

**THE GRADE 11 LIFE ORIENTATION CURRICULUM: TOWARDS PREPARATION  
FOR ACTIVE CITIZENSHIP IN A DEMOCRATIC SOUTH AFRICA**

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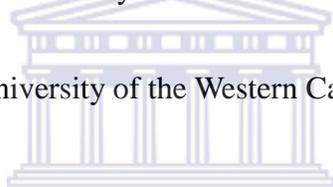
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## **DEDICATION**

I dedicate this thesis to God, my parents, my partner and my family.



## KEY WORDS

- Life Orientation curriculum
- Life Orientation learners and educators
- Parliament of the Republic of South Africa
- Public participation
- Critical theory
- Models of public participation
- Inclusive education
- Human rights education
- Democracy education
- Citizenship education



## ABSTRACT

Since 1994 it has become possible for all South Africans to become active citizens in a democracy. During 1994 millions of previously disenfranchised South Africans were enfranchised and, for the first time, all South Africans, 18 years and older, could vote in South Africa's first democratic elections. In order to embrace human rights, diversity and transformation, the South African curriculum known as the National Curriculum Statement was amended in September 2010 (DBE, 2010a) and a document was developed for each Learning Area in the General Education and Training band and for each subject in the Further Education and Training band, namely Curriculum and Assessment Policy Statement (DBE, 2010a:4). In addition, Parliament who is one of the highest institutions in South Africa and a key participatory institution, has introduced a range of public participation mechanisms in order to increase citizen involvement in democratic processes.

The general aim of this study was to explore the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democratic South Africa. The main research question that the study addresses is: To what extent does the Grade 11 LO curriculum prepare learners for active citizenship in a democratic South Africa? The main objective of the study is to explore the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy in the South African context. Even though democratic structures and participation forms a small component of the broader topic of active citizenship in the Grade 11 LO curriculum, the study examines the public participation initiatives of Parliament, as a democratic structure with the intention to increase active citizenship in a democratic South Africa.

The theoretical framework of this study considers Paulo Freire's educational theory in the context of critical theory and models of public participation in preparation for active citizenship. As such, the literature was used in order to come to an understanding of concepts relating to active citizenship in a democracy, the concepts, namely, 'education for 'public participation'', 'citizenship', 'democracy', 'inclusivity' and 'human rights'.

The study adopted a mainly qualitative research approach to explore the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. In order to gain

an in-depth understanding of learners' perceptions, a case study method was employed and data collection techniques included questionnaires and focus group interviews. The sample in this study comprised 461 Grade 12 learners, who completed the Grade 11 LO curriculum during 2012, and seven LO educators from five selected schools in Metro South Education District in the Western Cape. Even though the total number of participating educators was seven, four completed the questionnaires and four participated in the focus group interviews. The data collection process encompassed three phases. Phase one included a literature review and document study. Phase two included the administration of questionnaires and phase three included the facilitation of focus group interviews. Thematic and document analyses were applied in order to undertake a detailed examination of documents and interviews.

Six categories with accompanying themes emerged from this study. These were (i) understanding active citizenship in a democracy; (ii) infusing active citizenship and related concepts in the LO curriculum; (iii) ways in which Parliament as a key participatory institution promotes active citizenship and how they manifest themselves in the LO curriculum; (iv) learner and educator perceptions about active citizenship in South Africa; (v) Grade 11 LO assessment activities promoting active citizenship in a democracy; and (vi) application of aspects relating to active citizenship through the LO curriculum.

Key recommendations include the following: (i) to develop learners' and educators' conceptual and practical understanding of active citizenship in a democracy; (ii) to consolidate the infusion of active citizenship and related concepts in the LO curriculum in South Africa; (iii) to increase the level of public awareness and education about Parliament of the Republic of South Africa; (iv) to enhance learner and educator perceptions about active citizenship in South Africa; and (v) to ameliorate the quality of Grade 11 LO assessment activities in order to promote active citizenship in South Africa.

This research will hopefully contribute to the development of active citizenship in a democratic South Africa, specifically in respect of the education system and of Parliament, by illuminating the challenges facing the facilitation of preparing learners for active citizenship in a democracy. In addition, this research provides guidelines aiming to enhance existing active citizenship programmes and initiatives within various contexts including the national curriculum and

Parliament. Furthermore, as a recommendation, this study proposes a model for active citizenship in a democracy that can inform active citizenship policies and structures that can be applied within diverse active citizenship contexts locally and globally.

November 2014



## DECLARATION

I, Agnetha Arendse, declare that *'The Grade 11 Life Orientation curriculum: Towards preparation for active citizenship in a democratic South Africa'* is my own work, that it has not been submitted for any degree or examination in any other university, and that all the sources I have used or quoted have been indicated and acknowledged by complete references.

Agnetha Arendse

November 2014

Signed.....



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## ACRONYMS AND ABBREVIATIONS

ACM:	Austrian Council of Ministers
AET:	Adult Education and Training
APP:	Annual Performance Plan
AU:	African Union
C2005:	Curriculum 2005
CAPS:	Curriculum Assessment Policy Statement
CDW:	Community Development Worker
DBE:	Department of Basic Education
DoE:	Department of Education
DPLG:	Department of Provincial and Local Government
EXCO:	Executive Committee
FET:	Further Education and Training
FP:	Foundation Phase
GET:	General Education and Training
HRE:	Human Rights Education
IDASA:	Institute for Democracy in South Africa
IDP:	Integrated Development Planning
IE:	Inclusive Education
IP:	Intermediate Phase
LO:	Life Orientation
MATV:	Master Aerial Television
MP:	Member of Parliament
MSED:	Metro South Education District
NA:	National Assembly
NCOP:	National Council of Provinces
NCS:	National Curriculum Statement
NGO:	Non-Governmental Organization
NSC:	National Senior Certificate
OBE:	Outcomes-Based Education

OPEP:	Outbound Public Education Programme
PCS:	Parliamentary Communication Services
PDO:	Parliamentary Democratic Office
PEO:	Public Education Office
PET:	Physical Education Task
PPPM:	Parliament's Public Participation Model
RNCS:	Revised National Curriculum Statement
RSA:	Republic of South Africa
SABC:	South African Broadcasting Corporation
SO:	Strategic Objective
SP:	Senior Phase
TPPTP:	Taking Parliament to the People
UN:	United Nations
UNESCO:	United Nations Educational, Scientific and Cultural Organisation
WCED:	Western Cape Education Department



# CONTENTS

<b>DEDICATION</b> .....	<b>ii</b>
<b>KEY WORDS</b> .....	<b>iii</b>
<b>ABSTRACT</b> .....	<b>iv</b>
<b>DECLARATION</b> .....	<b>vii</b>
<b>ACKNOWLEDGEMENTS</b> .....	<b>viii</b>
<b>ACRONYMS AND ABBREVIATIONS</b> .....	<b>ix</b>
<b>LIST OF DIAGRAMS</b> .....	<b>xv</b>
<b>LIST OF FIGURES</b> .....	<b>xv</b>
<b>LIST OF GRAPHS</b> .....	<b>xv</b>
<b>LIST OF TABLES</b> .....	<b>xvi</b>
<b>CHAPTER ONE</b> .....	<b>1</b>
<b>INTRODUCTION TO THE STUDY</b> .....	<b>1</b>
1.1 Introduction .....	1
1.2 Background .....	1
1.3 Rationale and potential research contribution of the study .....	4
1.4 Aim and objectives of the study.....	6
1.5 Research questions .....	7
1.6 Theoretical framework .....	8
1.7 Overview of the literature .....	10
1.7.1 South African national curriculum.....	10
1.7.2 Public participation .....	11
1.7.3 Citizenship education.....	11
1.7.4 Human rights education .....	12
1.7.5 Democracy education.....	12
1.7.6 Inclusive education .....	13
1.8 Methodology .....	14
1.8.1 Methodological paradigm .....	14
1.8.2 Research approach .....	14
1.8.3 Research design: Case study.....	15
1.8.4 Data collection methods and instruments .....	15
1.8.5 Crystallization .....	18
1.8.6 Research permission .....	18
1.8.7 Data analysis .....	18
1.8.8 Research participants and context.....	20
1.9 Ethical considerations .....	21
1.10 Outline of the thesis .....	21
1.11 Summary and conclusion .....	22
<b>CHAPTER TWO</b> .....	<b>23</b>
<b>LITERATURE REVIEW AND CONCEPTUAL FRAMEWORK</b> .....	<b>23</b>
2.1 Introduction .....	23
2.2 The South African national curriculum.....	24
2.2.1 The LO curriculum .....	28
2.3 Conceptual framework of the study .....	32
2.3.1 Citizenship education.....	34

2.3.2	Human rights education .....	46
2.3.3	Democracy education.....	49
2.3.4	Inclusive education .....	52
2.3.5	Public participation .....	54
2.4	Summary and conclusion .....	72
<b>CHAPTER THREE</b>	<b>.....</b>	<b>74</b>
<b>THEORETICAL FRAMEWORK</b>	<b>.....</b>	<b>74</b>
3.1	Introduction .....	74
3.1.1	Paulo Freire’s educational theory.....	74
3.1.2	Critical theory .....	75
3.1.3	Paulo Freire’s educational theory: A public participation model.....	77
3.1.4	Models of public participation: A critical reflection on Paulo Freire’s philosophy	82
3.1.5	Similarities and differences amongst the models of public participations .....	93
3.2	Summary and conclusion .....	93
<b>CHAPTER FOUR</b>	<b>.....</b>	<b>95</b>
<b>RESEARCH DESIGN AND METHODOLOGY</b>	<b>.....</b>	<b>95</b>
4.1	Introduction .....	95
4.2	Methodology .....	95
4.2.1	Methodological paradigm .....	96
4.2.2	Graphic representation of the research methodology .....	98
4.2.3	Research approach .....	99
4.2.4	Research design .....	101
4.3	Research instruments.....	106
4.3.1	Research instruments and methods.....	106
4.3.2	Sampling and participants .....	115
4.4	Data analysis .....	117
4.4.1	Qualitative data analysis .....	119
4.4.2	Quantitative data analysis .....	121
4.5	Crystallization .....	122
4.6	Access.....	123
4.7	Trustworthiness of the data .....	124
4.8	Ethical considerations .....	126
4.8.1	Human rights and values.....	126
4.8.2	Informed consent .....	126
4.8.3	Integrity.....	127
4.8.4	Right to withdraw .....	127
4.8.5	Privacy and confidentiality .....	127
4.9	Summary and conclusion .....	127
<b>CHAPTER FIVE</b>	<b>.....</b>	<b>129</b>
<b>PRESENTATION OF FINDINGS</b>	<b>.....</b>	<b>129</b>
5.1	Introduction .....	129
5.2	Questionnaires.....	129
5.2.1	Learner responses to the questionnaire .....	131
5.2.2	Educator responses to the questionnaire .....	137
5.3	Focus group interviews .....	143
5.3.1	Learner focus group interviews .....	143

5.3.2	Educator focus group interview .....	148
5.4	Document study.....	155
5.4.1	Infusion of human rights, democracy, citizenship, inclusivity, social justice, and transformation and public participation in the LO curriculum .....	157
5.4.2	Grade 11 application of aspects of active citizenship through the LO curriculum.	158
5.4.3	Grade 11 assessment in LO promoting active citizenship .....	161
5.5	Summary and conclusion .....	169
<b>CHAPTER SIX</b>	.....	<b>171</b>
<b>DATA ANALYSIS AND DISCUSSION</b>	.....	<b>171</b>
6.1	Introduction .....	171
6.2	Analysis of the questionnaires.....	174
6.2.1	Analysis of the learner questionnaire.....	174
6.2.2	Analysis of the educator questionnaire .....	177
6.3	Analysis of the focus group interviews .....	180
6.3.1	Analysis of the learner focus group interviews.....	181
6.3.2	Analysis of educator focus group interview .....	189
6.4	Summary and conclusion .....	197
<b>CHAPTER SEVEN</b>	.....	<b>199</b>
<b>DISCUSSION OF CATEGORIES AND THEMES EMERGING FROM THE DATA ANALYSIS</b>	.....	<b>199</b>
7.1	Introduction .....	199
7.2	Category and theme discussion .....	199
7.2.1	Understanding of the concept 'active citizenship' .....	201
7.2.2	Infusing 'active citizenship' and related concepts in the LO curriculum .....	203
7.2.3	Ways in which Parliament as a key participatory institution promotes active citizenship and how they manifest themselves in the LO curriculum. ....	214
7.2.4	Learner and educator perceptions about active citizenship in South Africa .....	222
7.2.5	Grade 11 LO assessment activities promoting active citizenship in South Africa	228
7.2.6	Application of aspects relating to active citizenship through the Grade 11 LO curriculum .....	233
7.3	Summary and conclusion .....	238
<b>CHAPTER EIGHT</b>	.....	<b>240</b>
<b>CONCLUSIONS AND RECOMMENDATIONS</b>	.....	<b>240</b>
8.1	Introduction .....	240
8.2	Overview of the study .....	240
8.3	Conclusions .....	243
8.3.1	Limited understanding of active citizenship in a democratic South Africa .....	243
8.3.2	Minimal infusion of active citizenship and related concepts in the LO curriculum in South Africa .....	244
8.3.3	Unawareness about Parliament as a participatory institution in South Africa .....	245
8.3.4	Under-preparedness and ignorance of educators and learners impact negatively on their perceptions about active citizenship in South Africa. ....	246
8.3.5	Lack of quality Grade 11 LO assessment activities impedes the nurturing of active citizenship in South Africa.....	247
8.4	Significance of this research .....	249
8.5	Recommendations .....	250

8.5.1	Specific recommendations .....	251
8.5.2	General recommendations .....	255
8.5.3	An active citizenship model.....	257
8.5.4	Conceptual framework for the model .....	257
8.5.5	Operational framework for the model.....	259
8.6	Limitations of the study.....	262
8.7	Suggestions for further research.....	263
8.7.1	The infusion of active citizenship in the curriculum: Current status and its future	264
8.7.2	Strategies within the LO curriculum promoting active citizenship in a democracy	264
8.7.3	Integrating active citizenship in a democracy across all subjects in the curriculum	264
8.7.4	The extent to which tertiary students are prepared to teach active citizenship in schools.....	264
8.7.5	Active citizenship teaching methodologies: A national perspective.....	264
8.7.6	Citizenship education in a democratic South Africa: Collaboration across the three spheres of government.....	265
8.7.7	The extent to which Parliament educates the public about active citizenship through public participation activities.....	265
8.7.8	Community perceptions of active citizenship in a democratic South Africa.....	265
8.7.9	Citizenship education as a subject: A multiple case study approach .....	265
8.7.10	Knowledge and understanding of active citizenship amongst government officials	265
8.7.11	Explore current curricula promoting active citizenship in a South African democracy: Parliament and provincial legislatures as a case study .....	266
8.8	Summary and conclusion .....	266
<b>BIBLIOGRAPHY .....</b>		<b>271</b>
<b>APPENDICES .....</b>		<b>293</b>
<b>APPENDIX A: PERMISSION TO CONDUCT RESEARCH .....</b>		<b>293</b>
<b>APPENDIX B: LETTERS OF CONSENT .....</b>		<b>294</b>
	Appendix B1: Letter to District Director – MSED.....	294
	Appendix B2: Letter to principals.....	295
	Appendix B3: Letter to educators .....	297
	Appendix B4: Letter to learners.....	299
	Appendix B5: Parental consent.....	301
<b>APPENDIX C: LIST OF DOCUMENTS IN DOCUMENT STUDY .....</b>		<b>302</b>
<b>APPENDIX D: QUESTIONNAIRES .....</b>		<b>304</b>
	Appendix D1: Questionnaire - Learners .....	304
	Appendix D2: Questionnaire - Educators .....	309
<b>APPENDIX E: FOCUS GROUP INTERVIEW SCHEDULES .....</b>		<b>315</b>
	Appendix E1: Interview schedule – Learners.....	315
	Appendix E2: Interview schedule – Educators .....	316

## LIST OF DIAGRAMS

Diagram 1.1: Data analysis of the study .....	19
Diagram 4.1: Graphic representation of the research methodology .....	99
Diagram 4.2: Graphic representation of the data analysis process.....	118
Diagram 8.1: Active citizenship model.....	258

## LIST OF FIGURES

Figure 2.1: Conceptual Framework for the study .....	33
Figure 2.2: Fundamental elements of active citizenship education .....	41
Figure 3.1: Levels of public participation in Parliament's Public Participation Model (PPPM)..	91

## LIST OF GRAPHS

Graph 5.1: Range of learner age group.....	131
Graph 5.2: Section A items 1- 4: Learner questionnaire.....	132
Graph 5.3: Section A items 5 – 8: Learner questionnaire .....	133
Graph 5.4: Section B items 1- 3: Learner questionnaire.....	134
Graph 5.5: Section B items 4 – 7: Learner questionnaire .....	134
Graph 5.6: Section C items 1 – 4: Learner questionnaire .....	135
Graph 5.7: Section C items 5 – 8: Learner questionnaire .....	136
Graph 5.8: Section C items 9 – 12: Learner questionnaire .....	137
Graph 5.9: Section A items 1 – 4: Educator questionnaire .....	138
Graph 5.10: Section A items 5 – 8: Educator questionnaire .....	139
Graph 5.11: Section B items 1 – 4: Educator questionnaire .....	139
Graph 5.12: Section B items 5 – 8: Educator questionnaire .....	140
Graph 5.13: Section B items 9 – 14: Educator questionnaire .....	141
Graph 5.14: Section C items 1 – 4: Educator questionnaire .....	141
Graph 5.15: Section C items 5 – 8: Educator questionnaire .....	142
Graph 5.16: Section C items 9 – 13: Educator questionnaire .....	143

## LIST OF TABLES

Table 3.1: Similarities and differences amongst models of public participation .....	93
Table 4.1: Different types of case studies .....	104
Table 4.2: The phases of the data collection process .....	106
Table 4.3: Description of participants .....	116
Table 4.4: Number of participants completing questionnaires .....	116
Table 4.5: Schools and number of participants in the focus group interviews .....	116
Table 4.6: Data Collection Crystallization plan .....	123
Table 5.1: Distribution of questionnaires and return rates .....	130
Table 5.2: RNCS LO Learning Outcomes: GET band (DoE, 2003a).....	159
Table 5.3: NCS LO Learning Outcomes: FET band (DoE, 2003b).....	160
Table 5.4: CAPS Overview of topics for LO (DBE, 2011a; 2011b; 2011c; 2011d).....	161
Table 5.5: Time allocations, weighting and programme of assessment: Grade 11 (DBE, 2011d) .....	164
Table 5.6: Parliament's Public Education Programmes (Parliament of RSA, 2011a) .....	168
Table 5.7: LO Curriculum - Learning Outcome 2: Citizenship Education (DoE, 2003b).....	169
Table 6.1: Link between research questions, analysis of the data and emerging categories and themes .....	173
Table 7.1: Categories and Themes that emerged from the findings.....	200

## CHAPTER ONE

### INTRODUCTION TO THE STUDY

#### 1.1 Introduction

In this chapter the main idea of the thesis is presented in which an argument is made for the relevance of the study and its contribution to scholarly work in the field of active citizenship education. The rationale of the research study is provided which is followed by the research questions and aims of the study. This is followed by a broad overview of the literature review, and research paradigm, research design and methodology that was employed in the study. The chapter concludes with the thesis outline.

#### 1.2 Background

In 1994 South Africa had its first democratic elections. This marked a new era of unity and hope for a better future for all South Africans embarking on transformation from an apartheid system to a democracy. Democracy is embedded in Chapter Two of the Constitution of South Africa, the Bill of Rights [Constitution of the Republic of South Africa (RSA), 1996: 6]. A democracy emerged which introduced a new system of co-operative governance which includes the three arms of state. The Constitution protects democracy by separating the power of the state into three parts or 'arms', namely the Legislature (Parliament), the Executive (Government) and the Judiciary (Courts of Law) (Parliament of RSA, 2011b). Each arm of state, which includes various <sup>1</sup>democratic structures or participatory institutions, envisages a democracy that will respond to the needs of the people. Citizens should therefore be empowered and educated in order to optimally access democratic structures. This will enable them to express their concerns and needs in such a manner as to inform legislation or law-making processes. However, education plays a vital role in promoting active citizenship in order for citizens to participate in democratic processes.

Since the onset of this democracy, the education department has initiated many curriculum

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<sup>1</sup> Democratic structures and participatory institutions are used synonymously in this study.

changes in order that the education system could move from the apartheid system to a democratic system. The curriculum is based on principles such as social transformation, human rights, inclusivity and social justice. These principles were built on the values inspired by the Constitution which aims to 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 [DBE (Department of Basic Education), 2011d: 4].

The principles of the curriculum are significant for this study since the focus is on the extent to which the Grade 11 Life Orientation (LO) curriculum prepares learners for active citizenship in a democracy. LO was selected for this study because it is regarded as the home or main vehicle in the curriculum for the development of knowledge, understanding, values and skills about active citizenship.

LO specifically addresses skills, knowledge, and values about the self, the environment, responsible citizenship, a healthy and productive life, social engagement, recreation and physical activity, careers and career choices. It not only focuses on knowledge, but also emphasises the importance of the application of skills and values in real-life situations, participation in physical activity, and in community organisations and initiatives (DBE, 2010a:9).

The curriculum therefore envisages equipping learners with knowledge, values and skills that they can apply meaningfully in their daily lives in order to be able to participate optimally in society, and is a curriculum that envisages the promotion of active citizenship (DBE, 2010a:4). Learners represent the youth as citizens and form part of an estimated total of 52 million citizens in the country (Statistics South Africa, 2013). The objective of active citizenship education would be to promote participation in various democratic processes.

In order to promote and enhance active citizenship, Parliament, as one of the key participatory institutions, has many public participation initiatives which include annual events like Taking Parliament to the People, Women's Parliament, Youth Parliament and the State of the Nation Address (Parliament of RSA, 2010a). To further enhance active citizenship and public

participation, in 2003 the government as a democratic structure, initiated the Community Development Workers (CDWs) initiative [DPLG (Department of Provincial and Local Government), 2005]. The CDWs act as a direct link between the community and government, which ultimately enhances links between government and communities.

Structured processes for active participation may include making submissions to Parliament, petitions, lobbying, representation and contacting a Member of Parliament (MP). A structured approach as mentioned above may be most viable for a large population. A large population would make public participation processes impractical when having to consult citizens individually on each decision-making process.

Against the background of democracy and transformation in a new South Africa, I therefore explore the meaning of 'active citizenship' in a democracy in South Africa through exploring the LO curriculum. In particular, as research topic for this study, I explore the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. This study suggests that through the curriculum learners and educators develop an understanding of active participation in a democracy. Even though the curriculum places minimal emphasis on democratic structures and participation, Parliament is thus examined as one of the key participatory institutions that promote active citizenry. In addition, Parliament is regarded as one of the highest institutions in the country since the power of the state is divided between the three arms, namely, Parliament, Government and the Courts of Law (Parliament of RSA, 2013e). Moreover, Parliament is political in nature and the education system is politically driven which implies that any changes in policies or curriculum ideologies influence the education system, in particular the curriculum (Primrose and Alexander, 2013).

My interest in the research topic stems from my work as a Public Education Practitioner at the Public Education Office (PEO) in Parliament. Prior to working at Parliament I was an itinerant learning support educator, school-based psychologist and inclusive education specialist in the Western Cape Education Department (WCED). My experience as a trained and qualified educator included exposure to and implementation of the National Curriculum Statement (NCS). In the process of providing support to learners and educators in respect of the implementation of the NCS, I often engaged with policy documents. However, my interest in this doctoral study

emerged when I started working as a Public Education Practitioner at Parliament of the Republic of South Africa in July 2010. One of the core business functions of the PEO is to educate the public about the processes and activities of Parliament in order to promote active citizenry [PCS (Parliamentary Communication Services), 2007].

I have had the opportunity to engage with the content and activities of Parliament, focusing on the structure and role of Parliament, as well as the law-making process, and oversight and public participation processes. This was done by developing content-rich material and facilitating public education workshops in rural and poor urban areas. Thus far the target audiences for the public education workshops included community development workers (CDWs), ward committees, ward councillors, traditional leaders and various community structures. A school's visiting programme was also introduced whereby information sessions about Parliament are conducted at schools. These sessions included information and activities about the structure of Parliament, its role and functions such as oversight and law-making, as well as information on how the public can become involved in parliamentary processes and activities.

During the course of developing parliamentary educational materials and publications I started engaging with the NCS policy statements, specifically the LO curriculum in the General Education and Training (GET) and Further Education and Training (FET) bands respectively. I subsequently discovered the Learning Outcomes of promoting active citizenship through LO in the FET band which inspired me to further investigate the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. Furthermore, I discovered that the curriculum provides limited information about democratic structures such as Parliament that is one of the highest institutions of the country with democratic or participatory mechanisms in place. This therefore indicates that there may be a gap in the curriculum relating to active citizenship and related concepts such as 'democracy', 'human rights', 'citizenship', 'inclusivity' and 'public participation'.

### **1.3 Rationale and potential research contribution of the study**

Since 1994 the notion of active citizenship in a democracy emerged. There has been radical transformation in all sectors in response to the new democracy. For example, The Department of

Education (DoE) that is now referred to as the <sup>2</sup>Department of Basic Education (DBE) infused the notions of human rights, social transformation and inclusivity in the curriculum. The objective of infusing the afore-mentioned concepts in the curriculum was to redress the inequalities of the past and to equip learners to become active citizens who participate in democratic processes and take responsibility for their lives. In particular, the LO curriculum seeks to enable learners to exercise their constitutional rights and responsibilities, to respect others and value diversity [DoE (Department of Education), 2003a]. Furthermore, Parliament is one of the highest participatory institutions in the country. Parliament promotes and facilitates public participation by encouraging citizens to become involved in the processes of Parliament (Parliament of RSA, 2010a). <sup>3</sup>From this point on, when referring to 'Parliament as a democratic structure', I will use the term 'Parliament' only.

This research is significant in that it will hopefully contribute to the field of study as it relates to active citizenship in a democracy. Its findings highlight a range of challenges relating to the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy.

This study investigates active citizenship education programmes and initiatives across all spheres of government and democratic structures such as the DBE and Parliament. It highlights the challenges relating to active citizenship education in schools and in democratic institutions. The need to address these challenges are emphasised and possible solutions are presented. Furthermore, the study acknowledges that constant change in societies globally, requires educators, teachers, researchers and all sectors to respond to fluctuating demands on a continual basis (Roux, 2007).

There is huge scope for research in this field of study. However, this study focuses on the extent to which learners are prepared for active citizenship through the LO curriculum and in particular the Grade 11 LO curriculum. At this stage of schooling, it would be assumed that learners are

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<sup>2</sup> In this study the education department is referenced according to the term it was referred to as at the time of the respective publication, namely, Department of Education (DoE) or Department of Basic Education (DBE).

<sup>3</sup> In this study when referring to 'Parliament as a democratic structure', I use the term 'Parliament' only.

well and effectively prepared to become active and responsible citizens. The curriculum emphasises its aim to equip learners with the necessary knowledge and skills to contribute optimally to a just society (DoE, 2002; DBE, 2011a). Moreover, this study sought to explore the extent to which learners at this schooling stage have been exposed to key democratic institutions such as Parliament.

This research hopefully contributes to the continual change through the development of enhanced policies for curriculum development and active citizenship processes internationally and in particular in the South African context in order to deepen democracy through active citizenship initiatives.

#### **1.4 Aim and objectives of the study**

The general aim of this study was to explore the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy in the South African context. It sought to examine the level of knowledge and understanding about 'active citizenship' and related concepts amongst LO educators and amongst Grade 12 learners who had completed the Grade 11 LO curriculum during 2012. <sup>4</sup>Although the frame of reference of this study was Grade 11, the participating learners were in Grade 12 during 2013 and completed the Grade 11 LO curriculum during 2012.

The objectives of the study were to:

- Develop an understanding of the concept 'active citizenship' in a democracy;
- Investigate the extent to which the Grade 11 LO curriculum infuses human rights, democracy, citizenship, inclusivity, social justice and transformation in order to promote active citizenship;
- Ascertain ways in which Parliament as a key participatory institution promotes active citizenship and the way they manifest themselves in the curriculum;

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<sup>4</sup> In this study I will subsequently refer to the participants as Grade 12 learners and LO educators. The participating learners were in Grade 11 during 2012.

- Determine the perceptions of Grade 12 learners and LO educators about active citizenship in a democratic South Africa;
- Examine Grade 11 LO assessment which is intended to promote active citizenship; and
- Establish the extent to which Grade 12 learners that completed the Grade 11 LO curriculum during 2012, applied aspects of active citizenship.

## **1.5 Research questions**

This study focuses on the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. In addition, Parliament as a key participatory institution, took the initiative to nurture active citizenship and promote public participation which is, however, accompanied by challenges and successes. The aim and objectives of the research gave rise to a number of questions, which framed and focussed the research process. Bearing this in mind, I formulated my main research question and subsidiary questions as follows.

### **Main research question**

The main research question that the study addressed was: To what extent does the Grade 11 LO curriculum prepare learners for active citizenship in a democracy in South Africa?

The following sub-questions were answered in order to address the main research question.

### **Subsidiary research questions**

- What does active citizenship in a democracy entail?
- How does LO infuse human rights, democracy, citizenship, inclusivity, social justice and transformation in order to promote active citizenship?
- In which ways does Parliament as a key participatory institution promote active citizenship and how do they manifest themselves in the curriculum?
- What are the perceptions of Grade 12 learners and LO educators about active citizenship in a democratic South Africa?
- Do the Grade 11 LO assessment activities promote active citizenship?

- To what extent have Grade 12 learners who completed the Grade 11 LO curriculum during 2012 applied aspects of active citizenship?

## **1.6 Theoretical framework**

The theoretical framework is the theory on which the study was based and the conceptual framework constituted the operationalisation of the theory. This study engages with theories underpinning the preparation of young people for active citizenship in a democracy, with various initiatives in place that aims at nurturing active citizenship, as well as with models of public participation. It specifically locates its discourse in citizenship education and in models of public participation. The study further draws on theories and concepts presented by the following authors and institutions, amongst others, De Villiers (2001), Carrim (2006), Carrim and Keet (2006), Calland (1999), DoE (1997a, 1997b, 1997c; 2000; 2001; 2002a, 2002b, 2002c; 2003a, 2003b; 2008), DBE (2010a, 2010b, 2010c, 2010d, 2011a, 2011b, 2011c, 2011d, 2011e) and the Institute for Democracy in South Africa (IDASA, 1999, 2012). Views expressed by the above-mentioned authors and institutions provide insights on 'active citizenship' and related concepts in a democracy.

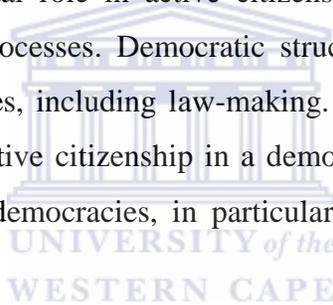
The theoretical framework is informed by the critical educational theory of Freire (1998) and models of public participation, and has a two-fold purpose. Firstly, it provides a frame of reference for understanding phenomena and perceptions of reality in this study. Secondly, it seeks to empower individuals so that they can develop the ability to actively participate in and contribute meaningfully to society, and this emphasises the notion of action. It was thus critical to explore the Grade 11 LO curriculum to examine the extent to which learners are being prepared for active citizenship in a democracy. Furthermore, it was essential to examine ways in which Parliament as a key participatory institution promotes active citizenship, and to establish how Parliament is manifested in the curriculum.

The theoretical framework which underpins this study includes Paulo Freire's critical educational theory (Freire, 1971; 1998) in the context of critical theory and models of public participation. Freire's (1998) critical educational theory was adopted in this study since his theory is based on his belief in schools being pivotal in bringing about change, especially within political realities.

Freire (1971) believes that schools are agents of change and should be responsible for educating learners about aspects of democracy, and for teaching learners how to become critical thinkers in society. Action, consciousness and critical thinking are key elements of Freire's (1971) critical educational theory.

Critical theory is regarded as questioning the political nature of political processes themselves, maintaining that some relationships in the world are more powerful than others. It is regarded as a social theory which lends itself to criticise and change society or the status quo (Henning, Van Rensburg and Smit, 2004). The framework of the study is underpinned by notions of critical thinking by acknowledging that schools are the agents of change and that all people should be free and able to participate fully in the political sphere (McCowan, 2006).

Public participation plays a pivotal role in active citizenship initiatives such as influencing decision-making in democratic processes. Democratic structures such as Parliament promote public participation in its processes, including law-making. Models of public participation are thus explored in the context of active citizenship in a democracy and are described within the framework of different types of democracies, in particular a participatory democracy, which promotes active citizenship.



There are three types of democracy which could also be viewed as models of public participation, namely direct democracy, representative democracy and participatory democracy.

Direct democracy suggests that every citizen is consulted and directly involved in every government decision (Calland, 1999). Representative democracy suggests that elected representatives are solely responsible for representing the views of the people (Calland, 1999). In a participatory democracy, the public is actively involved in the decision-making processes of the government. Participatory democracy therefore implies that there are meaningful negotiations between the active public and government.

IDASA has also identified four models of public participation (De Villiers, 2001) which are similar to the three models noted by Calland (1999). The models include pure representative democracy, a basic model of participation, a realism model and the possible ideal for South

Africa. According to De Villiers (2001) an effective public participation model would provide opportunity for the public to have a say in and influence decisions and actions that affect their lives. This requires further in-depth discussion which will be covered in the literature review chapter of this study.

## **1.7 Overview of the literature**

The literature review starts with an exploration of the South African national curriculum. Furthermore, it discusses concepts, debates and initiatives associated with active citizenship in a democracy. A conceptual framework emanated from the review of the literature. A conceptual framework can be defined as explaining the main aspects to be studied such as the key factors, concepts or variables either graphically or in narrative form (Miles and Huberman, 1994:18). An overview of the literature is briefly discussed in the next section. However, an in-depth literature review is discussed in Chapter Two of the study.

### **1.7.1 South African national curriculum**

The South African national curriculum has undergone reform and many transformations under the apartheid system. Under apartheid, the South African education system was divided into 19 racially segregated systems (Carrim, Pendlebury and Enslin, 2000). The transition to a democracy then resulted in the need for a non-racial educational system, which implied that instead of 19 different systems, South Africa would have one national curriculum (Daun, Enslin, Kolouh-Westin, Plut, 2002). A national curriculum was introduced which promoted the values of non-racism, non-sexism and democracy, and was based on a human rights framework (DoE, 1996).

The DoE infused human rights concepts within subjects like LO. The <sup>5</sup>Curriculum and Assessment Policy Statements (CAPS) stipulate that LO addresses skills, knowledge, and values

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<sup>5</sup> In the CAPS, Learning Areas are replaced with Subjects and Learning Outcomes and Assessments Standards are replaced with Topics. However, the terms are used throughout the study with reference to each context respectively, i.e. NCS (from 2002) and CAPS (from 2011).

about the self, the environment, responsible citizenship, a healthy and productive life, social engagement, recreation and physical activity, careers and career choices (DBE, 2010a:9). Against this background of the principles of the NCS, I explored the existence of human rights education in the LO curriculum.

### **1.7.2 Public participation**

The Draft National Policy Framework (DPLG, 2005) for public participation published in November 2005 defines public participation as ‘an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making’ (DPLG, 2005:1). This promotes the notion of the people’s voice being heard.

Parliament introduced different ways of providing the public with opportunities to participate and become actively involved in the processes and activities of Parliament (Parliament of RSA, 2010a). Parliament encourages the public to participate and engage in parliamentary processes and activities through public education activities or initiatives (PCS, 2007). Parliament therefore established a unit called the Public Education Office (PEO) which provides information and ongoing curriculum development and education about the processes, roles and structures of Parliament to communities; conducts a visitors-to-Parliament programme, and facilitates meaningful interface sessions between MPs for visitors (PCS, 2007).

### **1.7.3 Citizenship education**

Citizenship involves a set of relationships between rights, duties, participation in the civic community and identity (Delanty, 2000). Citizenship is regarded as a social contract between the individual and the state which is expressed when individuals participate in the political framework relating to public affairs (Giroux, 1995). It has been noted that active citizenry in a democracy must be based on informed reflection and the understanding and acceptance of the rights and responsibilities that go with membership (Schoeman, 2006). This directly implies that the education system should be responsive to this need of being informed in order for persons to make decisions and contributions as citizens of a democratic society. These factors are discussed in much more depth in Chapter Two.

#### **1.7.4 Human rights education**

Human rights are universal, which implies that we all have human rights simply because we are human. Human rights are regarded as a legal codification of the concept of human dignity (Bösl and Diescho, 2009). Human rights education (HRE) is a lifelong process that builds knowledge, skills, attitudes, behaviours and values that promote and uphold human rights (UNESCO, 2012).

HRE emerges from and finds common ground with education domains such as democracy education, citizenship education and civic education amongst others and thus sources meaning from broader concepts such as human rights, democracy, morality, social justice, peace, politics, equity, economics and citizenship (Keet, 2007; Simmonds, 2014). HRE has been viewed as emanating from joint endeavours by the United Nations (UN) and Non-Governmental Organizations (NGOs) to develop a tool to promote antinuclear, peace, moral and citizenship movements (Keet, 2007:64; Nieuwenhuis, 2007:30).

Human rights education within a South African context has fully emerged in the challenging transformation that South Africa has undergone since 1994. This transformation was based on a democracy that promotes active citizenship and the protection of human rights which it implies that all sectors, including the education sector, have undergone transformation.

#### **1.7.5 Democracy education**

Democracy entails striving toward freedom of the individual and this freedom is protected through political action as well as the relation between government and the people (Martinez, 1987). This is therefore relative to public affairs which require the public to be educated about democracy which in turn capacitates the public to learn through participation in civic activities and prepares citizens to actively participate in a democratic society (Martinez, 1987). Bearing this in mind, one can state that democracy education or education for democracy supports the notion of agreement and representation (Carrim, 2006). In other words, democracy education encourages citizens to become active participants in society by making choices and meaningful contributions which also include accessibility, inclusion and empowerment (Leibowitz, 2000), in

this instance empowerment through education.

In order for citizens to optimally participate in parliamentary processes, education for democracy should ideally start at a young age and should be targeting an audience representing a wide range of citizens. This audience would ideally be learners within the education system because there is an assumption that schools prepare learners for life. This implies that the school curriculum must provide learners with opportunities to obtain these life skills (Martinez, 1987). This is further discussed in the chapter dealing with the literature review.

### **1.7.6 Inclusive education**

Inclusive education has been defined in various ways. Some authors locate inclusive education within a context whereby ordinary schools include a diversity of learners or a system that ensures that learners with disabilities are accommodated in mainstream schools (Clark, Dyson, and Millward, 1995; Uditsky, 1993). In essence, inclusive education is about accepting learners with diverse competences and abilities, and about creating an inclusive system that provides all learners with the opportunity to participate optimally.

In response to the radical transitional shifts in education, South Africa introduced inclusive education which is viewed as a universal human right (DoE, 2001). The South African Constitution reinforces this notion by stating that ‘all citizens are equally entitled to the rights, privileges and benefits of citizenship’ (Constitution of RSA, 1996: 3). Article 24 of the international policy on inclusion promotes the full development of an individual in order for them to participate effectively and optimally in society [UN (United Nations), 2006].

In essence, this study builds on the assumption that citizens may not be provided with the necessary information that will enable them to participate actively as citizens in a democracy. In addition, the study is based on the assumption that the Grade 11 LO curriculum may not be preparing learners optimally for active citizenship in a democracy. Chapter Two of this study provides an in-depth discussion of these assumptions, and includes discussions of citizenship education, public participation, human rights education, democracy education and inclusive education.

## **1.8 Methodology**

This section provides an overview of the research paradigm, approach, design and research instruments used. It includes discussion of qualitative case studies, access and crystallization. It examines a case study which was located in Metro South Education District (MSED) in the Western Cape. This section also explains the procedure to be followed during data collection and data analysis. Finally, it includes the ethical considerations that framed the gathering of data.

### **1.8.1 Methodological paradigm**

A paradigm can be defined as a world view or perspective and the underlying assumptions on which research in a field of inquiry is based (Patton, 1990). A paradigm can also be viewed as a framework that develops theories which determine one's perspectives of the world and also informs methodologies (Henning, Van Rensburg and Smit, 2004; Guba and Lincoln, 1994: 108).

Methodology is about the ways and methods we use within the paradigms (Henning et. al., 2004). With this in mind, I envisaged a qualitative research paradigm that would facilitate in-depth understanding of the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. This study leaned towards a qualitative research approach as it aimed at formulating a theory that would explain the understanding and perceptions of the participants about the extent to which they are prepared for active citizenship in a democracy.

### **1.8.2 Research approach**

This study explored the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democratic South Africa. Based on this, this study undertook an interpretivist approach which sought to 'capture the lives of participants in order to understand and interpret the meaning' (Henning et al., 2004: 19). A positivist approach on the other hand often uses experiments, surveys and statistics (Neuman, 2000: 66). However, this study employed an interpretivist approach as it considered the participants' experiences and reality and it allowed sensitivity to their contexts in which they interacted with one another (Terre Blanche, Kelly and Durrheim, 2006).

In addition, this study is based on a critical emancipatory approach which is underpinned by empowerment, improvement, emancipation and action. A critical approach has emerged, based on the notion that the participants, Grade 12 learners who completed Grade 11 LO during 2012, and LO educators were actively involved in the research process, which in turn empowered them.

### **1.8.3 Research design: Case study**

A research design can be defined as the plan for collecting data, how the data will be utilized and how the research will be conducted (Mouton, 2001). Durrheim (2006: 37) notes that there are elements to consider when developing a research design which includes the purpose, paradigm, context or situation and the data collection techniques to be used. The research design within this qualitative study is a case study.

Qualitative case studies afford researchers opportunities to explore or describe a phenomenon in context, using a variety of data sources (Baxter and Jack, 2008). It allows the researcher to explore individuals or organizations, through complex interventions, relationships, communities, or programmes (Yin, 2003) and supports the deconstruction and the subsequent reconstruction of various phenomena.

For the purpose of this doctoral study, five schools were selected as a case from the MSED in the WCED. This made possible the exploration of perceptions and understanding of Grade 12 learners and LO educators about active citizenship in a democracy. It also provided the opportunity for a detailed description of their perceptions, knowledge, skills, values and understanding. These schools were selected based on diversity in race, age, gender, socio-economic status and levels of resources. This study provided an opportunity to gain a better understanding of the context (Denzin and Lincoln, 2005) including the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy.

### **1.8.4 Data collection methods and instruments**

Questionnaires were administered to establish the level of both learners' and educators'

knowledge about active citizenship in a democracy as well as their understanding of the concept 'public participation'. This informed the interview schedule for follow-up focus group interviews. The questionnaires gathered large amounts of data and were measured statistically and obtained generalizability across diverse contexts within the schools regarding the related concepts.

Focus group interviews with a sample of 40 Grade 12 learners and four LO educators were conducted, which informed the findings of the study for further recommendations. Document study was undertaken, during the course of which curriculum policy documents and parliamentary documents were examined and analysed. The focus group interviews were conducted in order to provide an in-depth understanding of participants' perceptions of relevant concepts. They also sought to provide a rich description of the phenomenon (Schoslak, 2002).

#### **1.8.4.1 Questionnaires**

Questionnaires were administered at five schools in MSED in the WCED and the focus was on Grade 12 learners and LO educators. The data collected from the questionnaires were presented in the form of numbers dealing with numeric data, amounts and measurable quantities (Wellington, 2000). Huysamen (1994) describes quantitative research as typically discerning a cycle of successive phases of hypothesis formulation, data collection, analysis and interpretation, whilst Denzin and Lincoln (2003) simply state that it is a site of multiple methodologies and research practices. However, since this study was located within a qualitative research paradigm, questionnaires were used as an introductory tool prior to the more in-depth qualitative investigation. Johnson and Christensen (2000) say that questionnaires can provide data economically and in a form that lends itself perfectly to the purpose of the study.

Questionnaires were administered in selected classrooms under the class teachers' supervision and were collected after they had been completed by all the participants. The questionnaires elicited the participants' knowledge and understanding of active citizenship. The questionnaires were supplemented by semi-structured focus group interviews in order to cover the same ground, but in much greater detail. The questionnaire commenced with straightforward, closed questions and included one section with open-ended questions (Wellington, 2000).

The questionnaire covered aspects relating to biographical information. It also sought information about learners' knowledge about Parliament, about Parliament and active citizenship, and about the LO curriculum and Parliament. The data were captured and coded on an excel spread sheet. Minimal statistical procedures were applied in the analysis of the closed-ended questions in the questionnaire. Statistical analyses were performed to obtain frequencies and percentages, in order to determine quantitative findings that are relevant to the research questions. Tables and graphs were compiled that facilitated the data analysis process and the presentation of key findings.

#### **1.8.4.2 Focus group interviews**

Semi-structured focus group interviews were conducted with 40 Grade 12 learners and four LO educators. Patton (2002) defines a focus group interview as an interview with a small group of people on a specific topic. Focus groups are used to obtain general background information about a topic of interest, inspiring new ideas and creative concepts and learning how respondents talk about the phenomenon of interest (Stewart and Shamdasani, 1990). The focus group interviews allowed me to substantiate the findings that emerged from data collected from the questionnaires by obtaining a more in-depth understanding of the participants' perceptions on active citizenship in a democracy.

Analysis of the qualitative data gathered through the focus group interviews involved examining, sorting, categorising, evaluating and comparing information, with the main focus being on the identification of trends and patterns.

#### **1.8.4.3 Document study**

Document study or analysis is generally described as an examination of written materials that contains information about the topic under investigation (Strydom and Delpont, 2005). Several relevant documents were studied and analysed in this study, including NCS policy documents, Revised National Curriculum Statement (RNCS) policy documents and CAPS policy documents. These documents focussed on the LO curriculum across all phases. Other documents included Parliament's policy imperatives, PEO business plans and PCS information publications.

### **1.8.5 Crystallization**

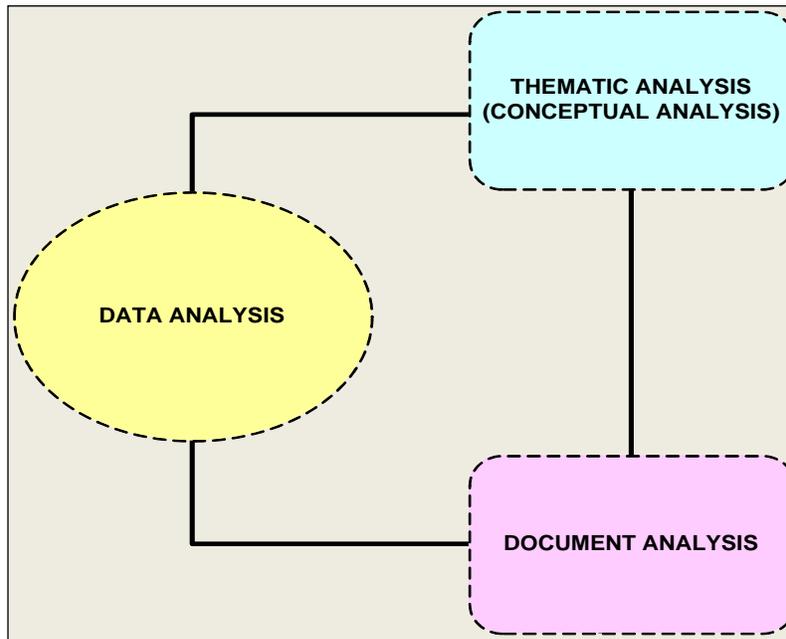
In order to increase credibility and validity of this study, I followed the crystallization approach instead of triangulation by using different methods of gathering data. Triangulation is an approach which is ‘to collect information about different events and relationships from different points of view by asking different questions, use different sources and using different methods’ (Babbie and Mouton, 2001: 277). Crystallization may be similar, however, it goes beyond triangulation since it tells the same story through data gathered from difference sources and it considers the data from different angles (Tracy 2010:843; Ellingson 2009:4). In other words, data were collected from different sources by using different instruments and data was considered from difference angels in order to validate the responses in relation to the research questions.

### **1.8.6 Research permission**

Before conducting the research, I obtained ethical clearance from the University of the Western Cape. Secondly, permission to conduct research was granted by the WCED, MSED Office and the schools. Informed consent from LO educators and consent from the parents of Grade 12 learners were obtained. I sought advice from MSED in terms of the selection of schools that were representative in terms of race, age, socio-economic status and levels of resources.

### **1.8.7 Data analysis**

Since this study explored various concepts relating to public participation, thematic analysis was employed. Furthermore, the study examined the LO curriculum policy documents and parliamentary documents and thus employed document analysis. Diagram 1.1 depicts the data analysis process of the study.



**Diagram 1.1: Data analysis of the study**

As depicted in Diagram 1.1, the data analysis of the study comprised thematic analysis and document analysis. The diagram indicates that there is a relationship between the thematic and document analysis which is discussed in more detail in Chapter Four.

Content analysis includes conceptual or thematic analysis and relational analysis and can be defined as a research tool that focuses on the actual content and is used to determine the presence of certain words, concepts, phrases, themes, characters or sentences within texts in order to quantify this presence in an objective manner (Berelson, 1952).

Thematic analysis is normally used by qualitative researchers for collecting data (Aronson, 1992). A thematic approach includes extensive discussion about the major themes that arise from analysing data that was collected in a qualitative research paradigm which is the understanding of the content of conversation and it allows for the identification of major themes arising from a discussion (Coolican, 1999). This approach sought to be very useful in this doctoral study as focus group interviews were conducted with Grade 12 learners and LO educators. Various categories and themes emerged from the focus group interviews, and these themes were categorised for in-depth discussion.

Document analysis is about gathering information used in a formal description of the electronic

text and studying the content and structure of the documents. In addition, documents are evidence of what has been done which may strengthen crystallization. Various documents were studied such as the NCS and the CAPS for LO as well as parliamentary documents relating to public participation. These policy documents assisted in obtaining an in-depth understanding of policy objectives and how the implementation of the policies is facilitated.

### **1.8.8 Research participants and context**

I selected MSED in the Western Cape because firstly, I was able to gain easy access to the schools. I had formerly worked as an itinerant learning support educator, as a school-based psychologist, and as an Inclusive Education (IE) specialist at MSED. As an IE specialist I assisted in supporting schools across the metro. Secondly, I am employed on a full-time basis, and part of my work is to travel regularly. This could have had a negative impact on the time required for data collection purposes. MSED was therefore most viable in terms of time required for data collection purposes because I had easy and convenient access to the participants.

The research participants included 461 Grade 12 learners and a total of seven LO educators from five schools in MSED in the WCED. A purposive sampling method was used which ensured that the participants selected were information-rich relating to the purpose of the study (Gall, Borg and Gall, 1996). In total, 757 Grade 12 learners were invited to participate, of which 461 learners completed and returned the questionnaire. In addition, 40 learners participated in the focus group interviews. Seven educators were invited to participate, of which four educators returned the questionnaire and four participated in the focus group interviews.

The selected schools represented diversity in terms of race, age, gender, class, and levels of resources. The Grade 11 LO curriculum was selected because learners within this grade generally fall within the age group 17 to 19 years. In addition, learners within this age group were eligible to vote in the 2014 national and provincial elections and would be able to participate as adults in public participation processes in Parliament. Furthermore, it was also assumed that learners at this level would be able to complete the questionnaires independently.

Ethical aspects were considered and incorporated into the study to ensure trustworthiness and the

credibility of the study.

## **1.9 Ethical considerations**

Ethical considerations are discussed in greater depth in Chapter Three of the study. However, an overview of ethical considerations for this study includes the following: ethical clearance was obtained from the University of the Western Cape (UWC); permission to conduct research was granted by the WCED, MSED and the respective schools; written and informed consent was obtained from all participants; participants were assured of privacy, confidentiality and anonymity; and participants had the right to withdraw at any stage of the research process.

## **1.10 Outline of the thesis**

This thesis comprises eight chapters.

Chapter One provides an introduction, the background, motivation for and aims of the study. It provides an overview of the conceptual and theoretical frameworks of the study, which will be discussed at length in Chapter Two and Three respectively. This chapter also indicates the methodology used, research paradigms that guides the study, and indicates the ethical considerations. Finally, it provides an outline of the chapters of the thesis.

Chapter Two outlines the literature review and conceptual framework of the study. The conceptual framework includes <sup>6</sup>concepts such as 'education for 'citizenship', 'public participation', 'human rights', 'democracy', and 'inclusivity'. These concepts emanate from the discussion of the South African national curriculum, with specific reference to the LO curriculum.

Chapter Three outlines the theoretical framework of the study. The theoretical framework that underpins this study includes Paulo Freire's educational theory in the context of critical theory, active citizenship, and models of public participation.

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<sup>6</sup> In this study, reference made to concepts relating to active citizenship will be phrased in inverted commas, i.e. 'citizenship', 'public participation', 'human rights', 'democracy', and 'inclusivity'

Chapter Four describes the methodology adopted for the study, including discussions of the research paradigm, approach, design, instruments, participants, crystallization, access, and techniques for analysis. This chapter further feature a discussion of the ethical considerations and guidelines followed in the study.

In Chapter Five the data is presented as it relates to the questionnaires and the focus group interviews. The data is presented as it relates to the document study..

Chapter Six provides a general analysis and discussion relating to the questionnaires and the focus group interviews. It discusses the findings of the study as it relates to relevant literature.

Chapter Seven provides a discussion on categories and themes that emerged from the findings. The discussion is in relation to the literature as it relates to active citizenship in a democracy.

Chapter Eight is the concluding chapter that provides conclusions and recommendations based on the findings of the study. It provides a summary of the key findings and provides recommendations that emerged from the study, which makes a scholarly contribution to the field of active citizenship education. In addition, it indicates the limitations of the research and possible future research. Finally, it recommends a model for active citizenship.

### **1.11 Summary and conclusion**

In conclusion, the rationale for the study lay in the challenges relating to the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. In addition, the study investigated the extent to which Parliament, as a democratic structure, promotes active citizenship and how Parliament is manifested in the curriculum. Infusing 'active citizenship' and related concepts such as 'citizenship', 'human rights', 'democracy', 'inclusivity' and 'public participation' into the curriculum provided context for the rationale of the study.

The next chapter includes a review of the literature that informs the research and explores the conceptual framework that underpins the study.

## CHAPTER TWO

### LITERATURE REVIEW AND CONCEPTUAL FRAMEWORK

#### 2.1 Introduction

This study emerged from the enquiry as to whether the Grade 11 LO curriculum is effectively preparing learners for active citizenship in a democracy. The conceptual framework describes the focus the study adopts and it is inherent in the theoretical framework of the study and includes the concepts mentioned above (Vaughn, 2008). The conceptual framework discusses and describes 'active citizenship' and related concepts which include 'education for citizenship', 'democracy', 'human rights', 'inclusivity', and 'public participation'. In addition, it discusses Parliament and the South African curriculum in relation to active citizenship in a democracy.

This chapter therefore explores various concepts emanating from the literature that inform active citizenship in a democracy. It discusses perspectives from different countries and also focuses on the South African perspective on active citizenship in a democracy. The literature review conducted for this study, as presented in this chapter, serves multiple functions as suggested by Delpont and Fouché (2005), namely to present assumptions underlying the broad research question; to demonstrate the researcher's knowledge of the field of study; and to identify key debates and gaps in previous research.

An understanding of active citizenship within various contexts and what it means for the South African context is crucial for this study. This chapter presents an overview of literature on 'active citizenship' and related concepts. It also describes public participation in diverse contexts, in particular the ways in which Parliament promotes active citizenship. It also presents an overview of the South African national curriculum, with a particular focus on the LO curriculum.

This is an important base for achieving the primary aim of the research, which is to explore the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democratic South Africa.

## 2.2 The South African national curriculum

The curriculum is regarded as a powerful means to initiate social transformation (Du Preez, 2014). In response to the transformative education sector, Curriculum 2005 (C2005) was introduced in 1997 as a new outcomes-based curriculum or OBE (Cross, Mungadi and Rouhani, 2002; Chisholm, 2004). However, C2005 experienced implementation challenges which led to the appointment of a review committee for C2005 and this resulted in the revision of the curriculum for the GET band in 2001 which was named the Revised National Curriculum Statement (RNCS) and for the FET band in 2003 named the National Curriculum Statement (NCS) (Carrim and Keet, 2006). It was then recommended that the curriculum should integrate human rights education within all <sup>7</sup>Learning Areas by infusing concepts such as anti-racism, anti-sexism and special needs. The principles of the RNCS included social justice, a healthy environment, human rights and inclusivity (Carrim and Keet, 2006).

The South African national curriculum has undergone substantial transformation since 1994 from an apartheid education system to a democratic education system which promotes equality, non-sexism, non-racism and non-discrimination. Under apartheid, the South African education system was divided into 19 racially segregated systems (Carrim, Pendlebury and Enslin, 2000). The transition to a democracy then resulted in the need for a more non-racial education system, which implied that instead of 19 different systems, South Africa would have one national curriculum (Daun, Enslin, Kolouh-Westin and Plut, 2002). A national curriculum was introduced which promoted the values of non-racism, non-sexism and democracy, and which was based on a human rights framework (DoE, 1996). This means that each subject should address issues relating to human rights with its aim to infuse a culture of human rights within the curriculum (Roux, 2012).

The NCS was introduced on the premise that the Constitution of South Africa provides the basis for curriculum transformation and development in South Africa (DoE, 2002a; 2002b; 2002c).

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<sup>7</sup> Learning Areas refers to the terminology used in the NCS which was introduced to schools in 2002 prior to the introduction of CAPS. This study refers to subjects in the context of CAPS because terminology was changed from Learning Areas in the NCS to subjects in the CAPS.

The NCS Grades R-12 serves the purposes of equipping learners, irrespective of their socio-economic background, race, gender, physical ability or intellectual ability, with the knowledge, skills and values necessary for self-fulfilment, and meaningful participation in society as citizens of a free country. The national curriculum as depicted in DoE (2003b), is based on the following principles: social transformation, outcomes-based education, high knowledge and high skills, integration and applied competence, progression, articulation and portability, human rights, inclusivity, environmental and social justice, valuing indigenous knowledge systems, and credibility, quality and efficiency. In addition, The Education White Paper 6, which was introduced in July 2001, places emphasis on the need for the education system to promote education for all which will enable all learners to participate actively in the education process so that they can develop and extend their full potential and participate as equal members of society (DoE, 2001).

OBE formed the foundation of the curriculum with one of its developmental outcomes envisaging learners who are able to participate as responsible citizens in the life of local, national and global communities. The RNCS consisted of eight Learning Areas of which LO was included. Each Learning Area statement included Learning Outcomes, in the GET band, to be achieved from the beginning of Grade R to the end of Grade 9 (DoE, 2002b). The curriculum is also informed by the Manifesto on Values, Education and Democracy with focus on some the key aspects in the Manifesto including the infusion of a culture of human rights in the classroom, learning about unity and cultural diversity, and nurturing patriotism and affirming a common citizenship (DoE, 2002a).

In its aim to improve implementation, in September 2010, the NCS was amended and a document CAPS Grades R – 12 was developed and serves the purpose of equipping learners, irrespective of their socio-economic background, race, gender, physical ability or intellectual ability, with the knowledge, skills and values necessary for self-fulfilment, and meaningful participation in society as citizens of a free country (DBE, 2010a). Some of the principles of the curriculum include human rights, inclusivity, environmental and social justice by infusing the principles and practices of social and environmental justice and human rights as defined in the Constitution of the RSA (DBE, 2010a; 2011a; 2011e).

The NCS Grades 10 – 12 is sensitive to issues of diversity such as poverty, inequality, race, gender, language, age, disability and other factors such as valuing indigenous knowledge systems, acknowledging the rich history and heritage of this country as important contributors to nurturing the values contained in the Constitution (DBE, 2010a). This reiterates the aims of the curriculum which is to equip learners with knowledge and skills to participate in society meaningfully as citizens and to be able to make informed decisions and choices as citizens in a democratic country (DBE, 2011d).

Traditionally, curriculum has been viewed as a body of knowledge or product with a focus on completion of the prescribed syllabus whereby learners were expected to master certain skills and know certain facts (Mednick, 2006). Knowledge was therefore seen as product that was manufactured. However, in this context the learner is excluded from the process and the focus is solely on teaching or how the information is given. Furthermore, Mednick (2006) argues that curriculum as practice cannot be understood adequately or changed substantially without considering context. Subsequently, praxis holds the notion that practice should not only focus on the individuals or groups but should focus on the way they create understanding, practices and meaning.

The curriculum is based on principles that include human rights, inclusivity, environmental and social justice, infusing the principles and practices of social and environmental justice and human rights as defined in the Constitution of the RSA and it is sensitive to issues of diversity such as poverty, inequality, race, gender, language, age, disability and other factors (DBE, 2010a: 3). This implies that it aims to include the teaching of human rights and related issues across all subjects. However, it appears that human rights and related issues emerge mainly in the Social Sciences and in History and primarily in the LO curriculum.

The purpose of the Social Sciences curriculum, which includes history and geography, was to develop an awareness of how we can influence our future by confronting and challenging economic and social inequality (including racism and sexism) to build a non-racial, democratic present and future (DoE, 2002b).

The study of history in the CAPS aims to support citizenship within a democracy by: upholding

the values of the South African Constitution and helping people to understand those values; reflecting the perspectives of a broad social spectrum so that race, class, gender and the voices of ordinary people are represented; encouraging civic responsibility and responsible leadership, including raising current social and environmental concerns; promoting human rights and peace by challenging prejudices that involve race, class, gender, ethnicity and xenophobia; and preparing young people for local, regional, national, continental and global responsibility (DBE, 2010c:11).

Initially, in the GET band, Learning Outcomes in LO such as health promotion, social development, personal development, physical development and movement, orientation to the world of work were introduced, whilst in the FET band Learning Outcomes such as personal well-being, citizenship education, recreation and physical well-being and career and career choices were introduced (DoE, 2002c; DoE, 2003a).

Human rights education is also evolving within the South African context which is evident in the transformation of the national education system from a racially divided system to one national curriculum for all. However, human rights education has a tendency to take a legalistic approach which inevitably is not enough. A holistic approach is therefore essential as human rights education programmes should take into account concepts such as active citizenship, democracy education, citizenship education and inclusive education. The combination of these concepts in a curriculum embraces praxis because the core of these concepts is emancipation through empowerment.

In response to the evolution of education for citizenship, human rights, democracy, inclusivity and public participation, the curriculum aims to equip learners with skills, knowledge, values and attitudes to enable them to make informed decisions and take appropriate actions as responsible citizens in all areas of life, including the social, the cultural, the economic and the emotional. The main aim of the curriculum was to establish a politically and judicially just, responsible society with respect for the human rights of all citizens (Roux, 2012). Furthermore, the purpose of instilling these skills was so that learners will learn to exercise their Constitutional rights and responsibilities, to respect the rights of others and to show tolerance for cultural and religious diversity in order to build a democratic society (DoE, 2002a: 4).

### 2.2.1 The LO curriculum

The LO curriculum was introduced within a period of rapid educational transition (DoE, 1997a; 2000; 2002a). It became a compulsory subject after 1994 when South Africa became a democratic country (Sedibe, 2014). In the CAPS documents (DBE 2011a; 2011b; 2011c; 2011d) LO is defined as the study of the self in relation to others and to society which addresses skills, knowledge, and values about the self, the environment, responsible citizenship, a healthy and productive life, social engagement, recreation and physical activity, careers and career choices. In other words, it deals with the self in society. Regardless of ongoing curriculum changes, the aim and purpose of LO maintains consistent emphasis on developing the learner holistically and being empowered to optimally participate in a just society (Wasserman, 2014). The purpose of LO is to ‘empower learners to use their talents to achieve their full physical, intellectual, personal, emotional and social potential in order to develop the skills to relate positively and make a contribution to family, community and society, while practising the values embedded in the Constitution’ (DoE, 2002a: 4).

Furthermore, according to DBE (2011a: 10), Life Orientation aims to:

- Guide and prepare learners to respond appropriately to life’s responsibilities and opportunities;
- Equip learners to interact optimally on a personal, psychological, cognitive, motor, physical, moral, spiritual, cultural and socio-economic level;
- Guide learners to make informed and responsible decisions about their own health and well-being and the health and well-being of others;
- Expose learners to their constitutional rights and responsibilities, to the rights of others and to issues of diversity;
- Equip learners with knowledge, skills and values to make informed decisions about subject choices, careers, additional and higher education opportunities and the world of work;
- Expose learners to various study methods and skills pertaining to assessment processes; and

- Expose learners to an understanding of the value of regular participation in physical activity.

