Impact of Curricular Reforms on Citizenship: Commitment to Democratic Values of Students Before and After NCF (2005) in Kerala

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Abstract

With the premise that investigation into impact of reforms on the educational outcomes like democratic citizenship is at best inconsistent, this study reports the findings of analyses of how secondary school pass-outs in Kerala from different steams of schools commit to democratic values. In order to judge the impact of post NCF (2005) school reforms on democratic commitment, sample was drawn in 2007 and 2013. A scale of democratic commitment with established factorial validity is applied. Fall in democratic commitment is more pronounced and uniform across school types for ideology and practice of democracy. Fall in commitment to socioeconomic democracy is less for Central than for Kerala stream students. Ethical beliefs related to democracy are the only area where commitment has increased from 2007 to 2013, that too in Central schools. The lead students from Kerala stream had over CBSE students before 2007 in commitment to democracy is lost by 2013.

Introduction

The Constitution of India based on equality and social justice inspired the nation to structure a system of education capable of bringing an enlightened society through democratic means. There is consensus among educational experts that at least ten years of schooling is necessary to equip students for as productive citizens of democratic state. Bringing every child in the stream of secondary education was a national concern till recently. The Secondary Education Commission (1952-53) gave several recommendations for improving the quality of school education. The Education Commission (1964-66) advised the Government on national pattern of education and on general principles and policies for the development of education at all stages. Accordingly, the most important and urgent reform needed in education was to transform it, to endeavour to relate it to the life, needs and aspiration of the people and thereby, make it a powerful instrument of social, economic and cultural transformation necessary for the realisation of national goals. For this purpose, education was to be shaped to increase productivity, achieve social and national integration, accelerate the process of modernisation and cultivate social, moral and spiritual values. National Policy on Education (1986, 1992) envisaged a National System of Education based on a National Curricular Framework containing a common core along with the academic components.

Curriculum frameworks and efforts to democratise education

Emerging developments and concerns in the society made NCERT to develop and review the curriculum framework for schools four times since independence. National Curriculum Frameworks for School Education were developed during 1975, 1988, 2000 and 2005 with curricular flexibility to regional states.

The Curriculum for the Ten Year School— a Framework (1975) provided an impetus to the teaching of environmental studies, sciences and mathematics as a part of general education curriculum from the primary level. It took concerns for Social justice, democratic values and national integration. In 1976, education was placed in concurrent list through constitutional amendment and for the first time in 1986, the country as a whole had a uniform National Policy on Education. NPE (1986) recommended a core component in the school curriculum throughout the country. The Policy also entrusted NCERT with the responsibility of developing the National Curriculum Framework and reviewing the Framework at frequent intervals.

The basic features of National Curriculum Framework (1988) are the constitutional obligations, content essential to nurture national identity, India's common cultural heritage and egalitarianism, democracy, and secularism. There is provision for flexibility in terms of selection of content, and learning experiences which would facilitate the attainment of minimum learning outcomes. School curriculum should, therefore, help to promote in the learner of qualities that make a man socially effective and happy in various social settings. It should focus on strengthening National identity and pressuring cultural heritage by helping the learners to appreciate the cultural heritage, tradition and history of the different ethnic groups and regions of the country and their contributions, focusing on value development etc. Curricular practices were based on the values enshrined in the Constitution of India, such as social justice, Equality, Secularism and ensuring quality education to all children. The core component areas as defined by the NPE and values formed an integral part of the curriculum at all stages and was suitably integrated in different subject areas. Flexibility in the selection of the content and organising learning experiences was built in the system. But question "how we can teach the local content in linguistically, historically and culturally diversified society like India?" was raised against common curriculum from many corners of this country.

NCERT developed National Curriculum Framework (2005) with the help of National Steering Committee and twenty one Focus Groups with the objective of student learning and development from the values enshrined in the Constitution and contemporary concerns for strengthening unity and national identity in a multicultural context and enabling the nation to face future challenges. One of the guiding principles of NCF (2005) is nurturing an over-riding identity informed by caring concerns within the democratic polity of the country. The objectives of teaching the social sciences at the secondary stage are to develop among the learner understand the rights and responsibilities of citizens in a democratic and secular society, understand the roles and responsibilities of the state in the fulfilment of constitutional obligations, and understand the processes of change

and development in India in relation to the world economy and polity. With this end in mind, critical pedagogy was introduced as new approach to curriculum implementation. Primary pre-occupation of critical pedagogy is with social justice and transforming inequitable undemocratic oppressive situations in the education in democratic forms. Its democratic approach is aiming to bring out social and economic equality and justice for facilitating collective decision making through discussion and encouraging multiple views (Panda, 2006).

