programmes and Materials**

Teachers are expected to understand and interpret already existing learning programmes, design their own learning programmes and select and prepare suitable textual and visual resources for learning. Teachers also need to sequence and pace learning in a way that shows sensitivity to the needs of the learning area or subject and those of learners (Potenza, 2000).

In agreement with the above, teachers also understood their roles as indicated above, but that is not what is happening in real situation. Teachers seemed to understand what this role requires of them but dispute the fact that the workload is too much and it gives them no time to interrogate the existing learning programmes. They further alluded to the fact that they are to design their own learning programmes, select and prepare suitable textual and visual resources for learning, where as the schools which they are based at are previously disadvantaged schools where one cannot actually design a learning programme and fully fledged materials. curriculum development as being critical in the whole process from the initial stages and in that instance the case with curriculum reform in S.A is that teachers were exposed to embryonic changes resulting from the vision of a national curriculum designed to provide directions from changes teachers needed to be hands on and not merely be told how to implement the curriculum. The discussions around this issue were very livid where every teacher in all the focus group wanted to air his/her views.

One of the teachers whose ideas tended to capture the arguments accurately showed the following:

*When you touch the issue of curriculum then you are touching the heart of the teacher. There can never be a curriculum unless there is a teacher and learning which should take place. As much as the ministry of education has the responsibility to ensure that the Education System in S.A meets the desired outcomes intended to meet, as teachers we should also be given the opportunity to come up with our own views on curriculum change, initiate strategies to implement change since we are to be directly involved.*

The above excerpt extends on the earlier one because the problem seems to be relatively a large number of teachers who are not sure of what their new curriculum development role is. Sometimes as indicated earlier in the review of literature, most teachers only hear of curriculum change and after the whole process, they are only on the implementation phase. The only involvement of teachers is only seen when a one week workshop is conducted whilst the implementation phase is unfolding. Another factor which seemed critical and a cause for concern was a statement by another teacher who said:

*Almost every night I wonder if I will be able to locate and organise the material I will be using the next day. I cannot yet prevent surprises that cause a lot of wasted time and not yet able to anticipate what things I will to requisition for the next week. I feel inefficient when I think about my use of innovation.*

The above statement further indicates frustrations teachers found themselves confronted with. This goes to show that teacher development in the whole process is of utmost importance. Teachers from the other group further added that the implementation of a new curriculum does not simply involve following a set of curriculum instructions or replacing “old” practices for new practices. Rather implementation is a process of fashioning the curriculum in such a way that it becomes part of the teachers’ way of being. In fashioning the curriculum in this way, teachers will change themselves and modify the curriculum.

The theme on which all four focus groups without exception spent much of time was on the legislative and policy imperatives and the role teachers are to play in curriculum development. They touched on the way change is implemented, that there is no proper consultation and teacher involvement in all stages of change and curriculum development. They also felt that people who bring about change are themselves not informed of reality taking place in the classroom and furthermore they felt that the issue of training is a pre-requisite at all stages of change when it comes to curriculum development issues and they also alluded to the fact that respect is of core importance when dealing with curriculum development. Less trained teachers also argued that they are sometimes not sure about themselves and most of the times are not able to provide the necessary support when learners experience problems.

#### **4.4. Teacher as Leader, Administrator and Manager**

According to Potenza (2000), leadership skills that a teacher should display include managing learning in one's classroom, carrying out classroom administrative duties efficiently and participating in school decision-making structures. All these functions require flexibility and should be carried out in a democratic way which support learners and colleagues, and which demonstrate responsiveness to changing circumstances. Implicit to this role is the need to develop key 21<sup>st</sup> century habits of mind, which include perseverance, originality, strong self esteem and the ability to manage own frustrations.

With regard to the above role, teachers understand what is expected of them, they made mention of the following as guiding towards the above role:

- Set vision.
- Motivate learners and their families in working hard to achieve the vision.
- Plan purposefully and execute what is planned effectively.

What teachers were saying show understanding of the above role but they find difficult to implement. Three teachers from the focus groups mentioned the following:

*It is expected of us as teachers to lead, do administrative functions and manage teaching and learning at the same time, we do not dispute or say we do not have capabilities to perform the above role, but time is of essence in what we do. Time is minimal for us to plan, execute effectively and improve continuously and work relentlessly and make success sustainable and we are not trained with regard to the above. Teaching in a public school in a township where you find the ratio of 1 to fifty learners in a classroom makes it difficult to realise the desired outcomes.*

The above statement goes to prove that though teachers are aware of their expected role, as they mentioned the guiding principles towards the above role. The above statement by teachers shows that teachers are willing to make learning possible for learners but there are considerations to be made in terms of intensive training. Within the present context and development in which stringent demands are made on teachers, and change in the educational arena has not yet stabilised, it is imperative that there should be dialogue about what is expected of teachers when it is suggested that they should be more involved in curriculum development.

#### **4.5. Teacher as Scholar, Researcher and Lifelong Learner**

Teachers are expected to pursue their own ongoing personal, academic, occupational and professional growth. Whilst teaching and learning takes place, the teacher is expected to research and learn on a continuous basis. Teachers are in a better condition to learn whilst teaching with regard to curriculum development features, where they can learn on curriculum dissemination, design, implementation and evaluation. Though teachers understand the above role, they find it difficult to realise it due to time and

financial constraints. The above statement was validated by three teachers who mentioned the following:

*We are not disputing the fact that we are to learn and research during the curriculum change process, but we do not have time and finances at our disposal. It should be borne in mind that we are assessed on performance and we are to ensure that teaching and learning takes place in our various classrooms. Furthermore we are now faced with the challenge of placing our own stamp on the development of the core syllabus of our particular subjects or specific learning areas.*

The above extract further proves that though teachers are aware of the role they are playing in curriculum development with regard to the above role, the fact remains that they are not implementing what is expected of them. If they were to perform the above role, they were to focus on roles they should play in the curriculum development phases while learning at the same time. With regard to the design phase, teachers are to participate in curriculum discourse and at the same time provide feedback and evaluate such a process. Carl (2002: 251) advocates that greater involvement of teachers in the design phase at the macro-level contributes to greater professionalism. Whatever the level on which the principle of teacher involvement is manifested, it is very probable that this opportunity for participation may lead to greater professionalization. Tanner and

Tanner (1975:614) as quoted in Carl (2002:250) say: 'If teaching is to be a profession, teachers must participate in curriculum development at the classroom, school and school system levels. Professionalism is inextricably intertwined with curriculum development. During the curriculum development process, the teacher finds him/herself in an intensive kind of research as curriculum innovations happen and lifelong learning takes place because new methods of teaching and learning are introduced. Teachers can be constant researchers as they work with learners and with one another.