In addition, LO facilitates the development of coping skills that equip learners to cope with the challenges of a transforming South African society as mentioned above and promotes knowledge, values, attitudes and skills that prepare learners to respond effectively to the challenges that confront them as well as to the challenges they will have to deal with as adults, and to play a meaningful role in society and the economy.

In the GET band, LO prepares learners for life and its possibilities by equipping learners with skills that will enable them to participate meaningfully in a democratic transforming society (DoE, 2003a: 19). The GET band ranges from Grade R to Grade 9. LO aims to develop competence and confidence in learners in order to contribute positively to society which promotes the holistic development of the learner. The NCS taught learners to be able to demonstrate an understanding of and commitment to Constitutional rights and responsibilities and also to understand diverse cultures and religions (DoE, 2003a). The knowledge, skills, values and attitudes focussed on health promotion, social development, personal development, physical development and movement and orientation to the world of work (DoE, 2003a: 20-21).

The literature suggests that, subsequently, many challenges have been encountered with the implementation of citizenship education through the LO curriculum, such as the integration of LO across subjects and a lack resources. Taylor (2001) notes the significance of the systematic development of knowledge, skills and attitudes appropriate to each Learning Area, where integration should not mystify the general knowledge structure and unity of each Learning Area.

The integration across disciplines and all Learning Areas in all educational activities needs to be put into practice with caution because apart from being repetitive Learning Area content knowledge is at the risk of being minimised (Gillespie, 2002; Rooth and Schlebusch, 2000; DoE, 1997a). For example, the integration of Arts and Culture with LO in the Intermediate Phase in C2005 often meant that LO issues were not explicitly dealt with and with no reflection on process or LO-related learning (DoE, 1997b). Teaching methodology plays a vital role when

integrating content across disciplines in the curriculum.

Teaching methodology is emphasized in the literature as the make or break of the teaching of citizenship or civic education through the LO curriculum since cognitive skills, life skills, emotional literacy skills and risk reductive behaviour cannot be learnt solely through transmission teaching (Rooth, 2005). Reddy and James (2003: 37) say educators report that repeating the basic facts of HIV and AIDS too often can result in learners resisting the topic and ‘switching off’; hence methods that are rooted in transmission teaching have very little scope in LO. If learners are clearly taught about as issues relating to active citizenship, it can contribute to the development responsible citizens (Sedibe, 2014). Effective integration of content and teaching methodology thus requires well planned assessment approaches in order for learners to demonstrate various competencies. Subsequently, for educators who are rooted in test and examination assessment formats, the development of new modes of assessment in LO requires a huge paradigm shift. For example, alternative assessment methods can include amanuensis, oral examinations, and practical assessment strategies such as active participation in community structures, amongst others.

It is thus noteworthy that assessment plays an essential role in the curriculum. In particular, assessment approaches in LO are crucial since they should provide learners with the opportunity to demonstrate, in a practical manner, the knowledge and skills acquired about active citizenship in a democracy. Interactive and practical techniques such as role plays, group discussions, brainstorming, creative activities, participatory activities and discussions are useful for acquiring life skills and learning from experience (DoE, 1997a; Rooth, 1995; 1997 and 2000; Boud, Cohen and Walker, 1994; Hall and Hall, 1996; Hobbs, 1992; Johnson and Johnson, 1991; Larson, 1984; Luckmann, 1996; Nelson-Jones, 1992).

Access to resources has an impact on access to and attainment of knowledge and the lack of resources can seriously affect curriculum implementation (Bernstein, 1996; Nelson Mandela Foundation, 2005; Phurutse, 2005; Harber, 2001; Hlalele, 2000; Kelly, Parker and Oyosi, 2001 and Macintyre, Magnani, Alons, Kaufman, Brown, Rutenberg, and May, 2000). Rooth (2005) adds that there is a lack of teaching and learning material for LO educators and acknowledges that adequate and relevant learning support material and equipment for LO will greatly enhance

the teaching and learning of this Learning Area. This sentiment is shared by Vinjevold (1999) who suggests that, despite this ambitious commitment to the provision of high quality and progressive learning materials, it is widely felt that schools are not receiving the materials they need (Vinjevold, 1999: 164).

The FET band seeks to promote human rights, inclusivity, environmental and social justice, and sensitivity to issues of diversity (DoE, 2003b: 4). The FET band envisages teaching learners to respect democracy, human dignity and social justice as stipulated in the Constitution. LO is regarded as the study of the self in relation to others and society (DoE, 2003b: 9). LO in the FET band seeks to prepare learners for life by addressing knowledge, skills, attitudes and values about the self, environment, responsible citizenship, amongst other things. It enables learners to know how to exercise their Constitutional rights and respect the rights of others as it focuses on the diversity of learners as total human beings (DoE, 2003b). LO in the FET band focuses on citizenship education which deals with social relationships, rights and responsibilities and teaches learners to know and understand democratic processes. In essence, LO in the FET band aims to equip learners to become responsible citizens.

The CAPS stipulates that LO addresses skills, knowledge, and values about the self, the environment, responsible citizenship, a healthy and productive life, social engagement, recreation and physical activity, careers and career choices (DBE, 2010a:9). LO is one of the fundamental subjects required for the National Senior Certificate (NSC), that is, it is a compulsory subject (DBE, 2010a). The aim is to develop a balanced and confident learner who can contribute to a just and democratic society with its focus on democracy and human rights. It teaches learners to understand diverse religions, understand democratic processes and how to participate in them, and teaches learners what responsible citizenship entails (DBE, 2010b).

The DBE has infused citizenship within subjects like LO. However, it appears to be very minimal. The subject covers six topics of which democracy and human rights form one of the six topics. Concepts such as the Constitution and human rights are included in the Senior Phase and FET band (DBE, 2010a). One of the aims of the subject in the FET band is to expose learners to their Constitutional rights and responsibilities, to the rights of others and to issues of diversity (DBE, 2010a). To be more specific, in Grade 11 the LO subject when implemented, proposes to

set aside one hour per week for democracy and human rights education which focuses on democratic participation and democratic structures; role of sport in nation building and contributions of South Africa's diverse religions and belief systems to a harmonious society.

Since the LO curriculum is not externally assessed or examined, learners are therefore encouraged to exercise responsible choices about personal lifestyle and habits, become involved in matters which pertain to citizenship, and to participate in physical activities and career choices. In terms of time allocation, 10 hours of the year were spent on the Citizenship Education Learning Area for Grade 11. The curriculum (DoE, 2008; DBE, 2011d) encourages a practical approach. However, the practical component mainly applies to tasks that are practical in nature.

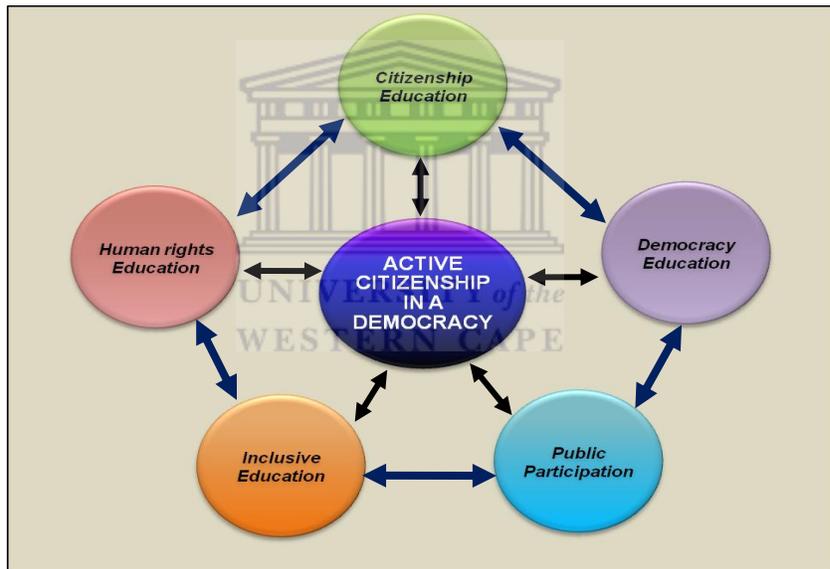
In essence, the literature suggests that LO has evolved since its inception with the outcomes-based curriculum. Sedibe, Feldman and Magano (2014) notes that LO formed part of the restructuring of the education system which was in line with a non-racist and democratic South Africa. LO aims to guide and prepare learners for life and its responsibilities and possibilities (Adewumi and Adendorff, 2014). It has become the home for the teaching and learning of human rights and citizenship education, aiming to develop learners to become active citizens in a democracy. Human rights and citizenship education are integral to the vision and aims of LO (Keet, Masuku, Meyers, Farisani, Carrim and Govender, 2001) which forms the basis for praxis in the curriculum that will empower learners and educators to jointly become active participants in the learning process (Grundy, 1987). However, concepts relating to active citizenship such as 'human rights', 'democracy', 'citizenship' and 'inclusivity' do not emerge very explicitly in the curriculum policy documents. They do, however, appear in all the curriculum policy document overviews as the general principles that underpin the curriculum.

### **2.3 Conceptual framework of the study**

A conceptual framework is important for situating a study. Rocco and Plakhotnik (2009) explain that authors must demonstrate the importance of their work by defining the main ideas in a study and the network of relationships between them. It explains either graphically, or in narrative form, the main things to be studied, including the key factors, concepts or variables and the presumed relationship among them (Miles and Huberman, 1994: 18).

The conceptual framework links literature, core concepts and the research question, so that the researcher enters the study with an orientating framework that clarifies what will be studied and how it will be studied (Creswell, 2003). A conceptual framework therefore grounds the study in the relevant knowledge bases that lay the foundation for the importance of the problem statement and research questions. The conceptual framework also provides a broad structure for data collection and analysis because it sensitises the researcher to what to look for within the broad scope of the study.

Figure 2.1 identifies the key ideas, highlighting the areas of focus in this study. It illustrates the conceptual framework that shapes this study which investigates concepts including ‘education for ‘citizenship’, ‘human rights’, ‘democracy’, inclusivity’ and ‘public participation’.



**Figure 2.1: Conceptual Framework for the study**

Figure 2.1 depicts the interrelatedness of the concepts as it relates to active citizenship in a democracy. In addition, the conceptual framework describes the focus the study adopts which is discussed in the literature review and discusses the link between 'active citizenship' and related concepts which include 'citizenship education', 'human rights education', 'democracy education', 'inclusive education' and 'public participation' (Vaughn, 2008) and thus acknowledges the interrelatedness of these education domains (Simmonds, 2014). Furthermore, active citizenship sources meaning from broader concepts including citizenship, human rights, democracy,

inclusivity and public participation. The conceptual framework is informed by the research questions of the study as stipulated in Chapter One (see 1.5).

### **2.3.1 Citizenship education**

'Citizenship' has different meanings in different contexts, which implies that 'citizenship' is dynamic, contextual, contested and multidimensional. Its meaning derives from the context in which it emerges at a given point in time. Pinnington and Schugurensky (2009) state that 'citizenship' has different interpretations and applications in different societies and not everyone agrees on its definition in the same society. Pinnington and Schugurensky (2009) suggest that status refers to membership; identity refers to feelings of belonging; civic virtue refers to values and behaviours; and agency refers to engagement or political efficacy.

Citizenship education can be defined as educating children, from early childhood on, to become clear-thinking and enlightened citizens who participate in decisions concerning society [United Nations Educational, Scientific and Cultural Organisation (UNESCO), 1998]. It involves a set of relationships between rights, duties, participation in the civic community and identity (Delanty, 2000; European Commission, 2007). Citizenship is regarded as a social contract between the individual and the state which is expressed when individuals participate in the political framework relating to public affairs (Giroux, 1995). It means becoming aware of one's rights and responsibilities and developing the capability for participation in society (Cecchini, 2003). Citizenship can also be viewed as social and moral responsibility and community involvement and political responsibility (Qualifications and Curriculum Authority, 1998).

Citizenship is also defined as multidimensional in that it is about membership, legal status and practice (Honohan, 2005). Citizens can therefore be regarded as members of a state who have access to civil, political and social rights. However, there are different types of citizens such as passive or active citizens. Active citizens are either expected to be responsible in that they do not litter, stay out of debt or volunteer, be participatory in that they take active part in community and civic affairs and also be justice-orientated by challenging injustice in society and addressing social problems (Pinnington and Schugurensky, 2009). Waghid (2009) has argued that South African public schools can do much to promote education for deliberation and compassion,

which he believes would inevitably consolidate and extend the just actions linked to the implementation of a democratic citizenship agenda.

Waghid (2004) alerts us to different uses of the term 'citizenship' that have become embedded in educational discourses and can also be described differently from different perspectives such as the liberal and the communitarian perspective. On the one hand, the liberal perspective defines 'citizenship' as access to rights with obligations that people enjoy equally as members of a political community. On the other hand, the communitarian perspective places more emphasis on active involvement in order to shape the future of society through political deliberations. Nelson and Kerr (2005) add a third perspective known as the civil republican which focuses on civic identity. Thus, citizenship locates its definition in the following realms:

- At a micro or personal level it is referred to as the liberal or individualistic realm of status whereby individuals should take up their civic responsibility and not rely on government;
- At a meso or community level it is referred to as the communitarian realm of practice and group identity which creates the sense of belonging to a community and everyone work towards a common good; and
- At a macro or state level it is referred to as the civil republican realm with the sense of belonging to a nation state which in turn envisages a reciprocal relationship between the individual and the state.

Citizenship, as noted earlier, involves enjoying rights and responsibilities in various contexts and emphasises the notion of participation in various activities including political participation in a democracy. Citizenship also involves making informed decisions and choices, taking action as an individual or collectively. It frequently denotes an official state of the individual in a national environment, where he/she also holds a variety of rights and duties, privileges and obligations, liberties and responsibilities (Kuye, 2007). However, rights and responsibilities have a reciprocal effect in which citizens feel stimulated to exercise their rights and make use of the opportunities offered (European Commission, 2007). If every citizen has a right to be respected then it is all citizens' responsibility to respect one another. If every citizen has a right to his / her opinion then every citizen has the responsibility to listen to the views of others. Citizenship education has therefore become an increasingly important means for human beings to learn about their rights

and responsibilities (UNESCO, 2005a). However, there may be conflict when there are differences of strong opinions about an issue or subject. This therefore implies that citizenship education programmes should take cognisance of these conflicts hence teach young people to deal effectively with conflict or controversy by including strategies such as negotiation, compromise and awareness of the impact of conflict.

In the South African context, 'critical citizenship' has become a fundamental area of the state's social responsibilities with its aim to establish a free and democratic society, while ensuring critical thinking is pivotal in society (Soroto, 2012). In addition, the notion of citizenship in South Africa has been challenged with issues such as race, class and nation and represents a complex dynamic involving a combination of one or another of these social constructs, as they relate at different times to changing social, political and economic imperatives (Spren and Vally, 2012:88). In essence, Naidoo (2013) argues that effective citizenship implies civic responsibilities recognizing that the individual forms part of a larger social structure. The perspectives from these authors (Soroto, 2012; Spren and Vally, 2012 and Naidoo, 2013) acknowledge that with the transition to a democracy, South Africa may still be challenged with the notion of citizenship in the South African context. For example, a study done by (Hunt, 2010) found that the manner in which schools engaged with citizenship in the past, continued to influence citizenship practices which in turn poses a challenge to the manner in which countries like South Africa engage with the notion of citizenship.

### **2.3.1.1 Understanding active citizenship**

'Active citizenship' has various meanings in various contexts and there are many definitions or descriptions to choose from (European Commission, 2007). In Germany the focus is on political education, whilst in France it is upon civic knowledge and in England it is citizenship education. In other countries such as Estonia, Sweden and Portugal the emphasis is on social education, values-based-education or personal and social development (Nelson and Kerr, 2005: 10). This reiterates the notion of various perspectives on active citizenship. Honohan (2005) argues that active citizenship is more than just having public interests represented and getting government business done. Active citizenship is also multidimensional.

Active citizenship is not just about access to rights and obligations. These, however, include action or practice which alludes to attitudes and behaviours (European Commission, 2007). In other words, active citizenship also includes attitudes and awareness and by holding government accountable. Active citizenship should ideally not only be self-reliant or defend social and economic rights but should, in addition, also recognise wider responsibilities and actively participate in democratic processes (Honohan, 2005). It is about an awareness of interdependence, an attitude of civic self-restraint and openness to deliberative engagement. 'Active citizenship' has various definitions which relate to various contexts. However, the central aspect defining 'active citizenship' revolves around the notion of action, of becoming involved, education and practice (European Commission, 2007). Active citizenship involves values, knowledge, skills, attitude and context. An active citizen can therefore be defined as a citizen who strives to build a better society democratically by being respectful of the opinions of others, one who is committed and who openly challenges the status quo for the good of all.

The practice of active citizenship involves the relationship between individuals and their communities, democratic values and involvement and participation (European Commission, 2007). Active citizenry is whereby citizens understand that they have the power to influence decision-making in political processes through voting, protests, petitions, joining political parties and volunteer organisations, amongst others (Andani, 2012). Active citizens are therefore directly linked to a healthy democratic society where citizens are lifelong learners (Houtzager and Acharya, 2010).

In essence, an active citizenship is regarded to be critical for sound democratic practices whereby citizens become aware of government activities and know that they have the right to participate in participatory institutions (Andani, 2012). However, the challenge remains the extent to which citizens are informed about democratic or participatory processes so that they can optimally participate in these processes.

### **2.3.1.2 Active citizenship in the South African context**

'Active citizenship' has become a very popular concept amongst democratic governments worldwide (Murray, Tshabangu and Erlank, 2010). In South Africa, since embarking on a

democracy, there has been a move towards encouraging citizens to become actively involved in political processes and activities. This is evident in the draft national policy on public participation of 2005 amended in 2007 which provides a framework for public participation in South Africa.

There is a general sense that 'active citizenship' is a broad concept and that it regards citizenship as encompassing social, economic and cultural rights with responsibilities (Murray, et. al, 2010). This promotes the notion that active citizenship implies that citizens will play an active role in shaping their own rights and responsibilities. The Department of Provincial and Local Government (DPLG) responded by developing a framework for participation to encourage citizens to actively participate through the proposed participation mechanisms such as democratic representative structures (DPLG, 2007). It is therefore apparent that the South African government envisages building on its commitment as a democratic government to deepen democracy by promoting active citizenship as it is embedded in the Constitution.

However, many South Africans may not understand the notion of becoming active citizens. Andani (2012) notes that many citizens are passive due to many factors and argues that one can be active through voting, attending meetings or joining unions, etc. Nzimakwe (2008) further argues that participation is an active process whereby citizens are able to take initiative and action stimulated by becoming involved in democratic decision-making processes. Conversely, many citizens remain passive after more than 20 years of democracy and are unable to seize opportunities to participate in government's 'invited spaces' for participation. This passivity may be due to lack of knowledge and awareness of democratic processes. Meyer, Cupido and Theron (2002) argue that despite active citizenship initiatives, many citizens are not interested and do not have the capacity to participate in public affairs.

The apathy amongst citizens may be due to various reasons. Firstly, citizens may feel that their needs are not being addressed effectively and efficiently. Secondly, the disjuncture between government and community communication may exacerbate feelings of apathy amongst citizens. In response to citizens' needs not being optimally addressed resulting in marginalisation and disempowerment, community members in Khayelitsha have taken active citizenship to a new level. They have created 'invented' spaces for participation which are self-made alternatives to

government 'invited' spaces (Cornwall, 2002; Cornwall and Coelho, 2007 and Thompson, 2014). However, regardless of the nature of the participatory space, "invited' or 'invented', it still does not guaranteed high satisfaction rates amongst communities (Gaventa, 2006; Naidoo and Tandon, 1999).

### **2.3.1.3 Education for citizenship**

In light of the diversity of meanings of the concept 'citizenship' it is apparent that citizenship education programmes will rely heavily on the context in which citizenship is defined. Citizenship education programmes may address the various dimensions of citizenship, such as status, identity, civic virtue and agency, or it may address the various perspectives such as liberal, communitarian and civic republican. These may all inform the content and methodologies for citizenship education programmes. Citizenship education also involves the development of skills in making decisions about public issues and participating in public affairs (Butts, 1988:187 and Barber, 1992:36).

Citizenship education may also be defined as educating children, from early childhood, to become enlightened citizens who participate in decision-making processes (Meyer, 1995). All forms of citizenship education aim to instil respect for others and recognition of the equality of all, and attempt to combat all forms of discrimination by fostering a spirit of tolerance and peace. Meyer (1995) further notes that citizenship education has three objectives including:

- Educating people in citizenship and human rights through an understanding of the principles and institutions;
- Learning to exercise one's judgement and critical faculty; and
- Acquiring a sense of individual and community responsibility.

The promotion of citizenship, in particular active citizenship, thus requires provision of education and resources. Zafar (2005) points to the need for education policies to be backed by the required resources to achieve their outcomes. Social awareness and attitude need time to be harnessed and developed. Education may thus be central to the nurturing of active citizenship. Citizenship education should be a tool for educating children to become enlightened citizens who

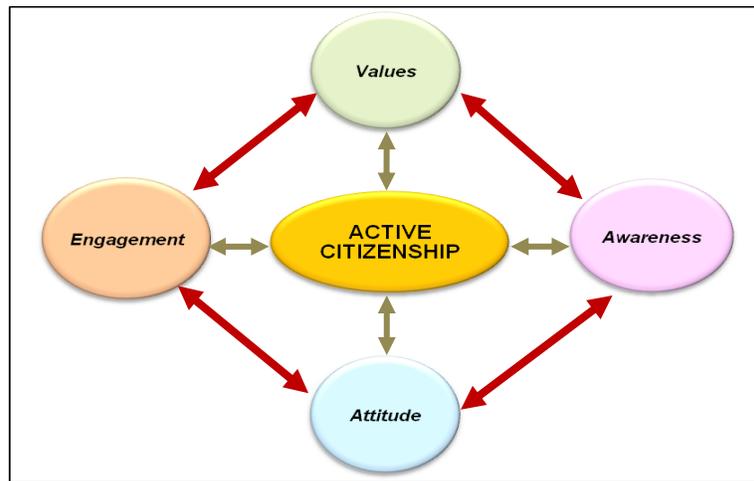
can optimally participate in decisions concerning society (UNESCO, 1998).

'Citizenship education' is a broad concept and can be referred to as aspects of education at school level intended to prepare students to become active citizens, by ensuring that they have the necessary knowledge, skills and attitudes to contribute to the development and well-being of the society in which they live (European Commission, 2012). It is regarded as various terminologies used to describe social and political education (Soroto, 2012). Citizenship education can be achieved when the education system, through the curriculum, facilitates knowledge, skills, values and attitudes which promote good citizenship, which can ultimately enhance the ideal democratic society (Schoeman, 2006). It is assumed that citizenship education instills these fundamental values linked to human rights which intend to nurture or foster a good citizen, interacting within a good community which results in a good society and good nation. McKenzie (1993) says that good citizenship education not only is important for its impact on politics and government, but is also vital in relation to community and voluntary activities, and social and international harmony. Schools are therefore the ideal place to facilitate citizenship education because its doors are open to everyone (Schoeman, 2006).

The European Commission (2007: 67) therefore suggests four main stages through which an individual passes when learning to become an active citizen namely:

- Stage 1: the fundamental values underlying active citizenship. The concept of active citizenship may be influenced by values including human rights, democracy, multiculturalism, gender equality, amongst others;
- Stage 2: the awareness of these values and of what they imply. Awareness relates to knowledge, competencies and skills that relate to active citizenship. It is essential for citizens to acquire knowledge and awareness of the fundamental values and rule in a community or the wider society;
- Stage 3: the attitude towards and respect of these values. Attitudes refer to the individual's mindset and feelings about a certain issue including tolerance and non-violent behaviour. Education can influence attitudes which would promote peaceful co-existence of citizens in diverse communities and societies; and
- Stage 4: the engagement and activation to promote these values. Individuals can make

their voices heard through active participation in community initiatives, thus making a meaningful contribution to the community and the wider society.



**Figure 2.2: Fundamental elements of active citizenship education**

Figure 2.2 depicts the fundamental elements of active citizenship education that can be understood as a process of acquiring knowledge, attitudes and skills based on community values.

Waghid (2004) notes that the notion of democratic citizenship needs to be extended and should be informed by compassion and justice and it is expected that a society with caring and compassion as its central values that inform citizenship, is one that will challenge and dismantle barriers that have historically been erected and tolerated. With this in mind, Schoeman (2006) argues that active citizenry in a democracy should therefore be based on and informed by compassion and reflection with the understanding and acceptance of the rights and responsibilities that go with membership. This implies that the education system should be responsive to this need of being informed in order to make decisions and contributions as active citizens of a democratic society. However, education may take on different forms, either within formal school structures or informally through practice and experience. This implies that active citizenship is a lifelong learning process (European Commission, 2007).

I concur with Philippou, Keating and Ortloff (2009) when they state that citizenship education must be underpinned by adequate teacher training, and education should go beyond the confines of the school, and beyond the confines of the internet.

#### **2.3.1.4 Citizenship education in other countries**

Citizenship education is diverse since it is a context-driven concept. For example, in Japan, citizenship education is used to build on and enhance democratic society and is nurtured in the school curriculum through various school activities (Otsu, 2001).

The Taiwanese recognise that citizenship education, through knowledge transference, needs to change in order to develop in learners' abilities to participate meaningfully in society, be concerned about social problems, be reflective in decision-making, solve problems and deal with controversy. The objectives are to develop good citizens and encourage students to live responsibly, peacefully and in harmony with society (Pitiyanuwat and Sujiva, 2001).

Australia aims to prepare their youth to become active citizens through an understanding of Australia's democratic system of government, as well as by keeping to the values required to participate actively in civil life (Print, 2001).

Civic education in America is dominated by the study of democracy, the Constitution, democratic values and citizens' rights (Cogan and Morris, 2001).

In New Zealand, citizenship education aims to enable learners to participate in a changing society as informed, confident and responsible citizens. It also enables learners to understand people's organisation in groups and the rights, roles, and responsibilities of people as they interact within groups (New Zealand Ministry of Education, 1997).

Mexico emphasises 'the development of democratic citizenship skills and habits (Levinson, 2004: 269). Mexico looks to the school to engender democracy in learners.

In its commitment to deepen democracy, the South African curriculum has adopted similar approaches to that of Japan, Taiwan and Mexico as those approaches lean towards the South African context. These include:

- The lessons from our experience of democratic transition;
- Needs to shift to developing abilities to participate in democracy, be concerned about

social problems, be reflective in decision-making, solve problems and deal with controversy; and

- By developing and nurturing informed, critical and responsible citizens who are able to participate constructively in a culturally diverse and changing society. In addition, also equipping learners to contribute to the development of a just and democratic society (DoE, 2002a: 23).

### **2.3.1.5 Value of citizenship education**

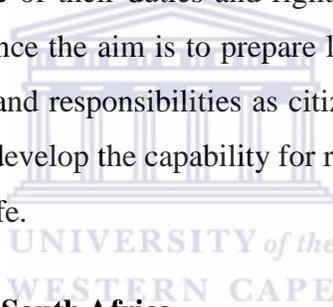
Citizenship education is pivotal since every society ideally needs citizens who positively contribute to the well-being and existence of its nation. Nurturing active citizenship enhances the growth of a democratic nation, promoting citizen participation in various activities that affect their lives. Ideally, a holistic approach to citizenship education ensures not only the formal teaching of citizenship but also includes experiencing being an active citizen. In other words, teaching citizenship in schools is good as it empowers citizens from a young age to be able to make meaningful contributions to society and thus becoming responsible and active citizens. However, learners should also engage in practical activities dealing with the broader community. This means that citizenship education should go beyond the classroom into homes and the broader community. Through education, citizens become aware of their environment and the social and economic options available to them (Kuye, 2007).

Adopting the holistic approach to citizenship education promotes growth and a healthy stable democratic nation. Citizenship education rooted in knowledge, understanding, skills and competencies, can develop capabilities for responsible participation in political, economic, social and cultural life. Capable citizens may therefore understand their roles within society and their communities and may be able to make informed decisions about matters pertaining to their own well-being as well as that of the community. Citizens' participation in a democratic society must therefore be based on informed, critical reflection and on the understanding and acceptance of the rights and responsibilities that go with that membership (Schoeman, 2006: 132). A study done by Finkel suggests that individuals who were exposed to civic or citizenship education were significantly more active in local politics than the control group not similarly exposed (Finkel, 2003).

### **2.3.1.6 Citizenship education in schools**

In Canada, policies have been developed for the preparation for citizenship in all public schools with varying approaches (McKenzie, 1993). Approaches may include preparing students to be good citizens. Another approach focuses on the commitment to educate young people who can participate meaningfully in a democratic society and to assume responsibility for themselves and the future society. In Canada, citizenship education is taught through the social studies curriculum and aims to impart knowledge, skills and values that will enable young people to actively and effectively participate in society (McKenzie, 1993).

In England, the curriculum aims to impart knowledge, skills and an understanding as to one can play an effective role in society. This helps learners to become informed, thoughtful and responsible citizens who are aware of their duties and rights (Citizenship expert group, 2008). The expert group notes that in France the aim is to prepare learners to participate in democratic life, become aware of their rights and responsibilities as citizens and live together in society. In addition, in Scotland the aim is to develop the capability for responsible participation in political, economic and social and cultural life.



### **2.3.1.7 Citizenship education in South Africa**

South African citizens have certain rights that are listed in the Bill of Rights (Constitution of RSA, 1996) which includes a right to life, equality, citizenship, privacy, education and freedom of expression. However, it is apparent that despite all these rights bestowed on South African citizens since 1994, many South Africans, especially those living in rural communities, may not have yet bought into the notion of active citizenship (Andani, 2012). This therefore suggests the need for citizenship education.

In order to make these constitutional rights a reality, there should be both formal and informal teaching about human rights as well as opportunities for practical application of these rights and responsibilities. Ideally, citizenship education should ensure that parents, family, community, society, nation and the government all take responsibility to nurture good citizenship. The education system, through the curriculum, is the ideal space in which to introduce and nurture

the knowledge, skills, values and attitudes of good citizenship as it reaches the masses of the children of the nation. This study therefore explores the extent to which the curriculum, specifically the Grade 11 LO curriculum, prepares learners for active citizenship. In other words, it examines the extent to which learners are equipped for active citizenship in a democratic South Africa.

Since 1994, there have been conscious efforts to include civic or human rights education in national school policies including, amongst others, Curriculum 2005 (C2005), the RNCS, NCS (Schoeman, 2006) as well as Education White Paper 6 and currently CAPS (DBE, 2011a; 2011e). Human rights, equity, redress, inclusivity, social and environmental justice and access are emphasised (Rooth, 2005). Lubisi (2001) promotes the integration of human rights across the curriculum, including LO. However, with the challenges that surfaced with OBE and C2005, the introduction of the RNCS elicited the birth of the LO curriculum which was introduced by the review committee investigating C2005 (DoE, 2000). In South Africa, LO is specifically associated with the socio-political process, as part of generic Outcomes-Based Education (OBE) and C2005 implementation. Human rights and citizenship education are integral to the vision and aims of LO since it is the Learning Area primarily responsible for citizenship, human rights, HIV and AIDS education, environmental and social justice and diversity (Rooth, 2005: 47). The National Education Policy Investigation (1993) indicates that ‘citizenship’ or life skills and practical skills are often segregated in the curriculum. However, the challenge is to connect the learning of functional skills and civic skills, which LO is consequently attempting to achieve.

In essence, the birth of citizenship education specifically through the LO curriculum emerged with the transition from an apartheid system to a democratic system, which implies that citizens fundamentally require education about civic duties in a democracy. The importance of citizenship education as more than the ‘mechanics of government approaches’ underscores the necessity for LO to deal with these issues from a values perspective (Simon and Merrill, 1998: 31). In addition, IDASA (1999) argues that a democratic society relies on the knowledge, skills and virtues of its citizens which can be learnt through formal education. Giroux (1995: 6) notes that public schools must assist in the work of preparing citizens for self-governance in an evolving social environment. Through the public schools, learners can be taught the values and skills necessary to administer, protect and perpetuate a free democratic society, thereby

promoting citizenship education structures.

Thus, citizenship education cannot be taught in isolation without dealing with issues relating to active citizenship, such as human rights issues. Consequently, whilst exploring literature relating to citizenship it becomes evident that the concept 'citizenship' is closely linked to concepts such as 'human rights', 'democracy', 'inclusivity', and 'public participation'. Furthermore, Naidoo (2013) adds that civic or citizenship education is concerned with the promotion of effective and active citizenship thus preparing the youth of a country to carry out their roles as citizens. Soroto (2012) suggests that there is a need for South Africa to reconceptualise citizenship education from a critical perspectives as it evolves notwithstanding the complex and ambiguous nature of citizenship education. Johnson and Morris (2010) proposes a framework for citizenship education that has (i) a concern for ideology, (ii) a collective focus, (iii) context-driven approach and (iv) drive towards praxis in addition to the development of knowledge and skills. This framework provides valuable insight about citizenship education which can influence and enhance active citizenship education programmes and initiatives in South Africa.

### **2.3.2 Human rights education**

Before describing human rights education it is essential to first define the concept 'human rights'. Human rights are universal, which implies that we all have human rights simply because we are human and these human rights are at the heart of human existence (Carrim, 2006; Douzinas, 2000). This universality of human rights is encapsulated in the Universal Declaration of Human Rights (UN, 1948) which includes 30 articles of human rights. These rights for all humans have been founded on the basis of freedom, justice and peace (UN, 1948).

Henriquez (1999) notes that the notion of rights is a product of history, which implies that rights did not always exist and they were not always the same. However, human rights are vibrant as they change through time and they evolve (Carrim, 2006), which implies that human rights are not fixed because through different experiences and contexts it can be changed and improved over time. For example, the Universal Declaration of Human Rights was formulated by the Commission on Human Rights and adopted by the United Nations General Assembly in December 1948 (Bailey, 2011). Since then, through various and diverse experiences, the Articles

in the Declaration have been applied within the contexts of the different countries adopting the Declaration. Article 2 of the Declaration (UN, 1948) states that ‘everyone is entitled to all the rights and freedoms set forth in the Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status’.

South Africa is one of the states that committed themselves to co-operate with the UN to promote and achieve human rights education (Horn, 2009). Subsequently, the Constitution of South Africa (Constitution of RSA, 1996) has expanded Article 2 of the Declaration in order to apply it within the South African democratic context. An example is Section 9 (4) which states that ‘the state may not unfairly discriminate, directly or indirectly, against anyone on one or more grounds, including, race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth’. This demonstrates the progression of human rights in relation to change and forms of authority because human rights is dynamic, universal, contextual, linked to power and not only political and legal (Carrim, 2006).

Human rights education is viewed as the root for a universal human rights culture whilst individuals and groups learn to respect their own rights and dignity as well as that of others (Hodgson, 1998). It is also claimed that human rights education is not just based on political principles but also on cognition, emotion and action (Osler and Starkey, 1996). Human rights education is all learning that develops the knowledge, skills and values of human rights and involves the learners’ valuing and understanding the principles of human rights (Flowers, 2002). Human rights education is rather understood as a pedagogical and a moral construct which means that the epistemological foundations and the context in which they unfold are recognised within the social context (Roux, 2012: 41). The UN perspective is that human rights education is a way of transformation and a mechanism to deal with abuses and it is an empowering process that enables people to take control of their lives by identifying violations and learning how to use existing means to counter abuse of rights (Tibbitts, 2003).

Keet (2007) illustrates through his three-phase Human Rights Education (HRE) model that HRE is not a new concept due to educational teachings focusing on aspects relating civic, democracy,

justice, human rights amongst others and have been part of education systems directly or indirectly. This implies that human rights education cannot be viewed only within a single legalistic framework. Human rights education should rather be viewed and experienced in a more holistic framework which includes approaches such as 'legalistic, integrated, specific, conflict resolution-based, rights-based, anti-discrimination and development' (Carrim, 2006: 41). The holistic view of human rights education should entail knowledge, skills, values, behaviour, feelings and attitudes, as well as development (MacKinnon, 1993). In essence, human rights education should aim to educate, equip and empower citizens to use their human rights to improve their lives. Human rights education within a South African context has fully emerged in the challenging transformation that South Africa has undergone since 1994. This transformation has been based on a democracy which promotes the protection of human rights. The Bill of Rights, Chapter Two of the Constitution of South Africa (Constitution of RSA, 1996), is regarded as the basis of the South African democracy which preserves the rights of all South Africans and affirms the democratic values of human dignity, equality and freedom.

Education was thus the central sector which needed to be transformed since, as Carrim and Keet (2006) suggest, the largest social space is occupied within the education sector. For example, in 2009 there were a total of 14 122 305 learners and students in the education system, with 11 834 516 pupils enrolled in public schools, 393 447 pupils enrolled at independent schools, 420 475 enrolled in FET colleges, 237 471 in AET centres, 100 717 in special schools and 837 779 in higher education institutions (DBE, 2010e: 5). This means that large masses of people are within educational institutions.

It has been noted that it is a human right to have human rights education. However, the challenge posed is the extent to which South Africans are exposed to human rights education, especially the large masses of citizens in schools. Human rights education is therefore interrelated with citizenship education and democracy education as it aims to empower citizens in order to improve their lives in a democracy (Menezes, 2003; Tibbitts, 2002; Naval, Print and Iriarte, 2003, Rauner, 1999, Pitts, 2002 and Schoeman, 2003). The terms 'human rights education', 'citizenship education' and 'democracy education' are often used and fused to effect similar meaning. However, Du Preez (2008) argues that teachers' knowledge of policies relating to human rights including the Policy of human rights across the curriculum, Manifesto of Values,

Education and Democracy and the Policy on Religion Education remains a concern for researchers and stakeholders alike. It is thus imperative that human rights education begins with professional teacher training to ensure that teachers are effectively empowered to facilitate knowledge, skills and understanding about human rights (Roux, 2012).

With this in mind, this study thus explores the extent to which the curriculum prepares learners for active citizenship in a democracy. The following section explores democracy education within the context of active citizenship in South Africa.

### **2.3.3 Democracy education**

Democracy has its roots in ancient Greece which now is described as ‘direct democracy’ (De Villiers, 2001: 19). Direct democracy is based on the notion that every citizen is directly consulted in every decision of government (De Villiers, 2001: 19). It can be described as freedom, liberties, entitlements, respect, human rights, citizenship amongst others and most of all democracy is about having your voice heard (Sen, 1999; Honohan, 2005). Democracy can also be defined as public participation in government processes and activities (Brynard, 1996).

In essence, democracy promotes the notion of the involvement of the majority of citizens in decision-making processes, and especially in electing political representatives (Torres, 1998). In other words, it leads to the notion of government by the people under the Constitution. Democracy education therefore encourages citizens to become active participants in society by making choices and meaningful contributions which also includes accessibility, inclusion and empowerment (Leibowitz, 2000), in this instance empowerment through education.

Democracy entails striving toward freedom of the individual and this freedom is protected through political action as well as the relation between government and the people (Council of Europe, 1987). This is therefore relative to public affairs which require the public to be educated about democracy, which in turn capacitates the public to learn through participation in civic activities and prepares citizens to actively participate in a democratic society (Council of Europe, 1987).

Democracy has emerged differently in various contexts. The next section describes the different types of democracies.

### **2.3.3.1 Types of democracy**

There are three types of democracy namely direct democracy, representative democracy and participatory democracy.

#### ***Direct democracy***

Direct democracy suggests that every citizen is consulted and is directly involved in every government decision (Calland, 1999). Voting in elections is an example of participation in the process of direct democracy. However, with large populations such as that of South Africa, opportunities for true direct democracy are limited.

#### ***Representative democracy***

Representative democracy suggests that elected representatives solely represent the views of the people (Calland, 1999). In other words, the representative speaks on behalf of his/her constituency and is accountable to the electorate.

#### ***Participatory democracy***

In a participatory democracy, the public is actively involved in the decision-making of the government. Participatory democracy therefore implies that there are meaningful negotiations between the active public and the government. Participatory democracy has also been understood to include principles such as freedom and equality of opportunity (Kelly, 1995).

It is evident that democracy is practised in diverse ways due to the context in which it is practised. It has different meanings in different contexts. The common notion emerging from the different types of democracy is that citizens have an opportunity to voice their opinions and there are levels of consultation measures which in turn have various outcomes. Consequently, for citizens to optimally have their voices heard they need to be informed about relevant matters, and

should be able to make meaningful input in democratic processes. Should this happen, they can be regarded as active citizens in a democracy.

The next section discusses reasons why democracy education is crucial, and the impact it has on active citizenship in a democracy.

### **2.3.3.2 Education for democracy**

Democracy education or education for democracy promotes the notion of encouraging the people's voices to be heard. This does not necessarily entail active participation however, but it supports the notion of agreement and representation (Carrim, 2006). Democracy therefore implies being part of society and exercising one's right to have one's voice heard.

One way in which to participate and have your voice heard is through voting (Parliament of RSA, 2010a). South Africa boasts with a multi-party democracy which allows citizens 18 years and older the opportunity to vote for a political party of their choice to represent them in decision-making processes in Parliament (Leibowitz, 2000). Political parties have constituencies within the communities where MPs become a direct link between the community and government. Citizens can raise concerns at their constituencies and the MPs in turn raise these issues on behalf of the community in Parliament for further debates and discussions. In theory, this is one way in which the public can participate in Parliament. However, in practice it is apparent that the constituencies are not very visible and people may not know where their constituencies are situated.

However, in order for citizens to optimally participate, education for democracy should ideally start at a young age and should be targeting an audience representing a wide range of citizens. This audience would ideally be learners within the education system because there is an assumption that schools prepare learners for life, and this must be reflected within the school curriculum (Council of Europe, 1987). Young citizens should be educated and nurtured to become democratic citizens who are able to contribute to and enhance a democratic society (Linington, Excell and Murriss, 2011). I am therefore of the opinion that when we are informed, we have an advantage to make informed decisions and thus we can make informed positive

contributions to society as well as hold government answerable to the people. This can therefore only enhance striving toward the ideal democratic society. Glaeser, Ponzetto and Shleifer (2007: 82) are of the opinion that educated people are better able to express what they know, and to inform and to persuade.

During 1994 South Africa embarked on a democracy. The transition from an apartheid system to a democratic system required radical interventions. These interventions required, amongst others, transformation in education. As mentioned earlier, the South African education system transformed from 19 racially divided education systems to one democratic education system (Rooth, 2005). New policies and mechanisms were put in place to address the inequalities of the past, hence the curriculum introduced the teaching and learning of concepts such as 'democracy' in schools. The education system has therefore introduced the infusion of these concepts into the curriculum, and in particular the LO curriculum in the NCS. The rationale for introducing democracy education in schools was to develop a nation of competent and caring citizens who can participate meaningfully in society and achieve their full potential (Rooth, 2005).

Democracy education is directly linked to the implementation of inclusive education which aims to include every citizen regardless of social or cultural backgrounds. Ultimately, democracy promotes and encourages inclusion of all, which is pivotal to active citizenship. The notion of inclusivity is discussed in the following section.

#### **2.3.4 Inclusive education**

Inclusive education has its roots in the Universal Declaration of Human Rights (UN, 1948) which states that everyone has a right, without any form of discrimination, to education that shall be directed to strengthen human rights and freedoms (UNESCO, 2005b). Inclusive education has been approached in various and diverse ways. Inclusion within a comprehensive education system means that all persons, regardless of skills, qualities, attributes, home life and personality, are given equal opportunities to reach their potential (Arbeláez, 2008:4). Some authors identify inclusive education as a context within which ordinary schools include a diversity of learners, or as a system that ensures that learners with disabilities are accommodated within mainstream education (Clark, Dyson and Millard, 1995; Uditsky, 1998). Others suggest that inclusion is an

attitude. These authors focus on institutional and organisational structures, and upon improvement (Ballard, 1995; Clark et al., 1995; Rouse and Florian, 1996). Inclusivity is about the development of an inclusive society where all members participate and contribute optimally in order to achieve a democratic and just society (Engelbrecht, 1999; Swart and Pettipher, 2001). All citizens should therefore have equal access and opportunities to be able to reach their full potential and participate optimally in a democratic society.

In the South African context, inclusive education is viewed as a learning environment that accommodates and promotes diversity unconditionally and without discrimination of any kind (DoE, 1997c). In essence, inclusive education acknowledges, accepts and respects the idea that all learners can learn and that they are diverse, and strives to maximise learner participation and potential (DoE, 2001).

Since the 1994 democratic elections, South Africa has undergone substantial transformation, especially within the education sector. This resulted in radical transformation in terms of policies and legislation. In response to these radical shifts, South Africa introduced inclusive education which is viewed as a human right (DoE, 2001). The South African Constitution reinforces this notion by stating that ‘all citizens are equally entitled to the rights, privileges and benefits of citizenship’ (Constitution of RSA, 1996: 3). The Constitution further notes that everyone has a right to education and that the state must take into account the need to redress imbalances of the past by focussing on access, redress and equity (Constitution of RSA, 1996). Article 24 of the international policy on inclusion promotes the full development of all individuals in order for them to participate effectively and optimally in society (UN, 2006).

#### **2.3.4.1 Inclusive education in the curriculum**

Under apartheid, exclusion was the norm, also with respect to education. OBE was introduced in an attempt to address the inequalities of the past. The rationale behind this was the idea that all learners can learn and succeed, although not on the same day or in the same way (Naicker, 2000; Naicker, 2006). Various policies on inclusivity were drafted in order to eradicate discrimination of all kinds. Chapter Two, Section 29 of the Constitution, states that everyone has the right to education (Constitution of RSA, 1996). South African policy and legislation regarding education

signifies a commitment to promote education as a basic human right, quality education for all, equity and redress, the right of choice, curriculum entitlement, and the rights of parents (Muthukrishna and Schoeman, 2000).

Since 1994 inclusive education has manifested itself in different ways in different contexts. However, the literature generally advocates inclusive education as the inclusion of all despite barriers to learning and development, and there is recognition that all citizens have equal rights and opportunities as citizens of South Africa. This implies that all citizens have the right to participate in all democratic processes. Citizens should learn to respect one another and understand that all persons encounter barriers in their lives. Inclusive education promotes inclusion for all and the literature suggests that South Africa has incorporated inclusivity in its policies across its various government departments. With regard to education, inclusivity is one of the fundamental principles that underpin the curriculum. However, the question is: to what extent are learners who experience barriers to learning and development accommodated in the system and provided with equal opportunities so that all learners can optimally achieve their potential to become active citizens in this country?

The LO curriculum has thus been given the responsibility to include citizenship -, democracy -, inclusive - and human rights education in order to fundamentally promote and encourage active citizenship in a democracy. In particular, inclusivity in the LO curriculum was intended to deal with a number of social justice and human rights issues, and at the same time taps into the rich diversity of our learners and communities for effective and meaningful decision-making and functioning for a healthy environment (DoE, 2003b: 6). The challenge, though, is the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy.

### **2.3.5 Public participation**

This section provides an overview of what is to be understood by 'public participation'. It illuminates the concepts that underpin 'public participation', and also provides an explanation of global perspectives, as well as the South African perspective, on public participation. Various perspectives on public participation are explored in this section. This includes perspectives from different countries and there is a focus on the South African perspective on public participation

within the context of active citizenship in a democracy. It is vital to note that public participation cannot be discussed without linking it to notions of democracy. With this in mind, public participation is explored taking cognisance of forms of public participation and constraints in respect of public participation. Finally, this section examines education for public participation and models of public participation as they inform active citizenship in a democracy.

### **2.3.5.1 Understanding public participation**

Since the democratic elections in South Africa in 1994, it became possible for the public to participate in the processes and activities of Parliament. Public participation is a Constitutional obligation which mandates Parliament to ensure public access and involvement as stipulated in Chapter Four of the Constitution. Public participation is therefore one of Parliament's core objectives. Public participation has different meanings for different people (Arnstein, 1969). This implies that public participation would be approached differently by different people within different contexts. People would therefore participate in the way that suits their needs. It is therefore imperative to arrive at some shared understanding of the meaning of 'public participation'. This will assist in developing effective public participation programmes and initiatives.

The Institute for Democracy Association of South Africa (IDASA, 2012) suggests that public participation in democratic processes is essential for the success of democracy. Kimemia (2007) also adds that the South African Constitution makes it a legal requirement for the public to be consulted. This ideally promotes the notion of the people's voice being heard. Public participation is also defined as an opportunity for "citizens to present and stand up for their interests or concerns in the development of plans, programmes, policies, or legislation" (ACM, 2008). Many authors share similar perspectives on public participation as an inclusive process that includes people's involvement in decision-making processes in the implementation, monitoring and evaluation thereof. At the same time public concerns and needs are incorporated into governmental processes (Davids, 2005; Meyer and Theron, 2000; Creighton, 2005). However, these authors define 'public participation' with vague reference to terms such as 'public', 'people', 'citizen' and 'community'. Participation can be referred to as a process of conscientisation, awareness and an essential part of human growth (Burkey, 1993; Rahman,

1993; Crook and Jerve, 1991; Coetzee, Graaf, Hendricks and Wood, 2001; Meyer and Theron 2000; Korten, 1990). These various and diverse perspectives therefore suggest that 'public participation' is fairly new as a concept within a context of a fairly young democracy of just more over 20 years.

### **2.3.5.2 Global perspectives on public participation**

Within a global context, South Africa seems to define 'public participation' similarly to the way Canada for example, does, which is to encourage good governance and engage citizens to actively participate in Parliament (Armit, 2007). This captures the notion of a representative Parliament whereby "citizens vote at general elections to ensure that their voices are heard through party list representation with Members of Parliament (MPs) representing diverse societies through their constituencies".

However, this form of public participation today does not seem to satisfy the need of the public whose voice needs to be heard who wants to be actively involved in governance processes (Armit, 2007). It is therefore apparent that governments such as those of Canada and South Africa are striving to respond to the people's needs by making significant efforts to connect with the public and engage with citizens (Armit, 2007). It is encouraging to note that governments are responding positively in order to enhance public participation. However, how much has been done to address this demand and how effective have the efforts been?

#### ***Austria***

The Austrian Council of Ministers (ACM) developed standards for public participation (ACM, 2008). The ACM has developed standards for public participation aimed at maximising the effectiveness and efficiency of public participation which they believe will ultimately contribute to good governance in Austria. The objectives of these standards are mainly to promote the sharing of information and experiences. At the same time people are encouraged to express differing opinions in order to promote diversity and further enhance the quality and the transparency of decision-making. ACM (2008) is of the opinion that with effective and increased public consultation it maximises public trust in politics and public administration. This in turn

helps to avoid delays and extra costs when implementing policies and programme plans which optimise the use of resources.

ACM has included principles for public participation such as involvement, transparency, joint responsibility, balance and equal opportunity, mutual respect, fairness, information sharing, and feedback. These principles inform the standards of public participation which include performance standards and quality standards (ACM, 2008). The idea is to involve citizens and interest groups in decision-making which can also be assessed in terms of the quality and extent of public participation and recommends public participation especially when many people are affected or interested in a topic.

### *Canada*

Public participation in Canada is rooted in a democratic theory as well as in the evolution of the Canadian parliament. But most importantly it is based on the premise that better results are achieved when those most affected are included in decision-making (Watling, 2007: 2). Canada has adopted three categories of public participation, namely public communication; public consultation and public participation; and public engagement (Watling, 2007). Public communication is regarded as a passive means of communication whereby the public is informed through mechanisms such as websites, brochures, government notices and the media. Public consultation is usually a one-way flow from the public to the government, which includes mechanisms such as public hearings, referendums, and focus groups. Public consultation provides the public with an opportunity to express their views on policies or issues at hand. Public participation and engagement allows for interaction between members of the public, and between the public and government. This type of interaction includes conferences, dialogues, and citizen panels, which are all structured and controlled. This elicits expert advice and recommendations as well as resolutions. It is evident that all three methods are required for effective public participation because the public first needs to be informed and educated about the topic in order for them to engage in dialogue or effectively participate in public hearings.

## *Europe*

One of the pillars of democracy is the contribution of citizens to political decision-making. However, public participation has been restricted to political elections whereby citizens vote once every five years and the elected representatives make the majority of the decisions (European Institute for Public Participation, 2009). It became clear that citizens may not be completely satisfied with such restricted participation. This led to new thoughts around active citizenship and a participatory democracy approach, which promotes more active involvement on the part of citizens regarding decision-making processes (European Institute for Public Participation, 2009). The European Institute for Public Participation defines public participation as a deliberate process whereby interested or affected citizens and interest groups are involved in policy-making before political decisions are taken, and this promotes active citizenship (European Institute for Public Participation, 2009:6).

Public participation in Europe promotes the notion of deliberation in order to make a difference in the way citizens understand or see their role in the democratic process. In other words, deliberation is not just about voting or stating an opinion and focuses on providing and receiving information, and on consultation and public participation (European Institute for Public Participation, 2009). Providing information ensures that information reaches a large proportion of citizens. This assists the citizens to engage with the information at various levels. Consultation involves both the interested public and the politicians, and the public is encouraged to provide views on consultation documents such as green papers and white papers (European Institute for Public Participation, 2009). Public participation involves sharing information and deliberation, which ultimately can persuade people to change their minds or reach consensus regarding decision-making, which in turn helps to resolve contentious issues.

## *Africa*

Many African countries have identified public participation as an integral part of their developing democracies. This is evident from their membership of the African Union (AU). The 53 Africa States as members of the AU have committed themselves to foster citizen participation and transparency in governance (Public Service Commission, 2008).

Uganda has initiated various policy frameworks to promote public participation where opportunities are created for citizens to articulate their needs and influence programme- planning and implementation (Public Service Commission, 2008).

In Ghana, government invited the public to participate in a diagnostic survey and set out various strategies to combat corruption (Public Service Commission, 2008). Various public institutions and civil society advocacy groups were established to purposefully combat corruption. Members of the public were afforded the opportunity to attend public hearings and write submissions in efforts to find effective strategies to combat corruption.

The essence of the global perspectives on public participation lies within the notion by Anderson (2000) that suggests that citizen participation, even in democratic states, is limited due to many barriers including age, gender or area of residence. In other words, regardless of the nature of citizen participation in the diverse contexts many citizens remain to be experiencing limitations to participation in democratic processes.

### **2.3.5.3 South African perspective on public participation**

South Africa prides itself on being a progressive democracy that promotes co-operative governance. The Constitution sets the rules of government by outlining the principles of co-operative governance, including the three spheres of government namely, national, provincial and local (Parliament of RSA, 2011b). The principles of co-operative governance include (i) debate, review and passing of legislation; (ii) provide a forum for public debate on issues; and (iii) watch over the executive arm of state. In terms of legislation, the Constitution (Constitution of RSA, 1996) clearly stipulates the role of the three spheres of government with regard to public participation which includes:

- Section 151(1) (e) - obliges municipalities to encourage the involvement of communities and community organisations in local government;
- Section 152 - the objectives of local government (are) to encourage the involvement of communities and community organisations in matters of local government; and
- Section 195 (e) - in terms of the basic values and principles governing public

administration – people’s needs must be responded to, and the public must be encouraged to participate in policy-making.

The White Paper on Local Government (Department of Provincial Affairs and Constitutional Development, 1998) suggests that citizens should be allowed to have continuous input into local politics, either as individuals or as interest groups. In addition, civil society is encouraged to go into partnerships and contracts with local government in order to mobilise additional resources. These partnerships should be nurtured in order to achieve a co-operative governance framework as noted in DPLG (2007) whereby citizens, councillors and officials take collective responsibility for development at local level and simultaneously inform provincial and national policies and legislation. The White Paper further urges municipalities to develop mechanisms to ensure that the public is involved in policy initiation and formulation as well as decision-making and implementation (Department of Provincial Affairs and Constitutional Development, 1998).

According to the White Paper on Local Government (Department of Provincial Affairs and Constitutional Development, 1998: 34), municipalities require active participation by citizens at four levels which leans towards promoting the notion of active citizenship. These levels are later discussed within the context of public participation models. The four levels for active participation include:

- **As voters:** to ensure maximum democratic accountability of the elected political leadership for the policies they are empowered to promote;
- **As citizens:** who express, via different stakeholder associations, their views before, during and after the policy development process in order to ensure that policies reflect community preferences as far as possible;
- **As consumers and end-users:** who expect value-for-money, affordable services and courteous and responsive service; and
- **As organised partners** involved in the mobilisation of resources for development via for profit businesses, non-governmental organisations and community-based institutions.

In response to this constitutional obligation, the national DPLG of South Africa introduced the Draft National Policy Framework for public participation published in November 2005. This

draft framework defines public participation as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making (DPLG, 2005). This document is a policy framework for public participation in South Africa and suggests that the South African government is committed to develop the type of participation that is truly empowering and people-centred. To ensure this commitment, the Municipal Systems Act 33 of 2000 was introduced and it clearly stipulates and promotes public participation and alludes to the role of the public in local government and community participation.

However, the Municipal Act is not clear on how participation should be done, which then leaves it to the municipality's discretion as to how the public can participate. The DPLG (2005) further notes that this policy was drafted based on democracy which embraces the notion that it is also an imperative of the Constitution to promote public participation. The idea of public participation suggests promoting empowerment by creating structures like Ward Committees and CDWs. These structures are regarded as democratic representative structures (DPLG, 2007).

This definition by the DPLG does, however, raise some concerns as it refers to a selection of communities which may not necessarily promote an inclusive public participation process. South Africa is a diverse nation representing a wide variety of cultures, languages and religious beliefs. This would pose challenges in respect of managing public participation processes with such a large population, hence a representative democracy approach. A representative democracy seems to be a very popular choice of approach, especially with large numbers of citizens. In this instance direct representation could become very complicated since there are so many voices to be heard. However, some people may feel that the representatives may not serve them properly.

Public participation ultimately has an impact on decision-making by allowing communities to influence decision-making processes. The idea of public participation is to provide feedback at provincial and national levels, which in turn should inform provincial and national services, especially informing policy with the reality of services required on the ground (DPLG, 2005). In addition, public participation should ideally promote consultation at all levels, community involvement and enhanced service delivery that should speak to the needs of the community as a whole so that in turn communities can take ownership of their lives (DPLG, 2005). Armit (2007)

supports the notion that by engaging citizens in decisions that influences their lives directly is vital for good governance. The Constitution (Constitution of RSA, 1996) therefore clearly emphasizes that there should be public participation in the processes and activities of Parliament. It is, however, encouraging to note the commitment on the part of the DPLG in identifying the absence and lack of structured participation processes. This resulted in the publishing of the national framework for public participation (DPLG, 2007).

The benefits of public participation include: "increased levels of information in communities; better need identification for communities; improved service delivery; community empowerment; greater accountability; better wealth distribution; greater community solidarity and greater tolerance of diversity" (DPLG, 2007: 17). Evidently, in the attempt to ensure democracy, legislation in South Africa makes provision for public participation in processes and legislative activities. This provision promotes active citizenship by enforcing constitutional obligations for the implementation of public participation mechanisms. These forms of public participation include submissions, petitions, voting in elections and other forms of participation.

In spite of many enhanced public participation initiatives in the South Africa context, not all citizens have acquired optimal information about participatory processes to actively become involved in democratic initiatives (Andani, 2012). This indeed poses a challenge for two decades of embarking on a democracy which envisages to increase levels of active citizenship.

#### **2.3.5.4 Forms of public participation in South Africa**

Since 1994, the South African government has facilitated various public participation initiatives. These included izimbizos, which are initiatives on the part of the municipality where questions are answered, concerns are heard and advice is taken from the public about the municipality's programmes and services. In addition, the Executive Committee (EXCO) facilitates meetings with the people: public hearings are arranged; ward committees were established; CDWs were introduced; and citizen satisfaction surveys and citizens' forums, amongst others, were introduced to enhance and strengthen public participation (Public Service Commission, 2008). In addition, several departments as democratic structures have indicated that they apply consultation initiatives such as workshops, seminars, summits, public awareness campaigns and

community outreach campaigns to allow for public participation in their initiatives (Public Service Commission, 2008). These initiatives ultimately aim to provide the public with various platforms for critical engagement with government in order to enhance service delivery. However, these platforms are formal spaces for participation which does not necessarily ensure high levels of active citizen involvement in democratic processes. Many citizens therefore often display apathy and simply show no interest in becoming actively involved in democratic processes (Ababio, 2004).

Parliament has been selected as one of the key participatory institutions for the focus of this study. Parliament envisages representing the people, ensure government by the people, upholding the Constitution and representing the provinces (Parliament of RSA, 2013d). As the legislative arm of state, Parliament is the "body elected representatives who make the laws" (Parliament of RSA, 2011b: 21). The Legislature includes Parliament as the national legislature and nine provincial legislatures and work autonomously and co-operatively as stipulated by the Constitution. Since 1994, Parliament has introduced its own initiatives to encourage the public to participate and become involved in the processes and activities of Parliament (Parliament of RSA, 2010a). Consequently, national Parliament and the provincial legislatures embarked on the development of a legislative public participation framework. Each legislature would develop its own model (see Chapter Three, 3.1.4.4) which would be underpinned by the comprehensive legislative framework.

Various participatory mechanisms have been initiated by Parliament including submissions, petitions and voting amongst others, which are discussed below.

#### **2.3.5.4.1 Submissions to Parliament**

The Constitution makes provision for the public to become involved in the processes and activities of Parliament such as law-making and oversight (Constitution of RSA, 1996). The public not only has the opportunity to elect representatives but citizens also have a say in matters affecting their daily lives. One way in which citizens can make their voices heard is by making written and oral submissions to Parliament (Parliament of RSA, 2011b; 2013a).

A submission can be defined as a presentation of views or opinions on a matter or piece of legislation. Submissions may be presented in a language of choice. Submissions are often presented in writing and can be further supported or reinforced through oral representation. By making a submission, the public has the opportunity to propose changes or amendments and suggest possible actions to ensure more effective and efficient law-making processes or any other matter being considered by Parliament.

#### **2.3.5.4.2 Petitions submitted to Parliament**

The public can also participate in law-making, oversight and other processes of Parliament by submitting a petition. A petition is a formal request to Parliament for intervention in a matter. It may take the form of requesting assistance with a specific issue or request that a grievance be redressed (Parliament of RSA, 2011b; 2013a). A public petition is an act of a group of citizens with similar interests requesting general relief or redress of a grievance (Parliament of RSA, 2011b; 2013a).

According to the Constitution (Constitution of RSA, 1996), everyone has the right, peacefully and unarmed, to assemble, to demonstrate, to picket and to present petitions. However, there are certain procedures that individuals and/or groups must follow when petitioning Parliament. The presentation of petitions is governed by the rules of Parliament (Parliament of RSA, 2013a).

The National Assembly (NA) requires that a petition be formally presented by a Member of Parliament (MP), for consideration. Therefore, the petition must be supported by an MP. Members of the public are entitled to approach any MP by contacting him/her or by visiting the closest Constituency Office in order to seek assistance with the presentation of a petition (Parliament of RSA, 2013a).

The National Council of Provinces (NCOP) does not require that a petition be supported by an MP. However, a petition submitted to the NCOP should be in the form prescribed by the Chairperson of the Council. The rules of the NCOP do not draw a distinction between special and general petitions (Parliament of RSA, 2013a).

#### **2.3.5.4.3 Voting in elections**

Every South African citizen 18 years and older, and who is a registered voter, may participate in voting in elections. Voting is one of the fundamental democratic rights and many have fought and sacrificed everything so that every single South African may obtain the right to vote. However, not all citizens exercise this right. There are various reasons for this, which may include not being sure as to what difference one vote will make (Mynhardt, 2009).

#### **2.3.5.4.4 Other forms of public participation**

Other forms of public participation and involvement include attending committee meetings and public hearings; keeping oneself informed; joining a political party; joining volunteer organisations; and contacting a Member of Parliament. These mechanisms are aimed at enhancing democracy by encouraging the public to become actively involved as citizens by using the mentioned forms of public participation in order to have their voices heard and ultimately having the opportunity to influence decision-making.

#### **2.3.5.5 Role players in public participation processes**

In order to have the people voice their opinions, the Draft National Policy Framework (DPLG, 2005) initiated levels of public participation which becomes a representative public participation process through the establishment of CDWs and ward councillors who are members of the local community. The South African government introduced this initiative in 2003 in order to ensure closer communication and direct communication between the government and citizens in the communities where they live (DPLG, 2005). This Draft National Policy Framework for public participation expresses a few assumptions which underlie public participation.

One of the assumptions is that public participation promotes the values of good governance and human rights and acknowledges the basic right of all people to participate in the governance system (DPLG, 2005). Another assumption is that public participation should narrow the social distance between the electorate and elected institutions whilst recognising the intrinsic value of all people, investing in their ability to contribute to governance processes. Finally, it is

understood that in South Africa in the context of public participation, community is defined as a ward, with elected ward committees (DPLG, 2005). Within the wards there are community development workers who are closest to the citizens on the ground.