Challenges in democratic education past NCF (2005): Need for study in Kerala

The curriculum framework (2005) itself described critical pedagogy as providing an opportunity to reflect critically on political, social, economic and moral aspects of social issues and to generate commitment to democratic forms of interaction. It was proposed that understanding of democracy as a way of life can be chartered. Critical pedagogy was said to create endless effective possibilities for teachers to liberate students to allow the later to be active democratic citizen. Curricular implementation continued dissimilar in different states with respect to time of admission, stages of education, examination schedule and even in evaluation system. Even though citizenship training is a major goal of secondary level education, India lacks the formal assessments of democratic values at the national or even at local level. While the educational system is actively involved in reforming the existing curriculum, attempts to find out impact of reforms on the educational outcomes is at best inconsistent, as yardsticks to appraise outcomes like democratic citizenship are hardly applied (Seshadri, 2005). Nuanced analyses that shed light on the differing ways students understand democracy and citizenship within specific national contexts is lacking (Banks, et al., 2005; Hahn, 2010) It is in this context, commitment to principles, practice, socio-economic and ethical aspects of democracy before and after the implementation of national curriculum framework (2005) and its allied pedagogic practices, is compared by measuring the commitment to democratic values among high school pass outs in 2007 and 2013 in Kerala.

Students' experiences of democratic citizenship education will vary according to how academic programmes, neighbourhood culture, socio-economic status and gender overlap with prevailing notion of equality (Li-Ching Ho, et al., 2011). For instance, private school students had significantly lesser commitment to democratic values namely fraternity, equality, secularism, nationalism, justice, freedom of expression, co-operation, tolerance, open-mindedness and dignity of individual (Mumthas & Farooque, 2010). Education for democracy is education through democracy. Accordingly, India has been seeking a common school System (Education Commission, 1964-66 as in NCERT, 1971). Nevertheless in India, there are a variety of schools like Government schools, Central schools, Navodaya Vidyalayas, Sainik Schools, and Public Schools. In Kerala, one can see mainly three types of schooling-Government, Aided, and CBSE (Central Board of Secondary Education) schools. Other agencies also run fewer educational institutions. There is perceptible difference among these types of schools in infrastructure facilities, teaching-learning system, teacher-pupil relationship and hence in student outcomes. In Kerala, lately, nearly one-fourth of the enrolment in high schools is in CBSE stream, and around one-third of the remaining children of the age group enrol in government schools, and the left over share of children seek education mainly in government aided schools, schools of local self-governments and cooperative sector. Among the states, Kerala topped in the student enrolment in private schools (Annual Status of Education Report, 2011).

Though curriculum frameworks indicate the directions in which the whole educational system of a country has to proceed in order to implement its educational policy, their impact is partial, among other things, owing to their limited attention on the schools run by the government only. Curricular reforms especially in CBSE schools are limited by voluntary initiatives by agencies running the school, apart from the revision of textbooks and formal evaluation at the end of secondary education enforced by the board.

Following the NCF (2005), Kerala has introduced critical pedagogy with more rigour than the in the national level, through its Kerala Curriculum Framework (Kerala, 2007) with the observation that NCF-2005 perspective on critical pedagogy has greater meaning in Kerala (Kerala, 2007) context; as culture, language and situations in life are pictured in thence schools from a hegemonic point of view. It was observed that the content, language and presentation of knowledge in a textbook should be organised from a critical point of view. The learners should be capable of reflecting on issues such as the pollution, the marginalization of the under privileged, commodification, lack of acceptance of regional dialects..., increasing gender inequality, and suppression of high religious ideals by communal forces. To this end, Kerala, implemented an approach to learning based on the ideas of social constructivism by assimilating the tenets of critical pedagogy, with more rigour than at the national level. The curriculum designed had much to declare on the grounds of quality and it foresaw changes in the academic environment that usually tends to stick to worn-out practices. Overall, teachers, parents and students were in favour of these constructivist curricular practices in Kerala, though they all experienced multiple problems in their own way in relation to this curriculum (Gafoor, Farooque and Jouhar, 2013). Did the increased rigour in implementing the new curricular propositions bring around commensurate outcomes as proposed?