#### **4.6. Community, Citizenship and pastoral role**

The Constitution of the Republic of South Africa (Act 108 of 1996) provides the basis for curriculum transformation and development in South Africa with the following aims: Heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights; Improve the quality of life of all citizens and free the potential of each person;

Lay the foundations for a democratic and open society in which government is based on the will of the people and every citizen is equally protected by law; and

Build a united and democratic South Africa able to take its rightful place as a sovereign state in the family of nations (DoE, 2002:7).

This involves developing a sense of respect and responsibility towards others, upholding the Constitution and promoting democratic values and practices in schools. Learners need to be provided with a supportive and empowering environment, including full

information about HIV/AIDS. Essential to this role is the development of supportive relationships with parents and other key people and organisations in the community (DoE, 2002). With regard to the above role, teachers seemed to be quite aware of what is expected of them as four teachers who have been teaching for seventeen years mentioned that, they are still interested in teaching because they form part of the community, they are South African citizens and they want to see themselves contributing effectively and impacting positively towards attaining that.

*It is expected of us as teachers to play an important role in realising the aims of the Constitution and the curriculum which aims to develop the full potential of each learner as a citizen of a democratic South Africa. As outcomes-based education forms the foundation of the curriculum in South Africa, as teachers we are to ensure that all learners achieve to their maximum ability, but that cannot be effectively done if we are not capacitated to the latter with regard to the above role.*

Several factors that can restrict curriculum innovation relate to both the teacher and the context in which the innovation is taking place. It includes issues of time, parental expectations, public examinations, unavailability required instructional materials, lack of clarity about curriculum change. The afore-mentioned factors contribute to a large extent on teachers realising the above role. It becomes imperative for a teacher to consider issues of social justice, respect and bring hope in the education system of the country.

#### **4.7. Teacher as Assessor**

Assessment is an essential feature of the teaching and learning process and should be integrated into it on a continuous basis. Teachers need to understand the various purposes of assessment, including identifying the needs of their learners, planning learning programmes, tracking learner progress, diagnosing problems and helping learners to improve their work, judging the effectiveness of the learning programme and assessing their own teaching. Teachers are expected to design and manage both formative and summative assessment and keep detailed and diagnostic records of learner performance. The educator will understand how to interpret and use assessment results to feed into the processes for the improvement of learning programmed (DoE, 2002: 7).

Teachers understand their assessment role as in each Learning Area Statement includes a detailed section on assessment and that an outcomes-based framework uses assessment methods that are able to accommodate divergent contextual factors. They further understand that assessment should provide indications of learner achievement in the most effective and efficient manner and ensure that learners integrate and apply skills. Two teachers from the focus group made mention of the following:

*As teachers we are expected to assess learners on a continuous basis, openness and transparency are key, furthermore we are to collect and evaluate a*

*wide range of evidence about individual performance. A million dollar question is, what is actually involved in the collection of a wider range of evidence? Again with regard to the above, time is also a worrying factor with regard to the involvement of the learner in the teaching and learning process. If we do not spend time 'covering' the 'curriculum' we will be damaging the students.*

The excerpt above again seems to validate the fact that though teachers are aware of their assessment role in the curriculum, much still needs to be done with regard to training/development in assessment. The assessment as a whole must be inclusive and realistic and this does not only mean covering the full range of the stated knowledge, skills, concepts and understandings, but also arrangements which are fair to all learners regardless of gender, ethnic origin, language or disability. Furthermore Carter and Richards (1999) refer to the “universal issue/dilemma” of time, and the teachers belief that if they do not spend their time covering the curriculum, learners will loose out on important aspects of learning.

#### **4.8. Learning Area /Subject /Discipline /Phase Specialist**

To be considered a specialist in your field, according to the norms and standards document, requires being well-grounded in the knowledge, skills, values, principles, methods and procedures relevant to the field. There is a need to know about different approaches to teaching and learning and how these may be used in ways that are appropriate to the learners and their context. A learning area, subject, discipline and phase specialist captures the essence of what a learning area aims to achieve (DoE, 2002: 4). It serves as a guide and prepares learners for life and its possibilities.

A learning area should equip learners for meaningful and successful living in a rapidly changing and transforming society. For instance the Life Orientation Learning Area is central to the holistic development of learners. It is concerned with the social, personal, intellectual, emotional and physical growth of learners, and with the way in which these facets are interrelated (DoE, 2002:4). Therefore the role that teachers should play as learning area specialist is pivotal since they are to prepare learners as responsible citizens and community members and it means they are to be developed with regard to the above role.

On this issue teachers mentioned that a curriculum development role (as learning area specialists) for them meant that curriculum developers at higher level would organise the curriculum in such a way that there was more room for sharing knowledge with peers in a collegial manner, having freedom to initiate new and novel ideas and using their teaching experience in ensuring that the expected outcomes were realised as gazetted in the policy document. To substantiate the point two teachers mentioned that:

*For effective teaching and learning to take place, it has to start at school level and the school curriculum has to inform the national curriculum. The present curriculum is effectively controlled from within a small locus with hidden processes of decision making despite the rhetoric of*

*decentralisation...”curriculum policy documents released alluded to greater teacher participation in the curriculum development process but to date that is not happening, only few. Teachers get a one week training which in essence it is insufficient. As a teacher I am not teaching just for the sake of earning a salary at the end of the month, I teach because of have the education of learners at heart, I teach to make an impact on education of learners because I have respect for human dignity. As a teacher I want to have a peaceful sleep at night knowing that I contributed positively to a South African citizen.*

The very same teacher outlined what is happening currently with regard to roles of teachers in every phase of the curriculum as learning area specialist.