It is evident that many challenges may exist with the ward structures at local government level since the level of dissatisfaction relating to service delivery remains high. These challenges may be due to a range of causal factors which are discussed in the next section.

### **2.3.5.6 Constraints in respect of public participation**

As noted earlier, since 1994 it has become possible for all citizens to participate in the processes and activities of Parliament. It is assumed that effective public participation implies optimal community consultation with participatory mechanisms which are employed in order to include disadvantaged groups such as women, youth, urban/rural poor, and the disabled in decision-making processes (Nyalunga, 2006). In addition, public participation should be an ongoing process that should involve all relevant stakeholders at all levels, which would promote equity, good governance and sustainable planning and management of community affairs (Nyalunga, 2006).

However, Nyalunga (2006) further notes that there are numerous challenges regarding public participation. Some of these challenges include lack of public participation policy frameworks, lack of effective communication channels, lack of outreach programmes, lack of capacity-building, lack of education programmes, and lack of networking with stakeholders and practitioners. It therefore seems that the majority of public participation activities take place when citizens cast their votes during elections. Voting does not suffice for effective public participation since active citizenship should be ongoing and include active citizen involvement in participatory processes (Maciel and Pereira de Souza, 2008). This implies that there may still be a lack of public participation in decision-making processes. South Africa has a large population which in itself poses many challenges for public participation.

Public participation forms part of the basis of our democracy. Public participation should therefore take place at all levels and spheres of government, and especially at local government level since local government is closest to the community. Effective participation requires

effective capacity-building at all levels, hence education plays a vital role in ensuring effective public participation does happen, thereby promoting active citizenship in a democracy.

### **2.3.5.7 Education for public participation in Parliament**

The majority of communities are not adequately informed, hence cannot participate meaningfully in political, social and economic processes and activities (Ababio, 2004). This results in lack of interest, lack of competencies and lack of understanding about the various structures and their roles, and the mechanisms in place to influence decision-making. In terms of the law-making process, Parliament invites the public to give input from the early stages of the law-making process. This requires various educational programmes in order to educate the public so that there is with adequate knowledge and understanding of these processes. It is clear that education plays a vital role in effective public participation as it enables citizens to make informed decisions, and to contribute optimally to matters pertaining to their daily lives. Education also empowers communities to take ownership, understand their roles in society and optimally exercise their right to influence decision-making processes (Ababio, 2004). Citizens not only get to understand their roles within society; they also learn to understand and respect the roles and needs of other members of society (Nzimakwe, 2008). It is essential for citizens to be informed and have access to information in order to broaden their vision and understanding, and increase self-reliance (Kroukamp, 2002).

### **2.3.5.8 Public education in Parliament**

Public education can be defined in many different ways. However, generally it is defined as schooling provided by the government. In South Africa, in some cases, the schooling is free of charge, whilst in other cases there is an expectation of payment of school fees. In South Africa the Bill of Rights, Chapter Two of the Constitution (Constitution of RSA, 1996) ensures that everyone has a right to education. This implies that public education should be accessible to all citizens, young and old.

Public education in Parliament has a different meaning to that of the general definition of public

education and basic education and training. The public is encouraged to participate and engage in the parliamentary processes and activities through public education activities or initiatives (Parliament of RSA, 2007). In response to this, Parliament has established a unit called the Public Education Office (PEO) which, at the time, fell within the auspices of the Parliamentary Communication Services (PCS). PCS is centred on concepts such as communication, education, information, facilitating public participation and access to Parliament (Parliament of RSA, 2007). One of the core functions of PCS is to promote public education and public participation in the processes and activities of Parliament (Parliament of RSA, 2007).

Public education within the context of Parliament as a democratic structure formed part of the key functions of PCS (Parliament of RSA, 2007). PEO's core business is to provide information and ongoing education about the processes, roles and structures of Parliament to communities; conduct a visitors-to-Parliament programme; and facilitate meaningful interface sessions between MPs for visitors (Parliament of RSA, 2007). Public education programmes include daily parliamentary tours, curriculum development, the provision of information via radio programmes, publications, and outreach programmes. The latter include conducting workshops and training sessions with community structures in order to promote public participation, and materials development.

#### **2.3.5.9 Parliament and public participation**

Education of the public about the role and processes of Parliament is a prerequisite of meaningful participation (Parliament of RSA, 2007). Parliament therefore aims to develop public education programmes that will be accessed by all communities, and therefore provides support to MPs in their constituencies in their endeavours to promote public participation. Parliament also aims to work towards the development of modules on Parliament for learning institutions in order to ensure that education about Parliament is part of the curriculum. Consequently, Parliament introduced the PEO in Parliament that initiates the following programmes: daily parliamentary tours; curriculum development; radio programmes; publications; and outreach programmes. These initiatives aim to achieve its mandate of providing education to the public about Parliament. These initiatives form part of achieving the strategic objectives of Parliament which are to build an effective People's Parliament that is responsive to the needs of the people

and that is driven by the ideal of realising a better quality of life for all the people of South Africa. It is also strategically aligned to the core objective of facilitating public participation and involvement.

The PEO is led with the belief that all South Africans have a role to play in ensuring that South Africa remains a democratic country as people need to be reminded of their rights and how they can exercise these. The PEO therefore empowers people so that they are able to exercise their rights in an informed manner (Parliament of RSA, 2006). In addition, to ensure that Parliament remains accessible to the public, daily parliamentary tours are offered to schools, visitors to the country and the general public in order to educate or inform the public about the processes and activities of Parliament. In addition, various educational materials are developed, including a parliamentary curriculum, educational pamphlets and information articles. These educational materials are organised and structured both formally and informally and used as teaching tools for public education workshops, media campaigns and education development manuals and during radio broadcasts. The radio, in particular, manages to reach millions of citizens and contributes towards overcoming the obstacle of high illiteracy levels. Radio broadcasts also focus on marginalised communities who normally do not easily access information (Parliament of RSA, 2006).

#### **2.3.5.9.1 Curriculum development in Parliament**

The PEO in Parliament has embarked on developing a curriculum that aims to nurture informed, active and responsible citizens who uphold the principles of the Constitution (Parliament of RSA, 2010b). This curriculum also proposes to:

- Develop an understanding of what Parliament is and what it does and in so doing, conquer the tendency of feeling overwhelmed or inadequate when dealing with the Parliamentary domain;
- Develop an understanding and an appreciation of the values and the rights embedded in the Constitution, in order to practise responsible citizenship and enhance social justice and wellbeing;
- Provide information that will build knowledge and skills and nurture attitudes (virtues)

necessary for public participation;

- Enhance public participation in democratic processes and discussions so that the voices and opinions of all sections of society can be canvassed and reflected;
- Strengthen a connection to and an identity with South Africa and its diverse society and encourage tolerance for and appreciation of the similarities and differences amongst people and cultures; and
- Encourage lifelong involvement in public and Parliamentary activity.

The proposed curriculum is divided into various phases, including Foundation Phase, Intermediate Phase and Senior Phase. In addition, a registered and accredited FET qualification was developed for Parliament. Ultimately, the focus of the proposed curriculum is to integrate active citizenry and citizen participation by upholding principles embedded in the Constitution of South Africa (Parliament of RSA, 2010b). Currently, the parliamentary curriculum has not yet been launched for implementation.

#### **2.3.5.9.2 Outbound public education programme**

One of the core objectives of Parliament is to facilitate public participation and involvement in its processes and activities. In order to participate in Parliament, citizens need to be informed and empowered. Part of the role of the PEO is to reach out across the length and breadth of the country, in all the official languages, to inform and educate citizens about Parliament, what it does and how they, as citizens, can become involved in influencing the laws that govern their lives. To accomplish this task, the PEO has identified the need for a nation-wide campaign that is aimed at informing and educating members of the public about the work of Parliament (including the work of parliamentary committees) so that they are able to participate meaningfully in the processes of Parliament, such as law-making and oversight.

The main objective of this programme is to implement relevant public education programmes that are aimed at informing and educating members of the public so that they are able to participate meaningfully in the processes of Parliament, including law-making and oversight (Parliament of RSA, 2011a).

The Outbound Public Education Programme will be further directed at achieving Parliament's strategic objectives which are:

- To improve Parliament's engagement with the public and its stakeholders;
- To inform and educate the South African public of what happens in Parliament;
- To take Parliament to the people;
- To profile Parliament and promote an understanding of its role;
- To invest in our democracy through contributing to the building of citizenship; and
- To educate the public on how laws are made, and how they can participate in the law-making and oversight process.

The Outbound Public Education Programme seeks to provide public education through methods such as public education workshops, school visits and presentations, public education material distribution, and local radio broadcasts (Parliament of RSA, 2011a).

#### **2.3.5.9.3 Parliament's public education workshops**

The public education workshops are conducted annually throughout the country across all nine provinces. The workshops are directed at the following target audiences: CDWs, NGOs, municipalities, ward councillors, ward committees and various community structures. Workshops cover topical, generic information about the work of Parliament, and about Parliamentary Committees and their roles. Workshops would also be conducted at least four weeks prior to any Parliamentary event such as Taking Parliament to the People, Provincial Week, People's Assembly and Public Hearings, amongst others, in a province where the event is scheduled to take place.

During the visits to the respective municipalities, local schools are contacted where public education presentations are offered and public education material such as educational pamphlets, activity books and the virtual tour of Parliament DVD are disseminated.

#### **2.3.5.9.4 Electronic-based media**

The participation of the public in the processes of Parliament, the public's access to the institution and its members, and information provided to the public remain vital foci of Parliament. Public participation activities include public hearings, outreach programmes, radio programmes and broadcasts, television broadcasts, publications, newsletters, promotional material, the website, the People's Assembly, and Taking Parliament to the People campaign (PCS, 2011a). Electronic-based media is thus aimed to reach millions of South Africans through the above-mentioned avenues to ensure that Parliament reaches the entire South African population.

#### **2.3.5.9.5 Publications**

In order to promote public awareness about Parliament as a democratic structure, the PEO develops various educational materials for the public. Various publications such as information pamphlets and articles are developed and distributed to the broad public. The publications programme is mandated to:

- Develop public education materials;
- Develop concepts for involvement and content development; and
- Develop distribution strategies.

Various public education materials are distributed nationwide. Public Education materials are distributed through Parliamentary Democratic Offices (PDOs), Constituency Offices, Municipal Offices, etc. prior to the activities of Parliament's oversight activities. Materials are distributed at venues where a parliamentary oversight activity takes place and distribution takes place via workshop participants (e.g. CDWs) for further distribution in their wards.

## **2.4 Summary and conclusion**

This chapter provided an overview of 'active citizenship' through describing related concepts such as 'education for citizenship', 'human rights', 'democracy', 'inclusivity' and 'public

participation'. The conceptual framework, in placing emphasis on the relationship between the entities of the study, draws on 'active citizenship' and relating concepts.

Various descriptions and definitions emerged from the literature, which assisted in gaining an understanding of the key concepts within the context of active citizenship. The literature evidently suggests that, in order for citizens to become actively involved and make meaningful contributions, there need to be both formal and informal education structures relating to citizenship education. It is also clear that a citizenship education curriculum should include topics relating to citizenship, human rights, democracy, inclusivity and public participation.

The context under investigation in this study is education, more specifically, citizenship education, human rights education, democracy education, inclusive education, public participation and the South African curriculum, in particular the LO curriculum. LO is the study of the self in relation to others and to society. It addresses skills, knowledge, and values about the self, the environment, responsible citizenship, a healthy and productive life, social engagement, recreation and physical activity, and careers and career choices (DBE, 2010b). The South African curriculum seemingly aims to play a vital role in creating a citizenship curriculum that creates awareness of the relationship between human rights, citizenship, democracy a healthy environment, social justice and inclusivity (DoE, 2002c).

The next chapter describes the theoretical framework that underpins this study.

## CHAPTER THREE

### THEORETICAL FRAMEWORK

#### 3.1 Introduction

The theoretical framework of this study is underpinned by (i) Freire's critical educational theory and (ii) models of public participation. The theoretical framework is informed by the concepts that emerged from a critical discussion. These theories are inherent when discussing the various concepts which are discussed in this chapter.

Paulo Friere's educational theory (Freire, 1971; 1998) is discussed within the theoretical framework of the study as it applies in the social sciences, in education, and more specifically in the LO curriculum. In addition, it discusses public participation models as it relates to active citizenship. In this study Freire's theory is used mainly within the context of an interpretivist paradigm in order to gain an understanding of the phenomenon at hand, namely active citizenship in a democracy.

Creswell (2003) explains that in qualitative and quantitative studies, a theoretical framework involves the presentation of a specific theory, as well as empirical and conceptual work about that theory. Merriam (2001: 45) also describes a theoretical framework as the structure, the scaffolding, the frame of a study. Various theories are explored which are inherent when discussing the various concepts as stipulated in the conceptual framework. Theories include Paulo Freire's Educational Theory in the context of critical theory. Various public participation models are also explored as they relate to active citizenship.

##### 3.1.1 Paulo Freire's educational theory

Paulo Freire's Educational Theory (Freire, 1971: 1998) in the context of critical theory provides a frame of reference for understanding phenomena and perceptions of reality in this study which explores the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democratic South Africa. Freire seeks to empower individuals so that they have the ability

to actively participate in and contribute meaningfully to society. Freire's educational theory emphasises the notion of action. The curriculum envisages a learner that will be equipped to actively participate in society and ultimately become a responsible citizen.

Freire is regarded as a philosopher and theoretician of education in the critical perspective (Torres and Teodoro, 2007). The use of this framework allows me to specifically investigate the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy in South Africa. It further examines the level of knowledge, skills, values and understanding amongst Grade 12 learners and LO educators about active citizenship in a democracy. Active citizenship implies that citizens have the ability or competence to make meaningful contributions to their communities and society and in turn take active responsibility for their lives. For example, through active participation, citizens can influence decision-making in processes such as law-making and oversight by making submissions or by joining an organised community organisation that channels their concerns through local government or legislative structures.

### **3.1.2 Critical theory**

Critical theory is generally regarded as questioning the political nature of that very process, that is, the political process, and maintains that some relationships in the world are more powerful than others and that some theorists enjoy more status than others, that some 'intellectual currency' is worth more than others (Henning, Van Rensburg and Smit, 2004). It is a social theory which lends itself to criticise and change society or the status quo. This theory aims to shift the balance of power to become more equitable by implying that people can design their own worlds through action and critical reflection. However, it is not only about politics but it also emancipator which brings a new discourse to fields including citizenship education. In other words, critical theory is political and emancipatory which implies that when there are changes in society collective action is required since individual action would be insufficient. This reiterates the notion that every individual has a responsibility to create social change (Avalio, 2014). The critical researcher aims to address social issues in and through his / her research hence this study examines the extent to which LO prepares learners for active citizenship in a democracy, and tries to establish to what extent learners are equipped to be able to actively participate as

responsible citizens.

Critical theory in the narrow sense designates several generations of German philosophers and social theorists in the Western European Marxist tradition, namely those philosophers and theorists who are associated with the Frankfurt School. According to these theorists, a critical theory may be distinguished from a traditional theory according to a specific practical purpose: a theory is critical to the extent that it seeks human emancipation, "to liberate human beings from the circumstances that enslave them"(Horkheimer 1982: 244).

Some authors suggest that critical theory makes us aware of social issues and has the potential to critique and initiate transformation through action (Ewert, 1991; Wright, 2007). Critical theorists are not only trying to describe a situation from a particular point of view or set of values, but rather attempts to change the situation. Horkheimer (1982: 244) states that a theory is critical to the extent that it seeks human emancipation and to liberate human beings from the circumstances that enslave them.

From a socially critical orientation, changes in social structures can only be effective with collective action because individual action would be insufficient to bring the change about (Kemmis, Cole and Suggett, 1983). These authors further states that substance of education according to social critical orientation, should emphasis social and critically reflective processes. This approach promotes critical thinking and self-reflection amongst learners which in turn promotes emancipation and praxis.

This study focuses on active citizenship in a democracy, and the democracy in question is that which emerged in South Africa during 1994. Democracy in South Africa brought about a radical shift in education by infusing human rights, social transformation and inclusivity in the curriculum in order to equip learners to become active citizens who participate in democratic processes and take responsibility for their lives. In addition, Parliament of the Republic of South Africa promotes and facilitates public participation by encouraging citizens to become actively involved in the processes of Parliament (Parliament of RSA, 2010a). This inherently becomes a social issue affecting every citizen in South Africa whereby every citizen should ultimately be empowered and equipped to participate in processes and activities that affect their daily lives.

In order for people to become active citizens and make informed decisions, education and access to resources are required in order to assist citizens to make their contributions to processes and to society. Freire's educational theory provides a framework that assists in developing an understanding of active citizenship in a democracy.

### **3.1.3 Paulo Freire's educational theory: A public participation model**

An adult educator from Brazil, Paulo Freire's life-work is a testament to Critical Theory. His insights into what he called "the culture of silence" (Freire, 1998: 14) led him to play an active role in social reform. He worked to help the dispossessed peoples of urban and rural Brazil find a voice. His work echoes as basic foundation for transformative social justice learning which will take place when people reach a deeper and richer understanding of themselves and their world (Torres and Teodoro, 2007). Freire was of the opinion that individuals are not by nature themselves ready to participate in politics, but they have to be educated in democratic politics (Torres and Teodoro, 2007). Freire argues strongly for political education, and agrees on the fundamental principle that all people should be free and able to participate fully in the political sphere (McCowan, 2006).

Cohn (1988) notes that examining Paulo Freire's educational pedagogy reveals a belief in education as a subversive force where schools are agents of change. Education should open minds to higher stages of consciousness rather than simply deposit information for future use, for knowledge emerges only through invention and inquiry.

Participatory methods and the encouragement of critical thinking as Freire notes, result in rigorous pedagogy that is a democratic approach (Cohn, 1988). Critical thinking can be perceived as "thinking that facilitates judgement because it relies on criteria, is self-correcting and is sensitive to context" (Lipman, 2007:428). Freire believed that making people literate and teaching them to critically review their lives will lead to change (Freire, 1971: 9). In other words, people need to be able to label their world, assess it and then act as an agent to change it. Freire (1971: 3) feels education should "open minds to higher stages of consciousness" rather than simply deposit information for future use. This is known as praxis that involves analysis, discussion and action in order to change a situation, to create a new situation and for true

learning to occur (Harmon, 1975). Children learn best through interaction with the environment and should therefore be involved in their own learning, which can be done through dialogue since learning and the curriculum evolves in the classroom. Teachers should seek to not only enhance learners' ability to make reasoned judgements but also develop their inclination and disposition to do so and they should employ methodological approaches to teaching-and-learning that develop a critical spirit within learners (Siegel, 2007:442). However, the class merely re-creates the origins of the materials which ultimately produce more effective and retentive learners (Shor and Freire, 1987). Freire thus believes that many political and educational plans failed because their authors have designed them according to their personal views of reality and have not taken into account at whom the programme was directed (Freire, 1971).

Freire's work inspired many to join in the fight for social reform. He cautioned them not to see his philosophy as methodology, but rather to reinvent the philosophy to fit their reality. His educational theory (Freire, 1971; 1998) including, Theory of Value; Theory of Knowledge; Theory of Human Nature; Theory of Learning; Theory of Transmission; Theory of Society; Theory of Opportunity and Theory of Consensus.

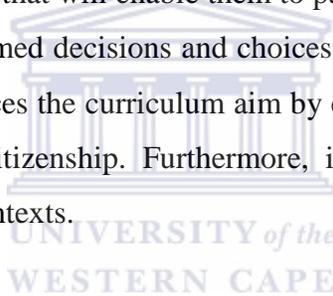
The following subsections discuss these theories and establish their relationship to this study which focuses on the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. Curriculum transformation in South Africa led to the development of an innovative new Learning Area called LO. LO aims to guide and prepare learners for life and equips learners for meaningful and successful living in a transforming society (DoE, 2002a). Freire's educational theory (1971) encompasses the following theories, namely the theories of *Value, Knowledge, Human Nature, Learning, Transmission, Society, Opportunity and Consensus*. These theories assist in gaining an understanding of what active citizenship in a democracy entails. It also assists in exploring the extent to which the curriculum includes the teaching of concepts such as 'human rights', 'democracy', 'citizenship', 'inclusivity', 'social justice', and 'transformation' in order to promote active citizenship.

### **3.1.3.1 Theory of value**

This theory focuses on what kind of knowledge and skills are worthwhile learning and what the

goals of education are. Ideally, education should raise the awareness of learners so that they become subjects in and not objects of the world. This could be achieved by teaching learners to think critically and democratically in order for them to make meaning from everything they learn. As Kemmis, Cole and Suggett (1983) suggest that the right knowledge goes with the right action which thus requires schools to participate in their communities and the communities to participate in the schools. For example, core values and skills in citizenship education should include, respect, responsibility, integrity, harmony, resilience, social awareness, responsible decision-making, amongst others (Ministry of Education, Singapore, 2014). A holistic approach therefore should be promoted whereby citizenship education ideally includes aspects relating to emotions, values, attitudes and behaviour.

In response to the democratic transition, the South African curriculum envisages equipping learners with knowledge and skills that will enable them to participate in society meaningfully as citizens and be able to make informed decisions and choices as citizens in a democratic country (DBE, 2010a). This theory reinforces the curriculum aim by encouraging critical and democratic thinking which promote active citizenship. Furthermore, it promotes a holistic approach to citizenship education in diverse contexts.



### **3.1.3.2 Theory of knowledge**

The theory of knowledge mainly defines knowledge and how different it is from belief (Freire, 1998). It states that knowledge is a social construct. Freire speaks of two types of knowledge, namely conscious and critical knowledge, which means that beliefs are shaped into knowledge by discussion and critical reflection. Freire believes that knowledge should not only be limited to logic or content, emotions or superstitions; it should seek the connections between understanding and feelings (Freire, 1998).

The LO curriculum lends itself to this by focusing on the holistic development of learners. Theory of knowledge can also be linked to one of the principles of the curriculum that focuses on valuing indigenous knowledge systems by acknowledging the rich history and heritage of this country as important contributors to nurturing the values contained in the Constitution (DBE, 2010b). Indigenous knowledge is the local knowledge that is unique to a given culture or society.

It is the basis for local-level decision-making in agriculture, health care, food preparation, education, natural-resource management, and a host of other activities in rural communities (Warren, 1991).

### **3.1.3.3 Theory of human nature**

This theory defines what it means to be a human being, how human beings differ from other species, and looks at the limits of human potential (Freire, 1998). Humans have the potential to plan and shape the world for their future needs, which inherently separates man from other animals. Non-critical thinking is regarded as the source of many limitations, one of which is that some poor people may see no way out of their conditions.

In its attempt to address the inequalities of the past, the national curriculum pledges to teach learners about human rights, citizenship, democracy and social justice by instilling critical thinking and learning (DBE, 2011a; 2011b; 2011c; 2011d; 2011e). Furthermore, the curriculum aims to equip learners with the knowledge, skills and values necessary for self-fulfilment, and meaningful participation in society as citizens of a free country. In addition, the curriculum teaches learners to be sensitive to issues of diversity such as poverty, inequality, race, gender, language, age, disability and other factors. The curriculum is therefore underpinned by the Bill of Rights in Chapter Two of the Constitution.

### **3.1.3.4 Theory of learning**

Theory of learning defines learning and establishes how skills and knowledge are acquired (Freire, 1998). Freire talks about the myth of looking at the education system like a bank where students come to withdraw the knowledge they need for life. Learners should construct knowledge from knowledge they already possess. Teachers must learn how learners understand the world in order to understand how learners can learn.

This speaks to the notion of inclusive education which enables teaching of learners in a holistic manner. This can be achieved by acknowledging that learners can construct knowledge from their own experiences and that all learners can learn. OBE was therefore introduced to promote a

learner-centred and activity-based approach in education.

### **3.1.3.5 Theory of transmission**

Although transmission can be regarded as a technical term, this theory specifically looks at what the curriculum should be, who should teach it and what methods to use (Freire, 1998). It is evident that teaching is a political process. It should therefore be a democratic process whereby teachers can learn from the learners so that knowledge can be constructed in a meaningful manner for learners. The South African curriculum promotes learner-centeredness whereby the educator is encouraged to get to the learner holistically which inherently encourages democratic approaches to teaching and learning.

### **3.1.3.6 Theory of society**

This theory defines society and establishes which institutions are involved in the education process (Freire, 1998). There is an assumption that there is equal opportunity in a democratic society. Freire challenges this assumption and asserts that education is a political process which implies that schools become tools used to impose values and beliefs of parents, business and community.

Within a broad context, the education system (including its curriculum) expresses itself as a society and its vision is to see how the new form of society is being realised through the children and learners (DoE, 2002b). In addressing poverty and inequalities it takes into consideration the diverse contexts represented by learners in the system.

### **3.1.3.7 Theory of opportunity**

The theory of opportunity looks at who is to be educated and who is to be schooled (Freire, 1998). Freire based his education career on a desire to provide greater opportunities for the poor and oppressed of this world. He believed that knowing has everything to do with being empowered and growing. The theory of opportunity suggests that citizenship is not obtained by chance since it is a construction that demands individuals to fight for it. For this reason, a

democratic education cannot be realized apart from an education of and for citizenship (Freire, 1998).

Based on the theory of opportunity, through the notion of life-long learning, the curriculum promotes a vision of a prosperous, truly united, democratic and internationally competitive country with literate, creative and critical citizens leading productive, self-fulfilled lives in a country free of violence, discrimination and prejudice (DoE, 2002c: 4).

### **3.1.3.8 Theory of consensus**

Finally, the theory of consensus looks at how consensus is achieved, why people disagree and whose opinion ultimately takes precedence (Freire, 1998). Disagreement is a normal occurrence. However, Freire wants to address the challenge when opinions or disagreements are suppressed in the name of authority and control.

Freire (1998: 50-51) states that desire is fundamental but not enough. It is also necessary to know how to want, to learn how to want and this in turn implies learning how to fight politically with tactics adequate to our strategic dreams. This in essence, encapsulates the notion of active citizenship in a democracy, whereby citizens exercise their democratic right to voice their opinions and respect the opinions of others without being discriminated against or victimised for freedom of expression.

### **3.1.4 Models of public participation: A critical reflection on Paulo Freire's philosophy**

Paulo Freire was known as a philosopher and theoretician in the critical perspective in that he never separated theory from practice (Torres, 1998). However, there are some criticisms of Freire's philosophy. Simpson and McMillan (2008) argue that some claim that his theoretical orientation is shallow, for example, that his ethical theory is inadequate and his social philosophy is unbalanced. In addition, some are of the opinion that his ideas are irrelevant to transnational and global issues and only focuses on the Brazilian context, and this constitutes a limitation. This perspective suggests that it may be challenging to apply his theory across diverse contexts since it was based on one context which was not necessarily representative of diverse contexts.

Uriarte (2012) argues that, while Freire systematically outlined the problems of the educational system, he failed to deliberately explicate the means by which one could achieve his problem-posing educational system. Uriarte believes that they are treated to a series of abstract philosophical statements and generalisations that do not have any substantiation outside of Freire's meditative analysis. He further argues that while the dynamic understanding that accompanies a dialectical analysis may allow an individual to become better aware of the intricacies of a phenomenological object or system, this does not necessarily imply that such understanding would incite any specific action or that the individual will necessarily be able to be critical about reality.

There are critics that feel that he uses sexist language, referring repeatedly to men, and they are of the opinion that his concepts are abstract and that a formal system does not exist for others to follow (Cohn, 1988). Cohn further notes that Freire's philosophy does not teach the basics of a subject, and this may imply that the foundations of classic core curricula are missing. Furthermore, Freire's education mainly focuses on adult literacy. Even though his approach was based on non-formal education, his approach may still come across as curriculum-based with its aim to transform settings into a particular pedagogical space which has the potential for ambiguous interpretation and application of his theory.

These critiques are useful to note. However, there are many who support Freire's philosophy and see the value in his work. Theorists who support Freire's work include authors such as Harmon, (1975), Grundy (1987) and Simmonds (2010). Freire's work is centred around a concept called praxis which involves analysis, discussion and action to change a situation, to create a new situation and for true learning to occur (Harmon, 1975). Education should strive towards a curriculum as praxis approach where human rights as praxis are promoted which acknowledges that emancipation, reflection and critical consciousness are key principles in the development of deep understanding in the human rights teaching-and-learning context (Simmonds, 2010). In support of Freire's theory as it relates to praxis in citizenship education, one cannot deny that education can and never will be neutral and that there will always be a political element within the education system. Freire therefore promotes political education because it is justified in both individual and societal terms whereby an individual's life is richer if he/she is aware of and

active in the political sphere; society, and democracy in particular, is richer if its members understand value and are active in politics (McCowan, 2006).

Grundy (1987: 100-121) makes extensive reference to Freire's work on praxis (Freire, 2005) and regards it as fundamental to the emancipatory interest. For Grundy (1987) the notion of a curriculum as praxis would mean that the development of curriculum takes place through the dynamic interaction of action and reflection, which shows how curriculum is developed through active and integrated processes and not as a set of plans to be implemented. In other words, curriculum as praxis is whereby it makes an explicit commitment to the emancipation of human spirit. It is a process in which the educator and the learner work together through dialogue and negotiations (Grundy, 1987) when shaping and implementing the ideal curriculum. In addition, curriculum as praxis is developed in relation to the real world by taking cognisance that learners and teaching-and-learning situations are an integral part of curriculum implementation. Learners are not objects and teaching-and-learning situations are not superficial or theoretical.

Grundy (1987) further adds that curriculum as praxis recognises teaching-and-learning as a social act where the curriculum is developed in a social environment and where individualised instruction is brought under critical scrutiny. This suggests that within the curriculum, praxis knowledge is a social construction rather than a depiction of the natural world. Learners construct knowledge while they are in interaction with other learners and/or while they are in interaction with the teacher. The learner would also become an active creator of knowledge along with the teacher. Teachers and learners are encouraged to engage critically when reflecting on knowledge in order to distinguish between knowledge pertaining to a natural world and knowledge pertaining to a cultural world. Lastly, Grundy (1987) is of the opinion that curriculum as praxis considers meaning-making and interpretation as a social process in which critical orientation of all knowledge is essential. Meaning-making gives rise to conflicting meanings, which makes it undeniably political. The curriculum should have a critical focus that makes provision for learners to be active participants in the learning process in order for them to have meaningful learning experiences.

Praxis is embedded in critical consciousness because the very nature of critical consciousness

within this context is a fundamental determining factor of emancipation as well as in the relationship between action and critical reflection. In other words, one can view praxis as the acts that can shape and change the world. This can be achieved when there is a balance between theory and practice. Theory is the 'actual' knowledge obtained whilst practice is the application of that knowledge. With this in mind, one can argue that the notion of praxis is relevant and can be linked to this study within the context of emancipation and action which is required for active citizenship in a democracy.

#### **3.1.4.1 Other models of public participation**

Public participation as defined within the context of people's involvement with and influence in decision-making. This inevitably links with democracy, specifically to participatory democracy. Public participation is therefore described within the framework of democracy. The origin and types of democracy is discussed in greater depth in the section dealing with democracy education.

It is crucial to note that, since public participation is regarded as contextual in its definition, various models of public participation are described within the context within which public participation is located. This section explores the four models proposed by the Institute for Democracy in Africa (IDASA), Arnstein's ladder of participation, and, finally, Parliament's public participation model (PPPM) within the context of active citizenship in a democracy.

#### **3.1.4.2 IDASA: Four models of public participation**

IDASA identified four models of public participation that are generally applied within the legislative sector which includes national Parliament and the nine provincial legislatures (De Villiers, 2001). These models include a pure representative model, a basic model, a realism model, and the 'possible ideal' model for South Africa.

##### ***A pure representative democracy***

According to this model, the electorate or public elects its representatives, who pass laws in the legislature and oversee their implementation by the executive arm of government. The

participation of the citizen is limited essentially to election time.

### ***A basic model of public participation***

In terms of this model, the public intervenes by interacting with its elected representatives at various times between elections. The model, however, says nothing about the nature and form of that interaction and it does not define or explain who or what is meant by the 'public'. This model is dominated in the main by vested, often commercially-motivated, interest groups and other organised sectors.

### ***A realism model of public participation***

This is also known as a corporatist model of political interaction where consensus is reached at a 'round table' consisting of the primary interest groups. The key public actors within the realism context are comprised of the broader general public or electorate, represented by their elected representatives on the one hand, and the various key interest groups or stakeholders on the other hand.

The success of this approach depends on a dynamic relationship between elected representatives and their constituencies, characterised by constant interaction and clear communication which may be dependent on access to capacity and resources available to the representative. For example, the size of South Africa, with its vast distances and weak transport links between urban and rural areas, makes regular and intensive interaction difficult for representatives. In addition, representatives are elected according to proportional representation, which implies that there are no formal constituencies despite the fact that elected representatives are allocated constituencies by their political parties. This approach may limit broader public influence to voting in elections.

### ***A 'possible ideal' model for South Africa***

The 'possible ideal' model includes three categories of participants namely those who are organized and strong, those who are organized but weak and those who are weak and unorganised. The model is two-dimensional in that it includes the role of political parties and the majority party and it links the government with the legislature. This further broadens opportunities for participation and interaction beyond the formal procedures and institutions of representative governance.

This model acknowledges that intervention or public participation should take place when the executive drafts policy rather than after that policy or legislation is introduced in a legislature. It therefore proposes a holistic approach to public participation, rather than a separation of the legislative from the policy-making process.

Against the background of the various public participation models, De Villiers (2001) argues that based on the premise that the public must and should have a say in the decisions and actions that affect their lives, one may consider certain criteria for public participation. These include:

- The public's contribution should be seen as influential in the final outcome;
- The process must communicate the interests of and meet the process needs of participants;
- The process must encourage that consideration be given to how unorganised communities or interest groups can be brought together as participants;
- Participants should be involved in defining the manner in which they wish to participate;
- Participants should be educated in order to make their contribution meaningful; and
- Participants need to be informed as to the manner in which their submissions were accounted for and how they are reflected in the decisions made.

These criteria suggest that active citizenship in a democracy can therefore be determined by setting up processes that encourage, aid and promote the fullest possible participation by the public. De Villiers (2001) sums it up by stating that effective public participation depends on dedicated educational, information provision, and outreach strategies aimed at providing the knowledge and means to access what may otherwise appear to be a set of remote and incomprehensible institutions.

#### **3.1.4.3 Arnstein's ladder of participation**

Arnstein (1969) proposes the notion that there are different levels of participation. The ladder of participation as explained by the DPLG includes citizen control, delegated power, partnership, placation, consultation, informing, therapy and manipulation (DPLG, 2007).

- **Citizen control** – people participate by taking initiatives independently of external institutions for resources and technical advice they need, but retain control over how resources are used;
- **Delegated power** – in this regard government ultimately runs the decision-making process and funds it, but communities are given some delegated powers to make decisions. People participate in joint analysis, development of action plans and formation or strengthening of local institutions. The process involves interdisciplinary methodologies that seek multiple perspectives and make use of systemic and structured learning processes;
- **Partnership** – The community has considerable influence over the decision-making process but the government still takes responsibility for the decision. People may participate by forming groups to meet predetermined objectives related to the project;
- **Placation** – the community is requested to give advice and token changes are made;
- **Consultation** – the community is given information about the project or issue and asked to comment – e.g. through meetings or a survey – but its view may not be reflected in the final decision. Neither is feedback given as to why its view is not reflected in the final decision. External agents define problems and information gathering processes, and so control analysis. Such a consultative process does not concede any share in decision-making;
- **Informing** - The community is told about the project – e.g. through meetings or leaflets. The community may be asked for comment, but its opinion may not be taken into account;
- **Therapy** – People participate by being told what has been decided or has already happened. It involves unilateral announcements by an administration or project management without any listening to people’s responses; and
- **Manipulation** – Participation is simply a pretence, for example with people’s representatives on official boards but who are not elected and have no power, or where the community is selectively told about a project according to an existing agenda. The community’s input is only used to further this existing agenda.

Arnstein suggests some ground-breaking theoretical work on community participation (Arnstein,

1969). Arnstein's work recognises the aspect of different levels of participation which includes manipulation; therapy; informing; consultation; placation; partnership; delegate power and citizen control. However, as a limitation it can be noted that each step may represent a very broad category within which there are likely to be wide ranges of experiences.

There has been a shift towards understanding participation in terms of the empowerment of individuals and communities. Under this model, people are expected to be responsible for themselves and should, therefore, be active in public service decision-making (Burns and Taylor, 2000). Arnstein's ladder (Arnstein, 1969) may be regarded as outdated, however, its framework is still very useful for understanding and developing community participation models. The frameworks provide useful insights into the scope of experiences associated with community or public participation.

#### **3.1.4.4 Parliament's draft public participation model (PPPM)**

Currently, Parliament of the Republic of South Africa is developing a <sup>8</sup>public participation model which is underpinned by the legislative public participation framework. At this stage, the model has not been finalised. Various aspects have been considered including key roles and responsibilities have been identified in the model for the successful implementation of public participation in Parliament. Various mechanisms, including processes to achieve the respective objectives, have been identified to ensure efficiency of the implementation of public participation policies.

The public participation model aims to provide written guidelines that contain integration, opportunities and minimum norms and standards for Public Participation within Parliament, which provides a documented platform for shared understanding, alignment, the setting of minimum requirements and guidelines for public participation (Parliament of RSA, 2013b). Against this background, Parliament defines public participation as a process which includes

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<sup>8</sup> Parliament's Public Participation Model (PPPM) is not finalised and is currently in draft.

consultation with the people (interested or affected individuals), groups, communities, organisations, civil society and government entities before making decisions that will impact on them (Parliament of RSA, 2013b).

One of the proposed core objectives of the model is to deepen democracy through ownership and to seek of ways of achieving Public Participation as constitutionally mandated. The public participation model for Parliament recognises that there are different levels of participation and include aspects such as informing, consulting, involving and collaborating as illustrated in Figure 3.1. These levels, as described in the draft document (Parliament of RSA, 2013b) include:

### ***Inform***

The first step in a public participation process is to keep the public informed of relevant process. Goals at the ‘inform’ level can range from providing information to interested parties on an as-requested basis, or more proactively making information available to all interested parties to create awareness of the process and issues and public education.

### ***Consult***

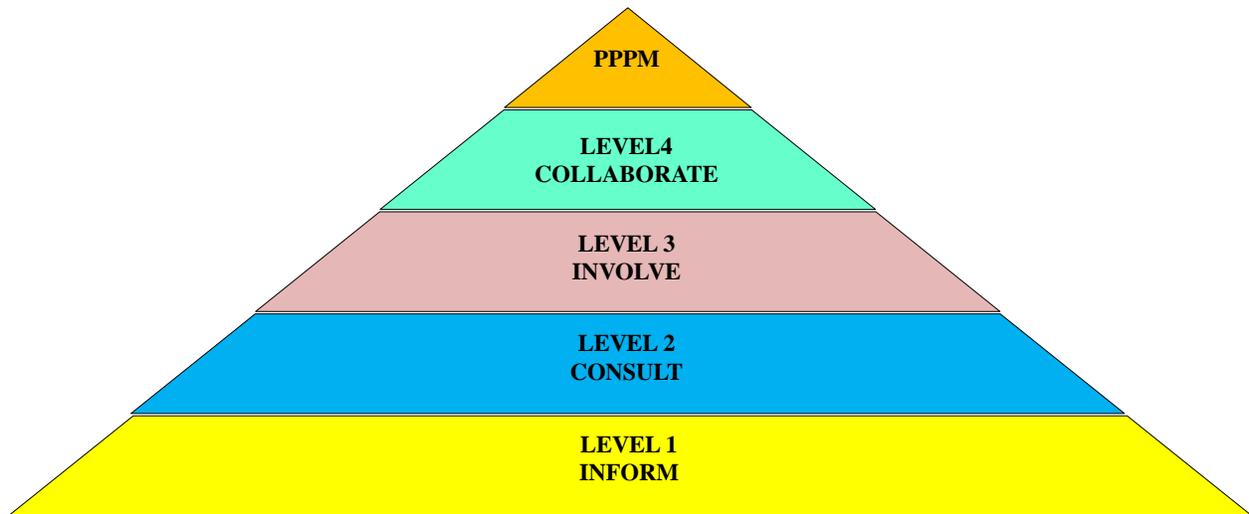
Public participation activities at the ‘consult’ level are used to obtain input that will be considered. Consultation typically involves the distribution or presentation of information, and a request for public comment on the information provided.

### ***Involve***

Public participation activities at the ‘involve’ level include opportunities for dialogue with the interested parties. With involvement, communication increases and the focus is that, as much as possible, the consideration of public input, interests, issues and concerns are taken into account.

### ***Collaborate***

Public participation activities at the ‘collaborate’ level consist of more active interaction and partnership than the other levels. It entails seeking direct advice and ideas from the interested parties and collaborates to identify and develop options and potential solutions.



**Figure 3.1: Levels of public participation in Parliament’s Public Participation Model (PPPM)**

The levels of public participation as depicted in Figure 3.1 are utilised in conjunction with the public participation model. The objective of adopting the levels of public participation approach is to provide the opportunity for public input to influence or make an impact on the process. In addition, meaningful public participation would ensure that the appropriate level of participation is utilised, hence a public participation process should provide for levels of participation that are appropriate for the level of public interest.

The draft model encapsulates the various mechanisms in place to strengthen public participation in the processes and activities of Parliament. These include voting, attending parliamentary committee meetings, public forums, and public education about Parliament, making submissions to Parliament, making petitions to Parliament, attending public hearings about issues of community concerns, contacting MPs in the constituencies, lobbying for issues of concern for the community, joining a political party, and remaining informed about parliamentary processes and activities which are published in the newspapers or in government gazettes. In addition, the public is also being encouraged to participate in Parliament by attending parliamentary events such as Taking Parliament to the People, Women’s Parliament, Youth Parliament and the State of the Nation Address (Parliament of RSA, 2013b).

In essence, various public participation mechanisms have been introduced as measures to strengthen democracy in South Africa. Public participation is also described within the context

where it emerges. The literature further suggests that public participation directly links to the notion of active citizenship which is the focus of this study. However, it is vital to enquire about the effectiveness of these mechanisms and most of all whether these mechanisms are accessible and known to the public.

However, despite having all these public participation mechanisms and programmes in place, it is a great challenge to note that citizens may not be optimally informed and enabled to participate in all these public participation processes. Citizens are thus creating their own participatory platforms due to lack of confidence in existing formal spaces for participation (Cornwall, 2002). The effectiveness of these ‘created’ spaces remains to be proved. However, it suggests that participatory processes are evolving due to evolving contexts.

Public participation processes and activities have indeed evolved over time. It is therefore evident that education is critical in public participation processes. Parliament’s draft public participation model as depicted in figure 3.1 clearly shows that the first level or stage of the public participation process requires citizens to be optimally informed and educated about the respective topic. However, development of active citizenship curricular should therefore be sensitive to aspects relating to the combination of knowledge, context, practice and critical reflection and application. For example, from a praxis perspective, Grundy (1987: 115) argues that “a curriculum is not simply a set of plans to be implemented, but rather is constituted through an active process in which planning, acting and evaluating are all reciprocally related and integrated into the process where praxis is informed and committed action”. The postmodernists view knowledge as the product of discourse and not something which is independent of human minds. This promotes praxis because of the emancipatory aspect of it. This embraces political and civic empowerment which can be applied within the context of Parliament as a key participatory institution with an emphasis on action and critical reflection.

It is crucial to note that each of the concepts that frame this study, relating to active citizenship, are all informed by the theories and philosophy of Freire and are discussed within the context of public participation models as depicted by IDASA (De Villiers, 2001), Arnstein (Arnstein, 1969) and Parliament’s draft public participation model (Parliament of RSA, 2013b). Each model discussed has its strengths and weaknesses. This is useful for this study which aims to develop a

comprehensive model for active citizenship in a democracy.

### 3.1.5 Similarities and differences amongst the models of public participations

The discussion in section 3.1.4 shows that there are similarities and differences amongst the public participation models of IDASA (De Villiers, 2001), Arnstein (Arnstein, 1969) and Parliament’s draft public participation model (Parliament of RSA, 2013b). There are more similarities than differences. This is depicted in Table 3.1.

MODEL	DIFFERENCES	SIMILARITIES
<b>IDASA’S FOUR MODELS</b>	<ul style="list-style-type: none"> <li>• Categories of participants</li> <li>• Communicate interests and meet the needs of participants</li> </ul>	<ul style="list-style-type: none"> <li>• Context</li> <li>• Consultation</li> <li>• Inform / Educate</li> <li>• Consensus</li> <li>• Involvement</li> <li>• Levels of participation</li> <li>• Representatives</li> </ul>
<b>ARNSTEIN’S LADDER OF PUBLIC PARTICIPATION</b>	<ul style="list-style-type: none"> <li>• Partnerships between government and the community</li> </ul>	
<b>PARLIAMENT’S PUBLIC PARTICIPATION MODEL (PPPM) (Draft)</b>	<ul style="list-style-type: none"> <li>• Mechanisms</li> <li>• Written guidelines</li> <li>• Collaboration amongst key stakeholders</li> </ul>	

**Table 3.1: Similarities and differences amongst models of public participation**

Table 3.1 depicts the similarities and differences amongst the public participation models of IDASA, Arnstein and Parliament. These models embrace the significance of context as an enabling factor for active citizenship processes and initiatives. The similarities amongst the models highlight aspects of context, consultation, information, education, consensus, involvement, levels of participation and representation. In terms of differences amongst the models, the table shows a focus on aspects relating to the categories of participants, development of partnerships, mechanisms, providing written guidelines for public participation and establishing collaboration amongst stakeholders.

### 3.2 Summary and conclusion

The theoretical framework, which was informed by a critical theoretical framework within the context of public participation models, clarified the worldview of the researcher and provides a lens through which the research has been conducted and the findings analysed and understood. It is underpinned mainly by Freire’s Educational Theory, Arnstein’s ladder of participation

framework, IDASA's models of public participation, and Parliament's draft public participation model. Inherently the conceptual framework highlights the key concepts being investigated and the interdependent way in which these concepts have been perceived and understood in this study. It also explored Freire's educational theory, models of public participation and provided an overview of the South African national curriculum, in particular the LO curriculum.

Freire, as noted in McCowan (2006), is of the opinion that all education is politically oriented and has political consequences which ultimately implies the very existence of citizenship education as a subject on its own means that the rest of the curriculum is not education for citizenship. This may cause learners to view citizenship as a specific part of their lives and not as a whole life experience with the aim of having a citizenship curriculum rather than a citizenship education within the curriculum. With this in mind, the aim perhaps should be to develop a citizenship curriculum that will be more focussed rather than provide citizenship education within the curriculum which implies that the rest of the curriculum is not about education for citizenship.

In the context of this study, the fundamental elements in the afore-mentioned models include education, levels of involvement and consultation. The fundamental elements of the afore-mentioned models have informed the proposed active citizenship model (see Diagram 8.1 in Chapter Eight).

The curriculum therefore seeks to create a life-long learner who is confident and independent, literate, numerate, and multi-skilled, compassionate, with a respect for the environment and the ability to participate as a critical and active citizen (DoE, 2002b). This leans toward a critical theory perspective which takes cognisance of the impact political, economic and social surroundings have in shaping an individual's social consciousness.

The next chapter describes the research methodology of the study. It outlines the means by which the research aims were achieved. It presents, in some detail, the research paradigm employed, the research context, sources of data and data collection methods. In addition, it discusses the data analysis procedures as well as issues of trustworthiness and the ethics adopted for this study.

## CHAPTER FOUR

### RESEARCH DESIGN AND METHODOLOGY

#### 4.1 Introduction

The general aim of the study was to investigate the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democratic South Africa. The main research question that the study addresses is: To what extent does the Grade 11 LO curriculum prepare learners for active citizenship in a democratic South Africa?

The following subsidiary research questions were answered in order to address the main research question:

- What does active citizenship in a democracy entail?
- How does LO infuse human rights, democracy, citizenship, inclusivity, social justice and transformation in order to promote active citizenship?
- In which ways does Parliament as a key participatory institution promote active citizenship and how do they manifest themselves in the curriculum?
- What are the perceptions of Grade 12 learners and LO educators about active citizenship in a democratic South Africa?
- Do the Grade 11 LO assessment activities promote active citizenship?
- To what extent have Grade 12 learners who completed the Grade 11 LO curriculum during 2012 applied aspects of active citizenship?

#### 4.2 Methodology

This chapter provides an overview of the research methodology for the study and outlines the research paradigm, interpretive approach, case study as research design, and research instruments. It includes discussion of a qualitative case study, access, and crystallization. It also explains the procedure followed during data collection and data analysis. Finally, this chapter concludes with a discussion of crystallization and the ethical guidelines considered in the

execution of the research.

#### **4.2.1 Methodological paradigm**

Research is a process whereby we attempt to answer questions formulated about human behaviour and these questions provide a reason for research (Pretorius, 1995). Educational research could be defined as a disciplined and scientific enquiry to improve educational practice (McMillan and Schumacher, 1997). There are two approaches often used to distinguish between different approaches in educational research, namely, quantitative and qualitative. The literature also suggests that these two approaches may be accommodated in the same process (Scott, 1996).

It is evident from the literature that it is often not easy to select one specific paradigm because boundaries between paradigms can sometimes be blurred. However, a paradigm can also be described as a set of beliefs and assumptions that guide thinking and enquiry (Denzin and Lincoln, 2003; 2005). A paradigm can further be defined as a world view or perspective and the underlying assumptions on which research in a field of inquiry is based (Patton, 1990). A paradigm can also be viewed as a framework that develops theories which determines one's perspectives of the world and also informs methodologies (Henning, Van Rensburg and Smit, 2004). Research paradigms "define for the researcher what it is they are about; and what falls within and outside the limits of legitimate research" (Guba and Lincoln, 1994: 108). The paradigm that underpins a study captures the researcher's point of view or frame of reference for understanding life, the world and reality (Moolla, 2011: 113). Methodology is about the ways and methods we use within the paradigms (Henning et al., 2004).

With this in mind, I adopted a qualitative research paradigm that facilitated an in-depth understanding of the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. In addition, I obtained data that also involved obtaining the participants' understanding of concepts such as 'active citizenship', 'education for citizenship', 'human rights', 'democracy', 'inclusivity', 'public participation' and 'Parliament',.

#### **4.2.1.1 Qualitative research**

A qualitative approach can be described as diverse in its use of a variety of methodologies and research practices (Denzin and Lincoln, 1998; Denzin and Lincoln, 2003). Qualitative research focuses on natural settings and allows the researcher to gain insights into other views, opinions and perceptions within this natural setting (Woods, 2006; Holman, 1987). Pretorius (1995) suggests that the worth of a research method is often determined by the manner in which it is being used in research.

Qualitative research affords the researcher the opportunity to gain a first-hand and holistic understanding of the phenomenon of interest which can be gained through the first-hand knowledge acquired by the researcher (Fortune and Reid, 1999). In other words, qualitative research focuses on obtaining a contextual understanding rather than just a mere explanation of the phenomena. Merriam (1998) claims that qualitative research allows the researcher to provide in-depth understanding of the phenomenon and that it is useful, not only in providing descriptions of complex phenomena, but in constructing or developing theories or conceptual frameworks and in generating hypothesis to explain the phenomena. The strengths and weaknesses of qualitative research have been well documented by several authors such as Babbie and Mouton (2001), Denzin and Lincoln (1998) and Miller and Salkind (2002).

Babbie and Mouton (2001: 270) have identified some characteristics of qualitative research which are appropriate for this case study. As an insider (an inclusive education specialist in the district) I was able to gain access to the ways in which learners and educators have engaged with the teaching, learning and assessment of active citizenship in a democracy through the Grade 11 LO curriculum. The objective of a qualitative approach as described by Babbie and Mouton is to generate "thick" or "rich" descriptions of actions and events where many views and numerous quotations from different voices are provided. The qualitative researcher is generally regarded as the main instrument of data collection in the research process.

#### **4.2.1.2 Quantitative research**

Quantitative research can best be described as the measurement of the properties of phenomena,

which is the assignment of numbers to the perceived qualities of phenomena (Babbie and Mouton, 2001, Krathwohl, 1998).

The distinction between qualitative and quantitative is mainly through the methods such as positivist versus objectivist or constructionist versus subjectivist (Crotty, 1998). These two approaches may not necessarily fit into separate paradigms as researchers often use the two within the same research paradigm (Scott, 1996).

The strengths of quantitative research are that it is regarded as being more reliable and having greater validity than qualitative research due to its objective nature (Hammersley, 2002). Quantitative research is useful in the conceptualisation, measurement and analysis of findings (Denzin and Lincoln, 1998). Numerical measurements and statistics are protective factors in the research context. One should, however, note as Patton (2002) stated that the validity of quantitative research largely depends on careful construction of the research instrument, where the emphasis is on ensuring that the instrument measures what it is supposed to measure. This requires rigorous revision processes in the development of the questionnaire in order to enhance the reliability and validity of the instruments employed to collect the quantitative data.

#### **4.2.2 Graphic representation of the research methodology**

Diagram 4.1 provides a graphic illustration of the research methodology of the study.

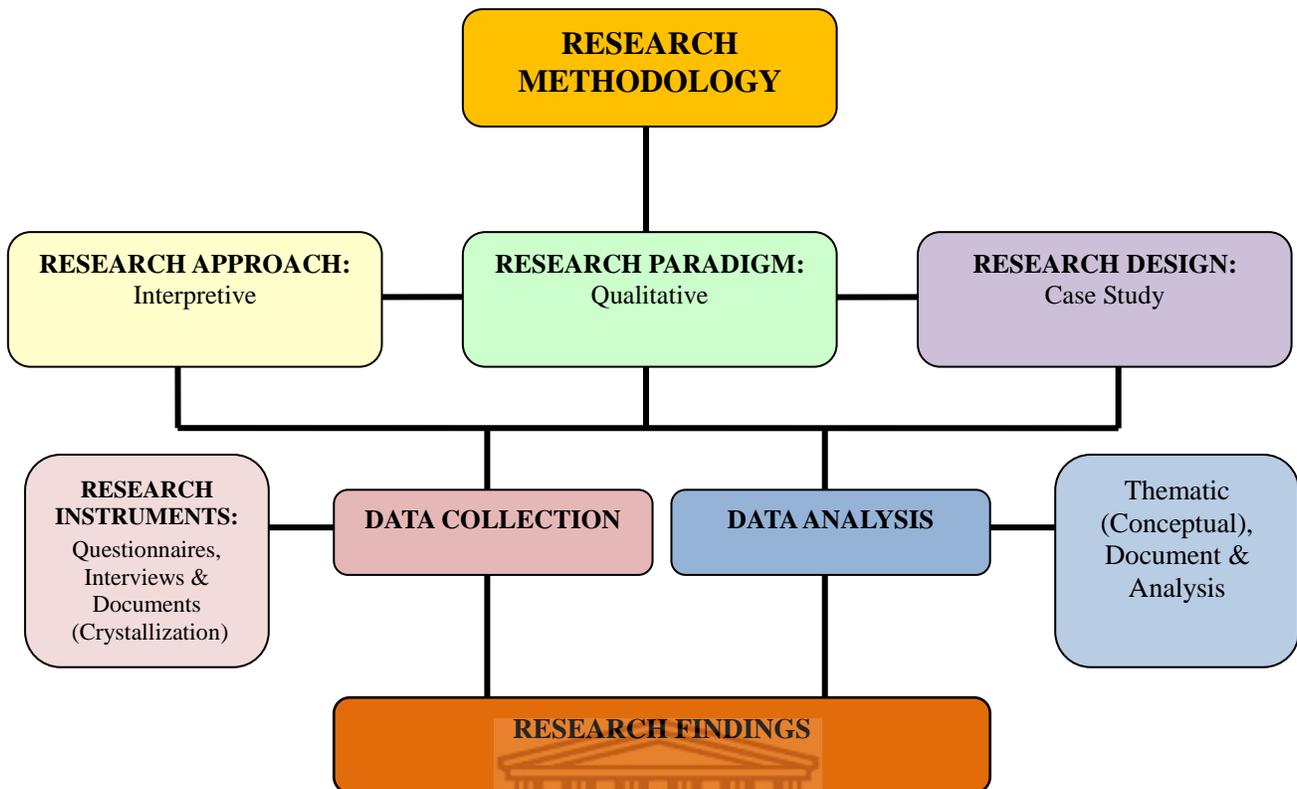


Diagram 4.1: Graphic representation of the research methodology

### 4.2.3 Research approach

Guba and Lincoln (1985: 225) argue that "qualitative designs cannot be given in advance but it must emerge, develop and unfold". Different researchers use different approaches. For example, the approach adopted by qualitative researchers tends to be inductive, which means that they develop a theory or look for a pattern of meaning on the basis of the data that they have collected. The approach by quantitative researchers tends to include having one or more hypotheses, which are the questions that they want to address, including predictions about possible relationships between the things they want to investigate. However, Durrheim (2006) notes that there are four aspects to consider when deciding on an approach. This includes:

- The purpose of the research;
- The paradigm informing the research;
- The context within which the research is conducted; and
- The research techniques employed to collect data.

It is interesting to note that there are various research approaches from which to choose, depending on the type of research undertaken. These include interpretivist, constructivist and positivist paradigms, which often are not clear-cut as the boundaries amongst them can become blurred (Denzin and Lincoln, 2003). Interpretivists tend to take people's subjective experiences seriously as the essence of what is real for them (Terre Blanche, Kelly and Durrheim, 2006).

Constructivism sees reality as socially constructed (Terre Blanche and Durrheim, 1999). It is regarded as a knowledge theory, which argues that people always generate knowledge after an interaction. These interactions are based on experiences or ideas. This kind of research looks at how social signs and images have the power to create particular representations of people and objects and these underlie the way people experience them (Terre Blanche and Durrheim, 1999).

Positivists often use experiments, surveys and statistics (Neuman, 2000: 66). The key difference between these paradigms is the different assumptions about how meaning is constructed, individually or socially.

The implementation of a national policy, which in this case is the national curriculum of South Africa, is a process in which different people from different contexts and persuasions are involved (Maharaj, 2005). This process entails, amongst other things, interpretation of policy text, expectations of different actors, debates, tensions and negotiations. At the end of the implementation process, different participants interpret the outcomes and the reasons for such outcomes according to their personal expectations of the policy (Stofile, 2008). This study therefore located itself in a paradigm that allowed me to gain an in-depth understanding of the extent to which the Grade 11 LO curriculum as part of the national curriculum prepares learners for active citizenship in a democracy.

Based on these assumptions, this study adopted an interpretivist approach since it sought to "capture the lives of participants in order to understand and interpret the meaning (thereof)" (Henning et al., 2004: 19). A qualitative interpretivist researcher would, for example as in this study, use focus group interviews to try to determine the extent to which the Grade 11 LO curriculum prepares learners for active citizenship. This study employed an interpretivist approach as this approach considers the participants' experiences and reality and it also allows

sensitivity in respect of the contexts in which they interact with one another (Terre Blanche, Kelly and Durrheim, 2006). Interpretivism accepts that realities are subjective and that, consequently, multiple interpretations may be evident. Within this paradigm, it is understood that the researcher and the participants are able to construct understandings separately and together (Denzin and Lincoln, 2005).

Leedy and Ormrod (2005) note that the outcome of an interpretivist study is a broad description of a phenomenon as seen through the eyes of the people who have experienced it first-hand. In other words, it aims to discover the meaning of the world as it is experienced by the individual. This study therefore falls within an interpretivist paradigm in that it attempts to understand Grade 12 learners' and LO educators' perceptions, perspectives, practices and understandings of particular situations and experiences (Leedy and Ormrod, 2005; Mertens, 2005).

Even though the study includes a quantitative instrument in the form of a questionnaire, the emphasis in the questions posed in all data collection procedures is on understanding and describing the situation from the point of view of the participants. Their subjective experience, their understanding and interpretation of their context, and the challenges that face them, are the core elements of the investigation in this study. The findings were thus related to an existing body of theory and research, which encompass the conceptual framework and theoretical framework outlined earlier in Chapter Two and Three respectively.

#### **4.2.4 Research design**

##### **4.2.4.1 Introduction**

A research design can be defined as the plan for collecting data, how the data will be utilised and how the research will be conducted (Mouton, 2001). Research design encompasses a research question, the purposes of a study, clarification of what information is required to answer the research questions, and what strategies will be employed to gather this data most effectively (Denzin and Lincoln, 2005). It can be described as an action plan from getting from here to there, where 'here' is the initial set of questions and 'there' is the set of answers (Yin, 1994: 19). The research design can be described as the plan or approach a researcher uses in order to conduct a

study (Trochim, 2006). Some researchers prefer or propose open, fluid and changeable designs because not all researchers embrace design as it is described (Durrheim, 2001; Bogdan and Biklen, 1992). For example, some qualitative researchers justify the use of less structured designs and claim that some designs cannot be given in advance as it must emerge, develop and unfold (Guba and Lincoln, 1985 and Durrheim, 2006).

#### **4.2.4.2 Case study as a qualitative research design**

A case study is one of many ways to conduct social science research which enables a researcher to closely examine the data within a specific context (Yin, 2003; Zainal, 2007). It is a process which tries to analyse some entity in qualitative and comprehensive terms over a period of time (Merriam, 1998: 29). One can learn valuable lessons from a case despite some criticism about its inability to provide generalizable conclusions (Denzin and Lincoln, 2003). Yin (1984: 23) defines case study in terms of the research process: "A case study is an empirical inquiry that investigates a contemporary phenomenon within its real-life context, especially when the boundaries between phenomenon and context are not clearly evident". In other words, one can define it as a research strategy that investigates a specific phenomenon within its real-life context using multiple sources of data (Yin, 2003).

Case studies are regarded as intensive descriptions and analyses of a single unit or bounded system such as a group of learners, a group of educators, a school curriculum, an educational policy, or an innovative educational programme (Smith, 1978). A case study therefore does not attempt to predict what may happen in the future or to seek generalizations, but to understand how meaning is constructed in a particular setting. A case study can elicit various meanings and opinions about a situation through obtaining rich information from the cases. Merriam (1998: 41) states that "a case study has proven particularly useful for studying educational innovations, for evaluating programs, and for informing policy". In addition, Collins and Noblit (1978) note that the strength of case studies is that they reveal not static attributes, but understanding of humans as they engage in action and interaction within real-life contexts.

A qualitative case study approach was used in this investigation as it is differentiated from other types of qualitative research in that it provides intensive descriptions and analyses of a single

unit or bounded system which in this study is to explore active citizenship in a democracy through the LO curriculum (Smith, 1978). The most basic examples of bounded systems may include a group of educators, a school curriculum, an educational policy, or an innovative educational programme.

Five schools were selected in MSED in the Western Cape. This case was selected because of its accessibility and my interest in it. My objective in adopting this approach was for it to be seen not as presenting "wider and wider circles of explanations" of the same topic (Fay, 1975). Rather, so that it should be seen as understanding how meaning is constructed in this particular setting; what it means for the participants to be in this setting; and what the world or the phenomenon under investigation looks like in this particular setting.

Mouton (1996) defines a case study as the study of a grouping or collection of people who are members of a larger entity. The LO educators and Grade 12 learners from the five schools in this study form that grouping or particular phenomenon. All participating learners are exposed to it and the participating educators teach LO at the respective schools.

#### **4.2.4.3 Types of cases**

The selection of a type of case study design will be determined by the purpose of the study. The different types of case studies include explanatory, exploratory, descriptive, multiple case studies, intrinsic, instrumental and collective. Table 4.1 below, as constructed by Baxter and Jack (2008: 549), clearly explains the different types of case studies. The table suggests that a single case study seeks to study a case in its totality and studies processes within a single case, whilst multiple case studies seek to study and compare cases in their totality and study various units within identifiable cases (Yin, 2003; Zainal, 2007).