Objective

To compare Commitment to four aspects of democracy viz., ideological democracy, practical democracy, social and economic democracy and ethical democracy before and after the implementation of national curriculum framework (2005) and the allied critical pedagogy, by measuring the commitment to democratic values among class 10 pass outs from three major types of schools in Kerala, i.e., Government, Government-aided and CBSE schools in March 2007 and 2013.

Methodology

Participants

Sample for the study was drawn from students in class 11, just after they have enrolled, during the beginning of academic years, 2007-08 and 2013-14 and the details of schools in which they completed education till class 10 was sought. Students who shifted from one stream to another during last 5 years were not included in the sample. The number of students sampled is summarised; year wise, and stream of education wise; in Table 1.

Table 1. *Break up of sample used for the study*

Year of study	Kerala syll	CBSE	Total	
(Completion of Class 10)	Government	Aided	CDSE	Total
2007	280	354	73	707
2013	226	348	138	712

Instrument

Scale of commitment to democratic values (Gafoor& Thushara, 2007) on nine values mentioned in the preamble of the Indian Constitution namely Nationalism, liberty, equality, gender equality, fraternity, faith in democracy, social justice, secularism and tolerance is used. The scale has 57 situational items on this nine dimensions and were written keeping in mind values to be promoted in the schools, as identified by National Policy on Education (1986) and National Curriculum Framework for School Education (2000); including India's cultural heritage; international understanding, equality of sexes; protection of environment; egalitarianism, Constitutional obligations; nurture of national identity; removal of social barriers; inculcation of scientific temper; human rights including rights of the child, especially of girl child; and inculcation values such as cleanliness, compassion, truthfulness, integrity, responsibility, justice, respect for law and order, courage and the values cherished for the functioning of democracy. The items were scored on a 5-point scale. Test- retest reliability of the scale is 0.97 (Gafoor& Thushara, 2007). A two tiered factor analysis during the revalidation of the scale derived four factors denoting categories of democratic values. The factor loadings ranging from .38 to .89 of the first order factors on the four second order factors along with the obtained mean factor loadings on those factors viz., ideological democracy (.79), practical democracy (.54), social and economic democracy (.69) and ethical democracy (.67) confirm factorial validity of the scale. To enhance the comparison among the components and to ease the interpretation of impacts thereof, the raw scores on the scales were converted to standard scores in terms of standard deviation (SD) unit difference from mean by following conventional procedure to convert raw scores into z-scores.

Results

The data was subjected to 2-way analysis of variance of commitment to democratic values among class 10 pass-outs with period of study and type of schooling as independent variables.

Commitment to ideological democracy by type of school and year of study

Commitment to ideological democracy was measured with situational items on beliefs regarding religious secularism, justice to downtrodden, economic equality, women wellbeing, and freedom of expression, national tradition and religious tolerance. Mean standard score (-.004) and SE_M (.02) testifies the distribution as near normal. The findings from 3x2 analysis of variance of commitment to ideological democracy by type of school and year of study follow (Table 2).

school and year of study among class to pass outs in Keraia							
Source	Sum of	df	Mean	F	Partial		
Type of school	10.70	2	5.35	12.61**	0.02		
Year of study	494.02	1	494.02	1164.0**	0.45		
Type of school * year of	26.34	2	13.17	31.04**	0.04		
Error	599.52	1413	0.42				

1419

1453.03

Table 2. 3x2 analysis of variance of commitment to ideological democracy by type of school and year of study among class 10 pass outs in Kerala