Teacher involvement in the design phase is minimal because teachers have not been involved in the process. The most effective means of teacher involvement which considers developing and training teachers to participate in curriculum discourse were not used. It is important to note that greater involvement of teachers in the design phase at the macro-level contributes to greater professionalism and development.

With regard to models for curriculum dissemination, there is still evidence that the top-down approach is implemented in South Africa. The RNCS has elements of good dissemination where communication with teachers as key agents is practised but mechanisms for good dissemination still have to be established. Apart from the main role of the teacher which is to implement the curriculum at classroom level, or more commonly referred to as the teaching process, the teacher also has a management role to perform which precedes curriculum implementation (See chapter 2 p. 23).

The management role is to develop the curriculum which is to be implemented and the teacher involvement may vary from curriculum development at classroom level, to school, district and provincial level (Carl, 2002: 214). The teacher occupies a central position in curriculum decision making and decides what aspects of the curriculum, newly developed or ongoing to implement in a specific class. The other crucial role of the teacher that he/she should decide upon is to determine the issue of time, meaning how much time to spend on developing basic skills or thinking skills. It is on this premise that Klein (1999:34) states that teachers are clearly the most powerful implementers of the curriculum.

The only occasion on which teachers are seen to be “key agents” is in this phase since teachers are happy with the flexibility of their roles in the classroom and their ability to contextualise relevant content but a challenge still exists as curriculum developers lack understanding of the implementation problems.

Evaluation is said to be key in all stages and it was neglected in the foundation phase, pilot school teachers were the only participants at the school level who were involved in providing feedback. The pilot schools’ input allowed for changes in the new curriculum to occur before its implementation and no other form of formal evaluation took place. The above statement seems to address the very fundamental issues regarding the

curriculum development role of teachers. Teacher involvement in curriculum development focuses largely on implementing the content in order to achieve the product. Involvement of teachers in the design or dissemination and evaluation phase is not emphasised and this view lays stress on the role of teachers and pupils and their co-operative curriculum decisions (see chapter 2).

The statement also tends to emphasise the need for teacher involvement and development for South Africa to realise a curriculum suitable for a country which has undergone a kind of education system which was oppressive and did not take into cognisance the ability of teachers to develop a curriculum which addresses the needs of learners. Teacher involvement in curriculum development focuses largely on implementing the content in order to achieve the product. Involvement of teachers in the design phase or dissemination and evaluation phase is not emphasised. The study adopts a balance between the approaches to defining curriculum and hence providing a continuum of roles for teacher involvement in curriculum development.

They referred to the issue of teacher participation and training for curriculum design and much emphasis was on curriculum implementation. Most teachers felt that they only saw themselves active during the implementation phase and it is questionable whether teachers are developed or trained to implement the new curriculum which was designed by other people who have expertise in terms of theory and not the practical implementation. Teachers further mentioned that the implementation of any curriculum is associated with a number of challenges that are not borne in mind by curriculum developers who only have theoretical knowledge of curriculum implementation. Successful implementation depends on the extent to which all consumers are informed and have been prepared for the envisaged change and whether they are also prepared to associate themselves with it.

#### **4.9. The role of teachers in terms of knowledge, skills and attitudes**

In addressing the second objective as outlined in chapter two, it was highlighted in literature that empowerment should be viewed in relation to knowledge, skills and attitudes that the teacher should possess in order to make a powerful and positive contribution to learning. Empowerment as explained by Gore (1989:3) means to give authority and to enable. Furthermore empowerment is that process of development and growth through which a person grows and the process itself is linked to the development of applicable skills, attitudes and knowledge.

##### **4.9.1. Knowledge**

During the review of literature, Fullan (1991:607) argued that the teacher is required to have a broad knowledge and understanding of educational views, a knowledge of children, a positive teaching aptitude and educational relationships and also knowledge and expertise in respect of both general curriculum studies and particular subject curriculum studies as it is generally accepted that success or failure depends on the attitude, skills and knowledge of teachers and support of relevant administrations. The

above statement shows that there is a certain degree in which teachers are to be given authority in teaching and learning.

It is expected of teachers to have knowledge on how to facilitate the teaching and learning process and make learners realise that they not only have a share in their own learning process but in the learning of others as well. Co-operative learning is one of the elements of an outcomes-based approach and the teacher is expected to have an understanding of how it works. The seven roles outlined for teachers show that there is a need for teachers to be capacitated to have knowledge on mediating learning, interpreting and designing learning programmes and materials, assessors and learning area specialists. To be able to meet the challenges of these roles, there is expertise knowledge that teachers need to have. On the aspect of knowledge, one of the teachers made the following statement during the focus group interviews:

*Knowledge is acquired through extensive training, participation in a programme, but then how are we as teachers expected to possess certain knowledge when it comes to teaching and learning if we are involved at a minimal rate? Do you think that for this fast changing world, with technological advances, a teacher who received a teaching qualification in 1997 and the teacher who recently got his/her qualifications in 2009 possess the same knowledge? No, there is a great need for teacher empowerment in our country. If we are to be called citizens of a democratic country, we should be allowed to participate in all aspects of the curriculum, with the knowledge we have and the knowledge we shall have gained through training.*

The above quote goes to show that there is still some dissatisfaction on the part of teachers with regard to their participation in curriculum issues. As a researcher I could hear the voice of the teacher crying for help. Aligning ourselves with the fact that in a democratic society, where every person has a right, I would then suggest that the education ministry needs to take note of the fact that teachers need to feel and see their involvement in curriculum development, feel their role, and be empowered to carry out their curriculum development role with dignity and respect for the betterment of the education system. The development of professional relevant knowledge is necessary for true empowerment and for teachers to be involved in curriculum development they need to be empowered with regard to strategies for developing cooperative learning since they are also deemed essential because knowledge evolves through social negotiation (See chapter 2).

It should again be borne in mind of the three core aspects of effective teaching that constitute effective teaching as quoted by MacGilchrist (1997:40) which are:

- Knowledge and understanding about content of teaching.
- Knowledge and understanding about how pupils learn.
- Knowledge and understanding about how to manage the process of learning and teaching.