<b>CASE STUDY TYPE</b>	<b>DEFINITION</b>
<b>Explanatory (Single case)</b>	This type of case study would be used if you were seeking to answer a question that sought to explain the presumed causal links in real-life interventions that are too complex for the survey or experimental strategies. In evaluation language, the explanations would link program implementation with program effects (Yin, 2003; Zainal, 2007).
<b>Exploratory (Single case)</b>	This type of case study is used to explore those situations in which the intervention being evaluated has no clear, single set of outcomes (Yin, 2003; Zainal, 2007).
<b>Descriptive (Single case)</b>	This type of case study is used to describe an intervention or phenomenon and the real-life context in which it occurred (Yin, 2003; Zainal, 2007).
<b>Multiple Case Studies</b>	A multiple case study enables the researcher to explore differences within and between cases. The goal is to replicate findings across cases. Because comparisons will be drawn, it is imperative that the cases are chosen carefully so that the researcher can predict similar results across cases, or predict contrasting results based on a theory (Yin, 2003; Zainal, 2007).
<b>Intrinsic (Single case)</b>	Stake (1995) uses the term intrinsic and suggests that researchers who have a genuine interest in the case should use this approach when the intent is to better understand the case. It is not undertaken primarily because the case represents other cases or because it illustrates a particular trait or problem, but because in all its particularity and ordinariness, the case itself is of interest. The purpose is NOT to come to understand some abstract construct or generic phenomenon. The purpose is NOT to build theory (although that is an option; Stake, 1995). In an intrinsic case study, a researcher examines the case for its own sake (Zainal, 2007).
<b>Instrumental (Single case)</b>	Is used to accomplish something other than understanding a particular situation. It provides insight into an issue or helps to refine a theory. The case is of secondary interest; it plays a supportive role, facilitating our understanding of something else. The case is often looked at in depth, its contexts scrutinized, its ordinary activities detailed, and because it helps the researcher pursue the external interest. The case may or may not be seen as typical of other cases (Stake, 1995).
<b>Collective (Multiple cases)</b>	Collective case studies are similar in nature and description to multiple case studies (Yin, 2003) In a collective case study the researcher coordinates data from several different sources, such as schools or individuals. Zainal, 2007).

**Table 4.1: Different types of case studies**

#### **4.2.4.4 Limitations of a case study approach**

Merriam (1998: 40 – 43) has identified several limitations of the case study approach that are commonly referred to in the literature. Firstly, effective case study research can be both time-consuming and costly. Secondly, due to its attention to detail and in-depth description of situations, it results in lengthy, detailed reports which are often not read by those for whom it is intended. A third concern is that case studies have been accused of either over-simplification or exaggeration of situations. Case studies have also been criticised for giving too much detail about the entire situation, which may be irrelevant to the case. Questions have also been raised about the reliability and validity of case study research. Gray (2004) concedes that case studies have not yet been accepted universally by researchers and have the disadvantage that they are

often difficult to generalise.

#### **4.2.4.5 Description of the case**

There is one national DBE, nine provincial education departments with 81 education district offices in South Africa. For the purpose of this doctoral study the focus is on the Grade 11 LO curriculum and five schools have been selected as a case from MSED office in one of the provinces, namely the WCED to assist in exploring the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. This case was selected on the basis of my interest in the schools; on the basis of the accessibility of the schools; as well as on the diversity in respect of race, age, gender, socio-economic status and levels of resources amongst the schools. The five schools were representative of the South African diversity in terms of socio-economic contexts. For example, schools A and D are located in working class communities and serve these communities. Even though school C is located in a middle class area, the school mainly serves working class communities. Schools B and E are located in middle class suburbs and mainly serve middle class communities. Educator-learner ratio at schools A, C and D average 1: 40 whilst the average ratio for schools B and E is 1: 25. The intention of the selection was not to compare the schools in respect of their implementation of the LO curriculum. However, the study investigated, the level of knowledge gained about active citizenship through the LO curriculum, and whether that knowledge is put into practice, in the different school settings. In turn, this study envisages adding meaningful knowledge in enhancing and strengthening active citizenship in a democracy through the national curriculum (Denzin and Lincoln, 2005).

This approach could easily have been labelled a multiple case study as there were five participating schools. However, a single case study was employed since it provided an intensive, detailed description and analysis of the phenomenon. Furthermore, a single case study was used to describe the phenomenon and the real-life context in which it occurred (Yin, 2003; Zainal, 2007) which in this instance included the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. This doctoral study thus did not intend to compare the schools, but considers the diversity amongst the schools to be an important source of understanding the extent to which learners are prepared for active citizenship in a democracy

through the Grade 11 LO curriculum.

### 4.3 Research instruments

This section describes the data collection methods and research instruments used in this study. Table 4.2 below provides a summary thereof.

METHOD AND RESEARCH INSTRUMENT	SOURCES OF DATA
<b>Phase 1</b>	
Literature review and document study	Literature, relevant institutional documents, policy documents and policy imperatives
<b>Phase 2</b>	
Questionnaires	Grade 12 learners and LO educators
<b>Phase 3</b>	
Focus group interviews	Grade 12 learners and LO educators

**Table 4.2: The phases of the data collection process**

The research methods and instruments were used in three phases of the data collection processes as illustrated in Table 4.2. Phase one included a literature review and document analysis whilst phases two and three included the use of questionnaires and focus group interviews.

The research questions were central to the development of the research instruments. The questions which guided the document study and framed the interview schedules and questionnaire were therefore specific and not chosen randomly. They included open-ended and exploratory questions as well as more confirmatory ones, and were all framed by the research aim and objectives, as outlined earlier in the thesis and at the beginning of this chapter.

#### 4.3.1 Research instruments and methods

Quantitative research instruments are used to find data to confirm an already existing theory, whilst qualitative instruments aim at formulating a theory that will explain the understanding and perceptions of participants - in respect of this study, about the extent to which they are prepared for active citizenship in a democracy (Goetze and Le Compte, 1984). Focus group interview

discussions were used as qualitative methods in this study as they provided a useful means to gain an understanding of participants' articulation of their personal experiences.

The questionnaires were used as a quantitative research instrument in this study to further support and crystallize the data that were collected. The quantitative instrument was included in the study primarily as an affirmative technique, to crystallize findings from the other data collection methods, to qualify and deepen descriptions. Employing a range of methods enabled the researcher to crystallize data which was generated by varied methods and from varied sources.

This study used questionnaires and semi-structured focus group interviews. The questionnaires were a practical means of collecting large amounts of data and the focus group interviews were economical and less time-consuming than one-on-one interviews. Semi-structured focus group interviews were appropriate for this study because they can be easily controlled, can be flexible, and allows for a combination framework for analysis (Wellington, 2000). In other words, they included probes designed to obtain additional, clarifying information. These methods were ideal for this study because the study comprised a large number of participants, that is, seven LO Educators and 461 Grade 12 learners from five schools in MSED. For the focus groups it is suggested that the size of the group should not be too large as to be unwieldy or to preclude adequate participation by most members nor should it be so small that it fails to provide substantially greater coverage than that of an interview with one individual (Merton, Fiske and Kendell, 1990). These authors assert that a small group ensures that everybody participates; and nobody is lost, which improves cohesion among members. In this study, five smaller groups, each with 10 participants, of Grade 12 learners, and one focus group of four LO educators respectively were preferred because the participants had a great deal to share about the topic and possible sharing of lengthy experiences with the topic under discussion (Kreuger, 1988).

Questionnaires were administered to 461 Grade 12 learners and four LO educators in MSED in the Western Cape, thereby gathering large amounts of data that was measured statistically and obtained generalizability across diverse contexts within the respective schools regarding the concepts of relevance for this study. In addition, I facilitated semi-structured focus group interviews with Grade 12 learners and LO educators that provided an in-depth understanding of

participants' perceptions of the relevant concepts and which also sought to elicit in-depth understanding and provide a rich description of the phenomenon (Schoslak, 2002).

#### **4.3.1.1 Questionnaires**

In this study, phase one consisted of the literature review and document analysis whilst phase two entailed two self-administered questionnaires which were administered at five schools in MSED in the WCED and the focus was on Grade 12 learners and LO educators. Six educators were invited to participate and four educators completed and returned questionnaires. Of the 757 Grade 12 learners who were invited to participate, 461 learners completed and returned questionnaires. Some of the responses required parental consent, and as part of ethical considerations only learners who consented and obtained parental consent could participate in the study. The questionnaires were designed in such a way that they linked the questions specifically to the research questions in order to ensure that the focus of the study was maintained and that all the questions that were posed were relevant to the research. Since the study selected Parliament as one of the key participatory institutions, the questionnaire mainly included items relating to Parliament, Active Citizenship and the LO curriculum.

Questionnaires were used because a questionnaire is an appropriate research tool to collect data from a large sample. The questionnaires generated both qualitative and quantitative data since they comprised both closed-ended and open-ended questions in order to confirm and deepen data gathered in the study. The quantitative data was presented in the form of numbers dealing with numeric data, amounts and measurable quantities (Wellington, 2000) whilst the qualitative data was categorized and generated themes and patterns (Leedy and Ormrod, 2005). Huysamen (1997) describes quantitative research as typically discerning a cycle of successive phases of hypothesis formulation, data collection, analysis and interpretation, whilst Denzin and Lincoln (2003) simply state that it is a site of multiple methodologies and research practices. Johnson and Christensen (2000) say that questionnaires can provide data economically and in a form that lends itself perfectly to the purpose of the study.

Questionnaires can be very useful when gathering data from a large sample group. A questionnaire is also informal and less intimidating for the participant as it can be completed

independently. The greatest strength of this method is that it can collect data from large samples. However, it cannot provide depth in its responses (Pretorius, 1995). Even though questionnaires are regarded as a quantitative research tool, it was used as a means of crystallization in this qualitative research paradigm.

The educator questionnaires were given to LO educators who completed them independently. The educators were briefed prior to completion of the questionnaire. The learner questionnaires were administered in selected classrooms with the class educator's supervision and they were collected upon completion by all the participants. Having the class educator administer the questionnaires was less time-consuming than if I had to visit each school for that purpose. This allowed me more time to spend on data analysis. LO educators were briefed before-hand regarding the administration of the questionnaire to learners. Copies of the questionnaires were delivered to each school, including copies of informed consent forms. The questionnaires contained both open-ended and closed-ended questions. The closed-ended questions generated quantitative data which assisted in clarifying, statistically, those findings that had emerged in the focus group interviews. This represented a form of crystallization which enhanced the trustworthiness of the research as a whole.

The questionnaires elicited the learners' and educators' perceptions and understanding of active citizenship, public participation in the processes and activities of Parliament as well as their understanding of concepts such as 'human rights education', 'democracy education', 'citizenship education', and 'inclusive education'. The questionnaires commenced with straightforward, closed questions, with open-ended questions towards the end (Wellington, 2000). The questionnaire was attractive, clearly presented and brief. Participants could complete the questionnaire in 45 minutes. The idea was to have all participants complete the questionnaire.

The questionnaires covered the following categories:

- Biographical information;
- Section A: Knowledge about Parliament;
- Section B: Parliament and active citizenship; and
- Section C: Opinions about the LO curriculum and Parliament.

The questionnaires were supplemented by semi-structured focus group interviews with Grade 12 learners and LO educators in order to cover the same ground, but in much greater detail.

#### **4.3.1.2 Focus group interviews**

The qualitative interview is a commonly used data collection method in qualitative research (Greeff, 2005; Mouton, 2001). People are interviewed in order to elicit information that cannot be observed. Feelings, thoughts, the way people organise their worlds and the meanings they attach to events cannot be observed (Maharaj, 2005). Interviewing can be described as a process of learning about people's views, their experiences, the meanings they attach to their life-worlds, their problems and their solutions (Stofile, 2008). Interviews tend to tap into the depths of the reality of the situation and discover meanings and understandings which make it essential for the researcher to develop a rapport with the interviewees and win their confidence. The interviewer also has to be unobtrusive in order not to impose his or her own influence on the interviewee (Woods, 2006).

There are different types of interviews, namely, structured interviews, semi-structured interviews, focus group interviews, and unstructured interviews (Huysamen, 1997). In structured interviews, the interviewer asks all the participants a series of pre-established interview questions with a limited set of responses and does not divert from the stipulated questions (Denzin and Lincoln, 2005). Unstructured interviews are referred to as 'conversation with a purpose', meaning that they merely extend and formalise conversation (Greeff, 2005). Semi-structured interviews are often used to gain a detailed picture of a participant's beliefs or perceptions about a particular phenomenon because the researcher will have a set of prearranged questions and will be guided by the interview schedule. Focus group interviews are group interviews where participants are selected because they have certain characteristics in common relating to the topic of the focus group (Greeff, 2005).

Focus group interviews encourage conversations and stimulate discussions. It is fairly inexpensive to conduct this type of interview. A focus group interview has the potential to generate rich data when facilitated effectively, since participants tend to share perspectives, perceptions, experiences, concerns, and affirmations. The focus group interviews in this study

elicited group discussions that were intended to explore the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democratic South Africa. As the researcher, I facilitated the entire process. I gathered information by recording the group interviews whilst simultaneously taking down notes.

During phase two of this study, semi-structured focus group interviews were conducted. Fifty Grade 12 learners and six educators were invited to participate. Forty Grade 12 learners and four LO educators responded positively and participated in the focus group interviews. Given this positive response on the part of learners and LO educators, this study locates itself within a qualitative paradigm which aims to elicit in-depth understanding of the particular phenomenon. Patton (2002) defines a focus group interview as an interview with a small group of people on a specific topic. Focus groups were used to obtain general background information about a topic of interest, inspiring new ideas and creative concepts and learning how respondents talk about the phenomenon of interest (Stewart and Shamdasani, 1990). An advantage of group interviews is that group discussion offers the opportunity to observe a large amount of interaction on a topic in a limited period of time (Morgan and Krueger, 1998: 15). The focus group interviews allowed me to substantiate the findings that emerged from data collected from the questionnaires by gaining a more in-depth understanding of the participants' perceptions of the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy.

An interview schedule with a set of semi-structured questions was designed to guide the researcher and to ensure that the researcher adhered to the schedule. However, the researcher also had the liberty to ask follow-up questions that arose during the course of the discussion. The design of the interview schedule was informed by the research questions. The interview questions elicited information about the participants' knowledge, perception and understanding of active citizenship and related concepts, Parliament as a key participatory institution and the LO curriculum. It was pivotal to establish whether the participants had any knowledge and understanding of Parliament since it is one of the highest participatory institutions in the country.

It was essential for me as the researcher to be skilled when facilitating the focus group interviews, especially when facilitating and guiding the rotation of responses and also ensuring that all participants had an opportunity to respond. As the researcher, I had the opportunity to

obtain interviewing skills whilst facilitating focus group interviews when completing my master's degree in education. The exposure to focus group interviews at master's level afforded me the opportunity to exercise extra caution when I drafted the interview schedule and facilitated the focus group interviews with the learners and educators.

The focus group interviews were conducted in English, which was the preferred language for all participants. I provided each school with the option to negotiate suitable dates and times for the focus group interviews. However, I guided them with time frames for completion of focus group interviews. All focus group interviews were concluded within the stipulated time frame. Each school offered the school as a venue for the focus group interviews, which made it easy for the learners to attend and which required me as the researcher to travel to the respective areas. The duration of the focus group interviews ranged from 50 minutes to 1 hour per group. The educator focus group was conducted at Parliament since I included, as an incentive for participating in the study, an educational tour of Parliament.

Participants were provided with a platform to debate and share their perceptions, understanding and level of knowledge regarding the key concepts that were the focus of the study. These concepts included 'citizenship education', 'human rights education', 'democracy education', 'public participation'. The rich discussions allowed participants to reflect on the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. Participants expressed their gratitude for the opportunity to participate since, through the discussions and debates, they discovered others also shared similar views on the topic at hand.

I audio-taped interviews, which provided a detailed record of the participants' viewpoints on active citizenship in a democracy. Audio-taping during the interview was effective and taking notes was very helpful should the audio equipment have failed me. This implies that planning in advance was essential. Thought had also to be given as to whether transcribers may be used (Creswell, 2003).

The interviews were primarily conducted in English, but when some of the participants experienced difficulty in expressing themselves they were allowed to respond in their mother tongue which was either Afrikaans or isiXhosa. Information about language preference was

obtained when administering the questionnaires that required biographical information from participants. I therefore required interpreters to assist with translations. Responses were translated into English for purposes of clarity. However, all participants preferred to respond in English throughout the recordings, hence no interpreting was required. Permission was obtained from each participant to have the interviews tape recorded, as discussed under the section dealing with ethical considerations.

I assured the participants that the information recorded would be treated confidentially. Furthermore, no one else other than the researcher, research supervisors and interpreters or transcribers would have access to the recordings and the subsequent information. In order to ensure anonymity during the recordings, each participant received a number as a code for identification during the interview. When responding to the interview questions, each participant identified himself or herself using the code number. This proved to be very helpful during transcription of the interviews. This allowed the transcriber to discern whether each participant had received an opportunity to respond to each interview question, since some participants attempted to dominate discussions.

The interviews were discussion-based, which produced qualitative findings whilst the questionnaires elicited numbers, quantities and themes. Participants had the opportunity to share their knowledge and experiences and give their opinions and perspectives on active citizenship in a democracy. These methods were ideal because they provided me with the opportunity to obtain large samples of data and to obtain an in-depth understanding of the participants.

Participants interacted with one another, which initiated feedback comments, thus offering a wider perspective on the research topic. There was the risk of high cost in terms of preparation and application of the interviews. However, I was very cautious when selecting the participants for the questionnaires and semi-structured focus group interviews. I ensured that not more than 10 participants were interviewed. Time taken to conduct interviews posed a limitation, depending on the settings and contexts at the respective schools. However, these factors were taken into consideration during the entire process. The interviews were tape recorded and the findings were transcribed successfully. In essence, I succeeded in capturing knowledge, understandings, perspectives and experiences which could not be meaningfully expressed solely by numbers or

quantity (Breakwell, Hammond and Fife-Schaw, 2001).

#### **4.3.1.3 Document study**

This study examined a range of official documents from the DoE and Parliament. This included NCS policy documents, RNCS policy documents, CAPS policy documents and Parliament's policy imperatives, PEO business plans, and PCS information publications, amongst others.

The documents were selected because of their relevance to answering the research questions. The analysis of these documents was guided by the main research question which seeks to explore the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democratic South Africa. Different documents were examined in order to check similarities and differences across documents. The findings were recorded.

Advantages of the document study include cost effectiveness and the existence of content which eliminates bias and prejudice on the part of the researcher. However, the disadvantages may include biases of the authors of those documents, or having to rely on linguistic skills of the writers, amongst others (Strydom and Delpont, 2005). Document study was viable for this study since the documents used were not personal in nature, rather official policy documents.

Documents are often used to support evidence gathered through questionnaires and focus group interviews. However, researchers are cautioned to use the documents in an informed manner, and to be cognisant of time, context and intended use (Mertens, 2005).

The documents used for this study provided insights into the extent to which content about active citizenship is infused into the curriculum. Furthermore, it provided rich information about the extent to which Parliament promotes active citizenship. In addition, it provided insight into the extent to which Parliament manifests itself in the curriculum. The valuable insight obtained concurred with views of Strydom and Delpont (2005) as the study of these documents involved in-depth examination and understanding of the relevant written material. This included information on key aspects being researched, which in this case is active citizenship in a democracy.

### 4.3.2 Sampling and participants

Grade 12 learners and LO educators were selected from five schools from MSED within the Western Cape in order to make the sample as representative as possible. A purposive sampling method was used, which ensured that the participants selected were information-rich in respect of the purpose of the study (Gall, Borg and Gall, 1996).

In purposive sampling people or units are chosen for a particular purpose (Leedy and Ormrod, 2005), which in this instance were Grade 12 learners and LO educators. Purposive sampling, according to Neuman (2003), entails selecting participants with specific purposes in mind. The choice of the participants depends on the judgement of the researcher regarding the characteristics of a representative sample and whether the sample provides enough valid information to achieve a clear understanding of the phenomenon (Bless and Higson-Smith, 2000). In other words, selection of participants was based on their ability to contribute informatively to the issue under investigation, namely the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy.

The five participating schools represented diversity in terms of race, age, gender, class, levels of resources. In this study 757 Grade 12 learners were invited to participate from the five respective schools. Of the 757 learners 461 Grade 12 learners participated, which constituted a 61% response rate. Of the five schools invited to participate in the focus group interview, four schools responded. Educators teaching LO in the FET band from the five respective schools were invited to participate in the study. Four educators chose to participate in the focus group interview. Four educators completed the questionnaires which represents a return rate of 67%.

One can say that the FET band as the final school phase is the phase that prepares learners to become responsible citizens in order to be able to participate optimally in society, hence promoting active citizenship. It is assumed that all the participating LO educators have been trained to teach LO and specifically trained to teach active citizenship.

Table 4.3 depicts the description and total number of participants in the study.

Participants	Number of participants
Grade 12 learners	461
LO Educators	7

**Table 4.3: Description of participants**

Table 4.4 depicts the total number of participants who completed the questionnaires.

School	Number of participants
School A	70 Learners 1 Educator
School B	86 Learners 2 Educators
School C	118 Learners 1 Educator
School D	140 Learners 0 Educator
School E	49 Learners 0 Educator

**Table 4.4: Number of participants completing questionnaires**

Table 4.5 depicts the participants represented and the total number of participants who participated in the focus groups interviews.

School	Number of participants
School A	10 Learners 2 Educators
School B	10 Learners 0 Educator
School C	10 Learners 1 Educator
School D	10 Learners 0 Educator
School E	10 Learners 1 Educator

**Table 4.5: Schools and number of participants in the focus group interviews**

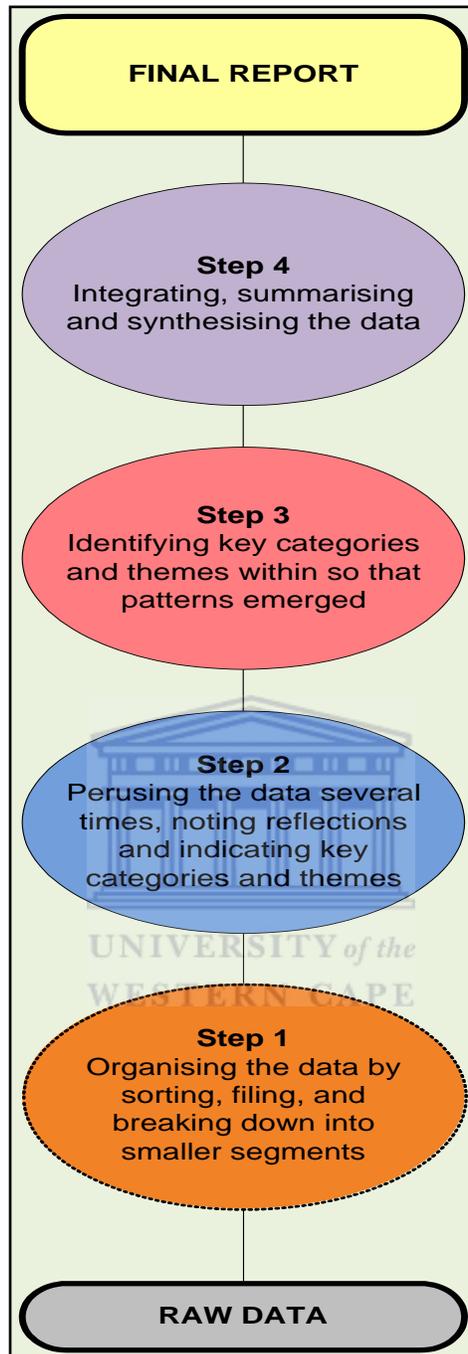
The Grade 11 LO curriculum was selected because learners in this Grade generally fall within the age group 17 to 19 years. In addition, some learners within this age group have voted in elections and have actively participated as adults in public participation processes such as

parliamentary processes and activities. It is also assumed that learners at this level would be able to complete the questionnaires independently and participate in a focus group interview. According to Glesne and Peshkin (1992), some topics are better discussed by a small group of people who know one another. In this case the persons who participated in the focus group interviews were LO educators and Grade 12 learners who share similar challenges and experiences.

The design of the questionnaires and interview questions addressed the challenges of learners who may experience barriers to learning and development. This was facilitated by first establishing the possible barriers to learning experienced by both learners and educators. Barriers to learning may include cognitive/scholastic barriers which may need amanuensis as a means of accommodating learning barriers which involves reading and writing. Other barriers to learning may include physical barriers which may need conducive venues as a means of accommodating barriers which involve the physically challenged, such as the blind and the deaf. However, as mentioned above, it was essential to establish whether learners or educators experienced barriers to learning. I am a registered psychometrist (category Independent Practice) which qualifies me to conduct psychometric assessments. In addition, I am also an experienced learning support educator who supported learners experiencing diverse barriers to learning and development. No barriers to learning and development were reported.

#### **4.4 Data analysis**

Data analysis is generally perceived as the process of constructing meaning out of data. It transforms data into findings which allows the researcher to make sense of the data by perusing, organising, reducing and interpreting information (De Vos, 2005a). The aim of analysis is to construct themes, patterns, recurring regularities, differences or categories that cut across data and link these in such a way that it conveys the meaning that the researcher has derived from studying the phenomenon (Solomons, 2009: 152). Since this study explored the knowledge about and understanding of active citizenship on the part of Grade 12 learners, and also explored various concepts relating to active citizenship in a democracy, I used thematic and document analysis.



**Diagram 4.2:** Graphic representation of the data analysis process

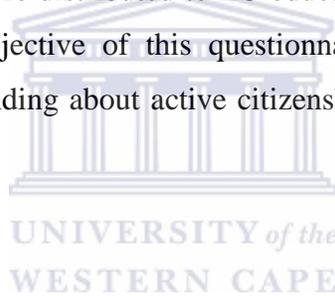
The data analysis process as depicted in Diagram 4.2 employed in this study included the following steps:

- Step 1: Organising the data by sorting, filing, and breaking down into smaller segments;

- Step 2: Perusing the data several times, noting reflections and indicating key categories and themes;
- Step 3: Identifying key categories and themes within so that patterns emerged; and
- Step 4: Integrating, summarising and synthesising the data.

Qualitative data were therefore analysed by clustering data, developing categories and themes by noting patterns and relations (Miles and Huberman, 1994; Leedy and Ormrod, 2005; and Struwig and Stead, 2004).

I analysed the data by using quantitative analysis in the form of simple statistics and qualitative analysis in the form of content analysis through thematic coding of the data. A total of 757 questionnaires were distributed to Grade 12 learners and 461 were returned, which is a return rate of 61%. Six questionnaires were distributed to LO educators and four were returned, which is a return rate of 67%. The objective of this questionnaire was to establish the level of knowledge, practice and understanding about active citizenship amongst Grade 12 learners and LO educators.



#### **4.4.1 Qualitative data analysis**

Babbie and Mouton (2004) state that content analysis can be divided into conceptual analysis and relational analysis. Document analysis, as employed in this study, entailed an examination of various policy and institutional texts, with the aim of searching for connections with the research questions as well as examining patterns and inconsistencies that may have emerged in this regard. Analysis of qualitative data involved examining, sorting, categorising, evaluating and comparing information, with the main focus being on the identification of trends and patterns.

##### **4.4.1.1 Content analysis**

Content analysis can be defined as a research process that focuses on the actual content and is used to determine the presence of certain words, concepts, phrases, themes, characters or sentences within texts in order to quantify this presence in an objective manner (Berelson, 1952). There are two types of content analysis namely conceptual analysis and relational analysis. This

study focussed on conceptual analysis, which can be defined as establishing the existence and frequency of concepts in a text (Berelson, 1952). Content analysis was used to categorise and summarise the data collected through focus group interviews and questionnaires.

#### **4.4.1.2 Relational analysis**

Relational analysis as described by Aronson (1992) examines the relationships among concepts in a text whereby the context would guide the coding procedures. In the context of relational analysis it is important to first decide on the type of concept to be explored in the analysis. Relational analysis techniques are very popular as it is claimed that the researcher can maintain a high degree of statistical rigor without losing the richness of detail apparent in qualitative methods.

#### **4.4.1.3 Conceptual analysis**

Conceptual analysis is sometimes referred to as thematic analysis and it was utilised in this study in the form of document study, focus group interviews, and the open-ended questions in the questionnaires. Conceptual or thematic analysis is normally used by qualitative researchers for collecting data (Aronson, 1992). A thematic approach includes extensive discussion about the major themes that arise from analysing data collected in a qualitative research paradigm, the aim of which is to understand the content of conversation. It allows for the identification of major themes arising from a discussion (Coolican, 1999). This method was very useful in this doctoral study when focus group interviews were conducted with Grade 12 learners and LO educators.

#### **4.4.1.4 Literature and document study**

Literature and document study was undertaken because it provided accurate and tangible products for the study and "it is part of the artefacts data collection approach that allows for the provision of detailed, accurate and unbiased data" (Neuman, 2000: 293). The conceptual framework developed in Chapter Two of this study was used to identify categories emerging from the document analysis. Divergence and convergence of the data and those predetermined categories were noted.

Document study is generally described as an analysis of written materials that contains information about the topic under investigation (Strydom and Delport, 2005). There are primary and secondary sources of documents. However, some documents are primary from one point of view and secondary from another point of view. One of the strengths of document analysis is that it is less likely to be misleading and more likely to be correctly critical in interpreting the content of such evidence (Yin, 1999).

One of the challenges presented by the document analysis process is deciding which documents to analyse because of the selection of large amounts of documents, some of which may not have any relevance to the study. Other limitations are the following: documents usually provide general guidelines, which causes them to lack specificity; they tend to ignore differences in contexts; they are often a product of the political context in which they are produced and such contexts are subject to change; they may represent the interests of stakeholders who provide funding for producing them, and may therefore be biased. Merriam (1998) suggest that document analysis of education records has proved to be an extremely valuable source of data for research. It is therefore pivotal to follow a conceptual process in the selection of relevant documents.

Phase one of the study included a review of national and international literature as well as an analysis of relevant documents pertaining to the study. Document analysis encompassed the study and review of curriculum policy statements and official parliamentary documents. The literature review focussed on books, articles, and theses relevant to the focus of the study pertaining to active citizenship in a democracy. Appendix C provides a listing of the documents examined and analysed in this phase of the data collection process.

The literature review and document analysis informed the questionnaires and the focus group interview processes which formed part of phases two and three as depicted in Table 4.2. The selected documents therefore provided rich information on the framework and principles of the curriculum in its aim to equip and prepare learners for active citizenship in a democracy.

#### **4.4.2 Quantitative data analysis**

In this study, the quantitative data, which included the closed-ended questions of the

questionnaires, were captured and coded on an excel spreadsheet only and it was not statistically analysed through statistical methods and techniques. This approach was employed to analyse the data, with specific emphasis on the emerging descriptive statistics. Minimal statistical procedures were applied in the analysis of the closed-ended questions in the questionnaires. Particular factors included active citizenship, LO and Parliament. Statistical analyses were performed to obtain frequencies and percentages, in order to determine quantitative findings that are relevant to the research questions. Tables and graphs were compiled that would facilitate data analysis and the presentation of key findings.

#### **4.5 Crystallization**

In order to increase credibility and validity of this study, I followed the crystallization approach by using different methods or measures of gathering data. The research instruments included semi-structured focus group interviews and questionnaires. Initially I considered triangulation which according to O'Donoghue and Punch (2003: 78), is a method of cross-checking data from multiple sources to search for consistencies in the research data. This is very similar to crystallization. However, crystallization allows the researcher to build a rich and openly partial account of a phenomenon that problematize its own construction (Ellingsin, 2009). It encourages researchers to gather multiple types of data, employ various methods, multiple researchers and numerous theoretical frameworks (Tracy, 2010: 844). This allows for a more complex and multi-layered understanding of multiple and varying perspectives on the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy were obtained from a wide range of participants based in different settings.

Table 4.6 below provide a summary of the data collection crystallization plan.

RESEARCH QUESTIONS	DATA COLLECTION METHODS	DATA SOURCE
What does active citizenship in a democracy entail?	Document study Focus group interviews Questionnaires	National and provincial policy documents and relevant documents Grade 12 learners LO educators
How does LO infuse human rights, democracy, citizenship, inclusivity, social justice and transformation in order to promote active citizenship?	Document study Focus group interviews Questionnaires	National and provincial policy documents and relevant documents Grade 12 learners LO educators
In which ways does Parliament as a key participatory institution promote active citizenship and how do they manifest themselves in the curriculum?	Document study Focus group interviews Questionnaires	National and provincial policy documents and relevant documents Grade 12 learners LO educators
What are the perceptions of Grade 12 learners and LO educators about active citizenship in a democratic South Africa?	Document study Focus group interviews Questionnaires	National and provincial policy documents and other relevant documents Grade 12 learners LO educators
Do Grade 11 LO assessment activities promote active citizenship?	Document study Focus group interviews	Grade 11 assessment guidelines Grade 12 learners LO educators
To what extent have Grade 12 learners who completed the Grade 11 LO curriculum during 2012 applied aspects of active citizenship?	Document study Focus group interviews	Grade 11 assessment guidelines Grade 12 learners LO educators

**Table 4.6: Data Collection Crystallization plan**

Crystallization therefore sets out "to collect information about different events and relationships from different points of view by asking different questions, using different sources and using different methods" (Babbie and Mouton, 2001: 277). The data collection plan depicted in Table 4.6 illustrates the multiple instruments employed in the data collection process. The crystallization method contributed significantly to the rigour and trustworthiness of the data. The data sources were varied and included policy documents, other relevant documents, Grade 12 learners and LO educators.

#### 4.6 Access

Permission was granted to conduct research in schools in MSED in the WCED, of which five schools were selected (see appendix A). Informed consent was requested from LO educators and consent from Grade 12 learners and, in the case of minors, parental consent was obtained (see

appendix B5). MSED assisted in identifying the five schools in terms of being representative with regard to race, age, socio-economic status and levels of resources.

I selected MSED in the Western Cape because firstly, I had easy access to the schools, which qualifies me as having an insider's view as described by Babbie and Mouton (2001). MSED was therefore most viable in terms of time required for data collection purposes because I had easy and convenient access to the participants.

#### **4.7 Trustworthiness of the data**

It is essential for all researchers to ensure trustworthiness of their studies (Clough and Nutbrown, 2007). The quality of research relies heavily on the reliability of the methods used and the validity of the conclusions drawn (Silverman, 2005). The reliability of a psychological measuring device is the extent to which it gives consistent measurements and the greater the consistency of measurement, the greater the reliability of the tool (Banyard and Grayson, 2000). The validity basically checks whether the test measures what it is supposed to measure.

In this study, I took cognisance of trustworthiness of the findings collected as a measure of validity and reliability by following Guba's model on identification of four aspects of trustworthiness, which includes truth-value, applicability, consistency and neutrality (Krefting, 1991). Trustworthiness was achieved through the crystallization process in the study. This was relevant to this study due to its qualitative nature.

Truth-value is important in qualitative research. I provided feedback to participants on the transcriptions in order to confirm whether the transcription is a true reflection of their responses. Participants had the opportunity to provide their opinions regarding the accuracy of the interpretation of the transcriptions (Krefting, 1991).

Applicability in this study was relevant because the purpose of this study was to obtain a general sense of the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy (Krefting, 1991). In terms of consistency for this study, there were common themes arising from the experiences of the participants as Grade 12 learners and LO educators.

With regard to neutrality of the analysis, the findings of this research were based solely on information provided by the informants or participants and on the conditions of the research, and not on other forms of biases (Krefting, 1991).

In order to ensure that an investigation has been conducted in an ethical manner, attention was paid to the validity and reliability of the instrumentation, the appropriateness of the data analysis techniques, the degree of relationship between conclusions drawn and the data upon which they rest, as suggested in Guba and Lincoln (2000).

Prior to the construction of the questionnaire and interview schedule, the literature was reviewed. A variety of successfully administered questionnaires and interview guidelines designed by other researchers were examined to determine whether the existing instruments could be used to gather the necessary information for the study.

In developing the instruments the following procedures were followed:

- The instruments were discussed with the supervisors and colleagues in the same field of study who could offer useful suggestions for the improvement of the items in the instruments;
- Earlier in this chapter it was stated that official policy documents were studied. In order to crystallize the data, the relevant policy documents were compared;
- The validity and reliability in research that uses tapes and transcripts was considered; and
- In discussing reliability, it is noted that "working with tapes and transcripts eliminates at one stroke many of the problems that ethnographers have with the unspecified accuracy of field notes and with the limited public access to them" (Perakyla, 1995: 201- 206). The advantage of using tapes in this study is that they can be studied more than once in order to verify the statements. The intention is to eliminate the possibility of misrepresenting the focus group interviewees. The transcripts of interviews were sent back to participants for verification, comments and changes.

The advantage of using questionnaires in this study was that large amounts of data were collected in a short period of time in a neutral setting under supervision.

## **4.8 Ethical considerations**

This study was conducted in accordance with the ethical guidelines for research suggested by Goodwin (2002: 38 – 54) and Wellington (2000: 54 – 57). All participants were treated with respect and sensitivity. As noted earlier, before conducting the research, permission to conduct research was requested from the WCED, MSED Office and schools. Informed consent was obtained from LO educators and consent from the parents of Grade 12 learners. It should be noted that most research projects conform to widely accepted principles such as: obtained informed consent, ensure that participation is voluntary, and preserve confidentiality and privacy (Swann and Pratt, 2003: 18).

Ethical clearance was requested from and granted by the University of the Western Cape (UWC) to conduct the research. The WCED and the MSED office granted permission to conduct research in the schools (see appendix A). A total of seven LO educators and 757 Grade 12 learners in the MSED were invited to participate in the study, of which 461 Grade 12 learners participated. All participants received a formal letter of consent requesting their participation in the research (see appendix B). The letter provided information about the nature of the study and the conditions for participation. It also included an attached reply slip which required signatures as consent from both the LO educators as well as the relevant principals of the schools represented. Parental consent for minors were required and obtained.

### **4.8.1 Human rights and values**

I was committed to conduct this research ethically by respecting the human rights, value orientations and religious denominations of all participants. I undertook not to allow my personal value orientations and beliefs to influence this research in any way. All participants were treated fairly, with consideration, with respect and with honesty.

### **4.8.2 Informed consent**

Participants were not coerced to partake in this study. I entered into an agreement with participants that clarified the nature of the research and the responsibilities of both parties. They

were requested to provide written consent after being fully informed about the aims and objectives of the research. In the event of the Grade 12 learners, some of whom were minors, consent was required from the parents or legal guardians of the learners participating in the study. No attempt was made to deceive or mislead participants in any manner. Openness and transparency were employed throughout the study.

#### **4.8.3 Integrity**

The researcher protected the integrity and reputation of the research by ensuring that the research was conducted in such a manner that it adhered to the highest ethical standards. In respect of choosing participants, there was no discrimination based on sex, race, age, religion, status, educational background, or physical abilities.

#### **4.8.4 Right to withdraw**

Participants had the right to withdraw at any time and no explanation for withdrawal was necessary. The researcher exercised respect and reflexivity in the exercise of this right, informing participants thereof at the outset. However, none of the participants who joined the study opted to withdraw from the processes.

#### **4.8.5 Privacy and confidentiality**

The participants were assured of anonymity. Their identities were concealed, and the transcripts were not to be accessed by just anyone. Personal or intimate questions were avoided in order to ensure privacy. Confidentiality and anonymity were maintained at every stage of the study. Finally, feedback was given to participants as part of the final dissemination process, but only on request.

#### **4.9 Summary and conclusion**

This chapter described the interrelated nature of the aims of the study, the theoretical framework, and the research methodology adopted. It outlined the research paradigm and design that framed this study and described the research context and the participants who engaged in the different

phases of data collection. A description of the data collection procedures and data analysis was then provided. Data collection methods as well as the analysis processes engaged in to allow the findings to emerge are explored in some depth. Justification for the trustworthiness of the research and ethical concerns that were considered are presented in the latter part of the section.

The chapter that follows presents the findings of the study.



## CHAPTER FIVE

### PRESENTATION OF FINDINGS

#### 5.1 Introduction

Chapter Four, provides a discussion of the research design and methodology of the study. This chapter presents the findings regarding the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. The data presented in this chapter reflects the views and perceptions of Grade 12 learners and LO educators representing five schools. Together the learners and educators constituted a research sample of 468 respondents including 461 learners and seven educators.

The qualitative findings were integrated, where applicable, with reference to perceptions and opinions of Grade 12 learners and LO educators. The results of the focus group interviews were summarised and the quantitative findings obtained from the questionnaires are mainly portrayed in narrative form, which is accompanied by tables illustrating the findings. Furthermore, this chapter focuses on the findings elicited from the document study.

The document study revealed the type of activities learners completed in order to promote active citizenship in a democracy. In addition, it revealed the way in which Parliament promotes active citizenship and how Parliament and active citizenship are manifested in the curriculum.

The data are organised according to the six research questions as listed below and around emerging categories and themes in the context of each of the research questions. The findings from the questionnaires are presented for both the learners' and educators' responses. Thereafter the findings from the focus group interviews of the learners and educators are presented.

#### 5.2 Questionnaires

The questionnaires generated quantitative and qualitative data. However, the questionnaires generated mainly quantitative data. The quantitative data from the questionnaires for learners and educators were captured on Microsoft excel spreadsheets. The raw data were calculated and

converted to percentages by using the excel formulae, which automatically converted the percentages into graphs. For the purpose of this study the data will be described in terms of the percentage of responses for each item.

The response rate of 61% for learners and 67% for educators was generally good, especially for the learners, taking into consideration that learners required parental consent to participate in the study. Firstly, the questionnaire provided biographical information about the participants in terms of age and gender. Secondly, the purpose of the questionnaire was to determine the level of knowledge about Parliament amongst LO educators and amongst learners who had completed the Grade 11 LO curriculum. Thirdly, the questionnaire also elicited information relating to the extent to which learners and educators participated in processes of Parliament, and to what extent they are exposed to information relating to Parliament and active citizenship. Finally, participant responses to the questionnaire provided me with insight regarding their opinions about the LO curriculum and Parliament, especially as it relates to active citizenship.

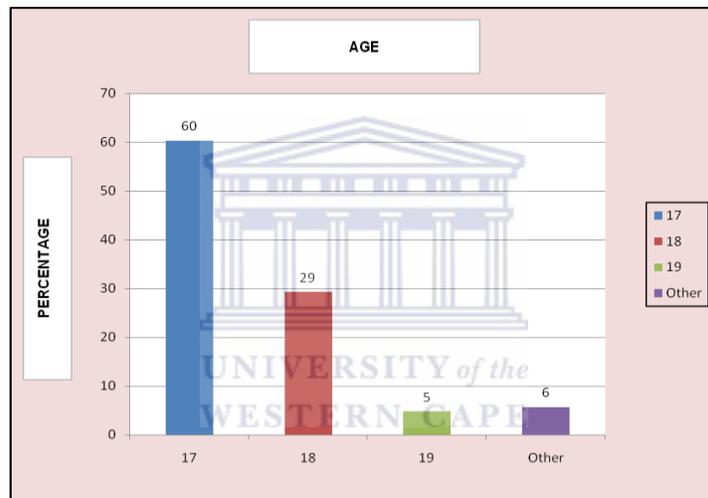
Seven hundred and fifty-seven questionnaires were distributed to Grade 12 learners from five schools in MSED in the Western Cape. However, 461 learners returned completed questionnaires. Although a total of seven educators participated, only six questionnaires were distributed to educators. Of the six distributed questionnaires, only 4 educators returned completed questionnaires. This totalled to a return rate of 61% for learners and 67% for educators. The schools were coded as School A, School B, School C, School D and School E. The distribution and response rates are listed in Table 5.1 below.

School	Participant	Distributed	Returned	Percentage
A	Learners	72	70	97%
A	Educators	1	1	100%
B	Learners	142	84	59%
B	Educators	2	2	100%
C	Learners	130	118	91%
C	Educators	1	1	100%
D	Learners	215	140	65%
D	Educators	1	0	0%
E	Learners	198	49	25%
E	Educators	1	0	0%
<b>TOTAL</b>	<b>Learners</b>	<b>757</b>	<b>461</b>	<b>61%</b>
<b>TOTAL</b>	<b>Educators</b>	<b>6</b>	<b>4</b>	<b>67%</b>

**Table 5.1: Distribution of questionnaires and return rates**

### 5.2.1 Learner responses to the questionnaire

Graph 5.1 illustrates that, at the time of completion of the learner questionnaire, 60% of the learners were 17 years old, 29% were 18 years old, 5% were 19 years old, and 6% did not disclose their ages. This implies that a high percentage of the learners who participated in the research would be eligible to vote during the 2014 national elections. However, though the percentages may not be statistically significant in relation to the vast number of learners across the country, as a case study this research gives some indication of the extent to which learners in this age group are being prepared for active citizenship in a democracy through the LO curriculum. I elaborate on this later.

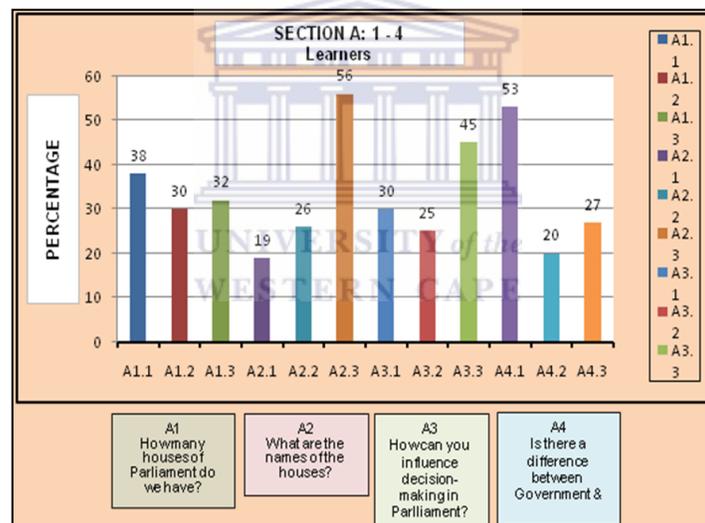


**Graph 5.1: Range of learner age group**

Section A of the learner questionnaire focussed on the learners' knowledge about Parliament. The items have been coded as Section A1.1 – A8.3 where each item was coded as 1-Right, 2-Wrong and 3-Blank. Learners could give only one response. Section A items 1 – 4 of the learner questionnaire was the only section in the questionnaire which elicited qualitative data. It is illustrated in Graph 5.2 and requested participants' knowledge, skills, values and understanding of the structure of Parliament, how the public can influence decision-making and whether there is a difference between Parliament and Government. 38% of learners had an idea how many houses Parliament is comprised of whilst 30% did not know and 32% did not answer the question, which implies they may not know or they were perhaps negligent and did not answer

the question. This suggests that 62% of the learners did not know the number of houses Parliament consists of.

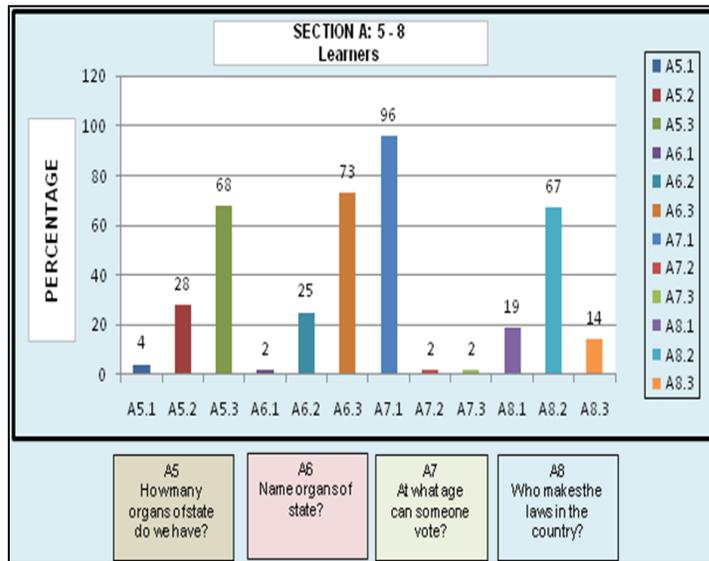
The second item requested learners to list the houses of Parliament and the responses from learners were very revealing. Of the 38% of learners who knew how many houses of Parliament there are, only 19% could name the two houses. The rest of responses for the names of the houses included Parliament, Democratic Alliance (DA), Congress of the People (COPE) and the white house. There were 30% of the learners who knew how to influence decision-making and participate in democratic structures such as Parliament. Other responses regarding influencing decision-making in Parliament include petitions, protesting and writing to Parliament. However, 70% of the Grade 12 learners do not know how to participate in Parliament. The majority of learners (55%) know there is a difference between Parliament and Government.



**Graph 5.2: Section A items 1- 4: Learner questionnaire**

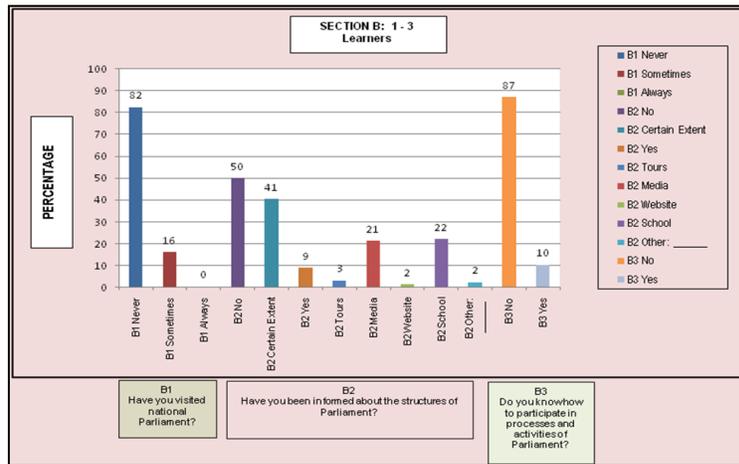
Section A items 5 – 8 of the learner questionnaire, as presented in Graph 5.3, elicited information regarding participants' knowledge, skills, values and understanding of the organs of state, the voting age and who is the national law-making body of the country. The learners were not sure about the organs of state as 68% of the learners left that response blank which asked participants to indicate how many organs of state there are whilst 73% left the response blank when they were requested to name the organs of state. Conversely 96% of the learners knew that the voting age is 18 years. However, 67% of the learners did not know who makes the laws in the country

whilst at least 19% knew that Parliament makes the laws in the country.



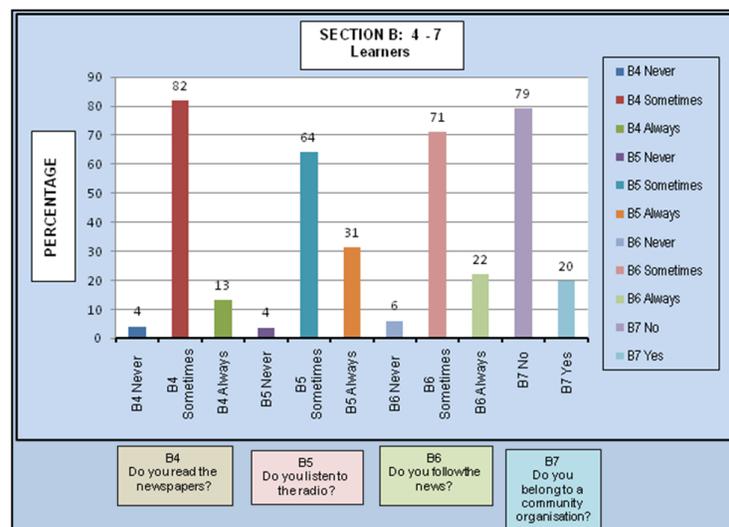
**Graph 5.3: Section A items 5 – 8: Learner questionnaire**

Section B of the learner questionnaire included seven items relating to Parliament and active citizenship. This section included six quantitative items which required quantitative responses coded as B1 – B7 requiring responses including yes, no, always, sometimes, never and to a certain extent Section B items 1 – 3 of the learner questionnaire as it is depicted in Graph 5.4 asked participants whether they visited national Parliament before and whether they have been informed about Parliament and if they know how to participate in parliamentary processes and activities. The responses were quite interesting in that 82% of the learners never visited Parliament before, whilst 50% of the learners indicated that they were never informed about the structures and functions of Parliament, whilst 50% indicated that they were informed to a certain extent mainly through the media.



Graph 5.4: Section B items 1- 3: Learner questionnaire

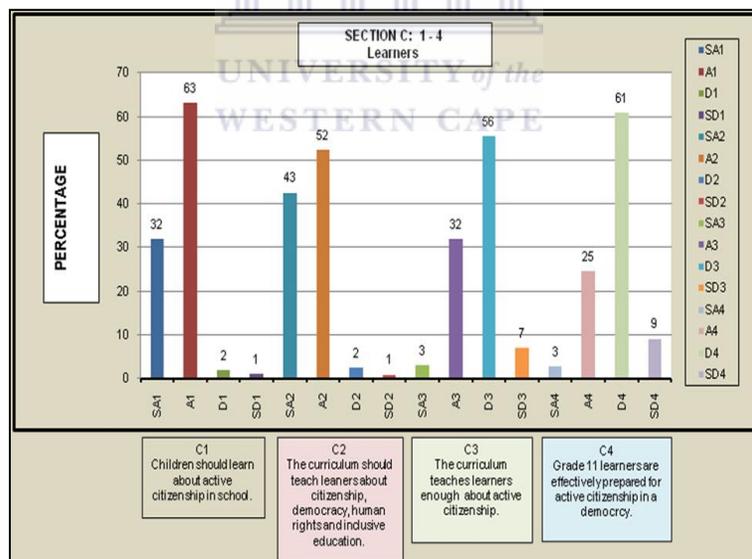
Section B items 4 – 7 of the learner questionnaire, as illustrated in Graph 5.5, requested participants to indicate whether they read newspapers, listen to the radio, and follow the news and whether they belong to any community organisation. In response to section A of the learner questionnaire, 30% of the learners indicated that they knew that they can influence decision-making in Parliament. However, in response to section B, 87% of the learners indicated that they did not know how to participate in the processes and activities of Parliament, which was a clear indication that many citizens between the ages of 17 and 19 years may not know how to participate in democratic structures such as Parliament. This is evident when the data revealed that 82% of the learners read newspapers only sometimes, 64% sometimes listen to the radio, 71% sometimes follow the news and 79% did not belong to any community organisation.



Graph 5.5: Section B items 4 – 7: Learner questionnaire

Finally, section C of the learner questionnaire elicited learner opinions about the LO curriculum and Parliament as it relates to active citizenship. The items have been coded as Section C 1 - 12 where items were coded as Strongly Agree (SA), Agree (A), Disagree (D) and Strongly Disagree (SD) and learners could give one response only. Section C items 1 – 4 of the learner questionnaire, as presented in Graph 5.6, elicited participant' opinions about citizenship education in schools, whether the curriculum should teach learners about citizenship or whether the curriculum teaches learners enough about active citizenship and whether they think that Grade11 learners are effectively prepared for active citizenship in a democracy.

The majority of the learners, in particular 95%, were of the opinion that children should learn about active citizenship at school and that the curriculum should teach learners about citizenship, democracy, human rights and inclusive education. Interestingly, 62% of the learners felt that the curriculum did not teach learners adequately about active citizenship yet 35% are of the opinion that it is enough. Consequently 70% of the learners were of the opinion that Grade 11 learners were not effectively prepared for active citizenship in a democracy.

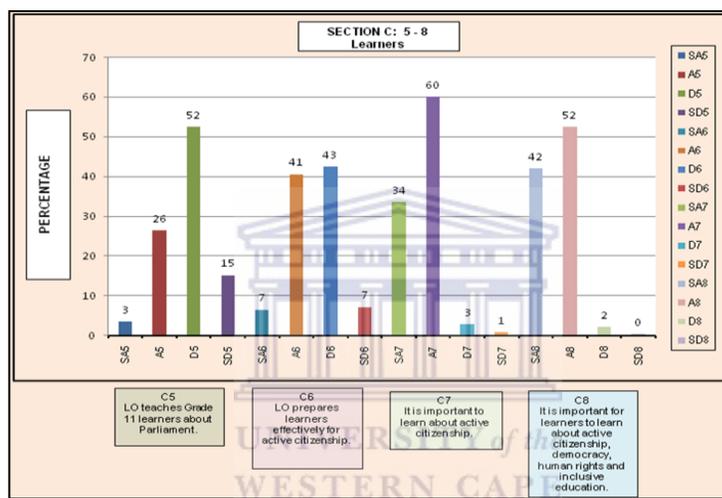


**Graph 5.6: Section C items 1 – 4: Learner questionnaire**

Section C items 5 – 8 of the learner questionnaire, as depicted in Graph 5.7, attempted to verify the responses in the previous section by asking participants opinions as to whether the LO curriculum teaches Grade 11 learners about Parliament, whether LO prepares learners effectively

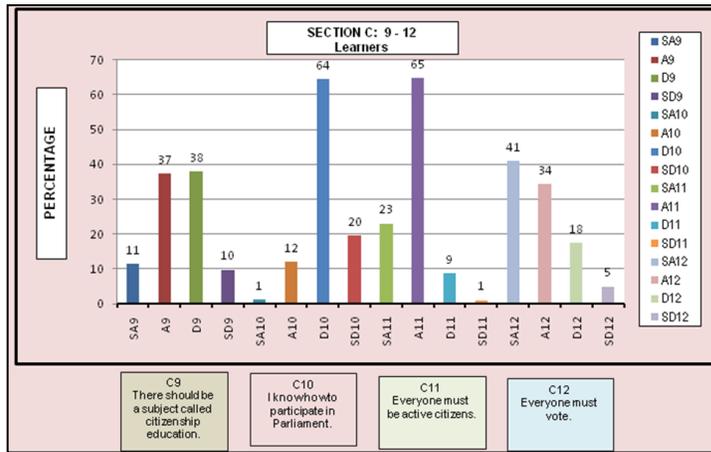
for active citizenship, and whether they think it is important to learn about active citizenship and related issues.

With regard to the LO curriculum teaching learners about Parliament, 68% indicated that the LO curriculum does not teach learners about Parliament whilst 30% indicated otherwise. There was a difference of opinion as to whether LO prepares learners for active citizenship. This was evident when 47% indicated that they believe that LO prepares learners effectively, whilst 50% disagreed.



**Graph 5.7: Section C items 5 – 8: Learner questionnaire**

Finally, in section C items 9 – 12 of the learner questionnaire, as presented in Graph 5.8, participants were provided an opportunity to share their opinions on whether there should be a subject called citizenship education, whether they know how to participate in Parliament and whether everyone must vote and be active citizens. 94% of the learners were of the view that it is important to learn about active citizenship and 95% are of the opinion that learners should learn about democracy, human rights and inclusive education. More than 80% of the learners agreed that everyone must vote and be active citizens. However, learners had varied opinions as to whether there should be a subject called citizenship education since it had a response rate of 49% agreeing and 48% disagreeing. Once again with a follow-up question aimed to verify whether learners knew how to participate in Parliament, a total of 84% indicated that they did not know how to participate in Parliament.



**Graph 5.8: Section C items 9 – 12: Learner questionnaire**

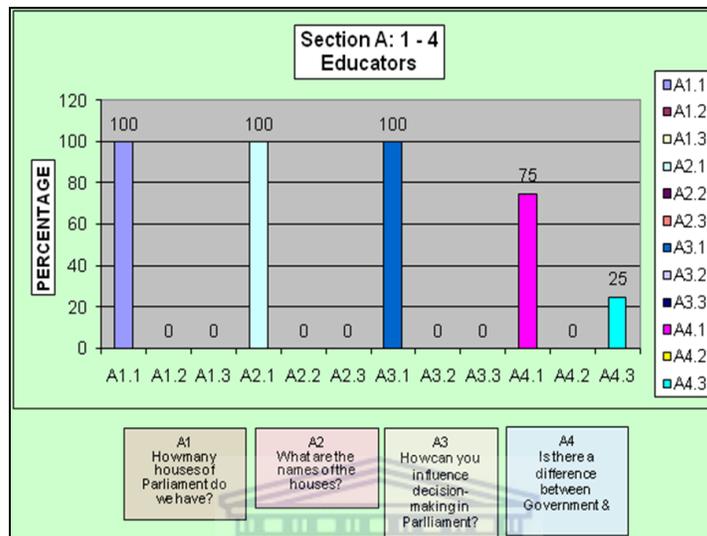
In summary, the varied participant responses to the learner questionnaire suggested that Grade 12 learners had limited knowledge, skills, values and understanding about Parliament. This was also evident since Parliament may not be the democratic structure of choice when they learn about democratic participation in democratic structures. There is indeed a lack of exposure to information about the structure, processes and activities of Parliament. Furthermore, the views from different participants indicate that there may be a lack of or limited information about active citizenship in schools. Participants went so far as to state that the curriculum and in particular the LO curriculum did not teach learners enough about active citizenship in a democracy. The participants were of the opinion that they have not been effectively prepared for active citizenship in a democracy, which is evident from their apathy and lack of knowledge, skills, values and understanding about active citizenship.

Generally, the Grade 12 learners in the study were of the opinion that learners should be taught about active citizenship at school and that they should learn more about Parliament.

### **5.2.2 Educator responses to the questionnaire**

Four educators completed and returned their questionnaires. This represented three of the five participating schools. This was not statistically significant. However, their responses provided valuable insight regarding their opinions about Parliament, the LO curriculum and active citizenship. Their age groups ranged from 24 to 51, with experience as educators ranging from a few months to 30 years.

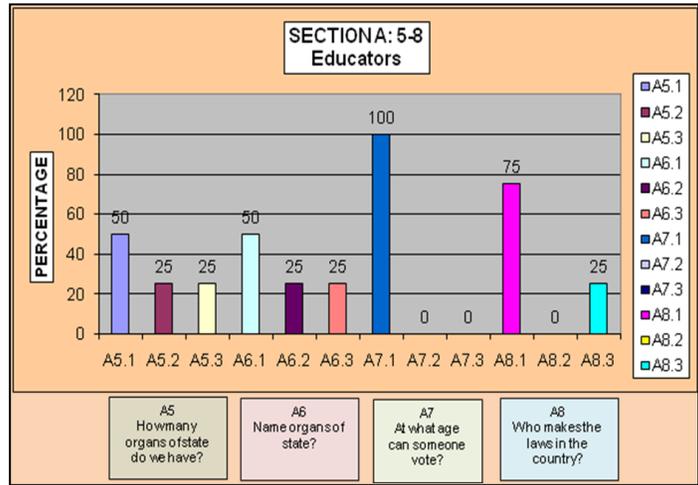
Section A of the educator questionnaire focussed on the educators' knowledge about Parliament. The items have been coded as Section A1.1 – A8.3, where each item was coded as 1-Right, 2-Wrong and 3-Blank and educators could give one response only.



**Graph 5.9: Section A items 1 – 4: Educator questionnaire**

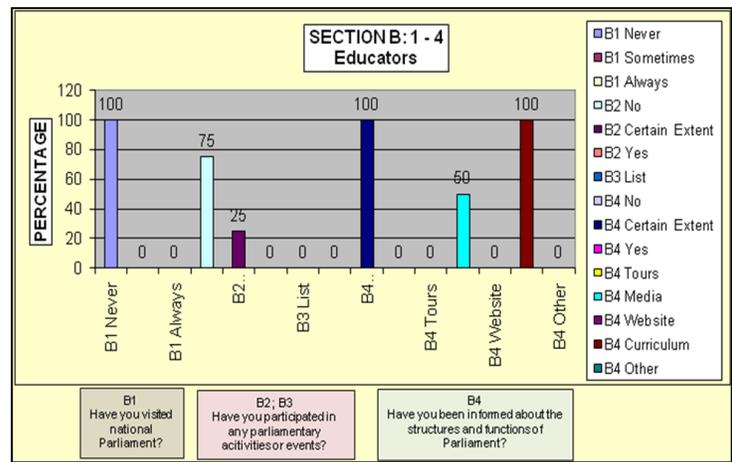
Section A items 1 – 4 of the educator questionnaire, as depicted in Graph 5.9, elicited information regarding the structure of Parliament, how the public can influence decision-making and whether there is a difference between Parliament and Government. The findings thus revealed that all of the educators knew how many houses Parliament consists of as well as the names of the two houses, knew in which ways to influence decision-making in Parliament. Consequently, 75% of the educators knew that there is a difference between Parliament and Government.

Section A items 5 – 8 of the educator questionnaire, as presented in Graph 5.10, extracted information regarding the educators' knowledge about the organs of state, voting age and law-making in the country. Some of the educators could name some of the organs of state and most of them knew from which age one can vote. Finally, 75% of the educators knew that Parliament is the national law-making body of South Africa whilst 25% did not respond to item 8 which could imply that the participant did not know who makes the laws in the country or simply apathetic about the item.