 $R^2 = .587$ (Adjusted $R^2 = .586$); **p<.01

Total

Effect of type of school on commitment to ideological democracy is significant (p<.01), with government school students having more commitment (M=0.13, SE=0.03) than both aided (M=-.03, SE=0.03) [t=4.17, p<.01] and CBSE (M=-.11, SE=0.05) [t=4.21, p<.01] school students. However, there is no significant difference between aided and CBSE school students in this respect (t=1.37, p>.05). Effect of year of study on commitment to ideological democracy is significant (p<.01), with students in 2013 having significantly less commitment (M=-.69, SE=0.03) than students in 2007(M=.67, SE=0.03) [t= 34.12, p<.01]. Interaction effect of type of school and year of study on commitment to ideological democracy is significant (p<.01). Fall in commitment to ideological democracy is more among aided and government school than CBSE students (Figure 1d). Schooling and curriculum are important in commitment to ideological democracy, as 59 percent variance in the latter is accounted by the former (Adjusted R²= .59), with year of study having the highest influence (Partial Eta²=.45).

Commitment to practical democracy by type of school and year of study

Commitment to practical democracy was measured with situational items on responses to issues of helping the needy, rational secularism and religious tolerance, freedom for assembly for others, fight against social evils, and commitment to adult franchise. Mean standard score (-.1) and SE_M (.03) testifies the distribution as not badly skewed. 3x2 analysis of variance of commitment to practical democracy by type of school and year of study follows (Table 3).

Table 3. 3x2 analysis of variance of commitment to practical democracy by type of school and year of study among class 10 pass outs in Kerala

Source	Sum of	df	Mean	F	Partial
Type of school	87.09	2	43.55	54.97**	0.07
year of study	145.00	1	145.00		0.12
type of school * year of	1.15	2	o.57	0.72	0.001
Error	1119.37	1413	0.79		
Total	1435.37	1419			

 R^2 = .220 (Adjusted R^2 = .217); **p<.01

Effect of type of school on commitment to practical democracy is significant (p<.01), with aided school students having more commitment (M=0.19, SE=0.04) than both government (M=.07, SE=0.03), [t=2.4, p<.05]; and CBSE (M=-.57, SE=0.06),

[t=10.54, p<.01] school students. There is significant difference between aided and CBSE school students in this respect (t=9.54, p<.01). Effect of year of study on commitment to practical democracy is significant (p<.01), with students in 2013 having significantly less commitment (M= -.48, SE=0.04) than students in 2007 (M=.27, SE=0.04), [t= 3.71, p<.01]. Interaction effect of type of school and year of study on commitment to practical democracy is not significant (p>.05). Fall in commitment to practical democracy is more among aided and government school students than CBSE students (Figure 1c). Schooling and curriculum are important in commitment to practical democracy, as 22 percent variance in the latter is accounted by the former (Adjusted R²=.22), with year of study having the highest influence (Partial Eta²=.12).

Commitment to socio-economic democracy by type of school and year of study

Commitment to socio-economic democracy was measured with situational items on first order factors on national wellbeing and social equality. Mean standard score (-.01) and SE_M (.03) testifies the distribution is near normal. 3x2 analysis of variance of commitment to socio-economic democracy by type of school and year of study follows (Table 4).

Table 4. 3x2 analysis of variance of commitment to socio-economic democracy by type of school and year of study among class 10 pass outs in Kerala

Source	Sum of	df	Mean	F	Partial
Type of school	1.49	2	0.75	0.82	1.64
Year of study	48.00	1	48.00		0.04
Type of school * year of	8.57	2	4.28	4.70**	0.007
Error	1288.53	1413	.912		
Total	1394.77	1418		·	

 R^2 = .076 (Adjusted R^2 = 0.073); **p<.01

Effect of type of school on commitment to socio-economic democracy is not significant (p>.05). Effect of year of study on commitment to socio-economic democracy is significant (p<.01), with students in 2013 having significantly less commitment (M= -.23, SE=0.04) than students in 2007(M= .20, SE=0.05) [t= 6.72, p<.01]. Interaction effect of type of school and year of study on commitment to socio-economic democracy is significant (p<.01).

Commitment to ethical democracy by type of school and year of study

Commitment to ethical democracy was measured with situational items on women equality issues and items on liberty with first-order loading on compassion towards co-citizens. Mean standard score (-.05) and SE_M (.03) testifies the distribution as near normal. The findings from 3x2 analysis of variance are as follows (Table 5).