#### 4.9.2. Skills

From the literature which has been consulted it appears that the classroom is probably that level or field in which the teacher may become most actively involved in curriculum development. It is the level at which actual implementation takes place. Teachers are expected to have the primary responsibility for what takes place in their classroom and it was further stressed by Doyle and Ponder (1977:74) by saying teachers are in fact the ultimate arbiters of classroom practice. The above statement goes to show that there are particular skills teachers need to display or have to be able to deal with learners of diversified cultures. Teachers are to have good teaching skills to assist learners in increasing their skills of self-awareness, personal control and constructive self evaluation.

According to the literature review, teachers are to possess good assessment skills. Evaluation is core component and therefore teachers need to be skilled to live up to assessment criteria set up by the education ministry. During the empirical investigation, most teachers had much to tell in this regard, but what captured interest to the study in question is the statement made by a senior teacher in one focus group, who has been teaching for twenty-one years. She said:

*It is amazing how teaching and learning take place in this new dispensation, when you listen to media one would hear much talks about how the standard of education has gone down in the country, how teachers are not doing what they are employed to do, but then how do you expect a teacher to implement a curriculum which he/she is not skilled to implement. It is the responsibility of government to ensure that as teachers we are capacitated in terms of skills needed to realise the aim of teaching and learning. As teachers we need to be skilled on how we should mediate learning and leadership, people, facilitation, research and interpretation skills are needed to ensure effective teaching and ultimately successful curriculum.*

The above statement captured my interest to say even though the intentions of any curriculum change is not to make any one suffer, but to make amends and ensure that the education system in our country realises its aims and objectives of quality education to all citizens, but then it clearly shows that there is a need for teacher training and development through in-service training.

On the basis of the above statement made by the senior teacher, almost all teachers agreed by saying they needed training to empower themselves to be effective teachers who in the end could produce effective and strategic learners.

The above extract seemed to be in agreement with the findings from the literature consulted with regard to skills teachers need to have to ensure effective teaching and learning. Professional development is a pivotal component in curriculum implementation; however, most forms of in-service training are not designed to provide the ongoing, cumulative learning necessary to develop new conceptions, skills and behaviour. As

society changes, the skills that citizens need to negotiate the complexities of life also change.

#### 4.9.3. Attitudes

The literature reviewed outlined the most fundamental issues with regard to the kind of teacher attitude envisaged with regard to curriculum matters. In the policy document on the Revised National Curriculum Statement it is noted that all teachers are key contributors to the transformation of education in South Africa. The RNCS (Revised National Curriculum Statement) envisions teachers who are qualified, competent, dedicated and caring, so as to be able to fulfil the various roles outlined in the Norms and Standards for Educators (DoE, 2002).

The above refers to the seven roles of the teacher and it becomes evident that the kind of attitude expected of the teacher would include the following:

Mediator of learning, the teacher needs to have an attitude of a mediator which is that of sober mindedness, furthermore the pastoral role, where the teacher needs to have an attitude of a shepherd where she/he is to shepherd the flock in such a way that no one goes astray. It is therefore imperative for teachers to have an attitude that will make it possible for learners to approach them for effective teaching and learning to be realised. During the focus group interviews, five teachers made some utterances that are consolidated as follows:

*With regard to the kind of attitude envisaged of us as teachers, it is impossible to realise it because we are working in environments which do not allow us to display a positive attitude. We trained in various institutions of learning during the old education regime, we are not conversant with other issues, and we need intensive training for us to be able to fulfil what is expected of us with regard to seven roles as stated in the policy document. How do you expect someone to have a positive attitude if higher authorities are not interested in well-being of people expected to do the ground work. We are not motivated any more to do anything, as long as we teach and get paid at the end of the month, that is all that matters.*

The above excerpt showed that much remains to be done to be done with regard to issues of social justice, freedom and hope. As I listened to the teachers I could see that they had lost hope in the education system of the country with regard to curriculum issues as a whole. Again the aspect of teacher development and training came to the fore and I would then say it appears to be imperative for teachers to be empowered with regard to all requisites expected of them. Empowerment in a true sense is the development of greater professionalism which goes with granting of more authority, status and individual growth and if empowerment does not lead to more effective learning, it is of no value. It is to look into the “bathopele”(people first) principles of government, where mentions of the following were made:

- Access to information
- Value for money

When one looks at the two principles listed above, it is imperative to look into the issue of access to information by teachers. The kind of positive attitude that is going to be displayed by teachers is when the teacher has all the access to information from the initial planning of curriculum innovation or change. Furthermore when teachers are actively involved in curriculum development, there is no way that an attitude of resistance to change can be displayed and thus ensure value for money. It is crucial to acknowledge the fact that, when teachers are paid at the end of the month, they are using tax-payers money and it is of essence that the money is used in a most beneficial way to the citizens of the country, i.e. providing quality education to learners.

#### **4.10. Conclusion**

The conclusion I come to, based on the teachers' perceptions above, is that in as much as they complained about what lacked in the curriculum, they also provided useful insight about their conception of the ideal curriculum development role and how they can be involved. All these tend to validate and confirm what my literature review earlier elicited as what the curriculum role of teachers is based on, namely skills, knowledge and attitudes teachers are to have. Teachers should be involved in all curriculum-related issues to enable them to carry out the curriculum development roles in a manner that is in line with the objectives of the curriculum.

However, teachers cannot perform the task effectively without the relevant training and support from stakeholders. A look into the issue of curriculum management is also suggested in relation to the implications it might have for teachers as it may reveal the vastness of the task envisaged for them. Implications for teachers in managing the curriculum are that teacher involvement is essential for successful and meaningful curriculum development since teachers will eventually be the implementers thereof and experience any problems first hand. If teachers contribute to it, professional growth is ensured and this may lead to a higher standard of curriculum development. When teacher involvement is encouraged, there should be sufficient support from other role players in curriculum development.

Teachers should not be passive receivers of the curriculum, as curriculum agents they should also show initiative and act as agents of renewal. Through utilising existing and creating new input mechanisms, teachers can make valuable contribution to curriculum development. In a changing and developing country like South Africa, it is of great significance to take into cognisance the crucial role teachers are playing in curriculum development. South Africa has a need for a dynamic curriculum development and management so that relevant education may prepare learners for the world of work. Barrow (1984: 269) alleges that teachers must be able to act autonomously and that education must be given back to the teachers.