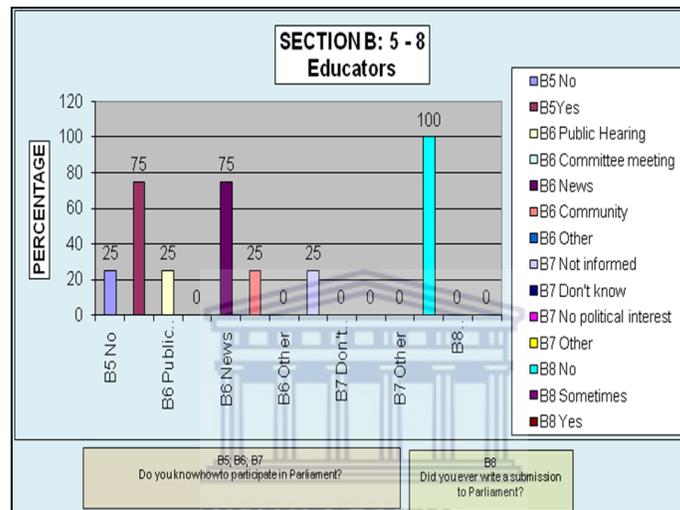
**Graph 5.10: Section A items 5 – 8: Educator questionnaire**

Section B items 1 – 4 of the educator questionnaire, as illustrated in Graph 5.11, requested participants to indicate if they visited Parliament before and whether they have been informed about the structures of Parliament and whether they have participated in any parliamentary processes and activities. The findings thus revealed that at the time of completion of the questionnaire none of the educators ever visited Parliament before and 75% never participated in any parliamentary activities. In terms of being informed about Parliament all the educators indicated that they have been informed to a certain extent for example through the media and the curriculum. At least 75% of the educators noted that they knew how one can participate in the processes and activities of Parliament by indicating their preferred means of participation including public hearings, news and participating in community or political organisations whilst 25% indicated that they were not informed.



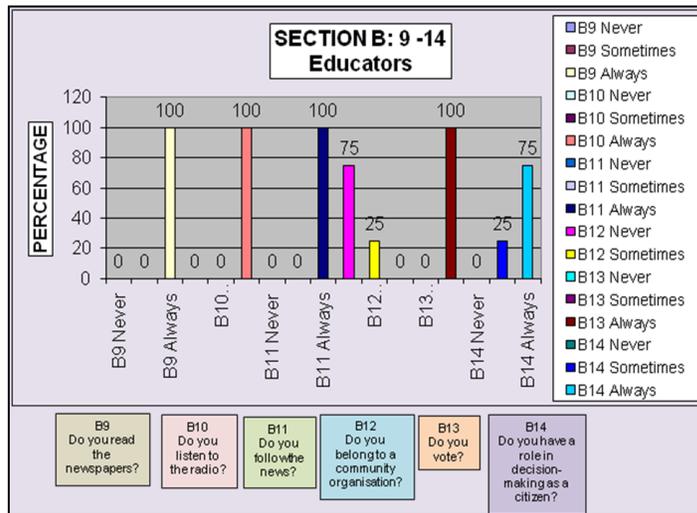
**Graph 5.11: Section B items 1 – 4: Educator questionnaire**

Section B items 5 – 8 of the educator questionnaire, as shown in Graph 5.12, elicited information about participants’ knowledge, skills, values and understanding of public participation in Parliament and whether they have ever written a submission to Parliament. 75% of the educators knew how to participate in Parliament and 25% have indicated their preferred way of participation would be to attend public hearings or community participation initiatives. None of the educators have ever written a submission to Parliament as a means of influencing decision-making.



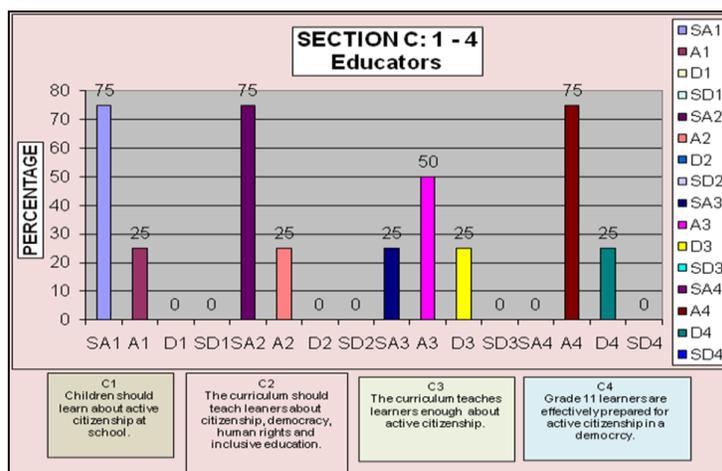
**Graph 5.12: Section B items 5 – 8: Educator questionnaire**

Section B items 9 – 14 of the educator questionnaire, as depicted in Graph 5.13, elicited information which indicated to what extent participants inform themselves and their level of participation in democratic processes by reading newspapers, listening to the radio, being actively involved in community initiatives, voting in elections and establishing their level of understanding about influencing decision-making in democratic processes.



Graph 5.13: Section B items 9 – 14: Educator questionnaire

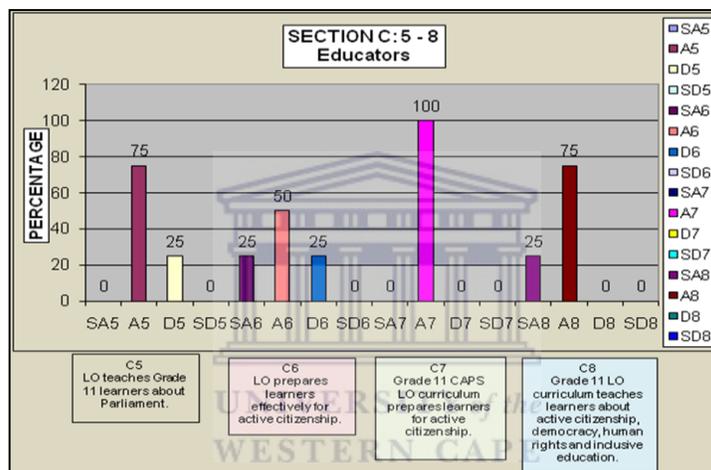
Section C items 1 – 4 of the educator questionnaire, as illustrated in Graph 5.14, extracted participant opinions about the significance of teaching about active citizenship at school and whether they think Grade 11 learners are effectively prepared for active citizenship in a democracy. All the educators were of the opinion that learners should learn about active citizenship at school and that the curriculum should teach learners about citizenship, democracy, human rights and inclusive education. Consequently, 75% of the educators were of the opinion that the curriculum teaches learners about active citizenship and they believe that Grade 11 learners have been effectively prepared for active citizenship in a democracy.



Graph 5.14: Section C items 1 – 4: Educator questionnaire

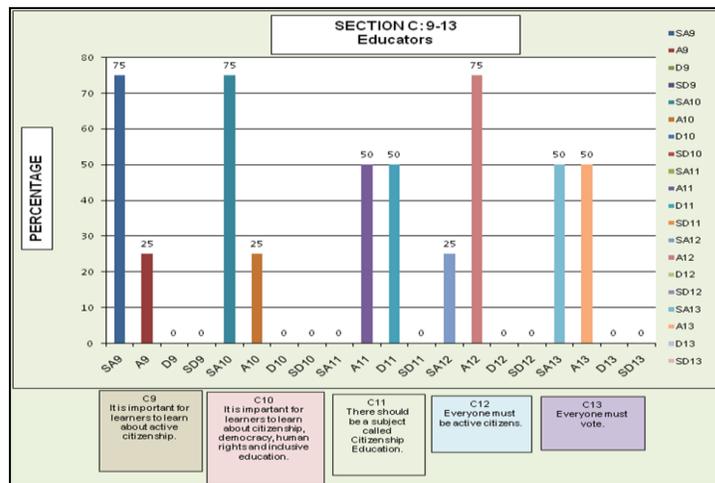
Section C items 5 – 8 of the educator questionnaire, as presented in Graph 5.15, elicited participant opinions about the teaching of content relating to Parliament through the LO curriculum and the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy.

The majority of the educators agreed that LO teach learners about Parliament and that LO prepare learners for active citizenship. In particular, all the educators are of the opinion that the Grade 11 LO curriculum prepares learners for active citizenship and that it teaches learners about citizenship, democracy, human rights and inclusive education.



**Graph 5.15: Section C items 5 – 8: Educator questionnaire**

Section C items 9 – 13 of the educator questionnaire, as depicted in Graph 5.16, elicited educator opinions about the significance of teaching learners about active citizenship and related concepts and whether there should be a subject called citizenship education in the curriculum. All the educators were of the opinion that learners should learn about active citizenship and that they should learn about citizenship, democracy, human rights and inclusive education. The educators had differences of opinions on the notion of whether there should be a subject called citizenship education. However, they were all in agreement that everyone should be active citizens and that every citizen should vote.



Graph 5.16: Section C items 9 – 13: Educator questionnaire

In summary, the educator responses to the questionnaire indicated that, generally, they had basic knowledge of Parliament and active citizenship. Consequently, the educators believe that Grade 11 LO learners were effectively prepared for active citizenship in a democracy yet they are of the view that the curriculum teaches learners about active citizenship but only to a certain extent. Generally, the educators believed that it is important for learners to learn about active citizenship in a democracy and that the curriculum should provide that platform to teach them more about active citizenship in a democracy.

### 5.3 Focus group interviews

Focus group interviews were conducted with learners from four of the five participating schools and three teachers and one <sup>9</sup>principal from three of the participating schools. The learners who participated represented the schools coded as School A, School B, School C and School D. The educators who participated represented the schools coded as School A, School C and School E. Each focus group comprised 10 Grade 12 learners.

#### 5.3.1 Learner focus group interviews

Learners were organised into four focus groups of ten participants per group. Each focus group

<sup>9</sup> The participating principal is included when reference is made to educators.

was coded as School A, School B, School C and School D. Each participant was allocated a number for identification when responding. For example, participants from School A were coded as A1 – A10, participants from School B were coded B11 – B20, participants from School C were coded C21 – 30 and participants from School D were coded D31 – 40. The interview schedule for learners is included in appendix E1.

### **5.3.1.1 Understanding the concept 'active citizenship'**

The participants were asked to define active citizenship and what it entails in a democracy. The relevance of this question was to establish the level of knowledge about active citizenship amongst learners who have completed the Grade 11 LO curriculum during 2012.

The representation of learners was diverse in the sense that the schools were fairly representative of a range of socio-economic contexts. Although the schools are situated in diverse socio-economic contexts, this does not automatically imply that the learners represent the same socio-economic context as learners come from various areas across the Metro to the schools represented. However, with this in mind, the debates in the focus groups were very rich, regardless of the socio-economic backgrounds of the learners. The findings revealed similarity amongst the responses of the learners regarding active citizenship.

The participants had various responses when defining active citizenship and what it means to them. The participants understand active citizenship within the context of voting and active participation in community initiatives. There was one learner at School B who was able to provide a comprehensive definition of active citizenship whilst generally the other learners at the four schools had some difficulty to express their understanding of active citizenship.

*School B (Learner 12 who was actively involved in local government initiatives): I think active citizenship is where you are as an individual, you are active in your community, active knowing the policies of your government, active knowing your local government, everything that has to do with the public sector and as to how you as a citizen can make a difference within your community and being active also means like voting or going through your sub-councils and help better your community (sic).*

The learner referred to at School B was actively involved with local government through local

government democratic processes for young people. This explains the high level of knowledge and understanding of this learner about active citizenship in a democracy. The views that follow, as coded, illustrate how some of the other participants defined active citizenship:

School A (Learner 10): *It's almost like voting and having a voice of what the Parliament is actually saying. It's like you active in the activism taking place (sic).*

### **5.3.1.2 Human rights education, democracy education, citizenship education, and inclusive education and public participation**

Participants were asked to define concepts relating to active citizenship, namely 'human rights', 'democracy', 'citizenship', 'inclusivity' and 'public participation'. In addition, participants were asked whether these concepts inform active citizenship. This question was in support of the previous question relating to understanding active citizenship, by eliciting learners' understanding of concepts relating to active citizenship. Since the previous question mainly dealt with active citizenship, the focus of this question was on human rights, democracy, inclusivity and public participation and responses will be presented according to each concept.

Participants were asked to describe their understanding of concepts including human rights, democracy, citizenship, inclusive education and public participation which was pivotal in relation to understanding active citizenship in a democracy. Learners were not completely confident when attempting to define these concepts. However, they have a general sense of what it means. The following illustrate learners' responses as it relates to these concepts:

School B (Learner 14): *Human rights is when you have a number of rights which no one can uhm, like you have the right to do certain things and someone else can't tell you that you can't do this you can't do that, it's your right to do something, the right to express yourself, inequality, like no one can be inferior to someone else, it's your right, no one can treat you the way you don't want to be treated (sic).*

School C (Learner 29): *I think democracy is the right to have human rights and to live freely in a country (sic).*

School D (Learner 38): *I think citizenship is living, belonging to some kind of a*

*community or society (sic).*

*School D (Learner 37): I think public participation is when the public or members of society are able to partake in the activities of a country (sic).*

However, when learners were asked to describe the meaning of inclusive education, which was crucial in promoting active citizenship regarding inclusion of everyone, the responses were very interesting. Learners do not know what 'inclusive education' or 'inclusivity' means. The views of the participants are illustrated below:

*School A (Learner 10): I think inclusive education is the things you learn in education should include everything from politics to landscaping, everything in education, that's what I think (sic).*

*School B (Learners 11-20): I haven't heard of it (sic).*

### **5.3.1.3 Infusion of human rights, inclusivity, social justice and transformation in the LO curriculum**

Participants were asked to indicate whether the LO curriculum infused concepts relating to active citizenship, namely 'human rights', 'inclusivity', 'social justice' and 'transformation'. In addition, participants had to give their opinion as to whether the inclusion of these concepts promotes active citizenship, and they were required to provide some examples of topics covered in the LO curriculum. This question was pivotal to the study as it provided in-depth information regarding the extent to which the LO curriculum infuses 'active citizenship' and relating concepts.

Learners gave varied responses to this question. However, the common response to this question suggested that there was a minimal amount of content and information relating to 'active citizenship' and relating concepts such as 'human rights', 'democracy', 'social justice', 'citizenship', 'transformation' and 'public participation'. The following sentiment was expressed:

*School C (Learner 30): I think that we don't learn enough because look at us now, we are in grade 12 but we still don't know enough about our rights, we can't explain democracy, we can't really (sic).*

#### 5.3.1.4 Parliament and active citizenship

It was essential to establish whether learners had any knowledge and understanding about Parliament as one of the democratic structures. Participants were asked to describe the roles and functions of Parliament and how one can participate in the processes and activities of Parliament. This was crucial in order to determine the extent to which learners have been exposed to democratic structures such as Parliament since the learners participating in the study are in the age range of 17 – 19 years. This implies that they are eligible to participate in democratic processes such as writing submissions to Parliament or to petition legislation.

The findings in this regard were cause for concern because at the time of the focus group interviews Grade 12 learners who have completed the Grade 11 LO curriculum during 2012 had very limited knowledge about Parliament and most of all did not know how to participate in the processes and activities of Parliament. This was evident in the responses of the participants.

School B (Learner 13): *The only thing I know about Parliament is what I see on the news, with like Jacob Zuma and all (sic).*

School D (Learner 38): *I think the function of Parliament is to acknowledge people of what is going on in the country and try to make it better, like the housing, education, schooling system, water, all of these problems, to solve this problems for the community or the country (sic).*

#### 5.3.1.5 Recommendations by learners

This item on the interview schedule was intended to obtain learners' opinions about whether information is a prerequisite for active citizenship and whether anything could be done differently at school to promote active citizenship. The learners agreed that it is important to be informed about democratic processes in order to be able to actively participate as citizens.

School C (Learner 27): *I think it will help us to be informed because, let's say for example we didn't know that the electricity bill is going up and we go complain because we didn't know about it (sic).*

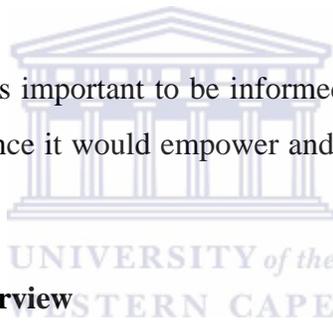
School D (Learner 31): *It all comes down to education, learning about these things so we can take it in, if we know things it will be much easy for us to*

*make a choice and stand up as a young community (sic).*

In summary, the views of the learners during the focus group interviews reiterates the findings from the questionnaires that Grade 12 learners had limited or no knowledge and understanding of active citizenship in a democracy. Their understanding was mainly in the context of voting and participation in community structures. However, they had a dire lack of knowledge, skills, values and understanding about concepts relating to active citizenship such as 'human rights', 'democracy', 'inclusivity' and 'public participation'.

Furthermore, the opinions of the learners indicated that they had limited exposure to content and information relating to active citizenship in a democracy through the LO curriculum, since they state that at Grade 12 level they still have difficulty defining concepts such as 'human rights' and 'democracy'.

Generally, the learners felt that it is important to be informed about active citizenship and learn more about the related concepts since it would empower and prepare them for active citizenship in a democracy.



### **5.3.2 Educator focus group interview**

Educators teaching LO were invited from the five participating schools and the respondents were organised in one focus group of four participants. The educator focus group was coded per school as School A1 and A2, School C1 and School E1. Each participant was allocated a number for identification when responding. There was one educator focus group interview and this was held at Parliament.

The educators represented schools from diverse socio-economic backgrounds, each with its own challenges. This was evident when educators introduced themselves and their respective schools. These challenges relate to access to resources and the status of infrastructure at the respective schools. For example, Schools B and E are well-resourced schools where educators have access to a wide range of facilities, including teacher aids and lower teacher-pupil ratios in comparison to schools A, C and D which were much more challenged, especially with the high teacher-pupil ratio and having limited access to resources.

The interview schedule for the educator focus group included similar questions to that of the learners. However, some of the questions were specifically designed for educators. The interview schedule which guided the interview process for the educators is included in appendix E2.

### **5.3.2.1 Understanding the concept 'active citizenship'**

The participants were asked to define 'active citizenship' and what it entails in a democracy. The significance of this question was to establish the level of knowledge about active citizenship amongst educators teaching LO and in particular those who taught the Grade 11 LO curriculum during 2012.

The participants had various responses when defining 'active citizenship' and what it means to them, especially in the classroom. The educators provided enlightening definitions of their understanding of active citizenship. The high level of understanding of active citizenship amongst the LO educators suggests that they have the knowledge and skills to teach learners about active citizenship. However, they acknowledge that they have limited opportunities to use their knowledge and skills optimally when it comes to the teaching of aspects relating to citizenship education. The views that follow, as coded, illustrate the level of understanding of active citizenship amongst LO educators:

*School A (Educator A1): ....I think that in school we teach, well we try to teach learners to be responsible and being an active citizen also starts in school, so they need to be responsible to the rules and regulations of the school and then take it from the school in to the greater community in which they live and ultimately the community has a responsibility towards their councillor that serves them and then their councillor towards the greater government (sic).*

*School E (Educator E1): One way of taking part in an active democracy is being part of a process, like for example, registering to become a voter when you turn eighteen and taking part in the election process that is one way of becoming involved in a democracy (sic).*

### **5.3.2.2 Human rights education, democracy education, citizenship education, and inclusive education and public participation**

The participants were asked to define concepts relating to active citizenship namely 'human

rights education', 'democracy education', 'citizenship education', and inclusive education. In addition, participants were asked whether these concepts inform active citizenship. This question was in support of the previous question relating to understanding active citizenship by eliciting the level of educators' understanding of concepts relating to active citizenship. Each concept will be dealt with separately as it is presented on the interview schedule.

Participants were asked to describe their understanding of concepts including human rights education, citizenship education, democracy education, inclusive education and public participation, the educators were very expressive about these concepts. The educators' responses once again were indicative of their level of knowledge of concepts such as human rights education. The following illustrate some educators' responses as it relates to these concepts:

School C (Educator C1): *Well if you look at the words human and rights, it's a human being and rights that they have to be able to function in a democracy... (sic).*

School E (Educator E1): *Also for them to understand, this is for human rights as well, that we are all equal before the law. I start every human rights lesson, every democracy lesson with that, that we are equal before the law and the importance of understanding our constitution and how it works, so in democracy education they need to understand how our constitution works, which many of us don't know (sic).*

School A (Educator A1): *Citizenship education is where you are actually teaching or guiding the learner as to what it means to be an active citizen in the country that you are living in, some of our learners don't take it as far as to the greater extent of the country; to them it's just in a community (sic).*

School C (Educator C1): *inclusive education is where anybody is welcome to come to school and get an education, we don't distinguish between a person with a disability, blind, or deaf or whatever...(sic).*

Consequently, participants were asked whether these concepts inform active citizenship. This question elicited the participants' views on whether or not teaching learners about human rights, democracy, citizenship and inclusivity would necessarily inform active citizenship. One of the participants responded:

School C (Educator C1): *It is what you need to do, if you want to be a*

*democratic and an active citizen, inclusive education and all of those other beautiful terms and concepts that you mentioned, It's how you as a human being functions in the environment that you are in...if you know active citizenship then I think you are then able to make an informed decision, you are then able to say okay I know all of this so what am I going do with the information, so that comes that comes up, I know what I can do there. Like A1 said, if the processes come up then I will know what to do because I've been so well in tuned (sic).*

### **5.3.2.3 Infusion of human rights, inclusivity, social justice, and transformation in the LO curriculum**

Participants were asked to indicate whether the LO curriculum infuses concepts relating to active citizenship namely 'human rights', 'inclusivity', 'social justice', and 'transformation'. In addition, participants had to express their opinions on whether the inclusion of these concepts promotes active citizenship. They were required to provide some examples of topics covered in the LO curriculum. Finally, participants were asked to indicate whether they have sufficient knowledge to teach these concepts and whether it was their choice to teach LO. These questions were crucial to the study as it provided in-depth information regarding the extent to which the LO curriculum infuses 'active citizenship' and relating concepts. They also provided in-depth insight into the level of training and skills amongst LO educators. With regard to the infusion of these concepts in the curriculum, educators had the following responses:

*School C (Educator C1): I think they try to but fall short because they don't do it in very great detail...I think they do a bit of it but it's sketchy, it's not stretched and out and it's not in detail (sic).*

*School A (Educator A1): I think that we leave till a little bit late in the learners' curriculum, I think we focus more on it in grade eleven... So, I think that mainly, this process has to start at an earlier stage in school where the curriculum should incorporate knowing it and what your country's symbol stands for, you can't bombard them when they get to grade eleven because when they get to grade eleven they have got other ideas, they thinking career, so I think it's a bit too late in the curriculum that we want the learners to learn all those things (sic).*

When asked whether the LO curriculum spends sufficient time on these concepts, the participants indicated that the LO curriculum does not do justice to the teaching of these

concepts. Each participant responded:

School C (Educator C1): *No (sic).*

School A (Educator A1): *No (sic).*

School A (Educator A2): *No (sic).*

School E (Educator E1): *No (sic).*

With regard to teacher training and expertise, this was a participant's response:

School C (Educator C1): *I just want to add that in the old education system before 1994, we had the physical education teacher, we had the guidance councillor, we had the librarian, we had the music teacher, we had all of those and now they came up with LO and subsequently they have to find teachers who could do the peering, the career counselling, how to be a good citizen, all of those, how to eat healthy, so there you have your dietician and your nutritionist. They put all of those things into one subject, now obviously if there's one teacher that teaches that, then that one teacher can do one or two components and not be able to do all of the others (sic).*

#### **5.3.2.4 Parliament and active citizenship**

It was essential to establish whether the educators had any knowledge and understanding about Parliament as one of the democratic structures. Participants were asked to describe the roles and functions of Parliament and how one can participate in the processes and activities of Parliament. This was crucial to determine the extent to which educators have been exposed to democratic structures such as Parliament since these educators have the responsibility to teach learners about participating in democratic structures, including Parliament.

Participants were asked to define public participation, which was crucial for the study since it directly links to the notion of active citizenship. The educators provided some definitions. However, their responses were very limited in comparison to their overall responses to the other questions. This could be due to various factors which could include having limited exposure and understanding of the meaning of public participation. Even though they understand what it means to be an active citizen, this does not necessarily imply that they have ever actively

participated in various democratic processes other than voting in elections. The following were the educators' responses:

School E (Educator E1): *Knowing what you are going to do (sic).*

School A (Educator A2): *It's your total involvement as a person, in the democracy of the country (sic).*

When asking participants how they can participate in Parliament, the responses again were very limited and were mainly focussed on participating in local government as a democratic structure which links to an earlier statement about limited exposure to public participation mechanisms at Parliament. These were the responses:

School C (Educator C1): *I think it starts in your community where you have got different wards and if there's a local ward and there's something affecting your local area and I think from there you can have input and I think from there it goes up (sic).*

School E (Educator E1): *If you know where your ward councillor is and you want to make a statement, you go to your ward councillor (sic).*

Consequently, when asking participants to describe the difference between Parliament and Government it became clear that at the time of the interview, the educators did not completely understand the roles and responsibilities of the arms of state, specifically referring to the roles and functions of Legislature as one of the arms of state and the Executive as an arm of state. Some participants provided the following perspectives on the difference between Parliament and Government:

School E (Educator E1): *Just in terms of Parliament making the laws, it's actually the legislature that implements them isn't it? From here it goes up to Pretoria, that's how they make sure that the laws that are made here are implemented (sic).*

School A (Educator A1): *I think the decision-making and processes are taken down to Parliament then government just approves (sic).*

### 5.3.2.5 Recommendations by educators

This item on the interview schedule was intended to elicit the educators' opinions about whether information is a prerequisite for active citizenship and whether anything could be done differently at school to promote active citizenship. All the educators agreed that it is important to be informed about democratic processes in order to be able to actively participate as citizens. They also provided some recommendations as to what can be included in the curriculum to promote active citizenship in a democracy. Regarding the importance of information, one participant noted:

School C (Educator C1): *From the teacher, I think the teacher has to be empowered to have the information, so then once again, if we have one central book, that gives the learner or the teacher everything that person needs to know to be an active citizen or a participant in this whole process then it will be all good (sic).*

With regard to the educators' opinion about what could be done differently in the curriculum the following was recommended:

School C (Educator C1): *A simplified version of what the learner needs to know to be an active citizen (sic).*

The following were final comments made by the educators during the closing session of the interview with regard to promoting active citizenship in a democracy:

School A (Educator A1): *We need to get something out to the learners, that's also teacher friendly, for the teachers to use, maybe a nice one handed out for the teachers to put up for the children, maybe a poster that the we can put up in our classes (sic).*

In summary, the majority of the educators have good knowledge and understanding of active citizenship in a democracy and of related concepts including 'human rights', 'democracy', 'citizenship', and 'public participation'. However, there was a lack of understanding of inclusive education, especially in the context of active citizenship in a democracy.

All the educators are of the opinion that it is important to teach learners about active citizenship

and related concepts. However, they acknowledge that there is limited infusion of content relating to concepts such as 'human rights', 'democracy', 'citizenship', 'inclusivity', and 'public participation'. In addition, the educators felt that Grade 11 may be too late to introduce these concepts and that the curriculum should start informing learners from an earlier stage in a child's schooling. The educators stated that there is too much content overall in the CAPS curriculum, of which they are anticipating that they would not, for example, complete the Grade 11 LO curriculum by the end of the 2013 school year.

With regard to Parliament, educators had very little exposure to information about the structure and processes of Parliament. At the time of the interview, the educators have never visited Parliament before.

#### **5.4 Document study**

The document study was focussed on selected national curriculum policy documents and various parliamentary documents. The various documents that were studied depicted the content included in the LO curriculum about active citizenship and on information, including the roles and functions of Parliament specifically pertaining to active citizenship. The documents that were used to analyse the curriculum included:

*Education White Paper 6: Special needs education: Building and inclusive education training system (DoE, 2001);*

*Policy Revised NCS Grades R-9 (Schools): Overview (DoE, 2002a);*

*Revised NCS Grades R-9 (Schools): LO (DoE, 2002b);*

*Revised NCS Grades R-9 (Schools): Social Sciences (DoE, 2002c);*

*Revised NCS Grades R-9 (Schools). LO: Teacher's guide for the development of learning programmes-Policy Guidelines (DoE, 2003a);*

*NCS Grades 10-12 (General): LO (DoE, 2003b); NCS Grades 10-12 (General). Subject Assessment Guidelines. LO (DoE, 2008);*

*Curriculum and Assessment Policy Statement (CAPS): Life Orientation Grades 7-9 final draft (DBE, 2010a);*

*Curriculum and Assessment Policy Statement (CAPS): FET (10-12) Life Orientation final draft (DBE, 2010b);*

*Curriculum and Assessment Policy Statement (CAPS): Life Skills final draft (DBE, 2010c);*

*Curriculum and Assessment Policy Statement (CAPS): Grades 10-12 History final draft (DBE, 2010d);*

*Curriculum and Assessment Policy Statement (CAPS): Education statistics in South Africa (DBE, 2010e);*

*Curriculum and Assessment Policy Statement (CAPS): Life Skills Foundation Phase (DBE, 2011a);*

*Curriculum and Assessment Policy Statement (CAPS): Life Skills Intermediate Phase (DBE, 2011b);*

*Curriculum and Assessment Policy Statement (CAPS): LO. Grades 7-9 (DBE, 2011c); Curriculum and Assessment Policy Statement (CAPS): LO FET (10-12) (DBE, 2011d); and*

*Curriculum and Assessment Policy Statement (CAPS): History FET (10-12) (DBE, 2011e).*

The documents that were used to investigate Parliament included:

*From Public Affairs to PCS (2007);*

*Parliament: Annual Performance Plan – 2013/14 – 2015/16 (2012); Parliament. (2011a). PEO Business Plan 2012/2013;*

*Parliament. (2011b). Understanding Parliament: A teacher's guide; Parliament. Super Curriculum Proposal. (2010b);*

*Parliamentary website:*

*Public participation. Retrieved October 9, 2010a, from <http://www.parliament.gov.za>,*

*Submissions to Parliament. Retrieved July 30, 2013a, from [http://www.parliament.gov.za/live/content.php?Category\\_ID=173](http://www.parliament.gov.za/live/content.php?Category_ID=173),*

*Petitions to Parliament. Retrieved, July 30, 2013b, from [http://www.parliament.gov.za/live/content.php?Category\\_ID=173](http://www.parliament.gov.za/live/content.php?Category_ID=173),*

*Our Constitution. Retrieved, July 30, 2013e, from [http://www.parliament.gov.za/live/content.php?Category\\_ID=173](http://www.parliament.gov.za/live/content.php?Category_ID=173)*

*Parliament since 1994: Achievements and Challenges (2006); and Constitution of the RSA (Constitution of RSA, 1996).*

The research questions that were addressed through exploring the curriculum documents included:

- How does LO infuse human rights, democracy, citizenship, inclusivity, social justice and transformation and public participation in order to promote active citizenship?

- Do Grade 11 LO assessment activities promote active citizenship in South Africa? and
- To what extent have Grade 12 learners who completed the Grade 11 LO curriculum during 2012 applied aspects of active citizenship in South Africa?

#### **5.4.1 Infusion of human rights, democracy, citizenship, inclusivity, social justice, and transformation and public participation in the LO curriculum**

The above listed curriculum documents provided valuable insight regarding the infusion of concepts relating to active citizenship namely 'human rights', 'democracy', 'citizenship', 'inclusivity', 'social justice', 'transformation', and 'public participation', in particular the infusion of these concepts in the LO curriculum. For example, the principles of the curriculum include aspects relating to human rights, social justice and transformation and inclusivity. The insight provided gives a clear picture of the aim of the national curriculum, especially as it relates to promoting active citizenship in a democracy in its attempt to develop a democratic society through the education system (DoE, 2002a; 2003b).

The curriculum aims to develop the full potential of each learner as a citizen of a democratic South Africa and seeks to create a lifelong learner who will be inspired by values including democracy, equality, human dignity, life and social justice and who would be able to participate in society as an active citizen (DoE, 2002b:3; DoE, 2002a:1; 2002b:1; 2002c:1; DBE, 2011a; 2011b; 2011c; 2011d).

Consequently, the curriculum has undergone various transformations which were discussed in detail in the literature review section of the study. However, its aims and purpose remains consistent from C2005 to RNCS to NCS and now CAPS. This is captured in the following extract (DBE, 2011a; 2011b; 2011c; 2011d; 2011e).

Furthermore, with regard to the aspect of inclusion, the documents reveal that the Education White Paper 6 was introduced in July 2001 and it places emphasis on the need for the education system to promote education for all, which will enable all learners to participate actively in the education process so that they could develop and extend their full potential and participate as equal members of society (DoE, 2001).

The documents studied provided detailed information regarding the infusion of concepts relating to active citizenship, specifically in the LO curriculum. A number of LO curriculum policy documents were examined which elicited information regarding the purpose of the introduction of the LO curriculum, which is that LO is the primary vehicle for informing and empowering learners about active citizenship in a democracy.

LO focuses on skills that empower learners to relate positively and make a contribution to family, community and societal life in South Africa and these skills are developed in the context of exercising constitutional rights and responsibilities while displaying tolerance of fellow human-beings, their cultures, religions, values and beliefs (Constitution of RSA, 1996; DoE, 2002; 2003a; 2003b).

In summary, it is clear that, since the inception of democracy in South Africa, there has been concerted effort regarding transformation from an apartheid system to a democratic society by using the education system as one of the primary means to develop a just and democratic society. The curriculum itself has undergone many shifts in order to achieve its objective of redress and its attempt to nurture learners that will become active and responsible citizens in a democracy.

With this in mind, it can be noted that the curriculum places considerable theoretical emphasis on the instillation of values, including active citizenship, democracy, human rights, citizenship and inclusivity, which significantly informs the objectives of this study. Consequently, the LO curriculum was given the responsibility to provide the focussed platform to instill values relating to active citizenship in a democracy.

#### **5.4.2 Grade 11 application of aspects of active citizenship through the LO curriculum**

The LO curriculum is one of the key aspects of the focus of this study. With this in mind, it was essential to determine the types of topics and activities Grade 11 learners were exposed to in the LO curriculum. In particular, it was interesting to first explore topics and activities relating to active citizenship in a democracy as it manifests itself in all phases of the curriculum. Consequently, there was careful study of Learning Outcomes and topics covered in the LO curriculum depicting the promotion of active citizenship in a democracy.

The RNCS which focussed on Grade R – 9 included the development of learning programmes with the focus on Learning Outcomes. The Learning Outcomes for LO included Health Promotion, Social Development, Personal Development, Physical Development and Movement, and Orientation to the World of Work (DoE, 2002b: 7).

Table 5.2 depicts the Learning Outcomes for Foundation Phase, Intermediate Phase and Senior Phase.

RNCS (Grade R-9): LO Learning Outcomes		
Foundation Phase	Intermediate Phase	Senior Phase
<p><b>Learning Outcome 1: Health Promotion</b> Learner is able to make informed decisions regarding personal, community and environmental health.</p> <p><b>Learning Outcome 2: Social Development</b> Learner is able to demonstrate an understanding of and commitment to constitutional rights and responsibilities, and to show an understanding of diverse cultures and religions.</p> <p><b>Learning Outcome 3: Personal Development</b> Learner is able to use acquired life skills to achieve and extend personal potential to respond effectively to challenges in his or her world.</p> <p><b>Learning Outcome 4: Physical Development and Movement</b> Learner is able to demonstrate an understanding of, and participate in, activities that promote movement and physical development.</p> <p><b>Learning Outcome 5: Orientation to the World of Work</b> Learner will be able to make informed decisions about further study and career choices.</p>		

Table 5.2: RNCS LO Learning Outcomes: GET band (DoE, 2003a)

Learning Outcome 2 which is Social Development significantly informs the findings of this study as it relates to the promotion of active citizenship. The learner will be able to demonstrate an understanding of and commitment to constitutional rights and responsibilities, and to show an understanding of diverse cultures and religions (DoE, 2002b). The RNCS LO policy statement (DoE, 2002b) outlines the requirements for each phase level of GET band.

It is clear that the GET band introduces the notion of active citizenship whilst the Learning Outcomes for LO as a subject in the FET band included Personal Well-Being, Citizenship Education, Recreation and Physical Activity, and Careers and Career Choices (DoE, 2003b). Table 5.3 depicts the Learning Outcomes for the FET band.

**NCS: LO: GRADE 10-12 (FET)**

**Learning Outcome 1: Personal Well-being**

The learner is able to achieve and maintain personal well-being.

**Learning Outcome 2: Citizenship Education**

The learner is able to demonstrate an understanding and appreciation of the values and rights that underpin the Constitution in order to practise responsible citizenship, and to enhance social justice and environmentally sustainable living.

**Learning Outcome 3: Recreation and Physical Well-being**

The learner is able to explore and engage responsibly in recreation and physical activities, to promote wellbeing.

**Learning Outcome 4: Career and Career Choices**

The learner is able to demonstrate self-knowledge and the ability to make informed decisions regarding further study, career fields and career pathing.

**Table 5.3: NCS LO Learning Outcomes: FET band (DoE, 2003b)**

In Grades 10 to 12, Learning Outcome 2 dealt with Citizenship Education. In this phase, learners are being prepared for the role of informed, active participants in community life and as responsible citizens. Competencies and abilities in addressing discrimination, awareness of economic and social justice, and environmentally sustainable living (thinking globally and acting locally) are further developed. Learners are also exposed to diverse religions in order to foster peaceful co-existence in a multi-religious society. For example, Learning Outcome 2 provides learners with the opportunity to clarify their own values and beliefs as these may influence their decisions throughout life. This view is captured by the following:

Learning Outcome 2 states that the learner is able to demonstrate an understanding and appreciation of the values and rights that underpin the Constitution in order to practise responsible citizenship, and to enhance social justice and environmentally sustainable living (DoE, 2003b). The NCS LO policy statement (DoE, 2003b) requires the FET learner as one who will be imbued with these values and act in the interests of a society based on respect for democracy, equality, human dignity and social justice as promoted in the Constitution.

In Grade 11, which is the focus of the study, Learning Outcome 2, Citizenship Education, includes a range of Assessment Standards that are criteria to collectively describe what a learner should know and be able to demonstrate at a specific grade. They embody the knowledge, skills and values required to achieve the Learning Outcomes. Ultimately, Assessment Standards inform the development of lesson plans and activities for learners in the respective grades. For example, the Assessment Standards in Learning Outcome 2 as stipulated in DoE (2003b: 17). The document study reveals that LO is one of the four fundamental subjects required for the National

Senior Certificate, which means that it is compulsory for all learners in Grades 10, 11 and 12. The following statement captures the sentiment of the uniqueness of LO as a subject:

LO is regarded as a unique subject in that it applies a holistic approach to the personal, social, intellectual, emotional, spiritual, motor and physical growth and development of learners which encourages the development of a balanced and confident learner who can contribute to a just and democratic society, a productive economy and an improved quality of life for all (DBE 2011a; 2011b; 2011c; 2011d).

Table 5.4 depicts the topics covered in LO for the GET and FET bands respectively. For the purpose of this study the focus is on the topics for Grade 11, which forms part of the FET band.

Overview of topics for LO (CAPS)			
Foundation Phase	Intermediate Phase	Senior Phase	FET
<b>Beginning Knowledge and Personal and Social Well-being</b> Creative Arts Physical Education	<b>Personal and Social Well-being</b> Physical Education Creative Arts	Development of the self in society <b>Health, social and environmental responsibility</b> <b>Constitutional rights and responsibilities</b> Physical Education World of work	Development of the self in society <b>Social and environmental responsibility</b> <b>Democracy and human rights</b> Careers and career choices Study skills Physical Education

Table 5.4: CAPS Overview of topics for LO (DBE, 2011a; 2011b; 2011c; 2011d)

The highlighted topics in Table 5.4 are the topics dealing with aspects relating to active citizenship in LO. In summary, the document study reveals that theoretically there is a basis for the facilitation of active citizenship in a democracy. However, practical application is limited. A platform has been created to instil values about active citizenship in a democracy. However, that platform lacks practical application of aspects relating to active citizenship in a democracy.

### 5.4.3 Grade 11 assessment in LO promoting active citizenship

Inherently, with regard to information about the type of activities in the LO curriculum that promote active citizenship, the document analysis provided valuable insight with regard to assessment in the curriculum, specifically assessment in the LO curriculum that relates to active citizenship in a democracy. Assessment in the NCS is regarded as an integral part of teaching and

learning and should be part of every lesson. Educators should plan assessment activities to inform and compliment learning activities. Educators are therefore encouraged to develop programmes of assessment as stated below:

Teachers should plan a formal year-long Programme of Assessment. Together the informal daily assessment and the formal Programme of Assessment should be used to monitor learner progress through the school year (DoE, 2008).

Generally, assessment in the curriculum is a continuous planned process which involves various assessment activities that are undertaken throughout the year, using various assessment forms, methods and tools. In Grades 10 to 12, or FET, continuous assessment comprises two different but related activities such as informal daily assessment and a formal Programme of Assessment.

The curriculum thus requires educators to conduct formal assessments which are in addition to daily assessment where educators develop a year-long formal Programme of Assessment for each subject and grade. In Grades 10 and 11 the programme of assessment consists of tasks undertaken during the school year as well as an end-of-year examination. The marks allocated to assessment tasks completed during the school year will be 25%, and the end-of-year examination mark will be 75% of the total mark. However, this excludes LO since LO is not externally examined as stated below:

LO is the only subject in the NCS that is not externally assessed or examined. However, a learner will not be promoted or issued a National Senior Certificate (NSC) without providing concrete evidence of performance in the stipulated assessment tasks for that particular grade and meeting the minimum promotion or certification requirements for the NSC (DoE, 2008).

The curriculum provides examples of different forms of assessment that can be used to assess LO, namely:

Learner progress in LO is monitored throughout the school year and involves three activities, including informal or daily assessment tasks, internal or formal tasks and certificate tasks. The latter type of task is optional. Activities given for daily assessment tasks ideally should prepare the learners to successfully deliver the formal assessment tasks. In LO, the teacher may choose a short class test, discussion, practical demonstration, mind-map, debate, oral report, role play, short homework tasks, worksheets, group work and individual

record-keeping as daily assessment tasks (DoE, 2008; 2011b).

In the formal programme of assessment for the LO curriculum, learners are expected to complete five internal tasks per grade. Of these five internal assessment tasks, two are examinations, one is a project, one is a written task and one is an extended Physical Education Task (PET). The nature of formal assessment tasks includes written tasks (source-based tasks, case studies, assignments, written reports, written and oral presentations and portfolio of evidence), projects and examinations.

Certificate tasks are optional tasks and their purpose is to enhance the earning and learning potential of learners as well as instil a sense of achievement within learners as they exit Grade 12. Certificate Tasks are intended to make a direct contribution to the Curriculum Vitae of each learner. It could be either in the form of a performance-based certificate task or a participation-based certificate task. The latter would provide opportunity and a platform for practical application of content relating to active citizenship. For example, learners would benefit from having experience in development of skills related to the workplace and citizenship and become involved in a school-based extramural activity such as sporting and cultural activities or a community activity. Certificate tasks are optional, yet they provide the opportunity for learners to be exposed to practical application of active citizenship as described below:

Learners would be expected to participate in the activity over a fixed period of time on a regular basis. For example, learners should participate in at least 80% of all practices and matches in one sporting season, and spend at least 10 hours delivering a community service (DoE, 2008). LO educators are therefore encouraged to give learners access to such tasks where circumstances allow (DoE, 2011b).

Table 5.5 depicts the time allocations for Grade 11 LO per year, which clearly suggests that, despite the lack of practical application, there is also not sufficient time spent on aspects relating to active citizenship in a democracy. In addition, the proposed programme of assessment for Grade 11 confirms the lack of practical application of aspects relating to active citizenship in a democracy.

<b>Time Allocations: Grade 11 per year</b>			
<b>NCS</b>		<b>CAPS</b>	
72 hours excluding examination periods 16 hrs Learning Outcome 1 36 hrs Learning Outcome 3 10 hrs Learning Outcome 2 10 hrs Learning Outcome 4		2 hours per week allocated for LO 66 hours for LO in Grade 11 paced across 40 weeks (80hrs) of the school year including examination periods whilst a fixed period be labelled Physical Education	
<b>Weighting: Grade 11</b>			
<b>NCS</b>		<b>CAPS</b>	
Democracy and Human Rights: 7 hrs per year		Citizenship Education: 10 hrs per year	
Programme of Assessment: Grade 11			
<b>Term 1</b>	<b>Term 2</b>	<b>Term 3</b>	<b>Term 4</b>
Task 1 Written task: 80 marks Task 5 PET: 20 marks	Task 2 Mid-year examination: 80 marks Task 5 PET: 20 marks	Task 3 Project: 80 marks Task 5 PET: 20 marks	Task 4 End-of-year examination: 80 marks Task 5 PET: 20 marks

**Table 5.5: Time allocations, weighting and programme of assessment: Grade 11 (DBE, 2011d)**

In summary, the document study highlighted the existence of theoretical emphasis of aspects relating to active citizenship. However, it also revealed the lack of practical application of aspects relating to active citizenship in a democracy. This was evident through the topics covered in the curriculum, through the suggested weighting of topics relating to active citizenship in a democracy, and through the programme of assessment activities for LO. The optional certificate tasks seemingly provide the platform for active demonstration of aspects relating to active citizenship. However they are currently offered at FET level only and are optional. This implies that not all learners may opt to do them. FET may just be too late for this type of activity.

The research question that was addressed through exploring parliamentary documents included:

- In which ways does Parliament as a key participatory institution promote active citizenship and how do they manifest themselves in the curriculum?

The document study that relates to Parliament and active citizenship in a democracy suggests that Parliament has various mechanisms in place to promote active citizenship. This is expressed as public participation processes in the following:

Since 1994 Parliament has unfolded as a Parliament for the people (Parliament of RSA, 2006). This emerged from the post-1994 era with a Constitution based

on the opposite of the closed and narrow Parliament of the past. Parliament now provides greater access, as well as civic education and outreach programmes where needed to build the relationship between Parliament and the people. (Parliament of RSA, 2006:113).

The establishment of civic education and outreach programmes in Parliament therefore suggest that at the onset of a new democratic Parliament, the aim was to ensure that members of the public have a voice by influencing decision-making by political representatives in Parliament. Consequently, the elected representatives assumed a mandate to continuously consult and dialogue with citizens regarding policy and law-making processes. The Constitution therefore mandates the elected representatives to represent the people as stated in the following:

The mandate of Parliament states that it is elected to represent the people and ensure government by the people under the Constitution, as well as represent the provinces in the national sphere of government (Parliament of RSA, 2012). Secondly, Parliament's mission is to represent, and act as a voice of the people, in fulfilling its constitutional functions of passing laws and overseeing executive action. Finally, its vision is to build an effective people's Parliament that is responsive to the needs of the people and that is driven by the ideal of realising a better quality of life for all the people of South Africa (Parliament of RSA, 2012).

Since 2005 one of Parliament's strategic objectives has been to build a responsive and effective people's Parliament driven by the ideal of a better quality of life for South Africans. In doing so, Parliament states in its Annual Performance Plan (APP) 2013/2014 that they envisage increased public participation. This is evident in that, over the past decade, Parliament has developed a number of programmes and projects to educate citizens about the role and processes of Parliament, and has undertaken initiatives to bring Parliament closer to citizens. The project on developing a public participation framework and model commenced recently, as well as the increase of parliamentary broadcasting and the development of an education curriculum on public participation. The objective of developing a public participation framework demonstrates Parliament's commitment to enhance its public participation initiatives. This view is captured as follows:

Parliament continually commits to invest in developing tools and providing support services to assist members to perform their functions in their constituencies. The participation of the public in the processes of Parliament,

their access to the institution and its members, and information provided to the public remain a vital focus of Parliament (Parliament of RSA, 2012).

The document study reveals that the public participation framework and model for Parliament is currently in phase three, which is in preparation of the launching of Parliament's Public Participation Model (PPPM). The document labelled, Public Participation Model for Parliament of the Republic of South Africa (draft), clearly outlines the scope, goals and objectives of the model. The model is depicted in Chapter Three, Figure 3.2. The following statement explains the rationale for the development of PPPM:

The Parliament of the Republic of South Africa, being the National Assembly and the National Council of Provinces, required the development of a model for public participation to provide a documented platform for shared understanding, alignment, the setting of minimum requirements and guidelines for public participation (Parliament of RSA, 2013b).

The proposed public participation model for Parliament encapsulates accountabilities and responsibilities, mechanisms and the processes required for effective public participation in the processes and activities of Parliament. It is thus clear, through careful document study that, only since 1994 has it become possible for all citizens to become involved in what is happening in Parliament. Ever since, public participation activities as noted in Parliament's APA document, include public hearings, outreach programmes, radio programmes and broadcasts, television broadcasts, publications, newsletters, promotional material and the website. Parliament's sectoral programmes for public participation include the People's Assembly, Taking Parliament to the People, the Women's Parliament and the Youth Parliament (Parliament of RSA, 2012).

In addition to the public participation activities as mentioned above, the PEO in Parliament has initiated the development of teacher and learner guides that can be useful for educators to use as resources when teaching content relating to active citizenship and Parliament. The publication, Understanding Parliament – A Teacher's Guide (Parliament of RSA, 2011b), discusses various topics including democracy, nation-building, the constitution, and the three arms of state, law-making and committees, amongst others as follows:

The section dealing with public participation describes the different ways in which the public can participate in the processes and activities of Parliament.

These include direct and indirect ways of influencing decision-making in Parliament and could take the form of submissions, representations, petitions, attending meetings, contacting Members of Parliament (MPs), voting in elections, keeping yourself informed, joining a political party, lobbying, or joining a volunteer organisation (Parliament of RSA, 2011b).

The documents revealed that in order to make the workings of Parliament and the contents of the Constitution accessible to the public, a new structure was established in 1995, namely the PEO, whose roles include (i) the development and implementation of public education programmes, (ii) to improve public participation and involvement in the processes and activities of Parliament (Parliament of RSA, 2011).

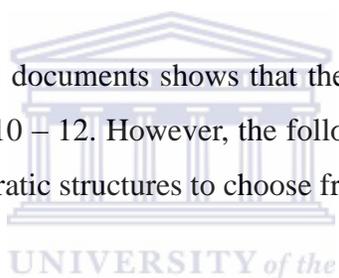
The PEO business plan of 2012/2013 (Parliament of RSA, 2011a) provides an overview of the public education programmes that are implemented to achieve Parliament's strategic objective 2 and to achieve the PEO mandate as stated above. This overview is depicted in Table 5.6.

PARLIAMENT'S PUBLIC EDUCATION PROGRAMMES		
NO	Programme	Description
1	<b>Curriculum Development Programme</b>	The Curriculum development programme is a long-term programme and was introduced to ensure that an all-encompassing model is conceptualised and produced for Parliament. The model presents opportunities to learn about democracy, responsible citizenship, Parliament and its processes and how the public can participate in the processes of Parliament. It embodies formal and structured learning programmes for each of the school phases from grades R-12 and includes training for teachers, as well as Adult Education and Training. The FET level is registered as an occupational qualification which will be registered with the South African Qualifications Authority (SAQA), more specifically Umalusi. Umalusi is the quality assurance body appointed by SAQA for the GET phase.
2	<b>Outbound Programme</b>	The main objective of the Outbound Programme is to inform and educate members of the public about the work of Parliament so as to enable meaningful participation in the law-making and oversight processes of the institution. These workshops are conducted nationally.
3	<b>Visitors-to-Parliament Programme</b>	PEO offers educational tours of Parliament that provide an educational and information interface between Parliament and the public.
4	<b>Electronic-Based Media Education Programme</b>	Parliament's radio programme is an important tool and platform with a significant reach. Radio is a channel of communication that has the potential to enhance public participation, deepen democracy and increase outreach. Parliament's Radio Programme broadcasts on all 18 South African Broadcasting Corporation (SABC) Radio Stations in all the official languages on a weekly and monthly basis, and on demand, based on Parliament's programme and activities. According to audience statistics, about 31,305 million people listen to radio. Of this number, the public service broadcaster has the biggest share with a listenership of 26 million. Radio has a wider audience reach compared to other media, and the potential to bridge both the geographic and information gap between Parliament and the South African citizens. The radio project is aimed at providing a platform for debate and inquiry between the public representatives and ordinary South Africans.

		<p>A virtual tour of Parliament has also been produced. The virtual tour is another way through which more South Africans can experience Parliament without necessarily having to physically visit Parliament. The virtual tour can be viewed on Parliament's website and copies of the virtual tour are also made available to the public.</p> <p>The PEO aims to develop a dedicated educational website for Parliament that will cater for the need of all learners, as well as teachers. It should be appealing to the targeted users and provide useful resources for learners and teachers alike. It is envisaged that it will provide e-learning functionality that will allow learners to enrol and teachers to monitor and manage.</p>
5	<b>Development and production of educational products</b>	<p>PEO continually develops and produces educational pamphlets. These include pamphlets on the National Assembly, National Council of Provinces, Parliament and Oversight, Committees of Parliament, Making Submissions to Parliament, Petitioning Parliament, Public Education Activity booklet, State of the Nation Address, Parliament and the Budget, Women and Parliament, Youth and Parliament, Africa Day, and Parliament's approach to Greening the Environment. The educational pamphlets are used to support Parliamentary activities and programmes e.g. Taking Parliament to the People, the Youth Parliament, and Women's Parliament and to support the Outbound Programme and Tours of Parliament.</p>

**Table 5.6: Parliament's Public Education Programmes (Parliament of RSA, 2011a)**

An evaluation of the selected NCS documents shows that the curriculum teaches learners about democratic structures from Grade 10 – 12. However, the following shows that the NCS does not specify or give examples of democratic structures to choose from.



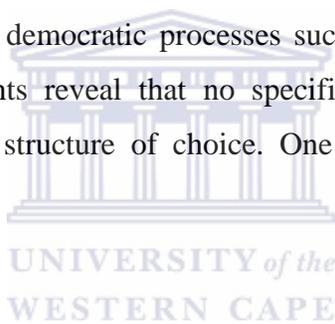
Learning Outcome 2, Assessment Standard 10.2.3, that in order to demonstrate understanding in Learning Outcome 2 learners should participate in a democratic structure and know the principles of such a structure, how it functions and how it changes. In Grade 11, Assessment Standard 11.2.3 states that a learner is able to participate in and analyse the principles, processes and procedures for democratic participation in life (DoE, 2003a). Similarly in Grade 10 – 12 learners democratically participate in democratic structures (DBE, 2011d).

Table 5.7 depicts the Learning Outcomes and Topics covering content relating to democratic structures.

LO Curriculum		
NCS: Learning Outcome 2: Citizenship Education		
Grade 10	Grade 11	Grade 12
Participate in a democratic structure and know the principles of such a structure, how it functions and how it changes.	Participate in and analyse the principles, processes and procedures for democratic participation in life.	N/A
CAPS: Topic: Democracy and Human Rights		
Grade 10	Grade 11	Grade 12
N/A	Democratic participation and democratic structures	N/A

**Table 5.7: LO Curriculum - Learning Outcome 2: Citizenship Education (DoE, 2003b)**

In summary, the document study reveals that, since the onset of a democratic Parliament, various initiatives were put in place to promote active citizenship in a democracy. However, it is evident that much more is required to inform, educate and empower citizens to be able to participate and make meaningful contributions in democratic processes such as law-making and oversight. In addition, the curriculum documents reveal that no specific mention is made of Parliament necessarily being the democratic structure of choice. One should be mindful that there are various democratic structures.



## **5.5 Summary and conclusion**

This chapter presented the findings of the study by synthesising the perspectives of different participants through questionnaires and focus group interviews with the findings from the document analyses. These findings were elicited by the research questions.

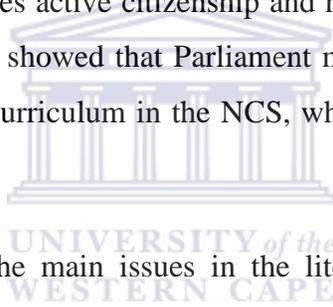
The findings revealed that Grade 12 learners have a limited understanding of active citizenship, regardless of the diversity in terms of the schools represented, whilst educators had better knowledge and understanding of active citizenship in a democracy. Consequently, the findings revealed that learners had no knowledge of inclusive education whilst educators had a very limited understanding of the concept, especially what it means in a democracy with a focus on the self-explanatory meaning of the concept.

Generally, amongst both learners and educators, there was a lack of exposure to information

about democratic structures, especially Parliament. The findings also revealed that there is a lack of concrete information about active citizenship in a democracy in the curriculum. Whilst learners felt that they were not sufficiently prepared for active citizenship through the LO curriculum, educators had a different view and are of the opinion that LO prepares learners effectively for active citizenship in a democracy, which suggests a sense of inconsistency in the teaching of active citizenship versus the learning and application of it. However, both learners and educators agreed that the teaching of active citizenship is essential. Consequently, the findings emphasized that, theoretically, Parliament promotes active citizenship, especially through the existing initiatives aimed at enhanced public participation. However, there is indeed a lack of practical application.

The findings revealed through document study, that there is still a gap when it comes to the extent to which Parliament promotes active citizenship and how Parliament is manifested in the curriculum. The findings therefore showed that Parliament may not be the democratic structure of choice as it reflects in the LO curriculum in the NCS, which thus leaves the choice with the educator or school.

The next chapter explores how the main issues in the literature link with the key findings presented in this chapter.



## CHAPTER SIX

### DATA ANALYSIS AND DISCUSSION

#### 6.1 Introduction

The theory that underpins the analysis of the research was based on a qualitative research approach, and in particular based on interpretivist theory. Terre Blanche, Kelly and Durrheim (2006) state that interpretivists take the people's subjective experiences seriously as the essence of what is real to them, with a focus on social reality.

The rationale for the qualitative analysis was to establish the extent to which learners are prepared for active citizenship through the LO curriculum. The procedure preceding the analysis included interview recordings and transcriptions, and organising and coding of the data collected through focus group interviews and questionnaires. In addition, various parliamentary and curriculum documents were studied which forms part of the analysis and discussion in this chapter. Various categories and themes emerged through a qualitative data analysis process which is discussed in much greater depth in Chapter Seven.

The analysis of the questionnaires and focus group interviews was undertaken in order to establish the extent to which learners are prepared for active citizenship through the Grade 11 LO curriculum. This analysis assisted me in developing a model for active citizenship (see Chapter Eight, Diagram 8.1) in order to enhance active citizenship programmes in various democratic processes, including curriculum development processes. Parliament has public education programmes in place to promote active citizenship in order to empower citizens to participate meaningfully in its democratic processes (Parliament of RSA, 2012). In addition, since embarking on a democracy the national curriculum was built on the values inspired by the Constitution, aiming to 'heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights (DBE, 2011d: 2).

Against this background, the DoE attempted to infuse active citizenship through the teaching of concepts such as 'human rights', 'democracy', 'citizenship', 'inclusivity' and 'public participation'

(DoE, 1996; 2002a; 2002b; 2002c; 2003a; 2003b; DBE, 2010a; 2010b; 2010c; 2010d; 2011a; 2011b; 2011c; 2011d; 2011e). Furthermore, the Constitution obligates Parliament and the three spheres of government, including national, provincial and local spheres, to ensure public participation in its processes such as law-making (Constitution of RSA, 1996). However, despite the range of active citizenship programmes available in these contexts, the challenge would be the extent to which they prepare learners for active citizenship in a democracy.

As researcher, making use of the interpretative approach, I analysed the level of knowledge, skills, values, understanding and application of active citizenship of Grade 12 learners and LO educators. I was then able to make deductions and inferences of the extent to which learners are prepared for active citizenship through a democracy based on the level of knowledge, skills, values, understanding and application of aspects related to active citizenship. Simultaneously, the emerging findings are discussed in relation to the literature relating to active citizenship that was consulted.

As a researcher I thus aimed to describe and understand the extent to which learners are prepared for active citizenship through the Grade 11 LO curriculum in the natural setting. Babbie and Mouton (2001) argue that a qualitative researcher should be able to describe and understand the phenomenon by taking the natural setting or context into consideration. The natural context in this case included Grade 12 learners and LO educators from five schools representing diversity in terms of race, socio-economic status. I envisaged establishing the learners' and educators' level of knowledge, skills, values, understanding and application of aspects relating to active citizenship in a democracy.

The use of questionnaires, focus group interviews and document study crystallized the process by collecting information accessing various forms of data about different events and relationships from different points of view, using different sources and methods for data collection (De Vos, 2005b; Babbie and Mouton, 2001; Guion, Diehl and McDonald, 2011; and Mertens, 2005).

Table 6.1 depicts the link between the research questions and the analysis of the data, including a summary of the categories and themes that emerged from the findings. The emerging categories and themes are discussed in-depth in Chapter Seven.

RESEARCH QUESTIONS	DATA COLLECTION METHODS	CATEGORIES	THEMES
What does active citizenship in a democracy entail?	Document study Focus group interviews Questionnaires	Understanding active citizenship in a democracy	<ul style="list-style-type: none"> <li>Lack of knowledge and understanding of concepts relating to active citizenship</li> </ul>
How does LO infuse human rights, democracy, citizenship, inclusivity, social justice and transformation in order to promote active citizenship?	Document study Focus group interviews Questionnaires	Infusing 'active citizenship' and related concepts in the LO curriculum	<ul style="list-style-type: none"> <li>Limited infusion of active citizenship in the LO curriculum</li> <li>Significance of the LO Curriculum</li> <li>Curriculum implementation challenges regarding aspects relating to active citizenship</li> <li>Grade 12 learners' and educators' perception and understanding of the infusion of the concepts relating to active citizenship</li> </ul>
In which ways does Parliament as a key participatory institution promote active citizenship and how do they manifest themselves in the curriculum?	Document study Focus group interviews Questionnaires	Ways in which Parliament as a key participatory institution promote active citizenship and how they manifest themselves in the LO curriculum	<ul style="list-style-type: none"> <li>Lack of exposure, knowledge and understanding about Parliament</li> <li>Lack of public education programmes and initiatives about Parliament</li> <li>Limited information about Parliament in the LO curriculum</li> </ul>
What are the perceptions of Grade 12 learners and LO educators about active citizenship in a democratic South Africa?	Document study Focus group interviews Questionnaires	Learner and educator perceptions about active citizenship in South Africa	<ul style="list-style-type: none"> <li>Lack of formal and informal education programmes about active citizenship</li> <li>Limited information and content about active citizenship</li> <li>Ineffective preparation of learners for active citizenship</li> <li>Content overload in the LO curriculum</li> </ul>
Do Grade 11 LO assessment activities promote active citizenship?	Document study Focus group interviews	Grade 11 LO assessment activities promoting active citizenship in South Africa	<ul style="list-style-type: none"> <li>Inadequate focus on the component dealing with active citizenship in the LO curriculum</li> <li>Inadequate content relating to active citizenship in the LO curriculum</li> <li>Lack of training and capacity-building for educators about active citizenship</li> </ul>
To what extent have Grade 12 learners who completed the Grade 11 LO curriculum during 2012 applied aspects of active citizenship?	Document study Focus group interviews	Application of active citizenship through the Grade 11 LO curriculum	<ul style="list-style-type: none"> <li>Limited assessment guidelines for active citizenship in the LO curriculum</li> <li>Lack of practical exposure and application of active citizenship in LO</li> </ul>

**Table 6.1: Link between research questions, analysis of the data and emerging categories and themes**

The following provides an in-depth discussion of the analysis and interpretation of the questionnaires, focus group interviews and documents studied.

## **6.2 Analysis of the questionnaires**

The questionnaires included both open-ended and closed-ended questions. The open-ended section contained questions which were qualitative in nature and was analysed using conceptual analysis which allowed for the emergence of key categories and themes (Coolican, 1999). This formed part of a systematic examination of the data which assisted with identifying salient patterns and themes, recurring ideas and biases (De Vos, 2005b; Leedy and Ormrod, 2005; Struwig and Stead, 2004). The closed-ended section consisted of questions which were quantitative in nature and was analysed using simple statistics. The analysis of closed-ended questions is straightforward, readily coded, ensures anonymity and avoids interview bias (Gray, 2004).

### **6.2.1 Analysis of the learner questionnaire**

All five schools completed and submitted the open-ended and closed-ended questionnaires. The questionnaire for the learners included topics such as (i) *knowledge about Parliament*, (ii) *Parliament and active citizenship* and (iii) *their opinions about the LO curriculum and Parliament*. The responses were coded as 1-right, 2-wrong and 3-blank. Generally, the learners' responses were code 2 and code 3. The learners' responses were indicative of the lack of knowledge and understanding about Parliament.

Section A of the questionnaire required qualitative responses and focussed on the learners' knowledge about Parliament. In section A, questions 1 and 2 respectively, showed that there was a general inconsistency amongst the learners' responses about the number of houses Parliament is comprised of whilst the majority of responses were incorrect relating to the names of the two houses.

A cause for concern was that the Grade 12 learners were not aware of how to influence decision-making in Parliament. Learners were not aware that Parliament is the national law-making body

of the country. The majority of the responses were blank, which may suggest that Grade 12 learners either did not have any knowledge of Parliament or it may refer to a general apathy regarding Parliament amongst learners.