Table 5 . 3x2 analysis of variance of commitment to ethical democracy by type of
school and year of study among class 10 pass outs in Kerala

Source	Sum of Squares	df	Mean Square	F	Partial Eta ²
Type of school	17.24	2	8.62	0.82**	0.012
year of study	17.10	1	17.10	17.44**	0.012
type of school * year of study	6.89	2	3.44	3.51*	0.005
Error	1385.61	1413	0.981		
Total	1419.08	1418		·	

 $R^2 = .024$ (Adjusted $R^2 = 0.02$); **p<.01; *p<.05

Effect of type of school on commitment to ethical democracy is significant (p<.01), with aided school students having more commitment (M=0.10, SE=0.04) than both government and CBSE (M=-.12, SE=0 .04 & 0.07)[t= 3.89, p<.01] school students. There is significant difference between aided and CBSE school students in this respect (t=2.73, p<0.01). Effect of year of study on commitment to ethical democracy is significant (p<.01), with students in 2013 having significantly more commitment (M=.08, SE=.04) than students in 2007 (M= -.17, SE=.05) [t= 3.90, p<.01]. Interaction effect of type of school and year of study on commitment to ethical democracy is significant (p<.05). Fall in commitment to ethical democracy is more among aided and government school students than CBSE students (Figure 1a).

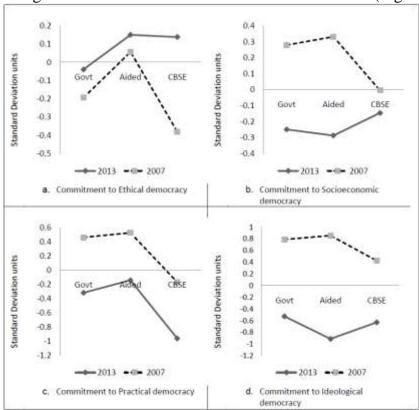


Figure 1: Estimated means (of z-scores) of commitment to ideological, practical, socio-economic and ethical democratic values by type of school and year of study (2013 and 2007) among class 10 pass outs in Kerala

Commitment to democratic values by type of school and year of study

Commitment to democratic values (Total) was computed as the sum of the commitments on the four dimensions of the scale. Mean standard score (-.04) and SE_M (.02) testifies the distribution as near normal. The findings from 3x2 analysis of variance are as follows (Table 6).

Table 6: 3x2 analysis of variance of commitment to democratic values by type of school and year of study among class 10 pass outs in Kerala

Source	Sum of Squares	df	Mean Square	F	Partial Eta ²
Type of school	23.70	2	11.85	26.93**	.037
Year of study	482.55	1	482.56	1097**	.437
Type of school * year of	17.10	2	8.55	19.43**	.027
Error	621.76	1413	.44		
Total	1458.083	1419			

 R^2 = .573 (Adjusted R^2 = .572); **p<.01

Effect of type of school on commitment to democratic values is significant (p<.01), with government school students having more commitment (M=0.11, SE=0.03) than aided (M=-.05, SE=0.03) [t=1.41, p>.05] and CBSE (M=-.29, SE=.05) [t=6.85, p<.01] school students. There is significant difference between aided and CBSE school students in this respect, (t=5.83, p<0.01). Effect of year of study on commitment to democratic values is significant (p<.01), with students in 2013 having significantly more commitment (M=.08, SE=0.04) than students in 2007 (M= -.17, SE=.05) [t= 3.90, p<.01]. Interaction effect of type of school and year of study on commitment to democratic values is significant (p<.05). Fall in commitment to democratic values is more among aided and government school students than CBSE students (figure 2). Schooling and curriculum are important in commitment to democracy, as 57 percent variance in the latter is accounted by the former, with year of study having the highest influence (Partial Eta²=.44).