## **CHAPTER FIVE**

### **5. OVERVIEW OF THE INVESTIGATION AND RECOMMENDATIONS**

#### **5.1. Introduction**

In the previous chapter, data collected from teachers by means of focus group interviews were analysed and interpreted. In chapter 5 the summary of the study is presented. Conclusions are drawn on the factors pertaining to the curriculum development role of teachers in curriculum change. This is followed by recommendations on enhancing the curriculum development role of teachers in curriculum change. The limitations of the study are pointed out and suggestions are made for further research.

#### **5.2. Review of the research**

Chapter 1 encapsulated the introduction, background to the research problem, statement of the research problem, aims and objectives of the research, definition of key constructs, significance of the study, the demarcation of the research, methodology for research and the layout of the research project.

Chapter 2 presented a literature review of the curriculum development role of teachers as key agents in curriculum change. The most appropriate theoretical framework was presented concerning the discussion. The chapter also focused on the National and Regional legislative and policy imperatives regarding the curriculum development role of teachers with regard to Norms and Standards for educators, roles and their associated competencies. Furthermore the chapter focused on the implementation theory where issues of curriculum development and teachers' empowerment were discussed at length. Much detail was attributed to what the curriculum development role of teachers in the RNCS entails with regard to knowledge, skills and attitudes teachers are to have to justify that they are empowered for their curriculum development role.

Chapter 3 presented the research methodology employed and the design for operationalisation towards collection of empirical data in line with the objectives. The chapter also described in detail the selection and profiles of respondents and the composition of the research instrument for the study to collect useful and meaningful empirical data as dictated to by the objectives. Both the data collection and data analytic procedures are described in this chapter while being mindful of the mandatory ethical requirements for research.

Chapter 4 presented a discussion, analysis and interpretation of the empirical data gathered from the educators with regard to their curriculum development role, the knowledge, skills and attitude they need to have to be regarded as empowered for their curriculum development role. The interviews of the focus groups are presented in a

narrative form because the free attitude technique was used and the research was done on the basis of critical emancipation.

Chapter 5 constitutes the last chapter of this research undertaking. It focuses on the following salient points:

- A review of the research
- Findings arising from the literature study
- Empirical findings
- Recommendations proposed
- The conclusion

### **5.3. Important research findings arising from the literature review**

The findings presented in this section are findings according to the literature review.

#### **5.3.1. Curriculum changes brought about in South Africa after 1994**

Education changes in South Africa since 1994 took into consideration the valuable contribution of classroom practitioners in the curriculum process. Policy documents released by the department of education alluded to greater teacher involvement in curriculum development with regard to teaching and assessment as outlined in the South African Schools Act. During the introduction of C2005, the department of Education involved teachers but the extent to which teachers were involved or exercised an impact on the curriculum development process is to be questioned to evaluate the curriculum development role of teachers. When a curriculum is to be developed, teacher participation is an important factor key to all curriculum development stages (refer to chapter 2 section).

#### **5.3.2 Legislative and policy imperatives with regard to the Curriculum Development role of teachers**

During the literature review the following were identified as critical roles of teachers in curriculum development: The teacher as interpreter and designer of learning programmes and materials, leader, administrator and manager, scholar, researcher and lifelong learner, assessor and learning area specialist as well as one that takes on a pastoral role. Furthermore, teachers as curriculum developers are to design the classroom curriculum, according to which they set goals, facilitate learning, assess and align the curriculum (refer to Chapter 2 section). It was again mentioned in Chapter 2 section that each curriculum developer should make a value judgment of the success of the design.

### **5.3.3. The Curriculum Development role of the teacher: RNCS**

As stated in the literature review, the RNCS informs a system that seeks to introduce egalitarian pedagogy in South African schools. The outcomes of the system are to create a new South African identity that encompasses critical consciousness, transform the South African society, promote democracy and magnify learner involvement in education. Reference is made to roles as outlined in the National Education Policy Act with regard to seven roles teachers are to assume in terms of knowledge, skills and attitudes.

Teachers are to have knowledge of learning areas and knowledge on assessment, broad knowledge and understanding of educational matters, knowledge of children, a positive teaching aptitude and educational relationships and also knowledge and expertise in respect of both general curriculum studies and particular subject curriculum studies. Teachers are to possess skills with regard to people skills to be able to interact with people at various levels that would include learners, parents and other educators, facilitation skills to be able to facilitate the teaching and learning process, time management skills so as to manage teaching time to add value to teaching and learning, communication skills to be able to communicate at various levels (refer to chapter 2 section).

### **5.3.4. Level of development for teachers with regard to their Curriculum Development role**

For any curriculum to be a success it would depend on a number of factors and one of the determining factors for a successful curriculum is development which entails teacher development or staff training. During the review of the literature it was mentioned that many implementation efforts have failed because teachers had not been trained for the new skills required and teacher training and development demonstrated commitment and support. Time and resources should be invested in professional development and opportunities for collaboration so that educators will be provided with the means to improve over time.

Capacity building is another area that should be considered to help educators and communities to be able to respond effectively to changes that come their way and to improve continuously as a lifelong obligation so that the standards will be maintained. During the literature review mention was made of the fact that training and educator development should be provided as an integral part of the implementation process and those are actions to develop positive attitudes, knowledge and skills in relation to teaching a new curriculum (refer to chapter 2). The level of empowerment still seems to be minimal during the curriculum development process and currently this aspect features as a shortcoming.

The following are the recommended ways that teachers can be trained for their new curriculum development role.

Provide professional development that is wider than functionalist training where teachers will not feel de-professionalised by the process of in-service training. Teachers should have control over the in-service training programme, they should be consulted about input on the training material since they are the ones who know what training they need. Attention may well be paid to themes such as:

- The teacher as a person;
- The teacher as a member of a profession;
- The teacher as a classroom practitioner, (if teaching is to be a profession, the teachers must participate);
- The teacher as a member of the school community

Provide opportunities for developing motivation and self-esteem where a sense of professional pride is developed. The above approach for staff development will enhance teachers' self-motivation and self-esteem. This will assist teachers in realising their curriculum development role by taking initiatives in the planning, design, dissemination, implementation and evaluation phase, and further be motivated to assume the seven roles outlined in the policy document with pride and confidence.