On 07 May 2014 the majority of the learners who completed Grade 11 during 2012 were eligible to vote in the national elections. It is assumed that these learners have effectively been prepared through formal education structures from Grade R through to Grade 11, to participate in democratic processes, including voting. However, section A of the questionnaire revealed that this was not the case because the learners in this study were ill-prepared for responsible citizenship, which makes it possible for them to participate in democratic processes, including voting in elections. The only positive response was at least that they knew what the eligible voting age is, but generally learners are not effectively prepared to actively participate in democratic processes.

Section B of the questionnaire focussed on the extent to which learners have been exposed to Parliament and active citizenship. Not one of the learners who participated in the study has ever visited Parliament. In addition, 50% of the learners indicated that they have never been informed about Parliament whilst 41% indicated they have been informed to some extent and 9% indicated that they have been informed about Parliament. Consequently, the majority of the learners indicated that they did not know how to participate in Parliamentary processes. Learners have access to newspapers, radio and general media. However, it does not necessarily imply that they watch politically oriented programmes on television or follow the news, which limits them in creating a culture of keeping themselves informed about democratic structures. Moreover, the majority of the learners did not belong to any community organisation, which is regarded as a key element or characteristic of active citizenship.

Community involvement plays a vital role in active citizenship. This understanding of community involvement is reiterated by the Council of Europe (2004) who identified key characteristics of active citizenship, which includes participation in the community through involvement in voluntary activity or engaging with local government as a key element. Nelson and Kerr (2005) further assert that traditions of citizenship education, referring to the communitarian tradition, describe citizenship as a practice that arises from a sense of belonging

to a community.

The lack of exposure to information about Parliament and aspects relating to active citizenship raises a concern. Democratic structures, including Parliament, are mandated by the Constitution to facilitate public access and involvement in its processes in order to promote public participation and active citizenship (Constitution of RSA, 1996). Aspects of active citizenship in this study refer to knowledge, skills, values and understanding of concepts including 'human rights', 'democracy', 'citizenship', 'inclusivity' and 'public participation'. Bearing this in mind, there would be an assumption that the DoE would play a pivotal role educating learners about active participation in democratic processes with the intention to create learners who will become active and responsible citizens. This assumption emanates from the NCS which envisages equipping and creating a lifelong learner that is responsible and able to make meaningful contributions to society (DoE, 2002b; DBE, 2011c). However, the findings from section B of the questionnaire suggest that Grade 12 learners were ill-informed about aspects relating to active citizenship and hence may not have been in a position of strength to make informed decisions when they possibly participated in the national elections on 07 May 2014.

Section C of the questionnaire elicited learner opinions about the LO curriculum and Parliament. The majority of the learners agreed that active citizenship should be taught in school, including teaching about Parliament as it relates to active citizenship, democracy, human rights, citizenship, public participation and inclusive education. This was consistent with the majority of learners who indicated that the curriculum was not preparing them effectively for active citizenship, in particular in respect of the Grade 11 LO curriculum. Furthermore, 97% of the learners agreed in section C, question 7 that it is important to learn about aspects relating to active citizenship including democracy, human rights, citizenship, public participation and inclusive education and that everyone should be active citizens. This suggests that there was an eagerness amongst learners to learn about active citizenship. However, the learners in this study were not prepared and equipped effectively to optimally participate in democratic processes. This state of affairs is inconsistent with the principles of the national curriculum that prides itself in equipping learners to become responsible and active citizens (DBE, 2011d).

It is encouraging to note that the national curriculum has, since its inception, included curriculum

principles based on aspects relating to active citizenship. In addition, it raises the question of the extent to which these aspects were implemented and whether the extent of implementation was based on access to certain resources and facilities. Contrary to the latter, the notion of access to resources was not a factor for the participating schools who have been representative of diverse socio-economic contexts. One possible factor may include the approach to implementation of active citizenship in a democracy, hence the participating learners either did not remember the content that was taught about active citizenship or the teaching of aspects relating to active citizenship were minimal or omitted. This could be an indication of possible gaps in curriculum policy structure and development regarding the infusion of aspects relating to active citizenship in the curriculum, and specifically infusion in the LO curriculum. The curriculum is based on the values inspired by the Constitution and includes curriculum principles that highlight the infusion of human rights education in the curriculum. However, it appears that there is a disjuncture between content and the approach to implementation. This disjuncture is evident in the minimal level of knowledge, skills, values and understanding of active citizenship in a democracy amongst Grade 12 learners.

This section focussed on the analysis of the learner questionnaire and is followed by the analysis of the educator questionnaire.

## **6.2.2 Analysis of the educator questionnaire**

The questionnaire for educators covered topics including *(i) knowledge about Parliament, (ii) Parliament and active citizenship and (iii) their opinions about the LO curriculum and Parliament.*

Section A suggested that the educators' level of knowledge, skills, values and understanding of Parliament was limited. In respect of question 1, the educators were able to identify the names of the two houses of Parliament and understood that they can influence decision-making processes. However, they were not well informed about the differences between Parliament and Government, which was evident in their responses to questions 4 through to 6 whereby 50% of the educators gave correct responses whilst 25% gave an incorrect answer and 25% left a blank response. This may imply that there is a lack of substantial knowledge and understanding about

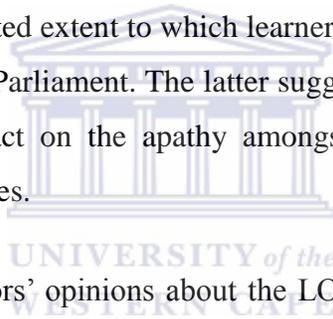
Parliament. Furthermore, it may suggest that educators are unaware of the difference between Parliament and Government within the context of the Three Arms of State which is also referred to as the separation of powers. The 'Arms of State' refers to the manner in which the country is governed and includes the Legislature, the Executive and the Judiciary (Parliament of RSA, 2011b). The lack of understanding of the differences amongst the Arms suggests that the educators are either not well-informed about democratic structures and processes or show apathy towards political considerations.

Section B of the questionnaire mainly dealt with aspects relating to Parliament and active citizenship. It was very interesting that none of the educators participating in this study visited Parliament prior to the data collection process. All the educators indicated in question 1 of section B that they have never visited Parliament. Questions 2 – 7 in the questionnaire indicated that none of the educators participated in any parliamentary process or activity and their main source of information about Parliament was accessed through media structures, including news on television or newspapers. In terms of community involvement, 75% of the educators did not belong to any community organisation, which is regarded as one of the key elements of active citizenship that was highlighted by Kerr and Nelson (2005) and the Council of Europe (2004). Section B thus shows that the educators are not actively involved in parliamentary process. For example, the educators have never written a submission to Parliament nor have they petitioned Parliament. Furthermore, educators have never attended a parliamentary committee meeting or visited Parliament through parliamentary educational tours. These are some of the ways in which to participate in the processes and activities of Parliament.

In the context of this study the findings suggest that many educators in the education system may be facing similar challenges regarding knowledge, skills, values and understanding of democratic processes of democratic structures including Parliament. However, educators with this limited knowledge about Parliament are expected to teach learners about democratic processes and structures including the three spheres of government and Parliament. It was clear that despite the limited knowledge about Parliament, the educators kept themselves informed through various media platforms including newspapers, radio and following the news.

Section B of the questionnaire furthermore highlighted the challenge regarding public education

programmes about the processes and activities of Parliament. It is clear that it is an enormous task to inform a large population of citizens about the processes and activities of Parliament. However, every citizen has the right to be informed and actively participate in democratic processes. The participating educators displayed a high level of interest in acquiring knowledge about Parliament. Biographically, 75% of the participating educators had more than 15 years of teaching experience and 25% had less than 5 years teaching experience. This was very interesting in terms of the level of knowledge, skills, values and understanding of Parliament and active citizenship amongst the participants. It was evident that a similar lack of knowledge, skills, values and understanding existed amongst the participant educators regardless of years of teaching experience. I would like to reiterate the notion that these educators are expected to teach learners about democratic structures and active citizenship in a democracy. The limited knowledge and understanding about Parliament amongst LO educators poses many challenges. These challenges included the limited extent to which learners are taught about active citizenship and democratic structures such as Parliament. The latter suggests that the lack of knowledge and understanding may have an impact on the apathy amongst citizens in general about active citizenship and democratic structures.



Section C focussed on the educators' opinions about the LO curriculum and active citizenship. The educators strongly agree that it is important that children should learn about active citizenship and that the curriculum should teach children about aspects relating to active citizenship including human rights, democracy, public participation and inclusivity. It was very interesting when comparing the educators' responses to the questionnaire and their interview responses in that the questionnaire responses indicated that 75% of the educators agreed that the curriculum teaches learners 'enough' about Parliament and active citizenship and that the Grade 11 learners were being effectively prepared for active citizenship whilst 25% disagreed. Interestingly, the educator who disagreed has been teaching for more than 25 years. This raised the question about the educators' perception of 'enough' in the context of preparing learners for active citizenship. However, the question arises as to what would constitute 'enough' within the context of this study. In my opinion, 'enough' would encompass comprehensive theory and practical application of aspects relating to active citizenship with a focus on the quality of the information and content and not quantity.

UNESCO (1998) provides insight on the extent to which citizenship education programmes should prepare citizens. A holistic citizenship education programme should encompass three objectives including (i) educating people in citizenship and human rights; (ii) learning to exercise one's judgement; and (iii) acquiring a sense of individual and community responsibility (UNESCO, 1998). Ross (2012) further adds that many in the citizenship education movement would aspire to educational processes that empowered citizens by providing the intellectual skills and the practical knowledge to individuals who will critically engage with and seek to influence the course of social events. The element that stands out for me is the teaching of citizenship and human rights education. In addition, citizens should be empowered to the extent whereby they are able to critically engage in political, social and economic contexts. This notion of critical engagement links to Paulo Freire's views on emancipation through critical thinking, which emphasises that citizens be educated and empowered to actively participate and contribute meaningfully to society (Freire, 1998).

Due to the quantitative nature of the questionnaire, it was thus necessary to explore certain questions in more depth. Subsequently, the focus group interview responses allowed me to obtain in-depth information on the extent to which the curriculum teaches learners about Parliament and active citizenship and how effective the LO curriculum prepares learners about active citizenship in a democracy. This is elaborated on in the discussion dealing with the analysis of focus group interviews.

### **6.3 Analysis of the focus group interviews**

The focus group interview schedule included semi-structured questions which allowed for in-depth discussions with 40 learners representing four of the five participating schools. The data collected were qualitative in nature and analysed using thematic analysis by organising and sorting the data into categories and themes. For the purpose of confidentiality and anonymity, I used codes to identify the various schools and the participants who included School A to D and for participants 1 to 40 for learners and A1 – E1 for educators. Focus group interviews are rich in data, generate large quantities of information, in short periods of time and produce data that cannot be obtained through individual interviews (Fontana and Frey, 2005; Kamberelis and Dimitriadis, 2005).

### 6.3.1 Analysis of the learner focus group interviews

Question 1 and 2 dealt with the understanding of 'active citizenship' and related concepts including 'human rights', 'citizenship', 'democracy', 'public participation' and 'inclusivity'. This section provides an in-depth discussion of the level of knowledge, skills, values and understanding of 'active citizenship' and related concepts amongst Grade 12 learners. Of the five participating schools, four schools participated in the focus group interviews.

Generally, the learners were able to provide partial descriptions and definitions of 'active citizenship' and the related concepts 'human rights' and 'democracy'. However, they were not well informed about inclusivity. The following participants were representative of the majority of the learners' understanding of aspects relating to active citizenship and human rights as follows:

School A (Learner 10): *For me it (active citizenship) is uhm, like obeying the rules or the rights in the country (sic).*

School C (Learner 37): *In my opinion I think human rights are the policies or the rules which govern people, the way they live, the way they just appreciate themselves in society (sic).*

These responses are indicative of the learners' mundane knowledge, skills, values and understanding of active citizenship in a democracy. However, when learners were asked about inclusive education most of the learners had the following responses:

School A (Learner 10): *I think inclusive education is the things you learn in education should include everything from politics to landscaping, everything in education, that's what I think (sic).*

School D (Learners 31; 32; 37 and 40): *I haven't heard of it (sic).*

These comments highlighted the unfamiliarity with inclusive education amongst Grade 12 learners. This unfamiliarity or ignorance about inclusivity is a cause for concern since the curriculum encourages and promotes inclusion as one of the fundamental aspects of teaching and learning (DBE 2011a; 2011b; 2011c; 2011d and 2011e). The only aspect of active citizenship that the learners were confidently aware of was being able to vote in the elections hence they at least have a basic understanding that they are eligible to vote from the age of 18 years. The interviews

elicited the existing level of knowledge, skills, values and understanding of active citizenship and related issues. The majority of the learners understood that active citizenship requires a level of active participation in the community as citizens.

The participating learners were in the age range between 17 and 19 years, which meant that learners in this age range would have been exposed to the transformed curriculum for at least 10 years, a curriculum that prides itself on creating lifelong learners who would be au fait with concepts relating to active citizenship in a democracy. The majority of the learners in this study started their schooling during 2001, which suggests that from the onset of their academic career, they were exposed to a reformed education system as Rooth (2005) notes. There is therefore a mismatch between the intention of the curriculum and the reality of its implementation.

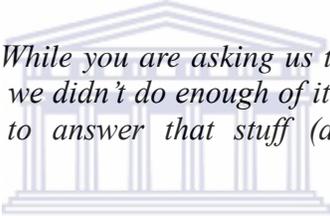
Furthermore, when asked whether concepts including 'human rights', 'democracy', 'citizenship', 'public participation' and 'inclusivity' inform active citizenship, the majority of the learners agreed. The learners indicated that if individuals get the basic information about active citizenship beforehand they would be able to participate more meaningfully in community activities and become responsible citizens. This suggests that citizens should first be educated about democratic processes before they are able to effectively participate in the various democratic processes. The learners' responses were a clear indication of the lack or absence of education programmes and initiatives about active citizenship in a democracy. One of the learners noted the following regarding the interview question relating to whether the related concepts inform active citizenship:

*School B (Learner 12): Yes I do think so, I mean if we take all of those things (human rights, democracy, citizenship, inclusivity and public participation) into account we get the basic form of education and basic form of education enables us to know what active citizenship is.. so if we do have whatever we are taught beforehand, I think more people will become active within the community and more people will know what active citizenship is and know their part within their community (sic).*

Learner 12 is making reference to the issues relating to active citizenship such as human rights, democracy, citizenship, inclusivity and public participation. This learner's response acknowledges the significance of including these issues when teaching active citizenship in a

democracy in order to become active citizens. Furthermore, the impression I get from learner 12 suggests that basic education allows for knowing about public accountability and active citizenship and not about human rights, democracy, citizenship, inclusivity and public participation.

Question 3 dealt with the infusion of the concepts related to 'active citizenship' in the LO curriculum. These learners have been exposed to the LO curriculum since Grade 1, which tells me that their opinions can be regarded as valid and reliable merely based on the level of exposure to the LO curriculum. The learners frankly stated that they have not received substantial information about active citizenship and related issues. They have been exposed to some of the concepts such as 'human rights' and 'democracy' but to a very limited extent. One learner stated the following:



School B (Learner 13): ...*While you are asking us these questions, none of us can really answer because we didn't do enough of it (active citizenship) in LO, so we don't know how to answer that stuff (aspects relating to active citizenship) (sic).*

Learner 13 was reiterating the view that the LO curriculum that is a compulsory subject, provides minimal content and information about aspects relating to active citizenship. This means that LO carries the burden of ensuring that learners are informed about all of these concepts. This makes this study highly significant in that its focus is on the Grade 11 LO curriculum, and in particular, the extent to which it is preparing learners for active citizenship in a democracy. The majority of the learners' responses in the focus group interviews suggested that the LO curriculum provides broad content on active citizenship and related issues. However, the content lacked depth, which was illustrated by the following response:

School D (Learner 35): *It is included in the curriculum but it's not something we often understand because it's done in such a broad context (sic).*

Learner 35 expresses a view on the superficial inclusion of 'active citizenship' and related concepts in the LO curriculum. This view suggests that the existing content on active citizenship is not easily understood by the learners. The lack of understanding could be due to (i) the manner in which the active citizenship content is presented; (ii) the strategies used to teach it; (iii) the

quantity and quality of the content included in the LO curriculum; or (iv) the way in which it is implemented. Furthermore, this learner's response elicits a yearning for detailed information about aspects relating to active citizenship in a democracy. Even though the learners may be yearning for detailed information, the majority of learners felt that they were exposed to excessive written tasks in LO and that they hardly had exposure to practical interaction and debates. For example, one learner said the following:

*School A (Learner 5): All I'm gonna say is that we are writing too much in LO. We don't interact in LO, we don't have debates, we don't sit in a group and talk over the topic, we basically just writing down this, that and that is not learning. Writing down because you want to the syllabus done is not actually learning but they forcing you to write something down.(sic).*

The sense I am getting from learner 5 is that even though they are yearning for detail, they may be referring to depth in terms of the nature of the activities they are exposed to. For example, the learners would prefer to engage with issues relating to active citizenship including debates and practical activities about human rights, democracy, citizenship, public participation and inclusivity. They further noted that most of the topics dealt with in the LO curriculum mainly relates to sex, teenage pregnancy and HIV/AIDS. Educators perhaps find these topics easy to teach as they may be more knowledgeable about these topics because the content and information about these topics are very popular and easy accessible.

A significant finding that emerged relates to Question 4 which focussed mainly on aspects relating to Parliament and active citizenship. This question highlighted the extent to which Parliament promotes active citizenship and the extent to which Parliament manifests itself in the LO curriculum. The majority of the learners were ignorant about Parliament and its roles and functions of Parliament. Their view about Parliament was that it is a place where they make rules and decisions for the country. It is cause for concern that many Grade 12 learners who will be eligible to vote in the next elections are unfamiliar with aspects relating to Parliament, which is one of the democratic structures which is supposed to promoted active citizenship and public participation in its processes. Upon asking learners if they knew what Parliament is and how they function, some learners responded as follows:

*School A (Learner 3): I think the whole thing about Parliament is about money*

*and controlling people, everything that you can see, the cycle in Parliament is money, the development, they tell you okay they gonna build 3000 houses for the homeless people. But in fact neh, what they making their money twice the amount that they gave out, they making gain and they don't worry that you live in poverty, you can die, as long as they live in their houses (sic).*

School D (Learner 33): *I don't know (sic).*

The responses from learners 3 and 33 clearly suggest that they have not been optimally exposed to aspects relating to Parliament, be it through the curriculum or through parliamentary public education programmes and initiatives. Approximately 80% of the learners responded to this question with the term 'I think', which in my opinion was indicative of doubt about the related concepts and their meanings. The majority of learners indicated that they only heard about Parliament on the news, in particular about the president and the minister of finance. However, there were a fair number of the learners who at least heard of events of Parliament. These learners had knowledge about the Budget Speech and were able to associate the State of the Nation Address with the 'opening' of Parliament. The latter thus suggests that they are aware of an institution such as Parliament. However, the learners had inadequate exposure to democratic structures such as Parliament which plays a vital role in democratic processes and the running of the country. The majority of the learners as illustrated below heard about Parliament only when they watched the news on television.

School B (Learner 13): *The only thing I know about Parliament is what I see on the news, with like Jacob Zuma and all (sic).*

School A (Learner 9): *The only parliamentary event I know is opening of Parliament and when they get dressed up in nice dresses and shoes. That's the only one (sic).*

The responses from learners 9 and 13 indicate that they follow the news on television. However, it implies that the only means of information about Parliament is obtained via the media which by any means can be regarded as inadequate. In addition, it highlights the lack of teaching about content relating to Parliament as a democratic structure. Furthermore, the learners had limited responses to most of the questions. It gives me the impression that the majority of the learners were not well-informed about Parliament and active citizenship yet it is assumed that they would have been able to make well-informed decisions when they cast their first vote during the

national elections that took place on 07 May 2014. The majority of the learners were unaware that they could access Parliament. The learners' ignorance regarding access to Parliament was consistent with their responses to the questionnaire which depicted that they did not know how to participate in the processes and activities of Parliament. However, the learners consistently agreed about the significance of being well-informed about democratic processes in order to actively participate in those processes.

An interesting finding in the study suggests that fewer than 10% of the learners had a basic understanding of local government. For example, they would refer to the mayor and the municipal council as channels of participation. The following learner was the only learner in the study who served on a local government youth council:

*School D (Learner 35): I have a bit of an idea (how to participate in Parliament) but not really, what I know is that you have to go through various channels, there are numbers that you can phone and you can go to your council or mayor but what I often find is that a lot of this requests /cases get lost in translation, I mean you phone back for progress two years later and it's still sitting under a pile that got forgotten about, nothing really happen (sic).*

Learner 35 demonstrated a fair amount of awareness of democratic structures at local government level due to active involvement in local government democratic processes. This reiterates the significance of optimal active citizenship education programmes and initiatives aiming to empower citizens to be able to participate meaningfully in democratic processes. However, the data suggested that the general level of awareness about democratic structures and processes amongst the Grade 12 learners was inadequate. The ignorance amongst learners may be a cause for concern since it could be reflective of many citizens that have not been exposed to Parliament. Yet Parliament is mandated by the Constitution for national public education initiatives about its processes and activities. However, it appears that the many of the estimated 52 million citizens may not be well informed about Parliament. The ignorance and unawareness may be the cause of apathy amongst the general public about active citizenship since many citizens either have not yet visited Parliament nor have they been informed about Parliament or have actively become involved.

Another issue emanating from the findings as elicited in Question 5 included learners' opinions

about being informed about active citizenship. This question provided them an opportunity to make recommendations to promote active citizenship in a democracy at school. The learners were all in agreement that it is important to be informed in order to become active citizens. To be informed about democratic processes and structures can only empower people to become actively involved and become responsible citizens. This sentiment is expressed by the following learner as follows:

School B (Learner 15): *I think because not much of us really learn much about this things (issues relating to active citizenship) so when we leave school for example other schools probably don't know half of much as we do know. I think more people should be involved in public participation because people are always complaining yes we lack infrastructure, we lack this and that but they don't vote, they would rather run to the next person and complain about it but we have the basic foundation of knowing what it is, when we leave school we could be the ones saying okay we are going to vote and I think if the youth is educated about it now, when we leave school there will be much more people active in voting and making a difference in our country (sic).*

Learner 15 expresses the view of the impact of active citizenship education amongst youth so that they would be able to participate meaningfully in democratic processes such as voting. This view heightens the claim relating to the significance of citizenship education in order to promote active citizenship in a democracy. Learner 15 captures the sentiment regarding citizenship education from a young age in particular through the schooling system, in order to make meaningful contributions to society by becoming actively involved in democratic processes. Learner 15 stressed that they are aware of the significance of being informed and educated. However, they have not been adequately informed about democratic processes and active citizenship in order to be able to become the active and responsible citizens the curriculum aims to create. When learners were asked if they were adequately informed to be able to vote next year, their responses clearly showed their lack of knowledge, skills, values and understanding about active citizenship in a democracy. One learner noted the following:

School B (Learner 14): *Yes, I think we should (be informed) because we will then be more prepared once we are faced with those problems and then here we come, like we are about to turn 18, where we will have the right to vote and none of us know what voting actually is and what our contribution to voting might turn out to be, we can be voting for any party and we don't know what will happen, like the consequences of our vote, so basically, if we have an*

*understanding, like knowledge of what we are doing, then it will benefit us in the end (sic).*

Learner 14 implies that the Grade 12 learners in this study were not well prepared to make informed decisions when they have the opportunity to participate in a democratic process such as voting in the national elections. In addition, learner 14 emphasises the significance of being educated and informed about aspects relating to active citizenship in order to participate optimally in democratic processes. The response from learner 14 further highlights their eagerness to be educated and informed about democratic process.

It is noteworthy to add that the research process not only collected information from participants, it also exposed them to the views about active citizenship from other learners in the focus group. Through the process, approximately 99% of the learners discovered that they were not adequately informed about active citizenship and Parliament. Furthermore, the process ignited the realisation of the significance of active citizenship education in a democracy in order to become responsible citizens in society. With this in mind, one of the learners provided an insightful suggestion about the role of active citizenship in the curriculum, which is captured by the following learners as follows:

School B (Learner 15): *I don't think it's (citizenship education as a subject) gonna be that much interesting at all and I doubt the teachers are gonna be like okay class today we are going to do active citizenship, they are going to be like okay, turn your page to page 74, we are going to do citizenship now, do activity 9.4. That's what they are going to do. They can't make it fun (sic).*

Learner 15 highlighted significant factors relating to the inclusion of active citizenship as a subject on its own. There is an emphasis on possible advantages and disadvantages of a subject called 'Citizenship Education'. Advantages emanating from the findings relate to the depth of knowledge required for active participation in democratic processes in order to make informed decisions. Disadvantages relate to apathy and the lack of creativity about the type of activities learners are exposed to, including excessive writing tasks and overload of content. Learner 15 thus demonstrates an apathy about citizenship education in relation to the manner in which they were exposed to aspects of it through the LO curriculum. In addition, there were learners who felt that there should not be a subject citizenship because they feel they are already overloaded

with the curriculum and that the LO curriculum already covers some of the content. In addition, citizenship education as a subject should be compulsory to ensure that all learners are exposed to it. The sentiment expressed by learner 15 suggests that few Grade 12 learners have been optimally exposed to aspects relating to active citizenship especially through practical application.

The next section discusses the analysis of the educators' focus group interview.

### **6.3.2 Analysis of educator focus group interview**

The interview schedule for educators and learners were similar in format to ensure that there is consistency and a correlation between the responses from the learners and the educators about the teaching and learning of active citizenship. However, the questions differed. Question 1 and 2 dealt with the LO educators' understanding of 'active citizenship' and related concepts including 'human rights', 'citizenship', 'democracy', 'public participation' and 'inclusive education'. This section provides in-depth discussion of the level of knowledge and understanding of 'active citizenship' and related concepts amongst LO educators. Of the five participating schools, three schools were represented in the focus group interviews.

Questions 1 and 2 of the interview schedule dealt with 'active citizenship' and related concepts including 'human rights education', 'democracy education', 'citizenship education' and 'inclusive education'. The educators' responses to these questions revealed that they had an elementary understanding of active citizenship apart from their understanding that voting is one way in which to become involved in a democracy. This view is expressed by two of the educators as follows:

*School A (Educator A2): Also in your community organisations..to play an active role so that we can have the moral values required to be an active citizen..so we can instil the moral values into the young adults then they will become more active and it will count towards the role of being an active citizen (sic).*

*School E (Educator E1): One way of taking part in an active democracy is being part of a process, like for example, registering to become a voter when u turn 18 and taking part in the election process. That is one way of becoming*

*involved in a democracy (sic).*

Educator A2 is of the opinion that moral values plays a fundamental role in becoming an active citizen whilst educator E1 focuses on voting as a means of becoming involved in a democracy. These responses are suggestive of the elementary level of knowledge, skills, values and understanding of active citizenship in a democracy amongst LO educators. The educators thus demonstrate a vague understanding of active citizenship in a democracy, which in my opinion is not sufficient to effectively teach learners about active citizenship in a democracy. Furthermore, the educators demonstrated partial knowledge, skills, values and understanding of inclusivity, as explained by one of the educators as follows:

School A (Educator A2): *It (Inclusivity) involves or encompasses everything, if you look at a particular individual, the area that you live in, your environment, your law, your constitution, it encompasses all those things and in the society that you grow up in...(sic).*

Educator A2 is highlighting a shortcoming, namely that educators have a partial or mundane understanding of inclusivity yet the curriculum (DBE, 2011a) explicitly states that inclusivity should become a central part of the organisation, planning and teaching at each school, which can occur only if all teachers have a sound understanding of inclusion. The curriculum thus places an obligation on the educators to infuse inclusion as part of its aim to equip all learners to participate meaningfully in society as citizens. This educator also acknowledges that active citizenship goes beyond the classroom and that the greater community becomes part of citizenship. Subsequently, the educators were able to express their understanding of the concepts 'human rights education', 'democracy education', 'citizenship education', and 'public participation'. These concepts were defined by another educator as follows:

School E (Educator E1): *Just to add, like A1 said earlier on, It's getting to understand the selection process of how to choose the choices that you make, parents must not be involved in the voting process that don't want to be involved in it or they are involved but like she said also you can't just give them one point of view, you have got to teach them how to look at different point of views and how to make their choices from there. So in my opinion that's part of citizenship education (sic).*

The response from educator E1 suggests that educators have an understanding of citizenship

education, human rights education and democracy education. However, the response may be suggestive of varied perceptions and understanding of the aspects relating to active citizenship. This gives me the sense that educators are teaching aspects of active citizenship from their personal perceptions and understandings, which inevitably would vary from individual to individual. For instance, one educator would focus mainly on morals and values, whilst another educator may emphasise rights and responsibilities. The response from educator E1 is therefore suggesting that the LO educators did not have a holistic conception of active citizenship since they had a partial understanding of aspects relating to active citizenship. This pedestrian insight poses a challenge because the educators are responsible for providing learners with substantial knowledge, skills, values and understanding of active citizenship concepts which include 'human rights', 'democracy', 'citizenship', 'public participation', and 'inclusivity'. Personal opinions and perceptions do not suffice for the effective preparation of learners for active citizenship. Varied perceptions would create enormous variation in the interpretation of the curriculum and thus create inconsistencies in the implementation of the curriculum.

In relation to partial knowledge, skills, values and understanding of active citizenship, it is noteworthy that there is a deficiency of substantial information and content for LO educators. The educators give the impression that the existing textbooks do not provide sufficient and quality information about active citizenship. Furthermore, the LO educators in the study indicated that when it comes to the teaching of active citizenship, much research is required prior to the teaching of aspects of active citizenship. However, with the content overload, very few educators may take the time to do more research to obtain substantial information about active citizenship whilst other educators may stick to the existing literature that is limited and broad. The following educator captured the notion of the deficiency of substantial content relating to active citizenship by recommending that more time be allocated from an early stage in the curriculum to deal with these concepts:

*School A (Educator A1): I think that we leave till a little bit late in the learners' curriculum, I think we focus more on it in grade eleven...So, I think that mainly, this process (teaching active citizenship) has to start at an earlier stage in school where the curriculum should incorporate knowing it and what your country's symbol stands for, you can't bombard them when they get to grade eleven because when they get to grade eleven they have got other ideas, they thinking career, so I think it's a bit too late in the curriculum that we want the*

*learners to learn all those things (sic).*

The response from educator A1 suggests that there is not sufficient time and content for active citizenship in the curriculum, which leans toward the notion of insubstantial content. The phase of the infusion of active citizenship in the curriculum is interrogated by educator A1 who recommends a gradual infusion of active citizenship education in the curriculum from an early stage. Educator A1 alludes to the claim that there is a nominal infusion of content relating to active citizenship in a democracy. It is thus noteworthy that the minimal inclusion of active citizenship content in the curriculum and inadequate knowledge, skills, values and understanding about active citizenship amongst LO educators inherently incapacitates educators in respect of providing learners with substantial content and information. This was evident from the lack of knowledge, skills, values and understanding amongst Grade 12 learners in respect of what active citizenship entails.

Question 3 dealt with the infusion of concepts relating to active citizenship in the LO curriculum. The educators agreed that there is limited infusion of aspects relating to active citizenship. Subsequently, the LO educators acknowledged that they play an essential role teaching learners holistically in order to equip and empower them to become responsible and active citizens. In addition, the LO educators were of the opinion that human rights education, democracy education, citizenship education, public participation and inclusive education inform active citizenship and that citizens should be empowered. In addition, the educators felt that the topics dealing with active citizenship come too late in the curriculum. However, the curriculum limits the educators from achieving this optimally by not providing detailed content about active citizenship and issues about human rights, democracy, citizenship, public participation and inclusivity. This sentiment is emphasised by one of the educators as follows:

*School C (Educator C1): I think working with learners, for them to be active citizens, they need to know what it's about because it's pointless for us to tell them that they need to do that and they don't understand where we are coming from, so I think it's for whoever, teachers, community leaders, NGOs, so they should take their part and come and explain to the learners so that it's not only the teachers, exactly what active citizenship is all about. They (learners) need to be conscientized as to what it is to be an active citizen, we try and do it in LO but that's just a bit, you need to have all this role players, like everybody in the school or community needs to do something towards the learners being active*

*citizens (sic).*

Educator C1 has innovative ideas about teaching active citizenship and captures the general sentiment of the educators that relates to the minimal and partial inclusion of it in the curriculum. Furthermore, educator C1 would like to expose learners to expanded opportunities that would allow them to optimally engage with aspects relating to active citizenship. This view is in contradiction with the educators' responses to question 6 in section C of the questionnaire, indicating that the LO curriculum prepares learners effectively for active citizenship. It is, however, noteworthy that the closed-ended question 6 in section C of the questionnaire did not provide the educators opportunity to elaborate on their responses as they indicated that the LO curriculum prepares learners effectively for active citizenship. The emerging contradiction in responses was representative of the crystallization of the data by the use of focus group interviews and questionnaires. The crystallization process provided me with an opportunity to obtain in-depth information about the same aspect using different data collection methods. The focus group interview evidently allowed the educators to elaborate on their responses to the questionnaire.

In addition to the above challenge, another issue emerging from the focus group interview, was that the LO educators felt that the 'old curriculum or system' as they refer to it, and CAPS are similar. However, they felt that there was just too much content in the curriculum. The following educator expresses the sentiment of content overload.

*School E (Educator E1): I have the same problem that C1 has. We struggle to get through the content and I can't say how much our learners are going to learn by the end of Grade 11 until I get to that point (sic).*

Educator E1 expressed concern about the content overload in the curriculum, including CAPS. It gave me the impression that the content overload was not necessarily content overload about active citizenship. However, the content overload included all content covered in the curriculum across all disciplines. There is a sense of general content overload in the CAPS curriculum which suggests that the CAPS may be rich in quantity and not necessarily rich in quality. This sentiment is noted by the following educator as follows:

*School A (Educator A2): I am going to speak from a management perspective, in all the subjects where they have introduced CAPS, the content is too much*

*and if you have to keep up with the level of learners as A1 said, that's why most of the educators, we have holiday classes. I am going to use an example like maths, we haven't started with the first term's work because we have to go back and recap and I think it works like that in most cases, so, if you look at LO, the chances that LO is going to be complete up until term three is almost nil (sic).*

The issue relating to content overload as expressed by educators A2 and E1 is cause for concern since their views may be representative of educators across the country. Even though educators have indicated that they would like more depth in the content relating to active citizenship in LO, it did not suggest an overload of content and information. Educator A2 may indirectly highlight the issue relating to the number and weighting of components in the LO curriculum, which suggests that too much may be expected from LO. The LO curriculum seemingly has an overwhelming responsibility to provide a holistic development of learners. In relation to this responsibility, the curriculum may not be able to achieve that outcome due to educators not being able to complete the curriculum.

Another challenge emanating from the data relates to the level of competency amongst the educators regarding the teaching of aspects relating to active citizenship including human rights, democracy, citizenship, inclusivity and public participation. Competency in the context of this study refers to educators' level of knowledge, training, skills, values, understanding and experience as it relates to the teaching of active citizenship in a democracy. All the LO educators regarded themselves as competent because they have attended a range of workshops and training sessions offered by the education district office. However, they noted that there are instances at other schools, where educators are delegated to teach LO without the necessary knowledge, experience and training to do so, especially having to teach all the components in the LO curriculum. There was a dynamic response from the educators that passion for the LO subject is crucial. Educators are expected to teach all components of LO regardless of skills and expertise relating to the relevant components. This view was expressed by the following educator:

*School C (Educator C1): I just want to add that in the old education system before 1994, we had the physical education teacher, we had the guidance councillor, we had the librarian, we had the music teacher, we had all of those and now they came up with LO and subsequently they have to find teachers who could do the peering, the career counselling, how to be a good citizen, all of those, how to eat healthy, so there you have your dietician and your*

*nutritionist. They put all of those things into one subject, now obviously if there's one teacher that teaches that, then that one teacher can do one or two components and not be able to do all of the others, now that's why I want to say it takes a special kind of person to be an LO teacher...(sic).*

Educator C1 raised vital issues regarding competency levels for LO educators when making reference to 'a special kind of teacher'. Educator C1 stated that prior to 1994 many specialist teachers were responsible for subjects such as Guidance and Physical Education. However, after 1994 the system incorporated all the specialist subjects into one Learning Area. For instance, LO encompasses guidance, life skills, citizenship education, physical education, healthy environment and religion amongst others yet many of the LO educators may be trained to teach one or two of the aspects included in the LO curriculum. This claim is confirmed by Rooth (2005) who asserts that these specialist subjects were merged into the subject LO which now encompasses facets such as physical education, life skills, guidance, health education, religion education and citizenship education (Rooth, 2005). This suggests that one educator is now responsible for at least four specialist tasks, but in reality an educator may have specialist skills in one component and lack skills in all other components. Inevitably, there would be neglect in one or other component due to lack of competency which necessarily deprives the learner from adequate content and information for the relevant subject.

An issue emanating from Question 4 of the interview schedule focusing on Parliament and public participation revealed that the educators were not well-informed about parliamentary processes and activities. The educators demonstrated minimal knowledge about democratic processes at local government level relating to the ward and municipal structures. For example, one educator stated the following:

*School E (Educator E1): If you know where your ward councillor is and you want to make a statement, you go to your ward councillor (sic).*

In this instance, educators demonstrated doubt and insecurity about the topic. On the one hand, this suggests that there may be apathy amongst many citizens regarding participation in democratic processes due to lack of information and exposure. On the other hand, it was cause for concern that LO educators had limited exposure to Parliament and limited knowledge, skills, values and understanding of public participation processes. A good example is that the educators

were unaware that there is a difference between government and Parliament. The following quotation depicts the views regarding the difference between Parliament and Government namely:

School A (Educator A1): *I think the decision-making and processes are taken down to Parliament then government just approves (sic).*

The response from educator A1 demonstrates the ignorance amongst educators regarding the difference between Parliament and Government. This in turn highlights minimal knowledge, skills, values and understanding amongst LO educators regarding parliamentary processes such as law-making. For instance, Parliament represents the Legislature and is responsible for passing legislation and monitoring the Executive (Government) whilst government is responsible to initiate and implement legislation (Parliament of RSA, 2011b).

Finally, question 5 gave the educators an opportunity to provide recommendations for the promotion of active citizenship in schools and they could state their opinions about the significance of active citizenship. The LO educators agreed with most of the learners' responses which indicated that there should not necessarily be a subject called 'Citizenship Education' and that it should remain as a component in the LO curriculum. They were of the opinion that more value must be given to the LO curriculum instead. This implies that even though the LO subject was given compulsory status it was still undervalued or undermined by educators and learners. In addition, the findings suggest that due to the nature of assessment requirements for LO, the focus is placed on the compilation of portfolios or evidence of work. It thus places more value on tasks that include formal assessment, including examinations. Educator A1 raised a very interesting point to consider which relates to the value attributed to the subject. The following quotation expresses the notion of value attributed to LO, namely:

School A (Educator A1): *It's important that they validate it, the subject validation within the curriculum, more validation and it's important that they understand how important the subject actually is (sic).*

The response from educator A1 reiterates the issue relating to the value of LO as a subject. It highlights the challenge relating to the undermining of LO as a subject amongst learners and educators in general. Educator A1 attaches high value to LO by making recommendations to

ameliorate the subject. One of their recommendations to improve the teaching of LO includes issuing a concise textbook that will include in-depth information about active citizenship and related matters, including Parliament. The following was noted:

School A (Educator A1): *I will stick with C1 and E1 on that (a simplified textbook for active citizenship), you know, we need to get something out to the learners, that's also teacher friendly, for the teachers to use, maybe a nice one handed out for the teachers to put up for the children, maybe a poster that the we can put up in our classes (sic).*

School C (Educator C1): *A simplified version of what the learner needs to know to be an active citizen (sic).*

The responses of educators A1 and C1 capture the notion of introducing a concise textbook that includes substantial information about active citizenship in a democracy. This recommendation made by the educators will be expounded in the following chapter.

In essence, the LO educators provided insightful responses when sharing their opinions about active citizenship in a democracy. The findings from the questionnaires and the focus group interviews elicited a range of themes which I discuss in the next section.

#### **6.4 Summary and conclusion**

The main objective of this study was to explore the extent to which Grade 11 learners are prepared for active citizenship in a democracy in South Africa through the LO curriculum. This chapter analysed, interpreted and discussed the findings emerging from the questionnaires and focus group interviews. The analysis and discussion was in relation to the literature relating to active citizenship in a democracy.

The lack of knowledge, skills, values and understanding amongst learners and educators of 'active citizenship' and related concepts including 'human rights', 'democracy', 'citizenship', 'inclusivity', and 'public participation' was due to the marginal infusion of content relating to active citizenship in the LO curriculum. This was indicative of limited information and content about 'active citizenship' and related concepts. This in turn exposed the curriculum to policy development and implementation challenges. These challenges may still impact on policy

development and implementation with the attempt to infuse human rights, democracy, citizenship, inclusivity, social justice and transformation and public participation.

The minimal knowledge and understanding of active citizenship amongst the Grade 12 learners in this study, who would be eligible to vote in the next elections, may have led to apathy or minimal participation as citizens in democratic structures due to their ignorance about active citizenship in a democracy. This implies that many challenges may have emerged in terms of realising the objective of creating the new democratic society through the curriculum which may have been presented in the structure and packaging of the curriculum to ensure that the principles of the curriculum are effectively infused and implemented.

Furthermore, this study highlights the lack of public education programmes and initiatives about Parliament. This issue raises concerns about the lack of resources to optimally inform and empower the public about democratic processes. The lack of information and education about democratic structures such as Parliament amongst learners and educators may be indicative of their apathy or lack of participation in Parliament. The apathy poses a challenge since public participation forms an integral part of democratic processes.

The analysis and interpretation of the data show that there is a lack of formal, informal and non-formal education programmes about active citizenship. This suggests that learners are not effectively being prepared for active citizenship in a democracy. The findings illustrate that the curriculum provides insufficient guidelines, content and time for the teaching and learning of active citizenship in a democracy. Learners are not being exposed to practical activities that will empower them to become active and responsible citizens in a democratic society.

The next chapter discusses the categories and themes that emerged from the data analysis.

## CHAPTER SEVEN

### DISCUSSION OF CATEGORIES AND THEMES EMERGING FROM THE DATA ANALYSIS

#### 7.1 Introduction

The analyses of the findings were based on the case study data which are thus examined and categorised in order to find patterns and themes. The use of thematic analysis was relevant in order to determine the presence of concepts, phrases, categories and themes, including extensive discussion of the major themes that arise from the data collected (Berelson, 1952 and Aronson, 1992). In addition, through document analysis I was able to collect detailed and accurate data through the study of various curriculum and parliamentary documents. The qualitative analysis employed included the following steps:

- Step 1: Organising the data by sorting, filing, and breaking down into smaller segments;
- Step 2: Perusing the data several times, noting reflections and indicating key categories and themes;
- Step 3: Identifying key categories and themes within so that patterns emerged; and
- Step 4: Integrating, summarising and synthesising the data.

These steps demonstrate the manner in which I organised the data which was discussed in detail in Chapter Four. The qualitative data were analysed by clustering the data, identifying categories and themes, and noting patterns and relations. In addition, the quantitative data were analysed using simple statistics. The qualitative approach is supported by authors including Miles and Huberman (1994) and Leedy and Ormrod (2005).

This section analyses and discusses the categories and themes emerging from the data in this study in relation to the literature consulted pertaining to active citizenship in a democracy.

#### 7.2 Category and theme discussion

The responses from the questionnaires and from focus group interviews, and the findings from document study were organised into categories and themes. With reference to the discussion in

Chapter Six, I linked the research questions with the categories and themes that emerged from the learner and educator responses.

In essence, key categories and themes emerged from the findings in this chapter as it relates to the research questions as illustrated in Table 7.1. The following six categories emerged:

<b>CATEGORIES AND THEMES</b>		
<b>NO</b>	<b>Category</b>	<b>Theme</b>
<b>1</b>	<b>Understanding of the concept 'active citizenship'</b>	<ul style="list-style-type: none"> <li>• Lack of knowledge and understanding of concepts relating to active citizenship</li> </ul>
<b>2</b>	<b>Infusing 'active citizenship' and related concepts in the LO curriculum</b>	<ul style="list-style-type: none"> <li>• Limited infusion of 'active citizenship' in the LO curriculum</li> <li>• Significance of the LO Curriculum</li> <li>• Curriculum implementation challenges regarding aspects relating to active citizenship</li> <li>• Gaps in policy regarding structure and implementation of active citizenship education content</li> <li>• Grade 12 learners' and educators' perception and understanding of the infusion of the concepts relating to 'active citizenship'</li> </ul>
<b>3</b>	<b>Ways in which Parliament as a key participatory institution promotes active citizenship and how they manifest themselves in the LO curriculum</b>	<ul style="list-style-type: none"> <li>• Lack of exposure, knowledge and understanding about Parliament</li> <li>• Lack of public education programmes and initiatives about Parliament</li> <li>• Limited information about Parliament in the LO curriculum</li> </ul>
<b>4</b>	<b>Learner and educator perceptions about active citizenship in South Africa</b>	<ul style="list-style-type: none"> <li>• Lack of formal and informal education programmes about active citizenship</li> <li>• Limited information and content about active citizenship</li> <li>• Ineffective preparation of learners for active citizenship and</li> <li>• Content overload in the LO curriculum</li> </ul>
<b>5</b>	<b>Grade 11 LO assessment activities promoting active citizenship in South Africa</b>	<ul style="list-style-type: none"> <li>• Inadequate focus on the component dealing with active citizenship in the LO curriculum</li> <li>• Inadequate content relating to active citizenship in the LO curriculum</li> <li>• Lack of training and capacity-building for educators about active citizenship</li> </ul>
<b>6</b>	<b>Application of active citizenship through the Grade 11 LO curriculum</b>	<ul style="list-style-type: none"> <li>• Limited assessment guidelines for active citizenship in the LO curriculum</li> <li>• Lack of practical exposure and application of active citizenship in LO</li> </ul>

**Table 7.1: Categories and Themes that emerged from the findings**

In the discussion that follows, the themes that emerged from each of these categories are explored in relation to the data and the literature consulted on active citizenship in a democracy.

### 7.2.1 Understanding of the concept 'active citizenship'

A fundamental aspect that emerged in the findings was to establish learner and educator knowledge, skills, values and understanding of active citizenship in a democracy. This category is linked to the research question that deals with active citizenship in a democracy. The data elicited information relating to the extent to which Grade 12 learners and educators understand active citizenship as well as issues relating to active citizenship namely human rights, democracy, citizenship, inclusivity and public participation.

The theme emerging in this category is: *(i) lack of knowledge and understanding of concepts relating to 'active citizenship'*.

*i. Lack of knowledge and understanding of concepts relating to 'active citizenship' amongst learners and educators*

The data revealed, through the analysis of the focus group interviews and questionnaires, that learners have a mundane understanding of what active citizenship entails. Subsequently, they are not well informed about active citizenship and related issues, including human rights, democracy, citizenship, inclusivity and public participation.

Even though learners knew that voting in elections is a form of active citizenship, they still are ignorant about participating in processes and activities of democratic structures such as Parliament. It is thus encouraging to note that educators had a higher level of knowledge, skills, values and understanding of active citizenship even though they were not informed about public participation mechanisms in democratic structures such as Parliament.

However, since 1994 and the inception of a reformed and democratic education system, it would be assumed that, when learners who are in the age group of 17 to 19 years reach Grade 11, they would be able to demonstrate a high level of knowledge, skills, values and understanding of the meaning of active citizenship in a democracy. This assumption is based on the notion that the curriculum (DoE, 2002b; 2003b; DBE, 2011a; 2011b; 2011c; 2011d; 2011e) prides itself in the infusion of human rights, democracy, citizenship and inclusivity in its framework. However, the

Grade 12 learners in this study demonstrated pedestrian knowledge, skills, values and understanding about active citizenship.

It is noteworthy that many equated active citizenship with public participation in democratic processes. This was evident when literature and participants made reference to active citizenship when referring to public participation mechanisms, since the practice of active citizenship involves the relationship between individuals and their communities, democratic values and involvement and participation (European Commission, 2007; DPLG, 2005). For instance, the European Institute for Public Participation defines public participation as a process whereby affected citizens are involved in policy-making before political decisions are taken. In addition, citizens are regarded as active when they participate in various public activities and democratic structures such as Parliament, thus equating active citizenship with public participation. Consequently, the understanding of the concept 'active citizenship', in particular in a democracy, may also be informed by the notion of an opportunity for citizens to have their voices heard and influence decision-making where it matters. Active citizenship in a democracy is therefore viewed as active participation by citizens in various public activities and democratic structures. The following participants defined public participation as follows:

School A (Educator A2): *It's (public participation) your total involvement as a person, in the democracy of the country (sic).*

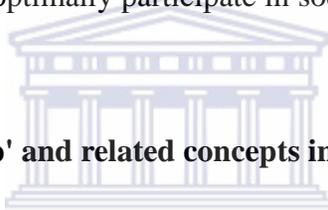
School C (Learner 21): *I think public participation is being an active citizen (sic).*

The description of public participation in the above responses depicts the synonymous reference made between the terms 'public participation' and 'active citizenship'. However, regardless of the usage of the two terms, the reality is that there is a lack of education and information about active citizenship in a democracy amongst LO educators and Grade 12 learners. Relative to the lack of active citizenship education, Grade 12 learners and LO educators had mundane knowledge, skills, values and understanding about active citizenship in democracy, which poses a challenge for an effective and enhanced democracy. This challenge may create apathy amongst citizens due to being ill-informed about active citizenship in a democracy. In relation to the latter, the literature asserts that active citizenship is about action, becoming involved, education and

practice where citizens are lifelong learners in a democracy (European Commission, 2007; Houtzager and Acharya, 2010). When asked during the focus group interviews whether learners feel that they are sufficiently informed to be able to vote in the elections this year, they expressed apathy. This is described in the following response as follows:

School D (Learner 38): *I think it (not being prepared) doesn't because a lot of the youth, a lot of teenagers, do not feel like they are part of the country's decision-making stuff, so they end up not participating and not voting (sic).*

Ross (2012) notes that there is a decrease in the percentage of young people who participate in voting, which is indicative of a general lack of understanding and knowledge of active citizenship in a democracy. In addition, the lack of knowledge, skills, values and understanding of active citizenship amongst learners goes contrary to the vision that education will develop or create learners that will be able to optimally participate in society and become responsible active citizens.



## **7.2.2 Infusing 'active citizenship' and related concepts in the LO curriculum**

This category relates to the research question focusing on the infusion of 'active citizenship' and related concepts in the LO curriculum. It is apparent that the curriculum marginally, in a limited way, infuses 'human rights', 'democracy', 'citizenship', 'inclusivity', 'social justice', 'transformation' and public participation. This became evident during the focus group discussions, the analysis of questionnaires, and through document analysis of selected policy documents which relate to the national curriculum and the LO curriculum. This limited infusion of the relevant concepts is thus evident from the Grade 12 learners' and educators' perception and understanding of the infusion of the related concepts. This could be indicative of curriculum development and implementation challenges regarding the infusion of aspects relating to active citizenship.

The themes emerging in this category include (i) *limited infusion of 'active citizenship' in the LO curriculum*, (ii) *significance of the LO Curriculum*, (iii) *curriculum implementation challenges regarding aspects relating to active citizenship*, and (iv) *gaps in policy regarding structure and implementation of active citizenship education content*, and (v) *Grade 12 learners' and*

*educators' perception and understanding of the infusion of the concepts relating to 'active citizenship'.*

***i. Limited infusion of 'active citizenship' in the LO curriculum***

The education system was radically transformed from several racially divided education systems to one democratic education system. The NCS was introduced on the premise that it would build a democratic society, and its principles are based on the Constitution. Horn (2009) confirms that the education system set out to achieve radical transformation, and states that, as South Africa embarked on a democracy in 1994, it was imperative to form a new democratic society, committed to promote and to achieve human rights education.

Consequently, through careful study of various documents, I discovered that the curriculum made an attempt to infuse aspects relating to active citizenship. The literature asserts that, since its onset, the principles of the curriculum have remained constant, namely a focus on social transformation, human rights, democracy and inclusivity (Carrim and Keet, 2006; Daun, Enslin, Kolouh-Westin and Plut, 2002; DoE, 1996; 2002c; 2003a; DBE, 2010a; 2010b; 2011a). Subsequently, it was recommended that the new curriculum should integrate human rights education by infusing concepts such as 'anti-racism', 'anti-sexism', 'special needs', 'democracy', and 'human rights' (Carrim and Keet, 2006; Daun, Enslin, Kolouh-Westin and Plut, 2002). Furthermore, the curriculum documents under investigation revealed that the curriculum is informed by the Manifesto on Values, Education and Democracy and on the Batho Pele principles. This clearly indicates the intention of the curriculum to develop or create a learner who will be able to optimally participate in society and ultimately become a responsible and active citizen. The literature thus shows the rationale for using the curriculum as one of the vehicles for creating the envisaged democratic society because it can reach the masses of citizens. In addition, data depict the intention of the education system to infuse 'active citizenship' across the curriculum, and in particular in the LO curriculum. This demonstrates the existence of active citizenship in theory and not in practical application. However, the extent to which 'active citizenship' is infused in the curriculum remains questionable. This sentiment was expressed by the following learner as follows:

School B (Learner 11): *It's (infusion of active citizenship) kind of almost like LO is limited, we only learn about things that affect teenagers and politics and stuff (active citizenship) is kind of a touchy subject, it's just thrown in there just to make it seem like we are doing things like that but in class we don't really go in depth or anything, that's why none of us knew what inclusive education is (sic).*

This response confirms the assumption that 'active citizenship' may not be optimally infused into the curriculum as envisaged by the education department. Learner 11 notes that they have been only partially exposed to aspects relating active citizenship, hence their ignorance about the issues in question. This finding demonstrates that there is a theoretical attempt at infusing 'active citizenship' in the curriculum and specifically through the LO curriculum. However, there is inadequate or minimal infusion. This inadequacy is depicted in section C, question 3 of the learner questionnaire whereby 63% of the learners agreed that the curriculum does not teach learners enough about active citizenship. In addition, question 4 in section C showed that 70% of the learners were of the opinion that Grade 11 learners were not effectively prepared for active citizenship in a democracy, whilst 75% of the educators were of the opinion that Grade 11 learners were effectively prepared for active citizenship. Interestingly though, during the educator focus group interview, educators acknowledged that the infusion of 'active citizenship' was not done thoroughly, which implied that learners were not well-prepared. This view is captured in the following response:

School C (Educator C1): *I think they (DoE) try to (infuse active citizenship concepts) but fall short because they don't do it in very great detail. They do what the national department says they need to do, they say we need to concentrate on democracy, the processes and parliament, that's what they do and then they forget about the other parts. I think they do a bit of it but it's sketchy, it's not stretched out and it's not in detail (sic).*

Educator C1 acknowledges the existence of 'active citizenship' in the curriculum. Furthermore, educator C1 identifies a challenge regarding the extent of detail regarding 'active citizenship' in the curriculum. The issue relating to lack of detail about 'active citizenship' in the curriculum has been reiterated as a cause for concern in the findings.

## ii. *Significance of the LO Curriculum*

The study of the relevant curriculum documents showed the inherent significance of the LO curriculum. The documents revealed that the LO curriculum was introduced as the main vehicle for instilling the envisaged life skills for learners to enable them to optimally participate in society and become active citizens in a democracy (Rooth, 2005; DoE, 2003a; DBE, 2011c). Rooth (2005: 56 – 57) further states that LO is one of the visionary Learning Areas exemplifying the break with the past and epitomising the vision of education in South Africa for the future, and the holistic social, personal, intellectual, emotional and physical development of learners is the concern of LO, with a focus on self-in-society. This suggests that the LO curriculum forms an integral part of the transition from the apartheid system to a democratic society where citizens get to know their constitutional rights and become actively involved in various public participation activities. The literature evidently places a huge responsibility on the LO curriculum to provide the holistic development of learners, and this heightens the significance of LO.

To further enhance the LO curriculum, the literature has shown that LO is regarded as the Learning Area or subject primarily responsible for citizenship, human rights, HIV and AIDS education, environmental education, social justice and diversity education (Rooth, 2005). In addition, the literature shows that LO was designed to address skills, values and knowledge aimed at empowering the learner holistically in dealing with aspects relating to the self, environment, society, recreation, physical activity and career paths, in order to achieve their full potential and become active and responsible citizens (DoE, 2003a). The view of the significance of LO alludes to the vision of the curriculum relating to the holistic teaching and development of learners, which fundamentally places emphasis on the pivotal role the LO curriculum plays. The sentiment about the holistic development of the learner is expressed by the following educator:

*School A (Educator A1): ...it's not just the passion, it's the understanding of what your learners must walk out with at the end of the day and some people have it and other people just don't have it, they don't get it, they just don't get what LO is all about, unfortunately... those four basic areas are: citizenship education, careers and careers education, physical education and social education...for me, the purpose of LO, is to prepare that child holistically to be able to have a future out there, when a child steps out there, that child needs to*

*know what it is that they want and how they are going to get it and many of LO teachers don't grasp that (sic).*

The response from educator A1 regarding the holistic development of learners through the LO curriculum is in line with Paulo Freire's theory of knowledge. Freire's theory includes conscious and critical knowledge with a focus on discussion and critical reflection and seeks to make connections between rationality and emotions (Freire, 1998). However, the LO curriculum, with a focus merely on theory and facts, inherently poses a challenge in terms of ensuring a platform for learners to actively demonstrate the values instilled through the LO curriculum. The challenge relates to the notion of 'action' in active citizenship which implies that an excess of theory would restrict learners from active participation in civic programmes and initiatives. Consequently, the NCS documents provided a clear framework to assist educators to facilitate the teaching of knowledge and skills to empower the learner holistically. However, the framework for LO does not offer substantial detail and includes content overload for educators. This was evident in the literature relating to the CAPS LO curriculum policy documents for the GET and FET phases respectively (DBE, 2011a, 2011b, 2011c; 2011d). One of the focus group responses by educator C1 refers to the lack of detail as '*sketchy*'. The framework thus remains vague and provides mainly an overview of the content relating to active citizenship education, but lacks fundamental detail.

Another challenge emanating from the focus group interviews refers to the undermining of LO as a subject amongst educators, which may have resulted in learners undermining the significance of the subject. The literature suggests that the influence of guidance and physical education, historically viewed as marginalised subjects, may contribute towards the marginalisation of LO (Alexander, 1998; Dube, 1994; Euvard, 1994; Ganie, 1997; Makhoba, 1999; Mashimbye, 2000; Mbokazi, 1999; Naicker, 1994; Ntshangase, 1995; Sitzer, 2001; Van Deventer, 2004; Wentzel, 2001; Wilson, 1995). Another factor that may be partially responsible for the continuous undervaluing of LO lies therein that life skills is struggling to find its place in the curriculum (Kelly, Parker and Oyosi, 2001; Khulisa, 2000; Mangrulkar, Whitman, and Posner, 2001). For example, Kelly et al. (2001: 46) note that there is little promotion amongst teachers of the value of teaching life skills. Furthermore, there are perceptions that LO is a soft teaching option which is not highly esteemed amongst teachers. One of the educators made the following statement

about the value of LO as a subject:

School A (Educator A2): *They must give more value to the subject because some people think that there is no exam, we only do our portfolios and there's only three periods, the other subjects have five or six periods, so the added value to the subject will make a big difference (sic).*

Educator A2 shares the sentiment of the other participants about the significance of LO as a subject. The educators champion the notion of validating LO in the curriculum from the perspective of its role in developing learners holistically in order to equip them to be able to meaningfully participate in a democratic society. This response implies that LO is undermined by learners and educators due to the nature of assessment, especially since there is no written examination. Educator A2 therefore suggests that written examination validates a subject and non-written examination undermines a subject. However, it is noteworthy that, regardless of the nature of assessment in LO, the responsibility that the LO curriculum carries, places high value on that subject, and makes it a highly significant subject. The findings from the focus group interviews and document study show that the significance attributed to LO refer to the value assigned to LO and how it is ranked in relation to the other Learning Areas (Rooth, 2005).

***iii. Curriculum implementation challenges regarding aspects relating to active citizenship***

The findings from the all the data sources highlight the challenge relating to curriculum implementation in respect of active citizenship education. It is essential to note that the curriculum has undergone many transformations due to various implementation challenges that were highlighted by the curriculum review committee for C2005. The core findings of the committee highlighted curriculum implementation challenges which include distortion of curriculum structure and design; lack of alignment with assessment policy; lack of clarity; a crowded curriculum and policy overload; deficient training for educators; and inadequate transfer of learning into classrooms (DoE, 2002a). With reference to inadequate transfer of learning into the classroom, which emphasises curriculum implementation challenges, questioning during the focus group interviews elicited the following response:

School C (Learner 30): *I think that we don't learn enough because look at us now, we are in grade 12 but we still don't know enough about our rights, we can't explain democracy, we can't really define it, we can only express our opinions but we don't have a set idea on what it is and we can't explain our rights, here we are still debating whether it's pointless or not. I think if we could have our rights taken away maybe we will have a better understanding of what it really means (sic).*

The above extract depicts possible curriculum implementation challenges because learners at Grade 12 level are displaying difficulty to express knowledge, skills, values about active citizenship taught over the past decade. In this instance, implementation challenges may refer to the development of knowledge, skills and values about active citizenship to the learners. Ever since the C2005 curriculum review, studies by various authors highlighted curriculum implementation challenges, especially as they relate to citizenship education (Keet and Carrim, 2006; Carrim and Keet, 2005). This study demonstrates the apathy amongst learners relating to active citizenship in a democracy. Furthermore, it is a cause for concern when learners at Grade 12 indicate that they lack substantial knowledge about aspects relating to active citizenship in a democracy.

Theoretically, the vision of the curriculum is clear in its intention to transform society through the learners. Literature supports this claim by stating that the transformation of the education sector and the curriculum has been a central priority within the broader scheme of things since 1994 (Keet and Carrim, 2006). However, the extent to which it is achieving this vision poses a challenge, especially in relation to citizenship education. For instance, in theory, the curriculum aims to inculcate concepts such as 'human rights', 'democracy', 'citizenship', 'inclusivity', 'social justice', 'transformation, and 'public participation' across all subjects and thus wishes to ensure that the education system produces learners that will become active and responsible citizens in a democracy. Yet, there seems to be lack of practical application. This, in turn, may lean towards possible challenges relating to the implementation of active citizenship in a democracy. The literature from a critical theory perspective argues that Paulo Freire's theory of value highlights the notion as to what kind of knowledge and skills are worthwhile learning. The focus there falls on teaching learners to think critically and democratically, hence the selection of content relating to the teaching of active citizenship is critical (Freire, 1998). Freire's perspective captures the essence of addressing challenges in the implementation of active citizenship education in the

curriculum. Learning should encompass knowledge, skills, values and understanding. These challenges include the marginal inclusion of aspects relating to active citizenship with regard to curriculum structure and design, content overload and the inadequate capacity-building opportunities for LO educators, amongst others.

*iv. Gaps in policy regarding structure and implementation of active citizenship education content*

The documents under study showed gaps in the conceptualisation of active citizenship education and its implementation, particularly in the way in which policy infuses concepts such as 'human rights', 'democracy', 'citizenship', 'inclusivity', and 'public participation'. This poses a challenge in relation to policy gaps with regard to curriculum framework, structure and implementation strategies. The findings through document study further show that there are policies in place to promote active citizenship in other countries (Watling, 2007; Armit, 2007; European Commission, 2007; Nelson and Kerr, 2005; Citizenship expert group, 2008). For instance, in countries such as Canada, England, France and Scotland, policies have been developed for the preparation of learners for citizenship in public schools through the curriculum, which aims to impart knowledge, skills, values and understanding that will enable learners to become responsible citizens able to participate in a democratic society (McKenzie, 1993; Citizenship expert group, 2008). The latter provides insight into the areas to consider for the improvement of active citizenship education.