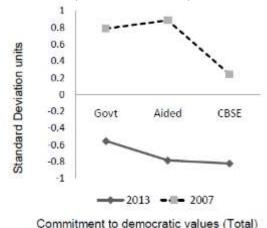


Figure 2: Estimated means (of z-scores) of commitment to democratic values by type of school and year of study (2013 and 2007) among class 10 pass outs in Kerala

Conclusion

Findings from the study evidences a fall in commitment to democratic values among class 10 pass outs of 2013, compared to that of their counterparts in 2007. Many things have changed in schools and society in general in the intervening years, from density of and exposure to electronic media among the younger generation, economic wellbeing of the society and its impact on aspirations of the young, school textbooks and pedagogic practices, evaluation and grading practices in schools and avenues for higher learning. The common thread in such changes in schools can be described as curricular reforms. Fall in school outcomes after mid 2000s is reported by other studies as well. In the context of National Curriculum Framework (2005) and constructivist approach to learning and critical pedagogy, attainment of upper primary students in 2011 was compared with that of their age group during 1999. Overall achievement of students has come down after a decade, especially attainment of higher order competencies. The achievement of especially higher order thinking skills and comprehension has not enhanced, and at times came down. Only area that could withstand the new pedagogic practice is reading factual and societal issues, as reflected in above or at par performance of present students on passage comprehension and social science achievement (Gafoor & Mehbooba, 2013). It is only logical to infer that so did the youth experiences of education for citizenship in our schools.

Fall in commitment is more pronounced and uniform for ideological democracy and practical democracy, while such fall in commitment to socioeconomic aspects is less for CBSE students than for Kerala stream students. Only area where commitment has increased is to ethical beliefs related to democracy where there was significant increase from 2007 to 2013, that too in CBSE schools, but not in Kerala stream students. On the whole, the lead students from Kerala stream had over CBSE students before 2007 in being better committed to democracy is lost by 2013. The most sympathetic remark on the impact of the increased rigour with which Kerala introduced social constructivism and critical pedagogy in its schools is that it has failed to equip the students to withstand the onslaught on egalitarian and democratic culture from around the globalizing milieu.

As envisaged by the NCF (2005), the curricular content should promote key national concerns such as gender, justice, human rights, and sensitivity to marginalised groups and minorities through interdisciplinary approaches. Civics should be recast as political science, and the significance of history as a shaping influence on the children's conception of the past should be recognised. The thriving of social justice depends a lot on how schools and their programmes conceptualize the role of citizens to their students. Social science content needs to focus on conceptual understanding rather than lining up facts to be memorised for examination. It is important that children should equip with the ability to think independently and reflect critically on social issues. Teaching should be aimed at investing in children moral and mental energy to provide ability to think independently and deal with the social forces that threaten these values. Social Science teaching can achieve this by promoting children's ability to take initiative to critically reflect on social issues. Such visions are important, for without them, we would have no basis for envisaging alternatives. However, they are not enough, they can easily become dogmas and, as a

result, largely immune to debate and criticism (Young, 2008). Education community including curriculum framers, educators and pedagogues, need to be critical not only about what it has inherited from the past and from the society, they need to be equally introspective of the educational system and the practices they are building up. Students will learn through imitation, instruction and collaboration not only what the prescribed curriculum tries to transact, but also the values their teachers holds and but do not explicitly state.

Agreed, constructivism is more open-ended in expectation and hence results of instruction and methods of learning are not easily measured. Constructivist practices may not be consistent with every learner, and all teachers, from all backgrounds. For that matter, how many of our teachers really believe and realise that knowledge is constructed. Did teachers construct constructivism themselves or did someone else enforce it on them? Therefore, context must be taken into explicit consideration when planning instruction under constructivism and within the context of the learner; attention must be paid to the "goals of the learner...the learner's perceived utility of the instruction and the learner's perception of accountability (Morrison, Ross, and Kemp, 2001). Discussing the philosophical foundations that underlie the value framework of the Indian Constitution, i.e. an in-depth discussion of equality, liberty, justice, fraternity, dignity, plurality and freedom from exploitation, for building of a socialist, secular and democratic society is more imperative from the perspective of good for growing citizens, beyond the theoretical stances on effective practices that educators perennially discuss. Future research in democratic education requires examining how students within different streams of schools are prepared differentially for democratic life. Meantime, building up the National System of Education to "bring the different social classes and groups together and thus promote the emergence of an egalitarian and integrated society" (NCERT, 1971) be taken in right earnest.

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