Provision of an implementation strategy that will enable teachers to implement curriculum change, and the strategy should comprise of the creation of satisfactorily orientated environment and introducing enough support networks. Without adequate teacher participation, the chance of successful implementation greatly diminishes. Development of a strategy for teacher involvement in curriculum development, and a strategy as defined in Concise Oxford dictionary (1995:137) as a plan of action and for the purpose of this study a strategy comprises the most appropriate roles and mechanisms for teacher involvement in the different phases of curriculum development.

### **5.3.5. Professional Development**

Empowerment is the development of greater professionalisation that is accompanied by granting of more authority, status and individual growth. Jordaan (1989:386-391) mentions, with reference to a literature study, a few factors that are important for successful implementation. Professional development with regard to teachers' active involvement is a key factor. Such development would include that an appropriate climate be created while the implementation is taking place and that the necessary support be offered all along. It is also clear that a democratic climate is conducive to the stimulation of empowerment and the particular organisational climate is of great importance according to Zeichner (1992), Short and Rinehart (1992) and Melenzyer (1990). Firestone and Wilson (1984:7) state in this regard that the culture of the school is the key to greater effectiveness, because it asks questions such as the following:

- What are the acceptable standards?
- How can order and structure be maintained?
- How much freedom is there in the relevant curricula?
- What is the position with regard to personnel relationships?

Jordaan (1989) further mentions that problems must be continuously addressed, practice oriented in-service training must be given and that supporters must be continuously available to offer material assistance and encouragement. The actions are taken to develop a positive attitude, knowledge and skills in relation to teaching a new curriculum and the actions include workshops, demonstrations and modelling. Setting up formal training programmes and providing in-service training and workshops should be one of the levels for implementing change. Professional development should be based on a comprehensive strategy including a variety of activities.

### **5.3.6. Findings from previous research undertaken**

With regard to changes brought about to curricula in South Africa, previous research studies pointed at the following as shortcomings:

- The change process was not properly coordinated.
- Key role players were not informed of the change because all decisions were taken at national level without involving them.
- Teachers were left out and were only involved during the implementation phase.

With regard to professional development, teachers were not trained prior to the curriculum change process with regard to their curriculum development role. Only few teachers were exposed to minimal training workshops for pilot schools and that alone proved to be a limitation. There were no teacher involvement strategies for curriculum development put in place to empower teachers with regard to new roles they were to assume (Carl, 2002:7).

### **5.4. Empirical findings**

The findings with regard to the introduction of the outcomes-based approach included *inter-alia*, that the change itself was inspired by political initiatives to appease voters in the pursuit of solutions to the educational and employment problems of the country. Participants in the focus groups mentioned that the introduction of C2005 which is guided by OBE principles was to ease people's minds that our country's children would be equipped with better education to earn a good living. In this regard participants

unanimously agreed that C2005 represented an instrumentalist approach to knowledge in its shift from content-based to outcomes-based education (Refer to chapter 4 section).

With regard to the curriculum development role of teachers the following findings may be formulated:

- Understanding of the seven roles outlined in the National Education Policy Act is a great concern.
- Teacher involvement in the design phase is still minimal, and poses a shortcoming.
- The most effective means of teacher involvement that considers developing and training teachers to participate in curriculum discourse are not used.
- There is evidence that the top-down approach is implemented in South Africa with regard to models for curriculum dissemination.
- The RNCS contains elements of good dissemination where communication with teachers as key agents is practised but mechanisms for good dissemination still have to be established.
- In terms of the implementation, teachers are satisfied with the flexibility of their roles in the classroom and their ability to contextualise relevant content, but one of the existing problems is the lack of strategies for teacher development.
- Teacher involvement in curriculum development focuses largely on implementing the content in order to achieve the product.
- Involvement of teachers in other phases is not emphasised and the role of teachers and pupils and their cooperative curriculum decisions need to be enhanced.

With regard to knowledge, skills and attitude the following are the findings from the focus group interviews:

- There is still a need for training on knowledge with regard to an outcomes-based setting so that we can do justice to the learners and the education system.
- Knowledge of various diversified cultures is also needed.
- Knowledge of how to mediate learning, interpret and design learning programmes and materials, knowledge on leadership may be broadened.
- Teachers are not equipped with skills needed to effectively facilitate teaching and learning.

With regard to the following specific skills teachers voiced that they needed training on the following aspects:

- Facilitation and presentation skills;
- People skills;
- Communication skills; and
- Time management skills.

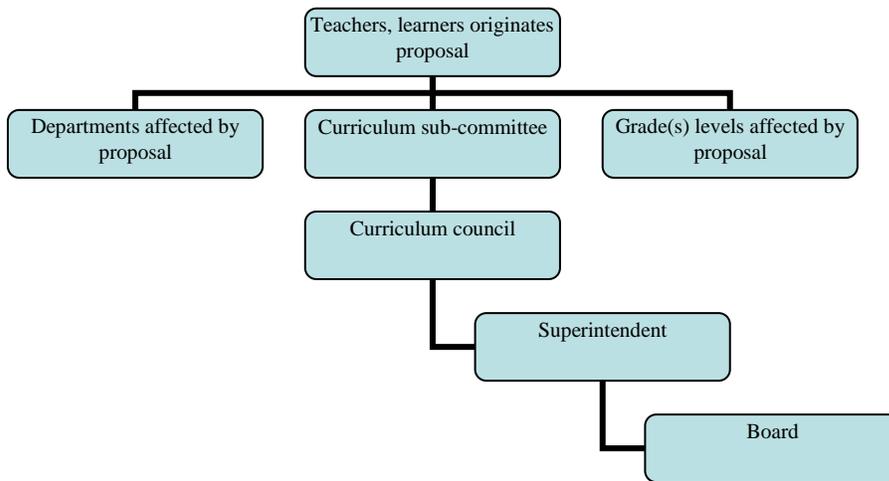
### **5.5. Recommendations regarding change processes**

A person or committee presenting a proposal for a curriculum change must submit it to relevant authorities, where curriculum change is defined as:

A new course or programme; and  
Changes in program or course outcomes

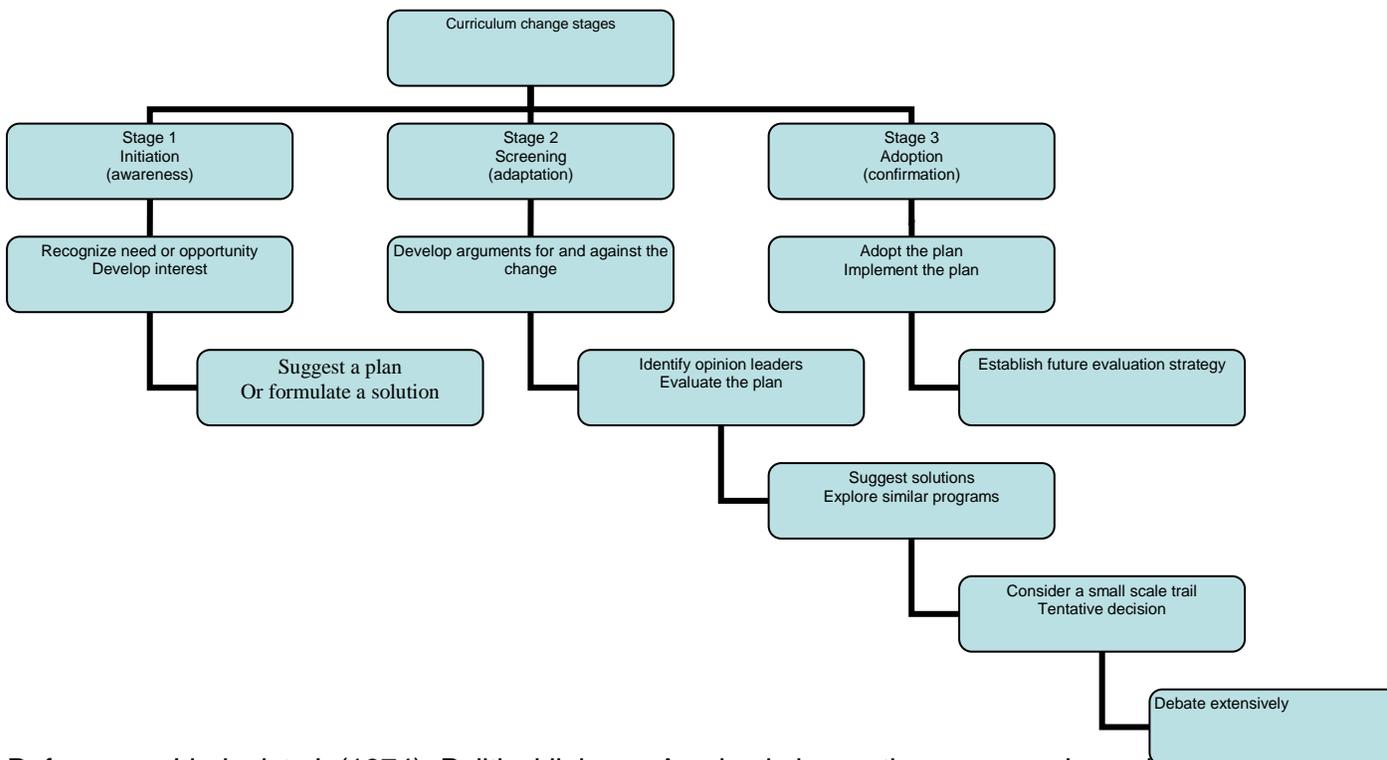
Forms are to be submitted to the curriculum associate responsible for the subject area to be changed. The forms should be presented by the committee to relevant authorities and all proposals should be reviewed by stakeholders.

- Teachers, grade levels and departments that are affected by the change should be aware of the proposal.
- The affected people should give consent and input on the proposal.
- A written statement recommending action on the proposal should be compiled and forwarded to the curriculum council.
- The curriculum council will vote to either accept or reject the recommendations by advancing reasons for acceptance or rejection.
- All recommendations should be forwarded to the principal or supervising administrator involved with the curriculum change.
- The principal or supervising administrator should make his/her recommendations concerning the proposed curriculum change and forward all the recommendations to the superintendent.
- The superintendent should make his/her own study of the proposal. If the superintendent approves the proposal, he/she should present it to the Board of Education for its approval and action if he/she does not approve the proposal, he/she will return it along with written recommendations to the chair of the curriculum council.



5.5.1. The above is a diagram of a change process from a district level.

### 5.5.2. Stages of curriculum change



References: Lindquist, J. (1974). Political linkage: Academic innovation process. *Journal of Higher Education*, 45 (5), 323-343  
 Stark, J.S. Lattuca, L.R. (1997). *Shaping the college curriculum: Academic plans in action*. Needham Heights, MS: Allyn & Bacon.

## **5.6. Recommendations regarding the Curriculum Development role of teachers**

The curriculum development role of teachers can be viewed in terms of their involvement. When reference is made to involvement, aspects such as input into the design, implementation and evaluation with regard to all seven roles as outlined in chapters 2 and 4 at the various curriculum levels are included. For teachers to be able to play the pivotal role mentioned above there is a need for developing strategies for involvement during the design phase and a strategy may include aspects such as the following:

With regard to the nature of teacher participation teachers should have the opportunity to be involved in the following ways:

Training on policy formulation;

Suggestions in terms of policy development;

Intensive in-service training to capacitate teachers on the curriculum change process;

Proper training of teachers and hence a good in-service training programme as the most important mechanism for developing teachers' skills to participate in the curriculum development process. Sufficient time to be dedicated to the training of teachers;

All teachers who are to implement change should form part of training not only a selected number of teachers.

### **5.6.1. During the curriculum dissemination phase, the strategy should include:**

In-service training courses and or newsletters;

Teachers who attend the in-service training should disseminate information to their colleagues by means of information sharing workshops;

Information should be presented on hard and soft copies to enable teachers to effectively interact with the material; and  
Informed and confident teachers are to advocate and impart the new information to avoid confusion during dissemination phase.

### **5.6.2 During the implementation phase the strategy should include and consider the following:**

Quality should not be compromised by quantity.

Realistic time frames- because during the focus group interviews teachers mentioned that they needed ample time for training since one week training was not sufficient.