In addition, it is crucial to note that the curriculum review of C2005 described policy gaps as lack of alignment in policy. These policy gaps intrinsically pose challenges to the teaching approach, especially in relation to critical thinking and emancipation. Furthermore, the literature suggests that the approach to teaching is regarded as key to the success of the teaching of concepts such as 'human rights', 'democracy', 'citizenship', 'inclusivity', and public participation. For example, the teacher may present material in the class, but the content as well as material presented can be modified by the class through dialogue (Cohn, 1988). Furthermore, with reference to the teaching approach, the data from the focus group interview suggest that the educator's approach to teaching active citizenship plays a vital role in preparing learners for active citizenship in a democracy. The following educator makes reference to the teaching

approach in LO as follows:

*School C (Educator C1): You must remember the LO curriculum has a different way of teaching...all of these principles, are important because if we want our country and our learners to run efficiently and to be successful then I think this is what we are going to need to do. If you, ma'am can come up with a concise version (of active citizenship content) of what we have been speaking about, then I'd be very happy. If you take this (information about citizenship) and you can do it in an hour, where you give the child or learner everything that the child needs to be an active citizen, to start the process of being an active citizen then I'd be forever grateful...(sic).*

Educator C1 highlights many issues relating to the teaching of LO. For example, reference is made to the manner in which LO educators may approach teaching LO. Furthermore, the above extract implies that there are gaps in the conceptualisation of active citizenship education and its implementation when the educator makes reference to the development of an integrated and focussed version of active citizenship education content. It is therefore noteworthy to highlight Paulo Freire's notion of praxis as it alludes to filling the implementation gaps, which suggests that education should open minds to higher stages of consciousness involving analysis, discussion and action to change a situation and create a new situation (Harmon, 1975). The literature by Paulo Freire (1998) would thus suggest that education strives towards a curriculum which takes an approach whereby human rights and active citizenship as praxis are promoted (Freire, 1998). With the objective of filling implementation gaps in the context of this study, Paulo Freire's (1998) stance acknowledges that emancipation, reflection and critical consciousness are key principles in the development of deep understanding in the human rights teaching-and-learning context with a curriculum that promotes dynamic interaction of action and reflection in the teaching-and-learning situations. This forms an integral part of curriculum implementation (Freire, 1998). Furthermore, curriculum would thus be developed in a social environment where individualised instruction is brought under critical scrutiny, where knowledge is regarded as a social construct. Curriculum should consider meaning-making and interpretation as a social process in which critical orientation of all knowledge is essential (Simmonds, 2010).

v. *Grade 12 learners' and educators' perception and understanding of the infusion of the concepts relating to 'active citizenship'*

Generally, the learners demonstrated a variety of perceptions of human rights, citizenship, democracy, inclusivity and public participation, as mentioned earlier in the chapter when learners used the terms 'I think' and 'maybe' throughout the focus group interviews. This vague understanding of active citizenship education explains the apathy and unawareness amongst the Grade 12 learners. Another cause for concern was that the LO learners and educators were ill-informed about inclusive education, yet the Education White Paper 6 on inclusion was introduced in July 2001 (DoE, 2001). For example, the majority of the learners had never heard about inclusive education, whilst the educators demonstrated pedestrian views about what inclusive education entails. The literature, for instance, notes that in the South African context many rural communities have not yet accepted the notion of active citizenship, possibly due to lack of information (Andani, 2012). In this instance, there is a lack of information about inclusive education which has been promoted since implementation in 2001. This raises the question about the extent to which inclusive education has been advocated and implemented through various education campaigns and training of officials.

Against the background of varied perceptions on and understanding of active citizenship in a democracy, the LO learners and educators were of the view that it is imperative to have a good understanding of concepts relating to active citizenship, since such an understanding would promote active citizenship, in particular in a democracy. This was evident in the responses to section C, question 10 of the questionnaire where all the learners and educators agreed that it is important for learners to learn about active citizenship. This sentiment was also expressed in the focus group interviews for learners and educators, and is depicted in the following responses as follows:

School C (Educator C1): *It is what you need to do (concepts informing active citizenship), if you want to be a democratic and an active citizen, inclusive education and all of those other beautiful terms and concepts that you mentioned...if you know what the rights are, if you know inclusivity, if you know democracy, if you know active citizenship then I think you are then able to make an informed decision...(sic).*

School B (Learner 11): *It all comes down to education (about active citizenship), learning about these things so we can take it in, if we know things it will be much easy for us to make a choice and stand up as a young community (sic).*

The above responses provide insight on the part of LO educators and Grade 12 learners regarding the significance of human rights, democracy, citizenship, inclusivity and public participation as they inform active citizenship in a democracy. Educator C1 highlights the essence of holistic development for learners in a democratic society which alludes to the significance of teaching learners about aspects relating active citizenship. LO was intended to provide the platform to develop learners holistically to become active citizens in a democratic society. Learner 11 concurs with educator C1 that being informed and educated about active citizenship leads to making better choices and being able to contribute meaningfully to the community as a young person. These perceptions are supported by Schoeman (2006) who states that citizens' participation in a democratic society should be based on informed, critical reflection and on understanding and acceptance of rights and responsibilities that go with that membership.

The findings further revealed that learners are eager to learn more about these issues in preparation for active citizenship but not at the late stage of Grade 11 since in the LO curriculum too much emphasis is placed on HIV/AIDS and teenage pregnancy. These were some of the responses from the focus group interviews:

School A (Learner 4): *I agree with number 3, everything is about sex and intercourse (students laugh). I don't wanna learn that every year, it's like you can look at the questions they gonna ask you. They just speak about sex; active citizenship means nothing (sic).*

School C (Learner 24): *All we learn in LO is peer pressure, values, etiquette, that's all we learnt and HIV, I think there are more important and deadly diseases than HIV. This year we started with peer pressure, last year we just did etiquette and PT (sic).*

The responses from learners 4 and 24 emphasise the assumption that the LO learners who participated in this study were not optimally prepared for active citizenship in a democracy due to their lack of skills, values and knowledge of concepts relating to active citizenship in a

democracy emanating from their lack of practical exposure to active citizenship. In addition, these responses suggest that educators may neglect citizenship education and may have a tendency to concentrate on the other components in LO for various reasons which may include their lack of exposure to qualitative active citizenship education content.

In order to address the neglect of active citizenship education, educators should take cognisance of positive aspects of existing active citizenship structures and practices. Firstly, it is vital to acknowledge the initiative toward the radical curriculum transformation that was based on democracy and more so a constitutional democracy. Since its onset, the curriculum demonstrated consistency in terms of the focus on social transformation, human rights, democracy and inclusivity. Secondly, the curriculum is regarded as one of the vehicles to create the envisaged democratic society of South Africa and has used the LO curriculum as the subject dedicated as that main vehicle for instilling life skills for optimal societal participation (DoE, 2003a).

Finally, the learners and educators in this study identify the significance of these concepts in order to promote active citizenship in a democracy. The intention of the curriculum emphasises the value of the holistic development of the learner, to be able to actively participate in society in order to make meaningful contributions. However, the opposite prevails when it comes to educators' practices which highlight the cause for concern in this study.

### **7.2.3 Ways in which Parliament as a key participatory institution promotes active citizenship and how they manifest themselves in the LO curriculum**

One of the objectives of this study was to examine ways in which Parliament as a democratic structure promotes active citizenship and how Parliament and active citizenship education manifest themselves in the curriculum. This emerged from the notion that Parliament, being one of the Three Arms of State, plays a vital role in ensuring that our democracy is strengthened, which in turn obligates Parliament to promote active citizenship.

From a critical theory perspective, it was crucial to establish the extent to which Parliament promotes active citizenship with the aim of emancipating the citizens from oppression and discrimination (Horkheimer, 1982). Critical theory questions the political nature of a process and

lends itself to criticise and change society with a focus on equality and active participation (Henning, Van Rensburg and Smit, 2004). In other words, critical theory promotes political and citizenship education in order to empower citizens to be able to actively participate in democratic and political processes. The emerging themes address aspects relating to knowledge about Parliament, Parliament and active citizenship and Parliament and LO.

The themes emerging from this category included (i) *lack of exposure, knowledge and understanding about Parliament*, (ii) *lack of public education programmes and initiatives about Parliament* and (iii) *limited information about Parliament in the LO curriculum*.

***i. Lack of exposure, knowledge and understanding about Parliament***

The findings revealed that there is a lack of knowledge and understanding amongst learners and educators about Parliament, due to various reasons as expressed earlier in the study. It became evident from the data that educators had more knowledge about Parliament than the learners. However, it is encouraging to note that all the educators exercise their right to vote and they understand that they have a role to play in democratic decision-making processes.

Grade 12 learners had a vague understanding of the structure, roles and functions of Parliament and were not aware that the public can participate in the processes and activities of Parliament. This was evident in the responses emerging from the questionnaires and the focus group interviews. The findings in section A and section B of the questionnaire which dealt with aspects relating to Parliament revealed that the majority of the learners in this study and LO educators had limited exposure to Parliament. Furthermore, learners between the ages of 17 and 19 years and LO educators were partially informed about the structures and activities of Parliament and they have not visited Parliament before.

The findings in Section B revealed that the learners heard about Parliament mainly via media platforms and educators obtained information from the NCS. The educators indicated in their responses to the questionnaire in section B, questions 5 and 6, that they know that there are ways in which to participate. However, they have never participated in any process or activity of Parliament. This emphasises the apathy about and lack of active involvement and participation in

democratic processes.

**ii. *Lack of public education programmes and initiatives about Parliament***

It is evident that there are limited education programmes relating to democratic structures such as the processes and activities of Parliament in order to promote active citizenship in a democracy. In addition, the lack of public education programmes and initiatives in Parliament may result from insufficient resources, including human capacity, and funding allocated to optimally educate and inform a large population about the processes and activities of Parliament.

There is an issue relating to effective and efficient public participation initiatives, and Parliament suggests that education of the public about the roles and processes of Parliament is a prerequisite for meaningful public participation (Parliament of RSA, 2007). Since public education about Parliament is essential for meaningful participation, it would thus be assumed that the majority of the public would be well-informed about these initiatives. Moreover, the public would be actively involved in democratic processes. However, it has emerged from section B of the questionnaire and the focus group interviews that many citizens are unaware of public participation initiatives including submissions and representation, petitions, attending meetings, contacting Members of Parliament, voting in elections, keeping informed, joining a political party, lobbying and joining a volunteer organisation. During the focus group interviews participants were asked whether they know how to access and participate in Parliament. These were some of the responses:

School D (Learners 30, 31, 32 33): *I don't know (how to participate in Parliament) (sic).*

School C (Educator C1): *I think it (participating in Parliament) starts in your community where you have got different wards and if there's a local ward and there's something affecting your local area and I think from there you can have input and I think from there it goes up (sic).*

The responses from the Grade 12 learners show their lack of exposure to public education programmes and lack of initiatives to know more about Parliament whilst educator C1 demonstrates knowledge about public participation initiatives at local government level. The data

therefore highlights that the existing public education programmes and initiatives are not sufficient. Scott (2009) argues that there are a number of public hearings and educational programmes and campaigns across the country involving public participation. However, despite existing efforts of public hearings and educational programmes, this study shows that these are not effective and efficient.

Another challenge emerging in the study was that the various public participation initiatives are not reaching the public optimally. The literature takes this claim further, stating that these initiatives may not be monitored and evaluated consistently to ensure effective implementation (Scott, 2009). It is, however, essential to note that since 1994, there has been a concerted effort to enhance the relationship between Parliament and the people through greater access and civic education and outreach programmes. Ultimately Parliament envisages ensuring that the public has a voice in order to influence decision-making in Parliament. Nonetheless, the challenge remains the extent to which Parliament would be able to reach the entire public to have their voices heard. Parliament is thus obligated by the Constitution to involve the public in decision-making processes which in essence mandates Parliament to include public participation mechanisms in its processes and activities (Constitution of RSA, 1996).

Against this background, the findings from the questionnaires and focus group interviews reiterate the result of lack of public education programmes and initiatives about Parliament since the majority of the learners and educators were not well-informed about Parliament. The following interview responses highlight the notion of lack of exposure to public education programmes and initiatives about Parliament.

School E (Educator E1): *Basically what I know about Parliament is the making of the laws of the country (sic).*

School A (Learner 3): *I think the whole thing about Parliament is about money and controlling people...But in fact neh, what they making their money twice the amount that they gave out, they making gain and they don't worry that you live in poverty, you can die, as long as they live in their houses (sic).*

These responses demonstrate that there is a lack of understanding of public education initiatives. It is noteworthy that various public participation structures are in place of which mechanisms

include submissions, petitions, representation, and voting amongst others. The literature (De Villiers, 2001 and Arnstein, 1969) further provides examples of various public participation models applied in diverse contexts. For example, Arnstein's ladder of participation includes citizen control, delegated power, partnership, placation, consultation, informing, therapy and manipulation (DPLG, 2007) whilst IDASA suggests four models including a pure representative model, a basic model, a realism model and the possible ideal for South Africa. These models emphasise the need to inform and educate the public about democratic processes in order to ensure that citizens make meaningful contributions to aspects affecting their lives.

Subsequently, the focus of this study is on public education which was established in 1995 as new structure in order to bring Parliament closer to the people (Parliament of RSA, 2006). The literature states that public education in Parliament plays a pivotal role in public participation. The findings in the document study advocate that PEO is mandated to educate the public about Parliament. This emerged from Parliament's strategic objective (2) which places an obligation on Parliament to increase public involvement and participation in its processes and activities. Evidently, PEO has developed various public education programmes in order to achieve its mandate and programme imperatives regarding public participation (Parliament of RSA, 2013d). However, the challenge remains as to how effectively and efficiently these programmes reach the general public. The impact of these programmes may not necessarily increase participation in participatory institutions such as Parliament. The information may reach many citizens, however, the extent to which communities are able to utilize the information to optimally participate in democratic processes requires further investigation. A study by Liberman, Posner and Tsai (2014) suggests that information does not necessarily lead to active citizenship since citizens should first believe that they have the power either as an individual or in a group to make a difference in their community.

The findings through parliamentary document study shows that the parliamentary curriculum presents opportunities to learn about democracy, responsible citizenship, public participation and the structure, roles and functions of Parliament (Parliament of RSA, 2011a). A range of publications have been developed with its most recent publication that was published as Understanding Parliament: A Teacher's Guide for senior phase educators. This publication is aimed at providing educators with teaching methodology and information about Parliament and

the South African democracy which in turn creates an opportunity for Parliament to prepare citizens for effective participation in democratic processes. In addition to the senior phase, foundation phase readers and teacher guides have been developed and published. Furthermore, educator and learner guides for the intermediate phase including grade 10 and 11 are currently being developed. Subsequently, the FET level was registered as an occupational qualification, which is equivalent to a Grade 12 level. However, these programmes have not yet been launched and introduced into the education system through the various protocol mechanisms. Educators alluded to in the focus group interview that a publication which can assist in the teaching of active citizenship in schools is imperative. The following statement was made by one of the educators as follows:

School C (Educator C1): *A simplified version of what the learner needs to know to be an active citizen (sic).*

School A (Educator A1): *I would like to just agree with that (educator C1) because there might be things that we as educators miss, that will be in that book or DVD that they can actually get to see and understand and they will get a better understanding of it (sic).*

These educators did not make mention of any parliamentary publications that they have been exposed to. Instead, they made suggestions about a publication that will simplify aspects relating to active citizenship and to Parliament. However, these responses are highlighting that the PEO initiatives may not be sufficient to reach the large population since they are responsible to provide public education programmes to the entire population. This highlights the challenge as relates to resources and funding to create the capacity to reach the South African population. This is evident in that Parliament reached very few, if any, of the participants in this study who are residing in Cape Town where Parliament is situated. This was depicted in section B of the questionnaires whereby the majority of learners and educators indicated that they were ill-informed about Parliament and that they have never visited Parliament. One of the learners stated the following:

School D (Learner 38): *I agree with number 35 and 33. I think it's kind of a no or yes answer for me because we do get taught that stuff, we do get taught human rights but it's never to a point where we get to know everything about it. As number 33 said it's very theoretical, we never get to go to Parliament to see*

*where the president is, what happens where, we never get to see all that (sic).*

Learner 38 simply emphasises the aspect that many respondents have never visited Parliament and that minimal exposure to aspects relating to active citizenship in a democracy was prevalent. However, the findings from all the data sources are highlighting issues relating to lack of funding and access to resources to reach the entire population. This claim of lack of resources is supported by Scott (2009) who states that many challenges facing public participation initiatives include lack of finances and too few resources for a large South African population. The lack of finances and resources has an impact on the development of educational material that does not reach the population, especially where needed the most in very remote areas.

This study highlighted the notion that public participation plays a pivotal role in democratic processes and it has evolved over time with various public participation models emerging such as Freire's model of participation (Freire, 1998), Arnstein's ladder of participation (Arnstein, 1969) and IDASA's models of public participation (De Villiers, 2001). Furthermore, it is essential to note that the findings revealed that currently Parliament as well as all nine provincial legislatures have embarked on a process of developing a public participation model and strategy that will outline enhanced public participation mechanisms which would provide Parliament with an opportunity to provide more meaningful public involvement and participation in its processes and activities (Parliament of RSA, 2013c; 2013d). The development of the model emerged since there was no uniform public participation approaches within South Africa's legislative sector which in turn implies that much development is still required for public education initiatives which will assist in developing and empowering citizens to become active and make meaningful contributions to a democratic society (Scott, 2009). However, regardless of the efforts relating to the public participation framework for legislatures, the challenge still remains whether this emerging public participation framework is guaranteed to enhance public participation processes within Parliament. If for example, the funding remains insufficient and the resources limited, then it will negatively impact on public participation processes since funding and resources remains key to the effectiveness of public participation activities and programmes.

### *iii. Limited information about Parliament in the LO curriculum*

The findings from curriculum document study suggest that Parliament does not appear explicitly as a democratic structure in the LO curriculum. The LO curriculum does not teach learners specifically about Parliament. However, the LO curriculum broadens the topic by suggesting that learners democratically participate in democratic structures through public participation activities, which does not restrict participation to one institution such as Parliament (DBE, 2011a). This suggestion that schools were allowed to select any democratic structure be it national, provincial or local, may not necessarily be Parliament. It therefore explains the apathy and lack of knowledge about Parliament amongst Grade 12 learners because the findings suggest that in the Grade 11 curriculum not all schools may choose Parliament as the democratic structure of choice. This places a huge responsibility on Parliament to inform the public about its processes and activities. Scott (2009) concurs that the primary challenges pertaining to effective public participation or active citizenship programmes include lack of sufficient information and lack of educational materials that may be regarded as leading factors to a lack of strong civil society interest and participation in democratic processes.

It has been highlighted earlier in the discussion that the learner and educator responses suggested that they lack exposure to Parliament and lack of participation in any parliamentary processes or activity could be a reason why educators may not choose Parliament for the Grade 11 LO aspect that deals with democratic participation in democratic structures. This implies that there may be gaps in the curriculum when it comes to the teaching and learning of active citizenship in a democracy. The gaps in the curriculum may include policy development relating to content structure, assessment, curriculum implementation and teacher training specifically relating to the teaching of active citizenship in a democracy through the curriculum.

Amidst the issues being raised relating to the lack of public education programmes and initiatives about Parliament, it is crucial to recognise the existing programmes and initiatives in place. Since South Africa has embarked on a democracy, it was vital to ensure that citizens become actively involved in various democratic processes. This is evident through one of Parliament's strategic objectives of which the focus is on promoting public participation in its legislative processes (Parliament of RSA, 2013d). The findings as discussed in this section, acknowledged through

document study, that there are various public participation mechanisms in place to encourage the public to influence decision-making in its legislative processes. This resulted in the introduction of various public education programmes and initiatives. In particular, there are parliamentary public education programmes in place to educate and inform the public about the processes and activities of Parliament such as public education workshops, publications, electronic-based media and Parliament's curriculum (Parliament of RSA, 2012). These mechanisms aim to encourage the public to actively participate in and influence decision-making in democratic structures such as Parliament.

In addition, Parliament is mandated and obligated by the Constitution to increase public involvement and participation in its processes and activities (Constitution of RSA, 1996; Parliament of RSA, 2013d). Consequently, Parliament and the nine provincial legislatures further embarked on strengthening public participation and involvement by developing a uniform legislative public participation framework. This framework aims to be the basis or foundation of public participation in legislative processes across the legislative sector and aims to inform public participation models for legislatures. Each legislature is currently developing a public participation model which is anticipated to be finalised prior to the end of the fourth democratic Parliament.

Finally, with regard to the manner in which Parliament manifests itself in the curriculum, it is encouraging to note that some schools have included Parliament as the democratic structure of choice when dealing with citizenship in the Grade 11 LO curriculum.

#### **7.2.4 Learner and educator perceptions about active citizenship in South Africa**

The essence of this study is to explore the extent to which learners are prepared for active citizenship in a democratic South Africa deals with perceptions about active citizenship in a democracy. The findings elicited various themes relating to learner and educator perceptions about active citizenship in a democracy.

The themes include *(i) lack of formal and informal education programmes about active citizenship, (ii) limited information and content about active citizenship, (iii) ineffective*

*preparation of learners for active citizenship, and (iv) content overload in the LO curriculum.*

***i. Lack of formal, informal and non-formal education programmes about active citizenship***

The findings imply that the curriculum and specifically the LO curriculum as a formal education structure, does not provide optimal opportunity for learners to learn about active citizenship in a democracy. In addition, Parliament does not reach the population effectively through its existing public education programmes. This suggests that there is a lack of formal, informal and non-formal education programmes that optimally deal with active citizenship in a democracy. Formal education includes structured, chronologically graded education programmes whilst informal education encompasses lifelong learning processes whereby the individual acquires attitudes, values, skills and knowledge through daily experiences. In addition, non-formal education takes place outside the established formal system but is still intended to serve an identifiable learning clientele and learning objectives (Coombs and Ahmed 1974; Fordham 1993).

The findings revealed the lack of active citizenship education programmes highlights the extent of the infusion of aspects relating to active citizenship in the curriculum. Keet and Carrim (2006) argue that human rights and inclusivity which are aspects relating to active citizenship, amount to a '*minimum infusion*' in the curriculum. Minimum infusion implies that human rights and inclusivity are dealt with indirectly, implicitly and by emphasis on application of knowledge and access to it (Keet and Carrim, 2005). This clearly suggests that there is a lack of formal and informal education programmes which suggests that neither Parliament nor the national curriculum are effectively preparing learners for active citizenship in a democracy.

Furthermore, the findings in sections A and B of the questionnaires and the focus group interviews revealed that none of the participants have ever been exposed to any public education programmes of Parliament, which alludes to the lack of education programmes about active citizenship. Consequently, the findings revealed through document study that Parliament acknowledges that there is a shortcoming in its public education programmes and initiatives since one of Parliament's strategic objectives aims to '*increase public involvement and participation by increasing public education programmes, the provision of information, and access to participate*' (Parliament of RSA, 2012). This suggests that there are public education

programmes in place and that Parliament recognises the need for an increase in its public education programmes and initiatives.

**ii. *Limited information and content about active citizenship***

The findings from the focus group interviews show that there is limited information and lack of detailed content about 'active citizenship' and related concepts in schools and the LO curriculum. Learners and educators were of the opinion that they needed to be more informed about concepts such as the following: 'human rights', 'democracy', 'citizenship', 'public participation', and 'inclusivity' in order to become active citizens in a democracy. The following responses by learner 30 and educator C1 highlight the need for detailed information and content about active citizenship in a democracy:

School C (Learner 30): *I think the easiest way (to get more detail about active citizenship) is to just have a chapter (in the LO curriculum) that is better structured, more informed about these parliamentary issues in LO (sic).*

School C (Educator C1): *...From the teacher, I think the teacher has to be empowered to have the information, so then once again, if we have one central book, that gives the learner or the teacher everything that person needs to know to be an active citizen or a participant in this whole process then it will be all good (sic).*

These responses were encouraging as it demonstrated the eagerness and interest amongst learners and educators to participate in democratic structures such as Parliament. In addition, they realised that education is required in order to optimally participate and make meaningful contributions when participating in various democratic processes such as Parliament. Evidently, the literature concurs with the notion that education is a prerequisite for active and meaningful participation in democratic processes (Hooper, 2013; Kisby and Sloam, 2012; Cecchini, 2003; European Commission, 2007; UNESCO, 2005a; Nelson and Kerr, 2005; Honohan, 2005; Houtzager and Acharya, 2010; Meyer, 1995; UNESCO, 1998; McKenzie, 1993).

**iii. *Ineffective preparation of learners for active citizenship***

The findings show that there are varied opinions amongst learners and educators about the

effective preparation of learners for active citizenship. Learners were of the view that they are not being optimally prepared for active citizenship, be it through the LO curriculum or Parliament. The majority of the learners indicated in the questionnaire and the focus group interviews that the curriculum provides inadequate information about active citizenship, which suggests that they are not effectively prepared for active citizenship in a democracy. For example, they noted that they are exposed mainly to information about HIV/AIDS and teenage pregnancy rather than to issues pertaining to human rights, democracy, citizenship, inclusivity and public participation. The inadequate preparation of learners about active citizenship was evident in their ignorance relating to knowledge, skills, values and understanding about active citizenship. Furthermore, Grade 12 learners were not sufficiently informed to participate in the national elections on 07 May 2014. In the questionnaires the responses supporting this claim was over 70%. In the focus group interviews there was a general sense that not much is being taught in the LO curriculum about active citizenship in a democracy. This sentiment is expressed by the following learners:

School B (Learner 16): *In LO, so far we did deal with human rights and democracy but when it comes to citizenship and other things that are mentioned, we didn't really speak about it or deal with it at all, we didn't really come across it that's why I think we not really educated on it so we don't know much about it (sic).*

School D (Learner 33): *I think that it is in the LO curriculum but it's only theoretical, there's no practical form of it (sic).*

Learner 16 is pointing out issues relating to the minimal inclusion of aspects relating to citizenship. This does not necessarily prepare them effectively for participation in various democratic structures. Learner 33 makes a valid point regarding practical application of aspects relating to active citizenship, which indicates the lack of exposure to practical application of active citizenship. Both these respondents are reiterating their lack of preparedness for active citizenship processes due to minimal information and lack of practical citizenship application tasks.

However, the educators had contradictory opinions. The majority of the educators' responses to the questionnaires, which was 75%, suggested that they believe that the curriculum effectively

teaches and prepares learners for active citizenship in a democracy. During the focus group discussion, they were able to elaborate on this issue by acknowledging that even though information about aspects relating to active citizenship is included in the curriculum, this inclusion is minimal. The following educator made reference to the extent to which active citizenship is infused into the LO curriculum and also provides an example of a topic:

School C (Educator C1): *I think they try to but fall short because they don't do it in very great detail. We do try to teach them a little bit in grade eleven and that's only now that this started off, we haven't done it before (sic).*

The implications raised by this respondent include the shallow infusion of active citizenship education in the curriculum. These respondents acknowledge that the curriculum includes aspects relating to active citizenship. However, the infusion remains minimal, which implies that the existing infusion of aspects relating to active citizenship is inadequate to prepare learners effectively for active participation in democratic processes. The lack of understanding links to the nominal exposure to content relating to active citizenship. The under-preparedness of learners links to their marginal exposure to practical application of aspects relating to active citizenship.

#### ***iv. Content overload in the LO curriculum***

Educators in this study felt challenged by the overload of content in the CAPS as they anticipate that they may not get through the overload of content in the LO curriculum. For example, there are too many aspects covered in the LO curriculum with too little vertical progression of content and too much horizontal progression of the content. Vertical progression refers to the depth of the content whilst horizontal progression suggests that the focus of the content is too broad. The incoherent vertical and the horizontal progression of the content thus creates an imbalance in the dissemination of information in the LO curriculum in particular as it relates to citizenship education. There was thus consensus between the Grade 12 learners and LO educators that there is too much content overload. In other words, the content lacks depth. This raises the issue relating to the quantity of content versus the quality. The overload of content will negatively impact on the teaching of active citizenship in a democracy. An overload of content would inherently pressurise educators to the extent that they would neglect certain areas or components in the curriculum. In addition, many educators may not do justice to the teaching of active

citizenship in a democracy which inherently leads to learners having limited or no exposure to aspects relating to active citizenship. This is evident in the findings as elicited through study of policy documents (DBE, 2011a; 2011b; 2011c; 2011d) and the educator focus group interviews. The following educator made the following statement in relation to CAPS and the RNCS:

School E (Educator E1): *I have the same problem that C1 has, we struggle to get through the content and I can't say how much our learners are going to learn by the end of grade eleven until I get to that point. We are going through a process now again, where we are taking it term by term, we can maybe make a judgement by the end of the year if we have covered everything (sic).*

The educators may be selective in teaching content relating to active citizenship and in the process omit content that could be crucial for the teaching of active citizenship. However, due to the overload of the content which emphasises the lack of quality, this could be a possible scenario at many schools. The selective teaching was highlighted earlier with reference to educators concentrating on certain components whilst neglecting other components such as citizenship education. LO educators therefore use different strategies to approach and manage the content in the LO curriculum. The findings suggest that there may not be sufficient time to get through the required content of the LO curriculum due to the load of content to be taught. This in turn poses the challenge whereby educators may not have sufficient time to include additional practical tasks to expose learners to more active citizenship programmes and activities, thus compromising the quality of teaching aspects relating to active citizenship.

The study elicited a range of Grade 12 learners' and LO educators' perceptions on active citizenship. Many challenges were raised by the participants. However, there were positive attributes emanating from the participants' responses. For instance, the learners and educators were eager to learn more about participatory institutions such as Parliament because they emphatically expressed the need for more information and application of aspects relating to active citizenship in a democracy. The need for more information and application of active citizenship would empower citizens to make informed and meaningful contributions to a democratic society. Furthermore, the rich discussions in the focus group interviews suggested that learners and educators wanted to know more about democratic structures such as Parliament. This is indicative that when schools become more aware about Parliament, schools may then

include Parliament as the democratic structure of choice when dealing with citizenship in the curriculum.

### **7.2.5 Grade 11 LO assessment activities promoting active citizenship in South Africa**

A range of challenges emerged from the data about Grade 11 LO assessment relating to active citizenship. These challenges emerged through careful study of the Learning Outcomes and Topics which are covered in the NCS relating to active citizenship in the LO curriculum. Furthermore, the questionnaires and focus group interviews elicited information about active citizenship assessment tasks.

The authors from various literature sources provide a range of assumptions about assessment activities as it relates to active citizenship. For example, within the context of Paulo Freire's critical theory (Freire, 1998), there is a focus on transformative social justice with the belief that individuals are not naturally ready to be active citizens. However, they need to be educated in democratic processes (Torres and Teodoro, 2007). This emphasises the need to ensure that citizens are effectively prepared for active citizenship in a democracy in order to make meaningful contributions as responsible citizens. Freire believed that schools are the agents of change which implies that the education system plays a vital role in facilitating social transformation in a democratic society through the curriculum (Freire, 1998).

The themes emerging from this category included *(i) inadequate focus on the component dealing with active citizenship in the LO curriculum, (ii) inadequate content relating to active citizenship in the LO curriculum and (iii) lack of training and capacity-building for educators about active citizenship.*

#### ***i. Inadequate focus on the component dealing with active citizenship in the LO curriculum***

The findings revealed that the focus on active citizenship is inadequate and the assessment activities relating to active citizenship in a democracy is minimal in the LO curriculum. Inadequacy in the context of this study relates to the depth of active citizenship education content in the LO curriculum. This inadequacy allows for an identification of the challenges relating to

the quality of active citizenship content in the curriculum. One of the learners noted the following, which supports the claim about inadequate focus on active citizenship in the curriculum.

School B (Learner 15): *Because we don't know any of this things (human rights, democracy, citizenship, inclusivity and public participation), when we are faced with it, when we see things in the newspaper about our government, or any party, I think to us it's more like a joke because we really don't know about that stuff, to be honest most of us really don't care, we really don't know the seriousness of the situation because we have no foundation or basic knowledge of that, also stuff like that don't matter to us (sic).*

Learner 15 concurs with the assumption that there is inadequate focus on active citizenship in the LO curriculum, especially when making reference to the limited knowledge acquired thus far. This respondent highlights the lack of knowledge amongst learners which, leads to a lack of urgency or seriousness about aspects relating to active citizenship. Furthermore, learner 15 raises a matter which is cause for concern regarding the lack of basic citizenship education which has led to their nonchalant and carefree attitudes towards active citizenship.

The apathy and lack of knowledge, skills, values and understanding of aspects relating to active citizenship amongst Grade 12 learners implies that the focus on the component dealing with active citizenship is inadequate. The findings indicate that Learning Outcome 2 had a clear focus on citizenship education with its focus on values and rights that are underpinned by the Constitution in order to promote responsible citizenship and enhance social justice and environmental sustainability.

It emerged from the NCS documents that the Grade 11 Assessment Standards for LO placed the focus on community service, human rights, and democratic participation including religion and belief systems (DoE, 2003b). This description depicts the existence of a focus on active citizenship. However, the existence of active citizenship education is marginal since, otherwise the Grade 12 learners would have developed substantial knowledge, skills, values and understanding of active citizenship in a democracy. The findings suggest that Grade 12 learners have not developed substantial knowledge, skills, values and understanding of active citizenship in a democracy. This is depicted in the following response:

School D (Learner 36): *I think it (aspects relating to active citizenship) is in the curriculum but I don't think there's enough still because many people seem to not know much about it (sic).*

Learner 36 alludes to the issue about inadequacy and what it means in the study by referring to their level of knowledge, skills, values and understanding about active citizenship at Grade 12 level. The assumption it creates is that they are not well informed about active citizenship. Furthermore, by Grade 12, learners should have acquired substantial information about active citizenship to be well-informed and prepared for active participation in democratic processes. Learners would thus be able to make informed decisions and make meaningful contributions in a democratic society.

Another challenge emerging from a study of the NCS documents (DoE, 2002b; 2003b and DBE, 2011a; 2011b; 2011c) suggests that, despite the attempt of introducing the teaching and learning of 'active citizenship' and related concepts, the learners in this study generally demonstrated minimal knowledge, skills, values and understanding about active citizenship in a democracy. Although the principles of the curriculum encourage and promote the teaching and learning of active citizenship, it does not mean that sufficient content and teaching approaches are in place for the adequate teaching of active citizenship in a democracy.

***ii. Inadequate content relating to active citizenship in the LO curriculum***

The findings thus revealed that the content relating to active citizenship in the FET may not be informative enough for learners, especially at Grade 11 level in preparation for active citizenship in a democracy. This depicted the consistent effort to include aspects relating to active citizenship in a democracy in the curriculum since each phase has a specific focus with the goal of teaching learners to become active citizens in a democracy. This consistency is evident in the literature, including Learning Outcomes and Assessment Standards that dealt with active citizenship. The CAPS curriculum documents indicate the inclusion of topics dealing with active citizenship in all phases (DoE, 2002b; 2003b; DBE, 2011a; 2011b; 2011c; 2011d; 2011e). Furthermore, the FET NCS LO policy document clearly states that the learners in the FET phase are being prepared for active and responsible citizenship (DoE, 2003b). However, since its inception, the inclusion of active citizenship remains minimal. This is noted by the following

educator as follows:

School C (Educator C1): *I remember in the grade 12 book, there's a bit of the three different levels, you know the legislature, judiciary and where they currently are, one in Bloemfontein, so that was it. It didn't say what it is that you have to do there, if I were to ask the learners where the judiciary would be, they wouldn't know about the judiciary and where they would be. So it's kind of like fly by night (sic).*

This educator refers to the inclusion of active citizenship as a 'fly by night' which implies that it is not an in-depth inclusion, hence it is inadequate. In addition, this educator's response acknowledges the impact the minimal infusion of active citizenship education has on the learners. For instance, the learners would not be able to identify the roles and functions of three spheres of government.

The data emerging from the questionnaires and focus group interviews thus clearly suggested that learners at Grade 12 level did not completely grasp concepts such as 'active citizenship', 'human rights', 'democracy', 'public participation', and 'inclusivity'. Yet, through the findings of my document study it emerged that the curriculum makes provision for the teaching and learning of concepts such as 'human rights', 'citizenship', 'democracy', 'inclusivity', and 'public participation' (DBE, 2011a; 2011b; 2011c; 2011d). The following sentiment was expressed about the inadequacy of the content relating to active citizenship in the LO curriculum.

School B (Learner 11): *...It's kind of almost like LO is limited, we only learn about things that affect teenagers and politics and stuff is kind of a touchy subject, it's just thrown in there just to make it seem like we are doing things like that but in class we don't really go in depth or anything, that's why none of us knew what inclusive education is (sic).*

Learner 11 recognises the shortcoming as it relates to minimal or inadequate active citizenship education content since they acknowledge that they were not optimally informed about active citizenship aspects. In addition, the response reiterates the lack of depth relating to active citizenship education content. Furthermore, the findings emerging from the focus group interviews expressed educator concerns about the broad and inadequate content provided to learners about active citizenship in a democracy in particular through the Grade 11 LO curriculum. This reiterates the cause for concern regarding the broad yet inadequate content

about active citizenship in the LO curriculum. This sentiment is captured by the following educators' responses:

School A (Educator A1): *I think that we leave (active citizenship content) till a little bit late in the learners' curriculum. So, I think that mainly this process has to start at an earlier stage in school. You can't bombard them when they get to grade 11 because when they get to grade 11 they have got other ideas, they thinking career, so I think it's a bit too late in the curriculum that we want the learners to learn all those things (about active citizenship) (sic).*

This educator is of the opinion that too little too late is done for the teaching of active citizenship in the curriculum. In addition, due to the late inclusion of aspects relating to active citizenship, there is insufficient time to do justice to those aspects. Much more time is thus required to teach active citizenship from a very early stage in the curriculum.

### **iii. Lack of training and capacity-building for educators about active citizenship**

A challenge emerging in this section alludes to the inception of the LO subject that brought about the merging of many specialist subjects including physical education, career guidance and health promotion, environmental education, religion education and citizenship education. Since LO was a new subject, none of the educators were optimally trained to teach LO in its entirety with all its components. Despite training sessions and workshops offered with the attempt to capacitate LO educators, the majority of educators would still neglect some of the LO components due to lack of competency, knowledge and interest, which suggests that training is not optimal. This in turn poses implementation challenges. It is noteworthy that educators be optimally trained and capacitated to teach active citizenship since various authors included in the literature review, Rooth (2005) and Harber (2001) state that learners, as well as educators, need extensive opportunities to develop skills congruent with a democratic society, and that a democratic society requires educators that are skilled in democratic forms of teaching and learning. Furthermore, Freire's *theory of transmission* (Freire, 1998) supports Rooth (2005) and Harber (2001) as it refers to what the curriculum should be; who should teach it and what methods to be used, which is pivotal in the teaching and learning of active citizenship (Freire, 1998). The following educator commented on the issue regarding specialist subjects which they may not necessarily be trained to teach:

School C (Educator C1): *They (DoE) put all of those things (guidance, physical education) into one subject, now obviously if there's one teacher that teaches that, then that one teacher can do one or two components and not be able to do all of the others...(sic).*

Educator C1 may well represent the view of many educators in the system by highlighting the implications of the merging of specialists subjects in the LO curriculum. Implications may include inadequate or no training and capacity-building for LO educators to teach aspects relating to active citizenship in a democracy. At the same time educator C1 implies that many LO educators may face similar challenges whereby they may not be well trained to teach aspects such as sex education, guidance, physical education and citizenship education. The findings therefore show that, even though the principles of the curriculum promote active citizenship, these principles may not be infused optimally as it is intended to be. This is evident as learners in this study at Grade 12 level who have successfully completed Grades R through to 11 have acquired minimal knowledge, skills, values and understanding about concepts relating to active citizenship in a democracy such as 'human rights', 'democracy', 'citizenship', 'public participation', and 'inclusivity'.

Despite the implications highlighted regarding active citizenship assessment activities, it is essential to take cognisance that there have been efforts to include citizenship education in the curriculum. For example, in terms of activities and assessment tasks, citizenship education was included in the curriculum where human rights education forms part of the basis and principles of the curriculum as revealed through document study (DoE, 2003a; DBE, 2011c). Finally, it is noteworthy that LO is a compulsory subject with the aim to ensure that all learners obtain the necessary life skills to participate in society.

#### **7.2.6 Application of aspects relating to active citizenship through the Grade 11 LO curriculum**

The findings from questionnaires, focus group interviews and document study show that the curriculum makes provision for teaching and learning about human rights and democracy. However, it is essential to establish the extent to which the curriculum allows learners to apply aspects of active citizenship in a democracy. Critical theorists assert that critical theory makes us

aware of social issues and has the potential to initiate transformation with the focus on action (Ewert, 1991; Wright, 2007). From a critical theory perspective, therefore, application of active citizenship through the curriculum is critical. It will empower or emancipate the learners in order to facilitate the intended objective of the curriculum as it relates to transformation from an apartheid system to a democratic society where citizens are responsible and actively participate in democratic processes (DoE, 1996; 2002c; 2003a; DBE, 2010a; 2010b; 2011d).

The themes emerging in this category included (i) *limited assessment guidelines for active citizenship in the LO curriculum* and (ii) *lack of practical exposure and application of active citizenship in LO*.

***i. Limited assessment guidelines for active citizenship in the Grade 11 LO curriculum***

The findings revealed that there are limited assessment guidelines informing lesson planning and activities in the Grade 11 LO curriculum to effectively prepare learners for active citizenship. Assessment plays an integral part of teaching and learning in the curriculum as it provides the learner with the opportunity to demonstrate knowledge, skills, values and understanding about the content (DoE, 2008).

A challenge emanating from the data suggests that many educators probably did not explore alternative practical assessment methods and thus followed conventional methods which generally focus on written tasks and activities. For example, the majority of the learners described the nature of active citizenship assessment activities as more theoretical than practical. This view was captured by the following learner:

School D (Learner 31): *It (aspects relating to active citizenship) is in our curriculum but we don't practice it enough to want to participate out there in things that happen out there in the country (sic).*

The issue raised by learner 31 highlights the challenge as it relates to limited assessment guidelines for active citizenship. Consequently, upon consulting the literature it was revealed that the Assessment Standards in the NCS LO identified the knowledge, skills, values and attitudes required to achieve the Learning Outcomes for the Learning Area and set out the criteria that

provided evidence for what the learner was able to do at the end of each grade (DoE, 2002a). The literature suggests that Assessment Standards guide educators when designing activities and assessment tasks for learners. However, with this in mind, it was revealed that the Assessment Standards were not prescriptive in method since it gave educators the liberty to be creative when designing learning programmes, activities and assessment tasks for learners (DoE, 2002a).

However, the challenge arose when the curriculum provides the minimum requirements for promotion, which in turn provides schools and educators with the opportunity to either adhere to the minimum requirements or expand and include additional tasks and activities beyond the expected minimum requirements (DoE, 2008). This would suggest that not all learners would have the same exposure to the variety of assessment activities because there would be schools adhering to the minimum requirements whilst other schools would expose their learners to expanded opportunities. In addition, the quality of assessment tasks should be taken into account because adhering to the minimum requirements does not necessarily imply that the quality of assessment tasks is compromised. Moreover, it is essential to note that regardless of minimum versus expanded opportunities, the challenge in this instance emanates from the nature of the assessment task for active citizenship. In relation to the nature of assessment tasks, the literature shows that the NCS was not prescriptive with regard to the type and methods of assessment. In this instance, it perhaps explains why educators referred to written assessment tasks which were more easily implemented than practical tasks.

***ii. Lack of practical exposure and application of active citizenship in LO***

It is essential for learners to be exposed to innovative and practical assessment activities since assessment plays an integral part in the curriculum. The findings as it emerged from the questionnaires, focus group interviews and document analysis suggest that learners have limited exposure to practical application of aspects relating to active citizenship in a democracy and that learners are exposed mainly to written tasks. The following learner spoke about the nature of activities they are mainly exposed to which relates to the contention about practical application:

*School C (Learner 25): There were a lot of things that we did that taught us a lot of things like job shadowing but we didn't do a lot of activities where we were actually active and stuff, it was just like two things that we did for the*

*year; so I don't think it was enough to actually teach us because I really learnt from charity work and all of that so if we could do more things like that, it would be so much better (sic).*

Learner 25 emphasises the lack of practical activities such as becoming actively involved in community projects or charity work. Consequently, this challenge as it emanated from curriculum documents revealed that the practical component applies mainly to tasks that are practical in nature such as physical education where 36 hours have been allocated for the school year (DBE, 2011d). The literature further states that learner progress is monitored throughout the year and includes activities such as daily assessment tasks, formal assessment tasks and optional certificate tasks. Daily assessment tasks include class tests, homework, or daily worksheets whilst formal tasks include examinations, projects and written tasks (DBE, 2011d). However, the literature asserts that both daily and formal assessment tasks are written tasks with practical assessment mainly for physical education. This implies that activities relating to active citizenship are predominantly factual and written. The dominance of practical assessment tasks in physical education provides less time and opportunity for practical tasks in the other components that deal with issues relating to active citizenship. The following learner noted that they hardly ever have the opportunity to debate and discuss:

School D (Learner 34): *I don't think the LO curriculum has such things (debates and group discussions), the only thing I think it has is human rights and that's all, those human rights are not practised...we don't know the depth of it, we don't know the root of it (sic).*

Furthermore, learner 34 highlights the absence of practical assessment tasks. There is excessive focus on written tasks for active citizenship in the LO curriculum. It is, however, noteworthy that there are optional certificate tasks which are offered in Grade 12 as these could contribute to their curricula vitae. Such optional certificate tasks include performance and participation-based activities (DBE, 2008). The challenge in this instance is that, since these tasks are optional, schools may ignore them and focus mainly on preparations for final matric examinations. In addition, many learners may therefore never choose the optional certificate tasks simply because they are 'optional'.

The literature consulted in the study from a critical theory perspective, would encourage and

promote certificate tasks in the LO curriculum since they are practical in nature. For instance, critical theory argues for practical methods including discussions and dialogues where the educator presents the subject matter and the learners modify it through discussion and dialogue (Cohn, 1988). As a critical theorist, Paulo Freire would support this view by promoting the inclusion of praxis in the curriculum. Praxis involves analysis, discussion and action and it suggests that children learn best through interaction with the environment (Harmon, 1975). With this in mind, it is worthy to acknowledge the sentiment by Rooth (2005: 296) that LO is much more than merely the dissemination of facts in the classroom; learners get the opportunity to share and express their feelings, practise skills in a safe environment, and discuss their problems and anxieties and debate polemical issues.

A study by Steven Finkel suggests that individuals who were exposed to civic education were significantly prone to active participation in democratic processes and activities (Finkel, 2003). Other authors I have consulted support various claims and assumptions relating to active and practical assessment activities for active citizenship in the curriculum. Citizenship education literature locally and internationally, stresses the action in active citizenship curricula. For example, the South African curriculum encapsulates the notion of active citizenship by envisaging the nurturing of a lifelong learner that will be able to make informed decisions and become responsible citizen (DoE, 2002b; 2003b; DBE, 2011a; 2011b; 2011c; 2011d; 2011e). Furthermore, Hope (2012) argues that citizenship education is about teaching learners to make responsible decisions and to learn to actively engage with society and democratic processes in a democracy.

In diverse contexts, citizenship education aims to enhance democratic society nurtured through the curriculum through various activities, to develop good citizenship, encouraging learners to live responsibly, peacefully and in harmony with society (Otsu, 2001; Pitiyanuwat and Sujiva, 2001). In addition, some international contexts focussed on educating learners through the schooling system on the democratic system of its government and citizens' rights, envisaging to enable learners to participate in changing society as informed, confident and responsible citizens (Print, 2001; Cogan and Morris, 2001; New Zealand Ministry of Education, 1997; Levinson, 2004). These contexts have active participation central to their citizenship education curricula.

However, it is also crucial to acknowledge that the data also elicited strengths which are very encouraging, since it can be used to enhance existing structures and policies involving the promotion of active citizenship in a democracy. Firstly, the findings suggest that the curriculum encourages learners to exercise responsible choices including citizenship involvement and it includes various forms and methods of assessment to provide diverse opportunities for optimal achievement (DoE, 2008). Furthermore, the strengths that emerged in this study are well located within a critical theory framework whereby there has been a radical shift to address inequalities from the past. This was done through the education system with the belief that schools are the agents of change in order to achieve social transformation in a democratic society which is indicative of societal changes through political education (Harris and Morrison 2013; Berg, 2011; Biesta, 2011; Cohn, 1988; McCowan, 2006).

### **7.3 Summary and conclusion**

The findings of this study elicited a range of challenges and highlighted strengths relating to aspects of active citizenship in a democracy. The main objective of this study was to explore the extent to which Grade 11 learners are prepared for active citizenship in a democratic South Africa through the LO curriculum. This chapter analysed, interpreted and discussed the findings in relation to the literature relating to active citizenship in a democracy.

Various categories and themes (see Table 7.1) which emerged from the findings were expounded on and linked to a range of literature as it relates to active citizenship in a democracy, including Paulo Freire's educational theory (Freire, 1998) regarding empowerment through critical thinking and emancipation. In addition, the analysis of data was underpinned by qualitative research which is based on the interpretivist theory.

The lack of knowledge, skills, values and understanding of 'active citizenship' and related concepts including 'human rights', 'democracy', 'citizenship', 'inclusivity', and 'public participation' was due to the marginal infusion of content relating to active citizenship in the LO curriculum. This in turn exposed the curriculum to policy development and implementation challenges. These challenges may still impact on policy development and implementation with the attempt to infuse human rights, democracy, citizenship, inclusivity, social justice and

transformation and public participation. The minimal knowledge and understanding of active citizenship amongst the Grade 12 learners in this study, who would be eligible to vote in the next elections, may have led to apathy or minimal participation as citizens in democratic structures due to their ignorance about active citizenship in a democracy.

This study highlights the lack of public education programmes and initiatives about Parliament. This issue raises concerns about the lack of resources to optimally inform and empower the public about democratic processes. The lack of information and education about democratic structures such as Parliament amongst learners and educators may be indicative of their apathy or lack of participation in Parliament. The apathy poses a challenge since public participation forms an integral part of democratic processes.

The analysis and interpretation of the data show that there is a lack of formal, informal and non-formal education programmes about active citizenship. This suggests that learners are not effectively being prepared for active citizenship in a democracy. The findings illustrate that the curriculum provides insufficient guidelines, content and time for the teaching and learning of active citizenship in a democracy. Learners are not being exposed to practical activities that will empower them to become active and responsible citizens in a democratic society.

Finally, it must be noted that much more is required to educate and empower citizens about active citizenship in a democracy so that members of the public would be able to make meaningful contributions when participating in various democratic structures such as Parliament. Furthermore, the true test of democracy would be the extent to which citizens are educated or informed, active and have influence in decision-making and democratic processes such as law-making and the implementation of these processes.

The next chapter deals with the conclusions and recommendations derived from the findings to help enhance the curriculum and in particular the LO curriculum and inform existing structures and policies at national Parliament. Furthermore, the next chapter proposes a model for active citizenship as a contribution of new knowledge to the debate on citizenship education locally and globally.

## CHAPTER EIGHT

### CONCLUSIONS AND RECOMMENDATIONS

#### 8.1 Introduction

This chapter commences with an overview of the study. It is followed by the presentation of the key conclusions by highlighting significant aspects that emerged from the research. Recommendations, based on the findings are presented, with a focus on the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy.

The purpose of the recommendations is to provide a solid basis from which action strategies can be implemented to enhance the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democratic South Africa. Finally, the chapter concludes with a discussion of the limitations of the study and suggestions for future research.

#### 8.2 Overview of the study

Active citizenship in a democracy is a broad topic with diverse interpretations since it can be defined within the context in which it is applied. In the attempt to deepen democracy since 1994, South Africa has embarked on initiatives promoting active citizenship especially through the education department. The emphasis in this context was the extent to which learners are prepared for active citizenship in a democracy. In addition, Parliament introduced public participation initiatives to empower citizens to become actively involved in its democratic processes and activities.

The purpose of this study was to explore the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democratic South Africa. It specifically examined the level of knowledge and understanding amongst LO educators and Grade 12 learners who completed the Grade 11 LO curriculum during 2012 about active citizenship in a democracy in preparation for effective public participation in democratic processes. The focus of the study centred on the manner in which the curriculum infuses active citizenship education into the

curriculum, and how Parliament promotes active citizenship.

The conceptual framework of this study, as it is depicted in Figure 2.1 in Chapter Two, encapsulates key concepts relating to active citizenship in a democracy. These include ‘*citizenship education*’, ‘*human rights education*’, ‘*democracy education*’, ‘*inclusive education*’ and ‘*public participation*’. This research thus has its home in the field of education and its particular focus is on the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy.

Literature relating to active citizenship and the curriculum, including Parliament as it manifests in the curriculum, was reviewed. Subsequently, the theoretical framework of the study was underpinned by Paulo Freire’s educational theory and various public participation models. In addition, a conceptual framework was developed to guide the investigation and analysis. Paulo Freire’s educational theory and public participation models provided the theoretical frame of the study. Within the context of critical theory, Paulo Freire seeks to emancipate and empower individuals in order for them to actively participate and contribute meaningfully to society (Freire, 1998).

Document study was undertaken because it provided accurate and substantial information for the study (Neuman, 2000: 293). A range of curriculum policy documents and parliamentary documents were studied and analysed. Questionnaires and focus group interviews were conducted with 461 Grade 12 learners who completed the Grade 11 LO curriculum during 2012 and LO educators from five schools from MSED in the Western Cape. The questionnaires for learners and educators included both open-ended and closed-ended questions, which generated quantitative and qualitative data to crystallize. This enhanced the trustworthiness of the data. Finally, the focus group interviews provided rich information through extensive discussions, thus eliciting participants’ knowledge and perceptions of active citizenship and democratic structures and processes.

A combination of approaches was employed to analyse the data. Thematic analysis was employed to analyse qualitative data which emanated from the focus group interviews and the open-ended questions in the questionnaire, whilst statistical procedures were applied in the

analysis of the quantitative data which emerged from the closed-ended questions in the questionnaires.

The objectives of the study were to:

- Develop an understanding of the concept 'active citizenship' in a democracy;
- Investigate the extent to which the Grade 11 LO curriculum infuses 'human rights', 'democracy', 'citizenship', 'inclusivity', 'social justice', and 'transformation' in order to promote active citizenship;
- Ascertain ways in which Parliament as a key participatory institution promotes active citizenship and the way they manifest themselves in the curriculum;
- Determine the perceptions of Grade 12 learners and LO educators about active citizenship in a democratic South African context;
- Examine Grade 11 LO assessment promoting active citizenship; and
- Establish the extent to which Grade 12 learners that completed the Grade 11 LO curriculum during 2012, applied aspects of active citizenship.

The research aims and objectives which emanated from the following research questions framed and guided the research process. The main research question was: To what extent does the Grade 11 LO curriculum prepare learners for active citizenship in a democracy? Subsidiary research questions were the following:

- What does active citizenship in a democracy entail?
- How does LO infuse human rights, democracy, citizenship, inclusivity, social justice and transformation in order to promote active citizenship?
- In which ways does Parliament as a key participatory institution promote active citizenship and how do they manifest themselves in the curriculum?
- What are the perceptions of Grade 12 learners and LO educators about active citizenship in a democratic South Africa?
- Do the Grade 11 LO assessment activities promote active citizenship?
- To what extent have Grade 12 learners who completed the Grade 11 LO curriculum

during 2012 applied aspects of active citizenship?

This study adopted an interpretivist approach since this approach seeks to capture the real life settings of the participants in order to understand and interpret the meaning of the context. Within this paradigm the researcher considers the participants' experiences and reality and it allows sensitivity to their contexts in which they interact with one another (Terre Blanche, Kelly and Durrheim, 2006).

A qualitative research approach was adopted to explore these factors. A qualitative case study approach was used in this study as it provides intensive descriptions and analyses of a single unit or bounded system which in this study is to explore active citizenship in a democracy through the LO curriculum (Smith, 1978). Methods for gathering evidence in this study included the literature review and document study, questionnaires, as well as semi- and structured focus group interviews.

### **8.3 Conclusions**

The conclusions emerged from the findings as they relate to the evaluation of the Grade 11 LO curriculum in preparation of learners for active citizenship in a democratic South Africa. The conclusions are based on the learners' and educators' responses to the questionnaires and focus group interviews. The findings were based mainly on the experiences of Grade 12 learners who completed the Grade 11 LO curriculum during 2012 and LO educators from schools in the Western Cape. However, through document study, the findings took into account the context within in which LO prepares learners for active citizenship in a democracy in South Africa.

#### **8.3.1 Limited understanding of active citizenship in a democratic South Africa**

The findings showed that, generally, in the South African context, Grade 12 learners in the case study had limited knowledge, skills, values and understanding of active citizenship, human rights, democracy, citizenship, inclusivity and public participation. Very few learners had a basic idea of what active citizenship entails. However, the majority of the learners were unable to define concepts relating to active citizenship. Consequently, none of the learners knew the

meaning of inclusivity or inclusive education.

With just over 20 years of democracy and a range of curriculum transformation in South Africa, one would expect that Grade 12 learners would have good knowledge, skills, values and understanding of 'active citizenship' and related concepts including 'human rights', 'democracy', 'citizenship', 'inclusivity', and 'public participation'.

### **8.3.2 Minimal infusion of active citizenship and related concepts in the LO curriculum in South Africa**

This study showed that there is marginal infusion of aspects relating to active citizenship in the curriculum, in particular the LO curriculum in the South African context. The LO curriculum was introduced with the notion that it would be used as the main vehicle to facilitate the teaching of aspects relating to active citizenship such as citizenship, human rights, democracy, inclusivity and public participation. However, thus far the infusion of these aspects has been shallow, which is evident from the findings in data collection process.

The findings indicated that there may be curriculum implementation challenges regarding aspects relating to active citizenship. Curriculum implementation challenges were influenced by distortion of curriculum structure and design, lack of alignment with assessment policies, lack of clarity, a crowded curriculum and policy overload, deficient training for educators and inadequate transfer of learning into classrooms. In addition, implementation challenges suggested gaps in policy formulation regarding the infusion of active citizenship education across the curriculum and in particular the LO curriculum. This was evident from the incongruence whereby educators have basic knowledge, skills, values and understanding of 'active citizenship' and related concepts. In other words, there is a gap between the intention of the curriculum and its implementation. However, the curriculum theoretically integrated aspects of active citizenship education, yet Grade 12 learners had limited knowledge, skills, values and understanding of concepts including 'citizenship', 'human rights', 'democracy', 'inclusivity', and 'public participation'.

### **8.3.3 Unawareness about Parliament as a participatory institution in South Africa**

Parliament, as one of the three arms of state, is a participatory institution that plays a vital role in promoting active citizenship in South Africa. The focus of one of the strategic objectives of Parliament's is on strengthening public participation in its processes and activities, including law-making and oversight. This implies that citizens should be optimally informed, educated and empowered to be able to make meaningful contributions to democratic processes such as the law-making processes.

The findings showed that Parliament has public participation mechanisms in place with its aim of promoting active citizenship in a democracy. The mechanisms include submissions, petitions, representation, voting, joining a volunteer organisation and joining a political party. In addition, Parliament has established a public education office with a focus primarily on educating and informing the public about its processes and activities. It is noteworthy that a healthy democracy requires that each citizen knows his / her rights and most of all are able to exercise their rights in a democratic society by influencing political decision-making. However, there are an estimated 52 million people living in South Africa, which poses a challenge for Parliament to ensure that every citizen has an opportunity to have his or her voice heard.

Grade 12 learners and LO educators were not well-informed about Parliament. In fact, Grade 12 learners who represent the age group of 17 to 19 years were not well-informed about the structure, roles and functions of Parliament. Furthermore, these learners and educators are at schools in the Western Cape, which ideally should provide easy access to Parliament since Parliament is situated in Cape Town in the Western Cape. Learners who were in Grade 12 during 2013 were eligible to participate in the national elections that took place on 07 May 2014. However, the majority of the learners may have limited knowledge, skills, values and understanding to make informed decisions when it comes to participating in democratic processes such as voting in the 2014 elections.

The lack of knowledge, skills, values and understanding amongst learners and educators could be due to a lack of exposure to Parliament. The Grade 12 learners and LO educators have never visited Parliament before, whilst some of the learners indicated that they have not heard about

Parliament before, other than perhaps through news items. The minimal exposure to Parliament may be indicative of inadequate parliamentary public education programmes and initiatives to inform and educate the public about the roles and functions of Parliament. This may inevitably result in apathy or lack of participation in democratic processes. Furthermore, this study shows that the lack of public education programmes may be due to insufficient resources for the entire public yet Parliament is responsible to educate and inform the nation about its processes and activities.

There is a marginal inclusion of Parliament in the NCS since the focus of the curriculum is on democratic structures or participatory institutions in general. This implies that schools would have to select a democratic structure from the three spheres of government or from amongst organs of state. This suggests that Parliament may not necessarily be selected. The limited knowledge, skills, values and understanding about Parliament, especially amongst learners, may be due to apathy about democratic structures such as Parliament. Despite the inclusion of democratic structures and processes in the Grade 11 LO curriculum, the findings show that schools have the choice to select any democratic structure and its processes to teach learners about active participation in democratic processes.

The lack of information and exposure to democratic structures such as Parliament implies that much more is required to inform and educate the public about democratic participation through formal and informal structures.

#### **8.3.4 Under-preparedness and ignorance of educators and learners impact negatively on their perceptions about active citizenship in South Africa**

The Grade 12 learners and LO educators acknowledge that they have a shallow foundation regarding knowledge, skills, values and understanding about active citizenship in a democracy. In other words, learners and educators in the South African context are ignorant about and under-prepared for active citizenship in a democracy. Despite the inclusion of human rights education, democracy education, inclusivity and citizenship education in the curriculum, there was thus a deficiency of information, specifically about these aspects of the curriculum as they relate to active citizenship in a democracy.

The LO educators realised that their level of knowledge, skills, values and understanding about active citizenship was inadequate. However, the depth of their knowledge, skills, values and understanding about active citizenship was not effectively translated into practice in particular in the classroom. The educators emphasised that the learning and teaching materials such as textbooks provide inadequate detail about the above-mentioned aspects of the curriculum relating to active citizenship. In addition, the Grade 12 learners and educators were of the view that practical exposure to aspects relating to active citizenship was inadequate.

The LO educators felt that there is content and work overload in the CAPS LO curriculum and that they anticipate that they may not get through all the content in the Grade 11 LO curriculum. However, they were of the view that teaching materials with detailed information about active citizenship in a democracy, including detailed information about citizenship, human rights, democracy, inclusivity and public participation, would highly benefit them. Consequently, the educators perceived the minimal focus on the LO component dealing with active citizenship, as well as the lack of informative teaching materials and information, ineffective teaching, and the lack of practical application about active citizenship would result in ineffective preparation of learners for active citizenship in a democracy.

In essence, the responses from the five schools clearly indicated that learners were not being effectively prepared and equipped for active citizenship through the curriculum, in particular, the LO curriculum. This could be indicative of many reasons including lack of knowledge, skills, values and understanding amongst the educators who are expected to teach aspects relating to active citizenship including human rights, democracy, citizenship, public participation and inclusivity. It then raises the question as to whether educators have been effectively trained and capacitated to teach these aspects of the curriculum. This is discussed later in this chapter.

### **8.3.5 Lack of quality Grade 11 LO assessment activities impedes the nurturing of active citizenship in South Africa**

Despite the inclusion of aspects relating to active citizenship in the South African national curriculum, the findings show that the quality of assessment activities in the Grade 11 LO curriculum promoting active citizenship is trivial. The deficiency of assessment activities for

active citizenship would directly impact on the nature of assessment activity tasks formulated by the educators.

Consequently, the integration of assessment activity tasks about aspects relating to active citizenship across the curriculum may result in educators viewing content relating to active citizenship as less significant. This reiterates the notion of LO being undermined as a subject. This suggests that LO has a low status as a subject in the curriculum. In addition, the document study shows that the time allocated in the LO curriculum for the teaching and learning of active citizenship in a democracy is insufficient. Furthermore, in the LO curriculum, the Learning Outcomes, Assessment Standards and topics dealing with active citizenship are superficial. The learners emphatically indicated that excessive time is spent on written tasks and topics, including such tasks on sex education and HIV and AIDS, since they have been taught about these topics since Grade 1. The findings therefore suggest that there is a lack of rigour in the LO curriculum and that assessment tasks are mainly written tasks. This poses a challenge for active citizenship in a democracy.

The findings of the study indicate that there is a lack of Grade 11 practical assessment application and exposure to active citizenship in the LO curriculum to effectively prepare learners for active citizenship in a democracy. Aspects relating to active citizenship include human rights, democracy, citizenship, inclusivity and public participation. In addition, the findings showed that there are limited assessment guidelines to assist educators in lesson planning and activities in the LO curriculum to effectively prepare learners for active citizenship.

Assessment plays a significant role in providing learners the opportunity to demonstrate their competencies in the respective subject content matters. Assessment tasks and activities should therefore be designed in such a manner that they provide learners optimal opportunity to demonstrate their competencies in both theory and practice. However, the findings indicate that Grade 12 learners had minimal practical application and exposure to aspects relating to active citizenship. The learners noted that they were bombarded with theory across subjects and were hardly given opportunity to engage with practical activities, in particular practical activities relating to active citizenship.

In theory, the curriculum encourages practical assessment. However, the practical assessment activities are applied mainly in subjects or components that are practical in nature such as physical education. Activities and assessment tasks in the rest of the LO components are mainly written tasks, including tests or daily worksheets. The findings show that at the late stage of the Grade 12 curriculum, learners only then have the option to choose an additional activity, namely an optional certificate task, which includes participation-based activities such as participating in a community-based project for the duration of the year.

#### **8.4 Significance of this research**

The findings of this study shed light on the context of active citizenship in a democracy in South Africa. The research results provided information relating to the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. In addition, this study presents recommendations as to how to address the challenges regarding the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy.

This study presents recommendations regarding how to address the above mentioned challenges in respect of the ways in which Parliament promotes active citizenship and how Parliament is manifested in the LO curriculum as a democratic structure. This study provides a useful picture of the extent to which learners are prepared for active citizenship in a democracy.

The findings illustrate the level of knowledge, skills, values and understanding amongst Grade 12 learners and LO educators about active citizenship in a democracy. In addition, the findings show the extent to which active citizenship is applied within a range of education contexts, including formal education structures and through democratic structures such as Parliament.

The national curriculum, and in particular, the LO curriculum, could consequently be guided by this research to include active citizenship more explicitly in the curriculum to such an extent that it provides learners with an opportunity to apply aspects of active citizenship more practically rather than only theoretically. Furthermore, Parliament could be guided by this research to ensure that the new public participation model encompasses public education programmes that will reach, capacitate and empower citizens that represent a range of age groups, starting from pre-

school age and older so that citizens are able to optimally understand democratic processes in order to participate meaningfully as responsible, active citizens.

This research could contribute to the development of active citizenship education in the South African curriculum. This would include ways in which Parliament promotes active citizenship. The aim is to inform curriculum development structures and policies, including democratic structures and implementation as it relates to aspects of active citizenship in a democracy.

## **8.5 Recommendations**

The study acknowledges that 'active citizenship' is a broad concept and implementation or application of active citizenship is determined by the context within which it emerges. Bearing this in mind, the study recognises the fundamental role education plays in the effective implementation or application of aspects relating to active citizenship. In other words, the effectiveness of active citizenship education relies heavily on the interaction between and among agents such as diverse education structures, curriculum development policies, active citizenship education programmes, the DBE, Parliament, participatory institutions, educators, learners, and context, amongst others.

In essence, this section makes recommendations to the DBE, Parliament and implementers of active citizenship programmes and initiatives locally and globally. Furthermore, the recommendations are based on the assumption that informing and educating the public about active citizenship in a democracy is imperative for strengthening democracy in South Africa.

These recommendations relate not only to active citizenship education in the case study. The majority of the recommendations refer to strategies that could be pursued nationally across provinces and districts within education structures and democratic structures. While some of these recommendations are not new, all emerged from the findings of this study and hence reinforce recommendations already made by different studies at various levels.

### **8.5.1 Specific recommendations**

Specific recommendations are presented, based on the challenges that emerged as they relate to the following: understanding of active citizenship; infusion of active citizenship education and related aspects in the LO curriculum in South Africa; ways in which the South African Parliament promotes active citizenship and how Parliament and active citizenship education manifest themselves in the LO curriculum; perceptions about active citizenship in a democratic South Africa amongst Grade 12 learners and LO educators; Grade 11 assessment in LO promoting active citizenship in South Africa; and the application of aspects relating to active citizenship through the LO curriculum.

#### **8.5.1.1 Develop amongst learners and educators a conceptual and practical understanding of active citizenship in a democratic South African context**

The key findings highlighted the trivial knowledge, skills, values and understanding about concepts relating to active citizenship in South Africa amongst Grade 12 learners and LO educators. With this in mind, it is noteworthy that education is the key to foster active citizenship in a democracy. Citizens should develop a conceptual and practical understanding about active citizenship. This can be achieved by optimally educating, equipping and nurturing citizens to be able to actively contribute to a democratic society. Well-structured formal and informal citizenship education programmes should be developed in all spheres of government such as the education department and democratic structures such as Parliament.

#### **8.5.1.2 Consolidate the infusion of 'active citizenship' and related concepts in the LO curriculum in South Africa**

The infusion of active citizenship education in the LO curriculum in South Africa was found to be minimal and inadequate for learners. Hence it requires a consolidated infusion of aspects relating to active citizenship. Various structures and programmes should be implemented to ensure that learners obtain substantial knowledge, values, skills and understanding of active citizenship in a democracy.

Curriculum development policies should define the significance of active citizenship in the curriculum. In other words, the curriculum should design explicit topics relating to active citizenship.

The DBE should revise the curriculum so that it develops a more focussed citizenship education curriculum. A citizenship education curriculum should be more explicit in the content and information presented to learners from as early as Grade R.

The LO curriculum should provide adequate information about aspects relating to active citizenship including human rights, democracy, citizenship, inclusivity and public participation.

### **8.5.1.3 Increase the level of public awareness and education about Parliament of the Republic of South Africa**

In aid of enhanced public education programmes and initiatives, Parliament should pursue developing active citizenship curricula that should be made available as a resource for formal, informal and non-formal education structures. This would increase the level of public awareness about Parliament of the Republic of South Africa.

Since Grade 12 learners and LO educators have not been optimally exposed to democratic structures and processes, it would be beneficial for Parliament to become more visible and accessible to the public. This could be achieved by integrating its existing public participation programmes with active citizenship initiatives across sectors including the spheres of government and organs of state such as the formal education sector.

Parliament should thus review its budgetary allocation in respect of its public education programmes in order to ensure that sufficient funding and resources are allocated to such initiatives which aim to inform and educate such a large South African population.

### **8.5.1.4 Enhance learner and educator perceptions about active citizenship in South Africa**

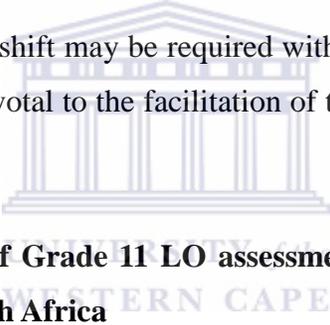
The learners' and educators' perceptions about active citizenship in South Africa elicited challenges relating to active citizenship education programmes in relation to information and

content, the extent to which learners are prepared for active citizenship, and content overload in the LO curriculum. It is thus pivotal to enhance learners' and educators' perceptions about active citizenship through mechanisms such as the curriculum.

The curriculum plays a pivotal role in creating a society that embraces active citizenship in a democracy. This implies that the curriculum should be designed in such a manner that learners are optimally prepared to become responsible and active citizens in a democratic society. A large proportion of the population can be reached through formal education structures.

The DBE should review the quantity and quality of content in each subject, especially subjects that include more than one component such as LO. In particular, aspects relating to active citizenship should be revised and given more weighting and time in the LO curriculum.

This thus suggests that a paradigm shift may be required within the DBE, including districts and schools for LO as this subject is pivotal to the facilitation of the holistic teaching and learning of active citizenship in a democracy.



#### **8.5.1.5 Ameliorate the quality of Grade 11 LO assessment activities in order to promote active citizenship in South Africa**

Assessment for active citizenship education should be ameliorated in the LO curriculum in South Africa with a focus on practical assessment activities. Educators should develop practical tasks to promote active citizenship in a democracy. Such activities could include excursions to democratic structures, voting in elections or writing submissions.

The LO curriculum should allocate more time to the teaching and assessment of human rights education, democracy education, citizenship education, inclusivity, and public participation.

Schools should continue to initiate programmes to promote active citizenship in a democracy. The DBE should therefore develop effective strategies to guide and support teachers to enable them to implement aspects relating to active citizenship. Strategies may include symposiums, workshops and LO conferences.

Active citizenship training for all educators is essential since aspects relating to active citizenship are integrated across all subjects. Educators responsible for LO need to be LO teaching area specialists who are specifically trained and qualified to teach all components of LO, especially active citizenship in a democracy. The DBE and schools should therefore establish strategies to ensure the ‘specialists subject areas’ be taught by specialists in the field. For example, education district offices could conduct a skills audit to establish the number of subject specialist educators in the district who can cluster and work as itinerant educators within the district.

Assessment in the LO curriculum should be innovative, creative and practical. The assessment guidelines should be explicit in practical application tasks for active citizenship. Certificate assessment tasks which focus on practical activities should be made compulsory and cascaded down to all phases according to the grade level of competence.

The findings highlighted the excessive amount of written tasks in LO. With this in mind it is recommended that assessment tasks be weighted as follows for components dealing with aspects directly relating to active citizenship: 25% theory and 75% practical.

Assessment guidelines for active citizenship should be enhanced to include alternative assessment methods that are practical in nature and accommodate barriers to learning. Assessment activities should therefore entail practical tasks such as excursions to democratic structures, active community involvement and active participation in democratic processes at school level.

DBE should review the manner in which LO is examined, from Grade R through to Grade 12 in order that LO gains a status equivalent to that of other subjects. For example, LO should be recognised for tertiary education admission requirements.

The DBE should develop clear operational guidelines that address practical assessment strategies for active citizenship in a democracy.

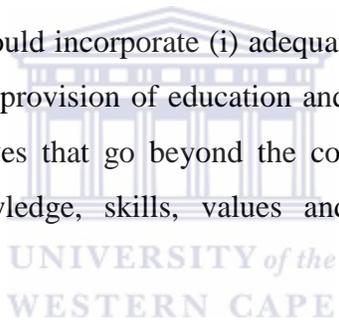
### **8.5.2 General recommendations**

General recommendations pertaining to aspects that can enhance education relating to active citizenship in a democracy are made.

There should be collaboration between democratic structures (participatory institutions) and the DBE when developing active citizenship education curricula in South Africa in order to create synergy in an attempt to nurture citizens who become active and responsible in society.

Active citizenship education curricula in general should be aligned with the NCS in order to be relevant for educators to use as educational resources. For example, textbooks should provide detailed information about active citizenship and related issues.

Citizenship education curricula should incorporate (i) adequate formal, informal and non-formal teaching and training; (ii) optimal provision of education and resources to enable it in practice; (iii) citizenship education initiatives that go beyond the confines of the school; and (iv) the facilitation of teaching of knowledge, skills, values and attitudes which promote good citizenship.



The DBE should continue to monitor and evaluate the structure and implementation of citizenship education programmes across all education sectors. The DoE should thus continue to promote LO as a subject so that it is given equal recognition and status in respect of all the other subjects.

Equitable weighting should be given to the time allocation of the five focus areas. There must also be an emphasis on assessment in order to ensure that all aspects of LO are dealt with, especially the component relating to active citizenship education.

An active citizenship road show needs to be put together by the DBE in collaboration with democratic structures to visit schools to inform them about the significance of active citizenship in a democracy.

Practical learning, facilitation and group work should be core methodologies for active

citizenship teaching, as they are especially suitable for active citizenship teaching and learning.

Educators and learners should gain practical experience with issues relating to active citizenship through various activities and also understand that they are being prepared for active citizenship.

Substantial and quality content should be provided to educators in order to enhance the quality of the teaching of active citizenship in a democracy.

Citizenship education, which includes human rights education, democracy education, inclusivity and public participation, needs to be highlighted and extensive training for educators initiated on this aspect of the South African curriculum.

Active citizenship content should be designed in such a way to ensure that not only content is delivered but that more time and practice be allocated to such content.

The DBE should provide substantial integration of active citizenship content across all subjects and disciplines including, History, Business Studies and the Languages amongst others. This would avoid the overburdening of the LO subject with aspects relating to active citizenship and thus ensure that learners are exposed to active citizenship education in all subjects in the curriculum.

Since South Africa is a democratic country which strives to intensify its democracy, I urge the deepening and consolidation of citizenship education in formal structures such as schools where the masses of the nation find itself. Reaching the masses through these formal structures would play a vital role in producing active citizens in a radically evolving democracy.

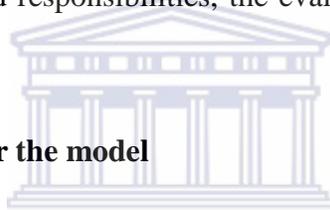
In essence, citizenship education as it relates to active citizenship in a democracy should aim to educate, equip and empower citizens to use their human rights to improve their lives as active citizens in a democracy.

It is against this background that I wish to recommend citizenship education within a democratic South Africa which promotes active citizenship, human rights, democracy, inclusivity, social transformation and public participation as well as prepare citizens to become better equipped and

capacitated for a participatory democracy.

### **8.5.3 An active citizenship model**

A comprehensive active citizenship model emerged from this study as new knowledge which envisages informing various policies and structures, in particular the NCS at the DBE. In addition, it aims to inform the processes and activities for democratic structures, including Parliament. The model is depicted in Diagram 8.1. This model encompasses salient features that may enhance existing active citizenship practices in diverse contexts, local and global, as it adopts a holistic approach and it embraces context. The salient features of the model include active citizenship education and training, mechanisms for the promotion of active citizenship, and the process for nurturing active citizenship in a democracy. In addition, the model encapsulates the required roles and responsibilities, the evaluation of the model and it includes the review process.



### **8.5.4 Conceptual framework for the model**

The meaning of active citizenship is derived from the context from which it emerges, which implies that it is dynamic and contextual. With this in mind, the proposed model includes concepts relating to active citizenship. Furthermore, the proposed model is located within a critical theory paradigm that seeks to empower people and make them aware of socio-economic issues in order to critique and initiate transformation through action. In other words, the assumption is that empowered citizens would have the enhanced ability to actively make meaningful contributions to their communities and society and in turn take active responsibility for their livelihoods. Through education, citizens become aware of their environment and the social and economic options available to them.

The conceptual framework for the model thus highlights the importance of a holistic approach to active citizenship education in order to ensure formal teaching of citizenship that includes experiencing being an active citizen. With this in mind, it is thus crucial to note that active citizenship education is pivotal in that every society needs citizens who positively contribute to the wellbeing and existence of its nation.

# ACTIVE CITIZENSHIP MODEL

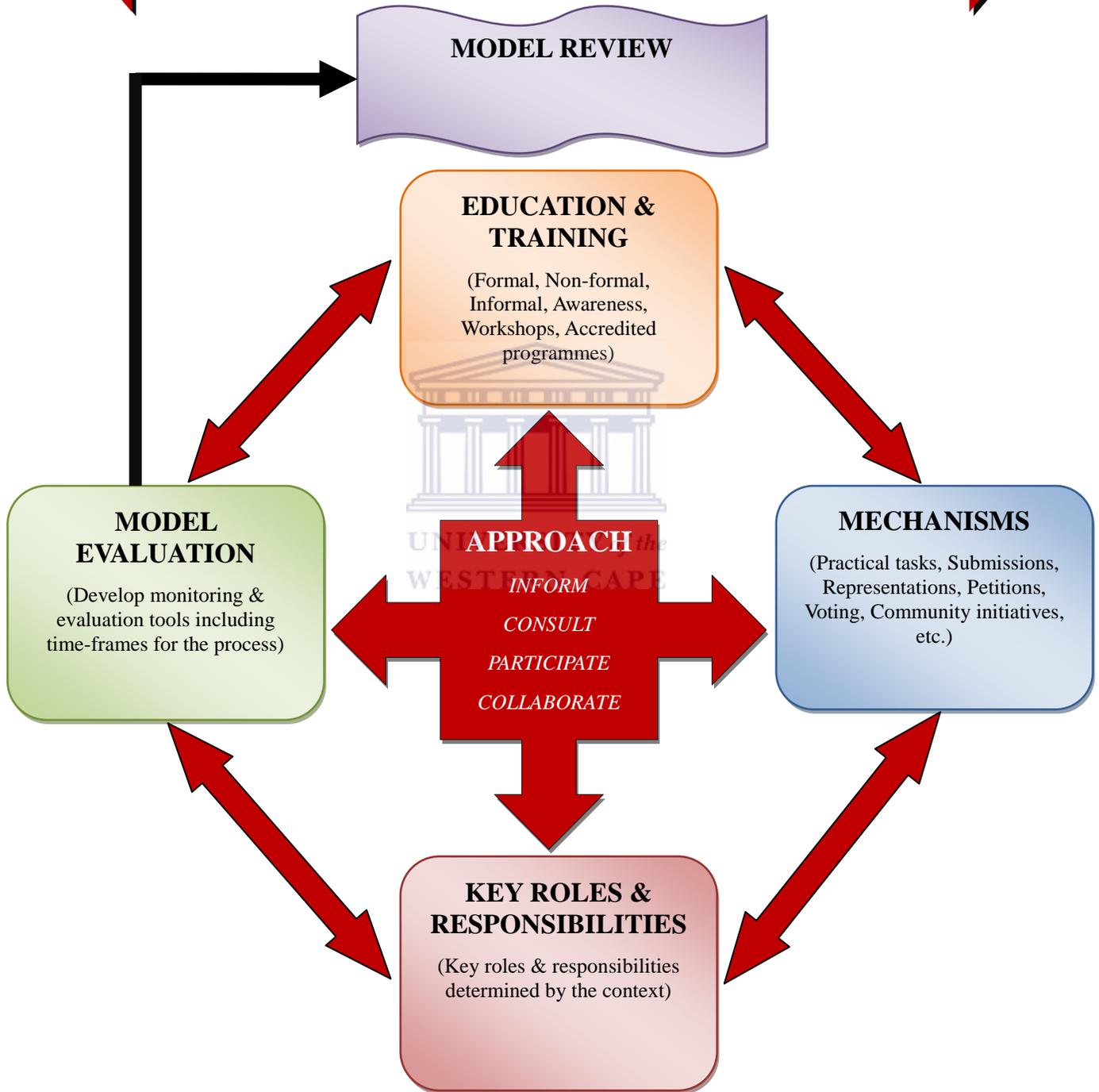


Diagram 8.1: Active citizenship model

### **8.5.5 Operational framework for the model**

An operational framework is proposed for the model, which highlights aspects relating to (i) active citizenship education and training; (ii) active citizenship mechanisms; (iii) participatory and representative process; (iv) key roles and responsibilities; (v) enablers of active citizenship initiatives; (vi) model evaluation; and (vii) model review.

#### ***i. Active citizenship education and training***

The starting point of any effective democratic process is to inform and educate the public. In order to engender social change, active citizenship education needs to be strategically designed to reach and support citizens representing the diverse South African contexts. One of the fundamental elements of active citizenship education is to transmit knowledge, skills, values and understanding of aspects relating to active citizenship, thus fostering its integration into public values.

Education and training for active citizenship can include awareness programmes, advocacy campaigns, public education workshops, electronic-based media activities, formal education through schools from Grade R through to Grade 12 and through tertiary education structures, informal and non-formal education through NGOs, participatory institutions, accredited programmes and the development of formal active citizenship curricula which would include a diverse range of educational publications.

Active citizenship education and training is thus essential for the development of well-informed citizens that are able to make meaningful contributions to a democratic society. Formal and accredited training programmes would be beneficial for active citizenship practitioners including educators in various sectors. A range of accredited training programmes for formal training should be made available to the general public for active citizenship capacity-building. The design and implementation of active citizenship education and training programmes should therefore take into account the context in which it will be applied.

**ii. Active citizenship mechanisms**

Since the 1994 democratic elections, the public became much more concerned about and involved in democratic processes. The Constitution mandates the three spheres of government to facilitate public involvement in democratic processes such as law-making. The implementation of public participation initiatives has increased since 1994, which has led to a variety of mechanisms aimed at enabling the public to learn about and actively participate in democratic processes.

For example, mechanisms may include but not restricted to practical active citizenship tasks for learners at schools and tertiary institutions such as mock elections or petitioning Parliament on a relevant community issue. In addition, citizens would be encouraged to write submissions to Parliament and attend public hearings. Also, citizens would be encouraged to explore petitions, representations, voting in democratic elections, keeping informed and becoming actively involved in community initiatives. Other forms of active citizenship mechanisms can include for example, public education, research, community-based initiatives and Integrated Development Planning (IDP) processes.

**iii. A participatory and representative approach to active citizenship**

The process would adopt a participatory and representative approach. Citizens would elect representatives to take decisions on behalf of them whilst having the right to actively participate in order to influence decision-making in democratic processes. This process would encompass the following:

- First **inform the public** through advocacy campaigns and a range of active citizenship education programmes. At this level the objective would be to provide adequate information to the public in order to create awareness about relevant issues or processes. Education programmes can be formal, non-formal or informal. Information dissemination could be via the media, advertisements, newsletters, public displays, and exhibitions amongst others.

- Secondly, a well-structured and rigorous *consultation process* which includes feedback processes between democratic structures and the public must be developed. The objective of consultation would be to obtain feedback from the public on analysis, alternatives and on decisions communicated to them by the respective democratic structures. This process provides opportunity for a range of consultation techniques. For example, meetings with key individuals, submissions from stakeholders, surveys, Local community group meetings, public meetings or community events, amongst others. A decision about consultation techniques should be made at the onset of the process in order to determine the most appropriate process of consultation.
- Thirdly, the public can get an opportunity to *become involved* and actively participate and give input in a range of democratic processes either as an individual, through interest groups or communities. This process constitutes an active working relationship between the public and the respective democratic structures. Furthermore, it requires a high level of interaction between the public and the respective democratic structures, which includes providing continued feedback to the participating public as part of the process.
- Fourthly, *collaboration* and partnerships relevant to the context would be encouraged to facilitate partnerships between democratic and community structures to encourage communities to take ownership of relevant projects and to encourage stakeholders to identify and reach consensus on potential solutions. Collaboration may include joint planning sessions between the democratic structures and the public. For example, sessions whereby members of the public may participate in the analysis of issues, contribute to IDP processes and directly influence recommendations, decisions and outcomes.

*iv. Key roles and responsibilities*

It is imperative to note that all the enablers of active citizenship would have roles and responsibilities according to their relevant context in order to promote accountability and

transparency throughout the process. Explicit roles and responsibilities would thus be allocated for the effective implementation and facilitation of the entire process. This would be determined by the context in which the model may be applied.

Various structures and processes would assist in enabling effective active citizenship initiatives, including democratic structures and resources. For example, the enablers would encompass democratic structures, public participation and active citizenship practitioners, various stakeholders, civil society, and the general public. Parliament and the Department of Education as democratic structures would assist in enabling effective active citizenship through various mechanisms such as public participation and active citizenship education initiatives. Various resources would be required in order to adequately capacitate the process of active citizenship, including financial and human resources. Resources would be dependent on the needs in the diverse contexts in which they are applied.

v. ***Model evaluation***

The model would include monitoring and evaluation tools in order to inform the review process. Monitoring and evaluation would promote accountability and transparency in the process. Time-frames would be included for the duration of the entire process as determined by the context in which it is applied.

vi. ***Model review***

In terms of consistency, for a process to be deemed as successful, it should be implemented over a substantial period which includes implementation, monitoring, evaluation and review. The monitoring and evaluation process would inform the review process.

## **8.6 Limitations of the study**

The scope of this study was limited to LO in the FET phase and its main focus was on the Grade 11 LO curriculum. Active citizenship should be taught from the Grade R curriculum through to Grade 12 and beyond. The aim of the study was to understand the extent to which the Grade 11

LO curriculum prepares learners for active citizenship in a democracy generally, which raises questions about the sampling method and sample size of the study. The fact that only five schools were selected from one District in one province, limits the inferences that could have been made applicable to the rest of South Africa's provinces. In other words, this study could have presented an overview of the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in South Africa.

However, this study highlighted practices and experiences in only one of the nine provinces. A concerted effort was thus made to include a comprehensive picture of the extent to which the Grade 11 LO curriculum prepares learners for active citizenship through the analysis of national curriculum policy documents. The perspective thus shared in this study was the subjective experiences of LO educators and Grade 12 learners from MSED in the Western Cape and may indeed differ from experiences from other South African districts and provinces even globally.

In total, there were 757 Grade 12 learners from the five schools. However, 461 consent forms were returned, which may be regarded as a limitation since more views could have been included in the study from other learners. In addition, not all LO educators participated in either the completion of the questionnaire or in the focus group interview. However, attempts were made to reflect on the diverse perspectives of the participants and the existence of different accounts on the same issues.

The selection of case study schools from diverse contexts was intended to obtain diverse perspectives of the various contexts which can also enrich global contexts. The study did not compare the diverse perspectives of the various contexts, which could be regarded as a limitation of the study. However, the study did not intend to compare contexts or different perspectives.

### **8.7 Suggestions for further research**

In view of the fact that active citizenship in a democracy is a fairly new field of study, there are many opportunities for further research in education and democratic structures such as Parliament. The following are suggested areas for further research.

### **8.7.1 The infusion of active citizenship in the curriculum: Current status and its future**

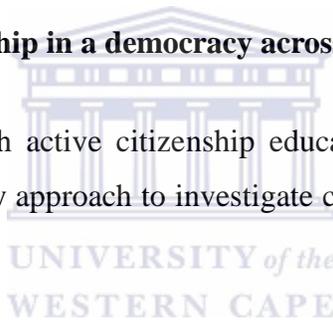
To examine the relevance and current status of active citizenship education in the curriculum, using a mixed methods research with a focus on gathering quantitative data and interviews with those responsible for curriculum development and implementation at provincial and national levels.

### **8.7.2 Strategies within the LO curriculum promoting active citizenship in a democracy**

To explore various strategies currently being implemented within LO promoting active citizenship. Action research focusing on diverse strategies within the LO curriculum promoting active citizenship.

### **8.7.3 Integrating active citizenship in a democracy across all subjects in the curriculum**

To investigate the extent to which active citizenship education in a democracy is integrated within the curriculum. A case study approach to investigate current active citizenship integration practices in schools.



### **8.7.4 The extent to which tertiary students are prepared to teach active citizenship in schools**

To examine the extent to which tertiary curricula prepare students to teach active citizenship in schools. Research which includes semi-structured interviews as well as a national survey to establish the extent to which tertiary education students have been prepared for teaching active citizenship.

### **8.7.5 Active citizenship teaching methodologies: A national perspective**

To explore current active citizenship teaching methodologies. An investigation that explores current teaching methodologies from Grade R through to Grade 12 relating to active citizenship in a democracy.

### **8.7.6 Citizenship education in a democratic South Africa: Collaboration across the three spheres of government**

To explore the extent to which the three spheres of government collaborate in facilitating citizenship education within democratic structures. A participatory action research project could be launched in selected spheres of government including national, provincial and local, where the researcher facilitates an intersectoral team and monitors them over a period of time as they facilitate citizenship education programmes in their respective contexts.

### **8.7.7 The extent to which Parliament educates the public about active citizenship through public participation activities**

To investigate the extent to which Parliament educates the public about active citizenship. An investigation that examines the extent to which Parliament educates the public about active citizenship in order to empower citizens to be able to effectively participate in legislative processes.

### **8.7.8 Community perceptions of active citizenship in a democratic South Africa**

To establish the perceptions of communities about active citizenship in South Africa. Case study research investigating what members of selected communities regard as the significance of active citizenship to be in the country.

### **8.7.9 Citizenship education as a subject: A multiple case study approach**

To explore the extent to which citizenship education can be included as a subject in the curriculum. Multiple Case study research in which citizenship education is described and recommended as a subject.

### **8.7.10 Knowledge and understanding of active citizenship amongst government officials**

To investigate the level of knowledge and understanding of active citizenship amongst government officials. A mixed methods research exploring the level of knowledge and

understanding of active citizenship amongst government officials who are responsible for the facilitation of active citizenship initiatives.

### **8.7.11 Explore current curricula promoting active citizenship in a South African democracy: Parliament and provincial legislatures as a case study**

To investigate current active citizenship curricula within the legislative sector. Qualitative research can be conducted to investigate how the legislative sector can ensure that the public is effectively educated and empowered to optimally participate in public participation initiatives.

## **8.8 Summary and conclusion**

Active citizenship education is a fairly new concept within a transforming system from apartheid to democracy since 1994, and still requires more focus and structure in various educational and democratic structures such as the education system, schools, classrooms, community structures and Parliament.

In the course of this study, the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy was examined. The study revealed that, although active citizenship education has the potential to make an immense beneficial difference in the lives of all citizens in South Africa, optimal active citizenship education is not yet evident. This was depicted in the findings which indicated a lack of knowledge, skills, values and understanding amongst Grade 12 learners who completed the Grade 11 LO curriculum during 2012. The status and practice of aspects related to active citizenship in all spheres therefore requires critical improvement.

Issues such as the lack of knowledge, skills, values and understanding about active citizenship, minimal infusion in the curriculum and limited content relating active citizenship as well as assessment challenges for active citizenship education in the LO curriculum, contribute to active citizenship grappling to establish itself in diverse contexts, including education and Parliament. Grade 12 learners that are in the age range of 17 to 19 have inadequate knowledge, skills, values and understanding and application of aspects relating to active citizenship in a democracy. This is

problematic in that it implies that learners are not being prepared effectively for active and responsible citizenship in a democracy. Based on the responses of the learners during the focus group interviews, there was a general deficiency of knowledge, skills, values and understanding of active citizenship and Parliament. The curriculum was not providing adequate information about active citizenship in a democracy, which clearly implies that learners are not being effectively prepared for active citizenship. In order to make informed decisions we need to be equipped, capacitated and empowered to be able to make meaningful contributions in any democratic process, including casting a vote, and writing a submission or petition.

Shifts thus have to take place in all spheres of government, in particular the DBE and Parliament. Structures, programmes and initiatives which will facilitate education relating to active citizenship have to be established. It is essential to note that changes take place at the level of the individual as well. However, individual changes within education and democratic structures require changes at the high level structures which in this instance would be the DBE and Parliament. Congruent to the findings, it is evident that there is indeed a lack of education both formal and informal, information, funding and lack of capacity and resources to effectively and efficiently promote active citizenship in a democracy. Once formal education programmes and structures are in place, it becomes easy for educators, especially LO educators, to facilitate the implementation of active citizenship education programmes. Should this not take place, learners may continue not to be effectively prepared for active citizenship in a democracy, which in turn would have a negative impact on the future of deepening democracy through active citizenship.

In the event of LO and Parliament continuing without the necessary interventions as recommended in this chapter, the aim to achieve true active citizenship, may not be achieved. In addition, it may also have a negative impact on future public participation initiatives as the lack of interest in public participation initiatives would increase. In other words, citizens would rather become passive or inactive citizens.

It appears that there is a disjuncture between curriculum development policies and curriculum implementation as they relate to the promotion of active citizenship in a democracy in schools. Curriculum development policy principles emphasise the inclusion of citizenship education, human rights education, democracy education, and education in social justice, inclusion and

public participation in the curriculum. It is acknowledged that in theory the emphasis is evident. Policy appears to provide a well-structured and well-balanced curriculum as it relates to active citizenship and related issues. However, curriculum development policies lack the optimal inclusion of practical application of aspects relating to active citizenship.

In addition, it can be noted that there is also a disjuncture between existing parliamentary public participation mechanisms in place and the effective implementation of optimal public education initiatives as they relate to active citizenship in a democracy with a large population. The recommendations provided are not necessarily being engaged with or sufficiently incorporated into various active citizenship education initiatives, in particular in education and Parliament.

It should be acknowledged that the curriculum is uniquely designed to equip and empower learners to optimally contribute to society in a meaningful way by becoming active and responsible citizens. The LO curriculum is uniquely designed to be the vehicle for preparing learners holistically to reach their full potential and become active citizens in a democracy. Parliament has developed a public participation model to enhance public participation and involvement in its activities and processes.

Public education programmes and initiatives at Parliament require much work and development in order to enhance existing public participation or active citizenship programmes. In addition, Parliament and other democratic structures should find strategic ways to optimally reach the public in order to hear the voices of a population comprising approximately 52 million citizens. However, by adopting the proposed active citizenship model, by paying attention to structured public education initiatives, with sustained training, sufficient funding, and allocation of resources, and by adopting the recommendations made in the study, active citizenship education can achieve its outcomes.

Interesting patterns emerge upon reflection on the challenges that were highlighted by this study. There is a definite lack of effective active citizenship education initiatives across all spheres of government and legislative structures. The citizens, be they adults or teenagers, are not sufficiently capacitated and empowered to optimally participate in various democratic processes by making meaningful contributions to society as active, responsible citizens. After at least 20

years of a democracy, learners at Grade 12 level in the formal education sphere, that completed the Grade 11 LO curriculum during 2012, are not optimally equipped and capacitated to make informed decisions and are not effectively prepared to actively participate in various democratic processes such as voting in the 2014 national elections.

All spheres of government and the legislative sector as democratic structures should take on the challenge of collaborating to develop active citizenship education programmes. In particular, the DBE and Parliament should collaborate to incorporate their relevant specialist knowledge as it relates to their respective sectors and provide synergistic active citizenship education programmes in order to effectively prepare learners for active citizenship in a democracy.

Citizenship education should therefore be regarded as being central to active citizenship and it should become a tool for educating children from an early age to become informed citizens in order to be able to actively participate in and contribute meaningfully to society (UNESCO, 1998). An effective citizenship education curriculum should therefore be underpinned by adequate content and teaching which requires education to go beyond the confines of the school and the internet and that citizenship should be learnt through experience as well (Philippou, Keating and Ortloff, 2009; Alexander and Potter, 2005).

Finally, I would like to add that there is indeed a need in the curriculum for LO as a subject. In addition, there is a necessity for the effective implementation of LO as a subject which aims to develop the learner holistically to become a responsible and active citizen able to optimally participate and meaningfully contribute to a democratic society. The learners and educators who participated in this study were of the opinion that there should not necessarily be a subject called citizenship education. However, they agree that aspects relating to active citizenship in a democracy need to be more focussed and meaningful.

It is thus vital to continue the debates and conversation about enhancing active citizenship in a democracy. This will strengthen a healthy democratic society as envisaged by the South African co-operative governance which includes the three arms of state, namely, the Legislature, the Executive and the Judiciary since the focus of this study was national Parliament which forms part of the legislative arm of state and the Department of Education which forms part of the

executive arm of state.

I therefore believe that the comprehensive active citizenship model that emerged from this study can inform active citizenship policies and structures locally and globally, in order to enhance existing active citizenship programmes and initiatives within various contexts, including the national curriculum and Parliament as a key participatory institution.



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## APPENDICES

### APPENDIX A: PERMISSION TO CONDUCT RESEARCH



Directorate: Research  
[Audrey.wyngaard2@pgwc.gov.za](mailto:Audrey.wyngaard2@pgwc.gov.za)  
tel: +27 021 467 9272  
Fax: 0865902282  
Private Bag x9114, Cape Town,  
8000  
[wced.wcape.gov.za](http://wced.wcape.gov.za)

**REFERENCE:** 20121010-0100

**ENQUIRIES:** Dr A T Wyngaard

Ms Agnetha Arendse  
Parliament of South Africa  
90 Plein Street  
Cape Town

**Dear Ms Agnetha Arendse**

#### **RESEARCH PROPOSAL: PREPARATION FOR ACTIVE CITIZENSHIP IN A DEMOCRACY THROUGH THE GRADE 11 LO CURRICULUM**

Your application to conduct the above-mentioned research in schools in the Western Cape has been approved subject to the following conditions:

- Principals, educators and learners are under no obligation to assist you in your investigation.
- Principals, educators, learners and schools should not be identifiable in any way from the results of the investigation.
- You make all the arrangements concerning your investigation.
- Approval for projects should be conveyed to the District Director of the schools where the project will be conducted.
- Educators' programmes are not to be interrupted.
- The Study is to be conducted from **01 February 2013 till 30 June 2013**
- No research can be conducted during the fourth term as schools are preparing and finalizing syllabi for examinations (October to December).
- Should you wish to extend the period of your survey, please contact Dr A.T Wyngaard at the contact numbers above quoting the reference number?
- A photocopy of this letter is submitted to the principal where the intended research is to be conducted.
- Your research will be limited to the list of schools as forwarded to the WCED.
- A brief summary of the content, findings and recommendations is provided to the Director: Research Services.
- The Department receives a copy of the completed report/dissertation/thesis addressed to:

**The Director: Research Services**

**WCED**

**Private Bag X9114**

**CAPE TOWN**

**8000**

We wish you success in your research.

Kind regards.

Signed: Dr Audrey T Wyngaard

For: **HEAD: EDUCATION**

**DATE: 10 October 2012**

## APPENDIX B: LETTERS OF CONSENT

### Appendix B1: Letter to District Director – MSED

Date: October 2012

Mr G Van Harte  
Director: MSED Office

#### RE: RESEARCH PROJECT

Dear Mr Van Harte

My name is Agnetha Arendse and currently I am completing a PhD in Education within the Faculty of Education at the University of the Western Cape. The general aim of the study is to explore the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. It seeks to examine the level of knowledge and understanding amongst Grade 11 LO learners and Grade 11 LO educators about active citizenship and related concepts.

**Thesis Title:** *Preparation for active citizenship in a democracy through the Grade 11 LO curriculum*

I hereby request permission to conduct research in four schools in the MSED. I have received permission from the WCED to conduct research in schools. (See attached letter of approval). I would like to select four schools MSED. I have selected Metro South schools as it is representative in terms of diversity in race, age, gender, socio-economic status and levels of resources.

The intention of the selection is not to compare the schools in its implementation of the Grade 11 LO curriculum, however it wish to explore the level of knowledge gained and practice about active citizenship through the LO curriculum. I therefore request your guidance in identifying four high schools within your district.

#### Data Collection Methods

A survey will be conducted by administering questionnaires to Grade 11 learners and Grade 11 educators in the Western. In addition I will facilitate semi-structured focus group with selected group of Grade 11 LO learners and Grade 11 LO educators.

Yours in Education

Ms. Agnetha Arendse  
Tel: 021 374 9110 (h)  
021 403 2091  
076 730 7802 (c)  
[abba@vodamail.co.za](mailto:abba@vodamail.co.za) / [aarendse@parliament.gov.za](mailto:aarendse@parliament.gov.za)

SUPERVISORS: Professor Juliana Smith  
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[jmsmith@uwc.ac.za](mailto:jmsmith@uwc.ac.za)

Dr Rosalie Small  
Tel: 082 838 4200  
[rsmall@uwc.ac.za](mailto:rsmall@uwc.ac.za)

## Appendix B2: Letter to principals

Date: November 2012

The Principal

### **RE: RESEARCH PROJECT**

**Thesis Title:** *Preparation for active citizenship in a democracy through the Grade 11 LO curriculum*

Dear Principal

My name is Agnetha Arendse and currently I am completing a PhD in Education within the Faculty of Education at the University of the Western Cape. The general aim of the study is to explore the extent to which the Grade 11 LO (LO) curriculum prepares learners for active citizenship in a democracy. It seeks to examine the level of knowledge and understanding amongst Grade 11 LO learners and Grade 11 LO educators about active citizenship and related concepts.

The WCED and the MSED Office has granted permission to conduct research in selected schools. Four schools will be selected from all schools invited to participate.

### **Participants**

- All Grade 11 LO Learners of 2012
- All Grade 11 LO Educators of 2012

### **Data Collection**

- Questionnaires – Approximately 45min to complete (1 day)
- Four focus group interviews of 10 learners per school – Approximately 1hr 30min – 2hrs (1 day)
- Focus group interviews with Grade 11 LO educators

### **Venue**

- School hall / classrooms

**Incentive**

- Incentives for school participation will include:
  - Parliament Public Education educational materials
  - Parliament Public Education workshop / presentation

Letters will be issued to all participants including consent forms that need to be completed and returned by no later than 25 January 2013.

Your positive response will be highly appreciated.

Ms. Agnetha Arendse

Tel: 021 374 9110 (h)

021 403 2091

076 730 7802 (c)

[abba@vodamail.co.za](mailto:abba@vodamail.co.za) / [aarendse@parliament.gov.za](mailto:aarendse@parliament.gov.za)

SUPERVISORS:

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[jmsmith@uwc.ac.za](mailto:jmsmith@uwc.ac.za)

[rsmall@uwc.ac.za](mailto:rsmall@uwc.ac.za)



---

**PLEASE COMPLETE AND EMAIL NO LATER THAN 07 DECEMBER 2012**

**EMAIL:** [aarendse@parliament.gov.za](mailto:aarendse@parliament.gov.za) / [abba@vodamail.co.za](mailto:abba@vodamail.co.za)

**FAX:** 086 624 1159

**CONSENT FORM**

I, the undersigned, hereby grant permission that the Grade 11 LO Learners of 2012 and Grade 11 LO Educators of 2012 at \_\_\_\_\_ (name of school) may participate in the research project undertaken by Agnetha Arendse, a Doctoral student at the University of the Western Cape.

Full Name of Principal: \_\_\_\_\_

Signature of Principal: \_\_\_\_\_

Date: \_\_\_\_\_

School Stamp: \_\_\_\_\_

## Appendix B3: Letter to educators

Date: January 2013

Grade 11 LO Educator

### RE: RESEARCH PROJECT

**Thesis Title:** *Preparation for active citizenship in a democracy through the Grade 11 LO curriculum*

Dear Colleague

My name is Agnetha Arendse and currently I am completing a PhD in Education with the Faculty of Education at the University of the Western Cape. The general aim of the study is to explore the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. It seeks to examine the level of knowledge and understanding amongst Grade 11 LO learners and Grade 11 LO educators about active citizenship and related concepts.

Permission to conduct research in schools has been granted by the WCED and the MSED Office.

You have been selected to participate in this research for the following reasons:

- You were a Grade 11 LO Educator in 2012
- I (the researcher) would be able to obtain valuable insight about the extent to which the Grade 11 LO curriculum prepares learners for active citizenship.

I would like you to complete a questionnaire and also to participate in an individual interview.

Both processes will be confidential and under no circumstance will your identity be revealed. The questionnaires will be anonymous. The interview recordings will be administered in such a manner that you cannot be identified and after I have recorded and analysed the information, the tape recordings will be destroyed. During the course of the research, I will take utmost care that no information will be available to anyone except the researcher.

The following is very important:

- Your participation is voluntary.

- You can withdraw at any stage from the research without having to furnish the researcher with reasons.
- If in the event of a withdrawal (in writing or verbal), this will be respected by the researcher.
- Your privacy and anonymity will be secured at all times.
- I would illicit your permission to record the interviews. Should you wish not to permit the researcher to record the interviews, before and during the proceedings, this will be respected and recordings will be terminated immediately.

If you volunteer to participate in this research project I would like to extend my immense gratitude. I would like you to complete the consent form at the end of the letter and return it to me by 08 February 2013.

Yours in Education

Ms. Agnetha Arendse

Tel: 021 374 9110 (h) / 021 403 2091 / 076 730 7802 (c)

[abba@vodamail.co.za](mailto:abba@vodamail.co.za) / [aarendse@parliament.gov.za](mailto:aarendse@parliament.gov.za)




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**PLEASE COMPLETE AND RETURN NO LATER THAN 08 FEBRUARY 2013**

**CONSENT FORM**

I, the undersigned, Grade 11 LO Educator at \_\_\_\_\_(school) in MSED, give written consent to participate in the research undertaken by Agnetha Arendse, a Doctoral student at the University of the Western Cape.

I understand everything that is stipulated in the covering letter and Ms. Arendse has clarified all uncertainties. I have in no way been coerced to participate in the research.

Full Name of participant: \_\_\_\_\_ Signature of participant: \_\_\_\_\_

Signed on this day: \_\_\_\_\_ of \_\_\_\_\_ 2013.

## Appendix B4: Letter to learners

Date: February 2013

Grade 12 LO Learner

Parent / Guardian

### **RE: RESEARCH PROJECT**

**Thesis Title:** *Preparation for active citizenship in a democracy through the Grade 11 LO curriculum*

Dear Learner / Parent / Guardian

My name is Agnetha Arendse and currently I am completing a PhD in Education with the Faculty of Education at the University of the Western Cape. The general aim of the study is to explore the extent to which the Grade 11 LO curriculum prepares learners for active citizenship in a democracy. It seeks to examine the level of knowledge and understanding amongst Grade 11 LO learners and Grade 11 LO educators about active citizenship and related concepts.

Permission to conduct research in schools has been granted by the WCED and the MSED Office.

You have been selected to participate in this research for the following reasons:

- You were a Grade 11 LO Learner in 2012
- I (the researcher) would be able to obtain valuable insight about the extent to which the Grade 11 LO curriculum prepares learners for active citizenship.

I would like you to complete a questionnaire and also to possibly participate in a focus group interview (on selection) with other Grade 12 learners from your school. This will take place between 01 February and 15 March 2013.

Both processes will be confidential and under no circumstance will your identity be revealed. The questionnaires will be anonymous. The focus group interview recordings will be administered in such a manner that you cannot be identified. After I have recorded and analysed the information, the tape recordings will be destroyed. During the course of the research, I will take utmost care that no information will be available to anyone except the researcher.

The following is very important:

- Your participation is voluntary.
- You can withdraw at any stage from the research without having to furnish the researcher with reasons.
- If in the event of a withdrawal (in writing or verbal), this will be respected by the researcher.
- Your privacy and anonymity will be secured at all times.
- I would illicit your permission to record the interviews. Should you wish not to permit the researcher to record the interviews, before and during the proceedings, this will be respected and recordings will be terminated immediately.

If you volunteer to participate in this research project I would like to extend my immense gratitude. I would like you to complete the consent form at the end of the letter and return it by no later than

\_\_\_\_\_

Yours in Education

Ms. Agnetha Arendse

Tel: 021 374 9110 (h) / 021 403 2091 (w) / 076 730 7802 (c) /

[abba@vodamail.co.za](mailto:abba@vodamail.co.za) / [aarendse@parliament.gov.za](mailto:aarendse@parliament.gov.za)



**PLEASE COMPLETE AND RETURN BY NO LATER THAN** \_\_\_\_\_

**CONSENT FORM**

I, the undersigned, Grade 12 LO Learner at \_\_\_\_\_(school) in MSED, give written consent to participate in the research undertaken by Agnetha Arendse, a Doctoral student at the University of the Western Cape. I understand everything that is stipulated in the covering letter. I have in no way been coerced to participate in the research.

Full Name of participant: \_\_\_\_\_ Signature of participant: \_\_\_\_\_

**If a minor:**

Full Name of parent: \_\_\_\_\_ Signature of parent: \_\_\_\_\_

Signed on this day: \_\_\_\_\_ of \_\_\_\_\_ 2013.

## Appendix B5: Parental consent

The following is very important:

- Your participation is voluntary.
- You can withdraw at any stage from the research without having to furnish the researcher with reasons.
- If in the event of a withdrawal (in writing or verbal), this will be respected by the researcher.
- Your privacy and anonymity will be secured at all times.
- I would illicit your permission to record the interviews. Should you wish not to permit the researcher to record the interviews, before and during the proceedings, this will be respected and recordings will be terminated immediately.

If you volunteer to participate in this research project I would like to extend my immense gratitude. I would like you to complete the consent form at the end of the letter and return it by no later than 13/03/13

Yours in Education

Ms. Agnetha Arendse

Tel: 021 374 9110 (h) / 021 403 2091 (w) / 076 730 7802 (c)

[abba@vodamail.co.za](mailto:abba@vodamail.co.za) / [aarendse@parliament.gov.za](mailto:aarendse@parliament.gov.za)

PLEASE COMPLETE AND RETURN BY NO LATER THAN 13/03/2013

### UNIVERSITY of the WESTERN CAPE CONSENT FORM

I, the undersigned, Grade 12 Life Orientation Learner at High School (school) in Metro South Education District, give written consent to participate in the research undertaken by Agnetha Arendse, a Doctoral student at the University of the Western Cape. I understand everything that is stipulated in the covering letter. I have in no way been coerced to participate in the research.

Full Name of participant: \_\_\_\_\_ Signature of participant: [Signature]

**If a minor:**

Full Name of parent: \_\_\_\_\_ Signature of parent: [Signature]

Signed on this day: 12 of March 2013.

## APPENDIX C: LIST OF DOCUMENTS IN DOCUMENT STUDY

### Curriculum Policy Documents

- Education White Paper 6: Special needs education: Building and inclusive education training system (DoE, 2001)
- Policy Revised NCS Grades R-9 (Schools): Overview (DoE, 2002a)
- Revised NCS Grades R-9 (Schools): LO (DoE, 2002b)
- Revised NCS Grades R-9 (Schools): Social Sciences (DoE, 2002c)
- Revised NCS Grades R-9 (Schools). LO: Teacher's guide for the development of learning programmes-Policy Guidelines (DoE, 2003a)
- NCS Grades 10-12 (General): LO (DoE, 2003b)
- NCS Grades 10-12 (General). Subject Assessment Guidelines. LO (DoE, 2008)
- Curriculum and Assessment Policy Statement (CAPS): Life Orientation Grades 7-9 final draft (DBE, 2010a)
- Curriculum and Assessment Policy Statement (CAPS): FET (10-12) Life Orientation final draft (DBE, 2010b)
- Curriculum and Assessment Policy Statement (CAPS): Life Skills final draft (DBE, 2010c)
- Curriculum and Assessment Policy Statement (CAPS): Grades 10-12 History final draft (DBE, 2010d)
- Curriculum and Assessment Policy Statement (CAPS): Education statistics in South Africa (DBE, 2010e)
- Curriculum and Assessment Policy Statement (CAPS): Life Skills Foundation Phase (DBE, 2011a)
- Curriculum and Assessment Policy Statement (CAPS): Life Skills Intermediate Phase (DBE, 2011b) Curriculum and Assessment Policy Statement (CAPS): LO. Grades 7-9 (DBE, 2011c)
- Curriculum and Assessment Policy Statement (CAPS): LO FET (10-12) (DBE, 2011d)
- Curriculum and Assessment Policy Statement (CAPS): History FET (10-12) (DBE, 2011e)

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### Parliamentary documents

- From Public Affairs to PCS (2007)
- Parliament: Annual Performance Plan – 2013/14 – 2015/16 (2012)
- Parliament: Strategic Plan – 2009 – 2014 (2013d)
- Parliament. (2011a). *PEO Business Plan 2012/2013*
- Public Participation Model for Parliament (2013c)

- Parliament. (2011b). *Understanding Parliament: A teacher's guide*.
- Parliament. *Super Curriculum Proposal*. (2010b). Parliamentary website:
  - *Public participation*. Retrieved October 9, 2010a, from <http://www.parliament.gov.za>
  - Petitions to Parliament. Retrieved, July 30, 2013a, from [http://www.parliament.gov.za/live/content.php?Category\\_ID=173](http://www.parliament.gov.za/live/content.php?Category_ID=173)
  - Submissions to Parliament. Retrieved July 30, 2013b, from [http://www.parliament.gov.za/live/content.php?Category\\_ID=173](http://www.parliament.gov.za/live/content.php?Category_ID=173)
  - Our Constitution. Retrieved July 30, 2013e, from [http://www.parliament.gov.za/live/content.php?Category\\_ID=173](http://www.parliament.gov.za/live/content.php?Category_ID=173)
- Parliament since 1994: Achievements and Challenges (2006)
- Constitution of the RSA (Constitution of RSA, 1996)



## APPENDIX D: QUESTIONNAIRES

### Appendix D1: Questionnaire - Learners

This questionnaire is to be completed by learners who completed Grade 11 in 2012 doing LO. It will take approximately 45min to complete. This questionnaire is part of a research study on active citizenship in a democracy. This questionnaire must be completed individually and as honestly as possible. Anonymity and confidentiality is guaranteed for all institutions and individuals participating in this research.

I would like to thank you in advance for taking the time to complete this questionnaire.

<b>Date of participation</b>	
<b>District</b>	Metro South Education Department
<b>Province</b>	WCED
<b>Age</b>	
<b>Gender</b>	



Kindly return this questionnaire to the Facilitator / Class educator immediately after completion.

All completed questionnaires will be collected from the facilitator.

**For more information kindly contact:**

Agnetha Arendse

021 374 9110 (h)

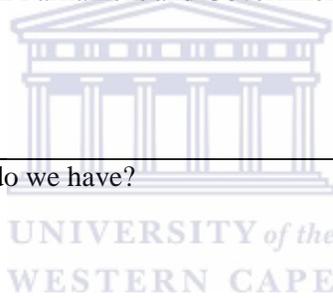
021 403 2091 (w)

076 730 7802 (cell)

[aarendse@parliament.gov.za](mailto:aarendse@parliament.gov.za)

**SECTION A**  
**ANSWER THE FOLLOWING QUESTIONS**  
*(Knowledge about Parliament)*

<b>1</b>	How many houses of Parliament do we have in South Africa?
<b>2</b>	What are the names of the houses of Parliament?
<b>3</b>	How can you influence decision-making in Parliament?
<b>4</b>	Is there a difference between Parliament and Government?
<b>5</b>	How many organs of state do we have?
<b>6</b>	Name the organs of state.
<b>7</b>	At what age can someone vote?
<b>8</b>	Who makes the laws in the country?



**SECTION B**

**ANSWER ALL QUESTIONS. CIRCLE THE OPTION OF YOUR CHOICE WHERE REQUIRED.**

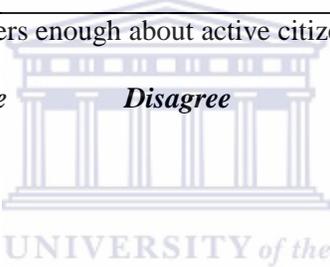
*(Parliament and Active Citizenship)*

<b>1</b>	Have you visited national Parliament?				
	<i>Never</i>	<i>Sometimes</i>	<i>Always</i>		
<b>2</b>	Have you been informed about the structures and functions of Parliament?				
	<i>No</i>	<i>To a certain extent</i>	<i>Yes</i>		
	If yes, how have you been informed about the structures and functions of Parliament?				
	Parliamentary Tours	Media	Parliamentary Website	National curriculum	Other: Specify
<b>3</b>	Do you know how to participate in the processes and activities of Parliament? E.g. the law-making process				
	<i>No</i>	<i>Sometimes</i>	<i>Always</i>		
<b>4</b>	Do you read the newspapers?				
	<i>Never</i>	<i>Sometimes</i>	<i>Always</i>		
<b>5</b>	Do you listen to the radio?				
	<i>Never</i>	<i>Sometimes</i>	<i>Always</i>		
<b>6</b>	Do you follow the news?				
	<i>Never</i>	<i>Sometimes</i>	<i>Always</i>		
<b>6</b>	Do you belong to any community organisation?				
	<i>No</i>	<i>Sometimes</i>	<i>Always</i>	<i>Yes</i>	

**SECTION C**

**ANSWER ALL QUESTIONS. CIRCLE THE OPTION OF YOUR CHOICE WHERE REQUIRED.**

*(Opinions about the LO curriculum and Parliament)*

<b>1</b>	Children should learn about active citizenship at school.  <i>Strongly agree Agree Disagree Strongly Disagree</i>
<b>2</b>	The curriculum should teach learners about citizenship, democracy, human rights and inclusive education.  <i>Strongly agree Agree Disagree Strongly Disagree</i>
<b>3</b>	The curriculum teaches learners enough about active citizenship.  <i>Strongly agree Agree Disagree Strongly Disagree</i> 
<b>4</b>	Grade 11 Learners are effectively prepared for active citizenship in a democracy.  <i>Strongly agree Agree Disagree Strongly Disagree</i>
<b>5</b>	LO teaches Grade 11 learners about Parliament.  <i>Strongly agree Agree Disagree Strongly Disagree</i>
<b>6</b>	LO prepares learners effectively for active citizenship.  <i>Strongly agree Agree Disagree Strongly Disagree</i>

7	<p>It is important to learn about active citizenship.</p> <p><i>Strongly agree</i>   <i>Agree</i>                      <i>Disagree</i>                      <i>Strongly Disagree</i></p>
8	<p>It is important for learners to learn about citizenship, democracy, human rights and inclusive education.</p> <p><i>Strongly agree</i>   <i>Agree</i>                      <i>Disagree</i>                      <i>Strongly Disagree</i></p>
9	<p>There should be a subject called Citizenship Education.</p> <p><i>Strongly agree</i>   <i>Agree</i>                      <i>Disagree</i>                      <i>Strongly Disagree</i></p>
10	<p>I know how to participate in Parliament.</p> <p><i>Strongly agree</i>   <i>Agree</i>                      <i>Disagree</i>                      <i>Strongly Disagree</i></p>
11	<p>Everyone must be active citizens.</p> <p><i>Strongly agree</i>   <i>Agree</i>                      <i>Disagree</i>                      <i>Strongly Disagree</i></p>
12	<p>Everyone must vote.</p> <p><i>Strongly agree</i>   <i>Agree</i>                      <i>Disagree</i>                      <i>Strongly Disagree</i></p>

*Thank you for participating in this research.*

## Appendix D2: Questionnaire - Educators

This questionnaire is to be completed by teachers of the LO subject at Grade 11 level only. This questionnaire is part of a research study on active citizenship in a democracy. This questionnaire must be completed individually and as honestly as possible. Anonymity and confidentiality is guaranteed for all institutions and individuals participating in this research.

I would like to thank you in advance for taking the time to complete this questionnaire.

<b>Date of participation</b>	
<b>District</b>	Metro South Education Department
<b>Province</b>	WCED
<b>Age</b>	
<b>Gender</b>	
<b>Years of teaching experience</b>	
<b>Years of teaching at current school</b>	
<b>Years of teaching LO</b>	
<b>Level of employment at current school (E.g. HoD, deputy principal, etc.)</b>	
<b>Highest level of qualification obtained (E.g. Teacher's diploma, degree, etc.)</b>	
<b>Subjects and levels taught at current school (E.g. LO at Grade 8 – 12)</b>	

Kindly return this questionnaire to the Facilitator immediately after completion.  
I will collect all completed questionnaires from the school principal.

**For more information kindly contact:**

Agnetha Arendse  
021 374 9110 (h) / 021 403 2091 (w) / 076 730 7802 (mobile)  
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**SECTION A**  
**ANSWER THE FOLLOWING QUESTIONS**  
*(Knowledge about Parliament)*

<b>1</b>	How many houses of Parliament do we have in South Africa?
<b>2</b>	What are the names of the houses of Parliament?
<b>3</b>	How can you influence decision-making in Parliament?
<b>4</b>	Is there a difference between Parliament and Government?
<b>5</b>	How many organs of state do we have?
<b>6</b>	Name the organs of state.
<b>7</b>	At what age can someone vote?
<b>8</b>	Who makes the laws in the country?



**SECTION B**

**ANSWER ALL QUESTIONS. CIRCLE THE OPTION OF YOUR CHOICE WHERE REQUIRED.**

*(Parliament and Active Citizenship)*

<b>1</b>	Have you visited national Parliament?				
	<i>Never</i>	<i>Sometimes</i>	<i>Always</i>		
<b>2</b>	Have you participated in any parliamentary activities or events?				
	<i>Never</i>	<i>Sometimes</i>	<i>Always</i>		
<b>3</b>	If Yes, which activities or events did you participate in? List below:				
<b>4</b>	Have you been informed about the structures and functions of Parliament?				
	<i>No</i>	<i>To a certain extent</i>	<i>Yes</i>		
	If yes, how have you been informed about the structures and functions of Parliament?				
	Parliamentary Tours	Media	Parliamentary Website	National curriculum	Other: Specify
<b>5</b>	Do you know how to participate in the processes and activities of Parliament? E.g. the law-making process				
	<i>No</i>	<i>Yes</i>			
<b>6</b>	If yes, what is your preferred way of taking part in the processes and activities of parliament?				
	Attend a public hearing	Attend committee meetings	Follow news about Parliament in the media?	Take part in community/ political organisations/ issues?	Other: Specify
<b>7</b>	If no, what are the reasons for not being able to communicate with Parliament?				
	Not informed	Don't know how	No political interests	Other: Specify	
<b>8</b>	Did you ever write a submission to Parliament?				
	<i>No</i>	<i>Sometimes</i>	<i>Yes</i>		

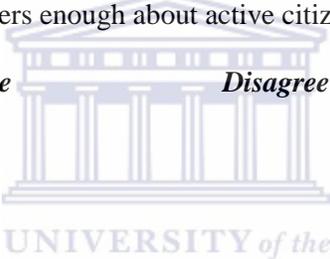
9	Do you read the newspapers?  <i>Never</i> <span style="margin-left: 200px;"><i>Sometimes</i></span> <span style="margin-left: 200px;"><i>Always</i></span>
10	Do you listen to the radio?  <i>Never</i> <span style="margin-left: 200px;"><i>Sometimes</i></span> <span style="margin-left: 200px;"><i>Always</i></span>
11	Do you follow the news?  <i>Never</i> <span style="margin-left: 200px;"><i>Sometimes</i></span> <span style="margin-left: 200px;"><i>Always</i></span>
12	Do you belong to a community organisation?  <i>No</i> <span style="margin-left: 200px;"><i>Yes</i></span>
13	Do you vote in elections?  <i>Never</i> <span style="margin-left: 200px;"><i>Sometimes</i></span> <span style="margin-left: 200px;"><i>Always</i></span>
14	Do you have a role in decision-making as a citizen?  <i>No</i> <span style="margin-left: 200px;"><i>To a certain extent</i></span> <span style="margin-left: 200px;"><i>Yes</i></span>



**SECTION C**

**ANSWER ALL QUESTIONS. CIRCLE THE OPTION OF YOUR CHOICE WHERE REQUIRED.**

*(Opinions about the LO curriculum and Active Citizenship)*

<b>1</b>	<p>Children should learn about active citizenship at school.</p> <p align="center"><i>Strongly agree Agree Disagree Strongly Disagree</i></p>
<b>2</b>	<p>The curriculum should teach learners about citizenship, democracy, human rights and inclusive education.</p> <p align="center"><i>Strongly agree Agree Disagree Strongly Disagree</i></p>
<b>3</b>	<p>The curriculum teaches learners enough about active citizenship.</p> <p align="center"><i>Strongly agree Agree Disagree Strongly Disagree</i></p> 
<b>4</b>	<p>Grade 11 Learners are effectively prepared for active citizenship in a democracy.</p> <p align="center"><i>Strongly agree Agree Disagree Strongly Disagree</i></p>
<b>5</b>	<p>LO teaches Grade 11 learners about Parliament.</p> <p align="center"><i>Strongly agree Agree Disagree Strongly Disagree</i></p>
<b>6</b>	<p>LO prepares learners effectively for active citizenship.</p> <p align="center"><i>Strongly agree Agree Disagree Strongly Disagree</i></p>



## APPENDIX E: FOCUS GROUP INTERVIEW SCHEDULES

### Appendix E1: Interview schedule – Learners

#### 1. Understanding of active citizenship

- How would you define active citizenship?
- What does active citizenship in a democracy entail?

#### 2. Human rights education, democracy education, citizenship education and inclusive education

- What are human rights?
- What is democracy?
- What is citizenship?
- What is inclusive education?
- Do you think that human rights education, democracy education, citizenship education and inclusive education inform active citizenship?
- What is public participation?

#### 3. Infusion of human rights, inclusivity, social justice and transformation in the LO curriculum

- Does LO deal with concepts such as human rights, inclusivity, social justice and transformation?
- If so, give some examples of topics covered in LO.
- Does it promote active citizenship?

#### 4. Parliament and active citizenship

- What is Parliament?
- What are the roles and functions of Parliament?
- Name a few parliamentary events and activities?
- How can you access and participate in the processes and activities of Parliament? Do you know how to participate?

#### 5. Recommendations

- Do you think it is important to be informed to be able to actively participate as citizens?
- What could be done differently at school to promote active citizenship in a democracy?

## Appendix E2: Interview schedule – Educators

### 1. Understanding of active citizenship

- How would you define active citizenship?
- What does active citizenship in a democracy entail?

### 2. Human rights education, democracy education, citizenship education and inclusive education

- What is human rights education?
- What is democracy education?
- What is citizenship education?
- What is inclusive education?
- Do you think that human rights education, democracy education, citizenship education and inclusive education inform active citizenship?

### 3. Infusion of human rights, inclusivity, social justice and transformation in the LO curriculum

- Does LO infuse concepts such as human rights, inclusivity, social justice and transformation?
- If so, give some examples of topics covered in LO.
- Does the CAPS LO promote active citizenship?
- Do you think you have sufficient knowledge and understanding to be able to teach concepts such as human rights education, democracy education, citizenship education and inclusive education?
- Do you choose to teach each LO?

### 4. Parliament and active citizenship

- What is public participation?
- What are the roles and functions of Parliament?
- How can you access or participate in the processes and activities of Parliament?
- Name a few parliamentary events and activities
- Is there a difference between Parliament and Government?

### 5. Recommendations

- Do you think it is important to be informed to be able to actively participate as citizens?
- In your opinion, what could be done differently at school to promote active citizenship in a democracy?