Realistic goals should be set while being mindful of necessary resources since the intervention would fail if the necessary infrastructure in support were to be neglected.

Greater allocation of funds to support infrastructural changes and teacher development programmes.

The in-service training programme should take into time into account.

The in-service training programme should be appropriate in order to address the real needs of the changing society with its technological advancements. Compulsory staff development sessions should be introduced.

Semester courses and credits should be there as a form of motivation for teachers and to revitalise the skills, knowledge and attitude needed for teachers.

Dynamic curriculum development should be determined by the achievability of a curriculum in practice and in this regard the implementation phase comes strongly into the spotlight.

It is also during the implementation phase that those who are empowered have to apply the appropriate curriculum skills and knowledge they have developed.

**5.6.3. During the evaluation phase the strategy should include aspects such as the following:**

Ongoing evaluation on each phase.

Skills audits should be conducted for all teachers to validate the quality and quantity of teacher development needed.

Specific curriculum knowledge, skills and ability are required to enable the process to show the best advantage and such knowledge and abilities should be enhanced.

Sufficient means should be made available to gather the necessary information for evaluation purposes.

There is also a great need to provide professional development that would embrace a wider spectrum than merely functionalist training and such possibilities should be attended to.

Opportunities should be provided for developing motivation and self-esteem where a sense of professional pride may be developed.

The above recommendations were formulated with regard to the curriculum development role of teachers. If correctly processed, the education system in our country will produce the desired outcomes.

### **5.7. Recommendations regarding development of teachers with regard to knowledge, skills and attitudes**

Carl (2002: 16-17) maintains that the role of teachers in curriculum requires the process of development and involvement in curriculum development that can take place inside the classroom. Teachers need to be trained on specific knowledge, skills and proficiency to experiment and proceed with relevant and meaningful learning and they need to be trained with regard to cooperative learning. Teacher development with regard to process standards, where teachers are empowered to use disaggregated learners' data to determine adult learning priorities must be maintained. Plans should be in place to monitor progress and help sustain continuous improvement. Furthermore the following could come in handy:

Teachers training on the use of multiple sources of information to guide improvement and demonstrate its impact (evaluation);

Teachers need to be trained on application of research to decision making (Research-Based);

Training with regard to the use of learning strategies appropriate to the intended goal (Design) should be promoted.

There is also a great need for development/training with regard to application on human learning and change (learning).

In relation to content standards, staff development should improve the learning of all learners.

Teachers should be empowered to understand and appreciate all classroom assessment.

Develop teachers with regard to knowledge on getting learners' family members involved.

With regard to empowerment on skills and attitude, the following recommendations will be worth putting into practice for effective teaching and learning to take place:

- Time management workshops for teachers to enhance their skills in time management in the classroom;
- Training on good teaching and assessment skills;
- Training with regard to skills on classroom management;
- Interpersonal skills;
- Leadership skills; and
- Facilitation, research and interpretation skills.

There is a need to develop a development strategy for teachers for them to teach effectively.

### **5.8. Limitations of this research**

Due to time constraints, only one qualitatively oriented type of data collection instrument was used, i.e. focus group interviews.

Due to financial constraints, the research was restricted to four primary schools in the Dr Kenneth Kaunda district. If more schools and districts had been involved in the research, different findings might have emerged.

The study was conducted in Dr. Kenneth Kaunda district in the North West Province only. Different findings might have been discovered on provincial level. The results of the study can therefore not be generalised to a larger, provincially-based population.

### **5.9. Suggestions for further research**

The issue of empowerment of teachers for the curriculum development role of is expanding within the teaching profession. Its popularity has sparked the interest of many teachers and administrators, leading to the development of greater teacher professionalism. The researcher recommends conducting a larger study on teacher empowerment for curriculum development role and strategies for effective teaching.

Teachers could benefit from workshops and retreats that are developed around curriculum change and roles of teachers and it will inspire them to re-examine the process by which teaching and learning is delivered and structured. The involvement of teaching professionals consistently appeared as an influence on the initiation and adoption phases of curriculum change. The researcher recommends implementation of a reward system that includes appropriate institutional and administrative support for teacher empowerment. Teachers who participate in the curriculum change process should be rewarded for their efforts. Furthermore, the following could be future research topics”

- Teacher empowerment for curriculum development role
- Curriculum change and its benefits for teacher development
- Curriculum management as a critical role of teachers in curriculum change
- The impact of policy knowledge on curriculum development role of teachers

The above recommendations, if properly carried out and suggested topics investigated, may serve to improve the real roles of teachers in curriculum development and curriculum innovations will not miscarry.

## 5.10. Conclusion

The constitution of South Africa (Act 108 of 1996) provides the basis for curriculum transformation and development in South Africa. The preamble to the constitution states that the aims of the constitution are to improve the quality of life of all citizens and free the potential of each person and lay the foundations for a democratic and open society in which government is based on the will of the people and every citizen is equally protected by law. Based on the above aims, it is of critical significance to take into account the crucial role teachers are to play in the curriculum development.

During the literature review and empirical investigation it became evident that there is a loud cry of teachers' voice with regard to their role and it is imperative that their concerns be addressed. The Critical Emancipatory research was followed where the researcher was mindful of issues of equity, social justice, freedom, peace and hope and it is on the basis of this that I made reference to the aims of the constitution. Curriculum change is good if the process unfolds correctly and all key role players are actively involved. Change is inevitable, but if carried out correctly, it brings the outcomes desired.

During a change process there is a great need to identify what the role of the teacher is. Teachers should not only be seen playing a crucial role only during the implementation phase, because many curriculum initiatives miscarry as curriculum developers underestimate the importance of implementation. It is a great danger to believe that the important work is done once the design and dissemination have been finalised. I then believe that it is proper to say all stages are important, that is why they are there as phases in the curriculum development and it is clear that a person's view of curriculum and how he/she sees curriculum development determines what the curriculum will look like in practice.

There are various approaches to a curriculum development process which may serve as theoretical foundations and those approaches are the academic, experience-based technological and pragmatic approaches (Carl. 2002: 55). In overall it can be concluded that there is a great need for teacher development and empowerment for them to assume the curriculum development role expected of them.

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