

CHAPTER 4

AN OVERVIEW OF EDUCATION IN THE GAUTENG PROVINCE; WITH SPECIAL REFERENCE TO SECONDARY SCHOOLS

4.1 INTRODUCTION

Three key features characterised education and training during the apartheid era. These are:

- (1) The system that was fragmented according to racial divide, and promoted racial ideology;
- (2) The system that exposed South Africans to vast disparities, with unequal provision of resources allocated to black and white schools, where adults, out-of-school youth, as well as children of pre-school age had no access to facilities;
- (3) The system that saw key stakeholders in the likes of teachers, parents, students and the community excluded in the decision making processes pertaining to education.

Education is a basic human right which must not discriminate according to age, colour, gender and class. It is from this standpoint that the ANC and its allied organisations set out to develop and reconstruct education framework and policies from which the democratic government would work after the elections.

The pre-election period saw the emergence of the National Education Co-ordinating Committee, which developed policies; the adoption of the Interim Constitution; the

formation of the parent-teacher-learner structures in the schools (PTSA's); the birth of Model C schools and their discontinuation after the elections; and the decentralisation of education from one single ministry and various departments according to race, to nine provinces in South Africa. Gauteng Province is regarded as the main engine of the South African economy.

Background information to Gauteng Province gives an indication of how new provincial structures faced the daunting task of establishing a unified department with clear lines of authority where accountability, transparency, communication and service deliverance were the norm. Gross imbalances created by the previous government were addressed in the most equitable manner possible as indicated in the mission statement.

Challenges of transforming education in the Gauteng Province revolve around the provision of quality education to all its citizens, so that learners, parents, the community, school personnel and administrators play their roles with the full understanding of the goals and objectives, powers and functions of governance and expected outcomes.

Problems in the availability of basic human resources are not unique to Gauteng Province. Lack of running water, electricity, proper sanitation, furniture, libraries and laboratories in some areas, are not unique to this area. These facilities hinder the practical aspect of learning and teaching.

Some of the challenges facing the senior provincial officials in this province are the industrial actions taken by various teacher unions, as well as the redeployment of about 3 000 educators. Proper lines of communication, including relevant policies will deal with the situation promptly. With shrinking resources against expanding needs, the Gauteng Province strives to deliver to the optimum.

In this chapter, an attempt is made to give a clear and complete exposition of the issues that affect the socio-educational progress of the people in the Gauteng Province, as well

as elsewhere in Africa. In-depth explanations are backed up by statistics aimed at making the whole information understandable.

It is hoped that this chapter will be a source of information to service providers, especially in the education department, as well as play a transversal role in the educational and political development of the entire nation.

4.2 A BRIEF HISTORICAL BACKGROUND OF EDUCATION IN SOUTH AFRICA

Dr H.F. Verwoerd championed the Bantu Education Act of 1954, and subsequently made an infamous speech in parliament. Some of the proposals were:

Curriculum cannot go further than teaching them [the 'Bantu'] to read, write and do arithmetic through the mother tongue medium and begin Afrikaans and English with religious education and singing.

He continued to say:

Education must train and teach people in accordance with their opportunities in life, according to the spheres in which they live ...

It then became clear that Africans had no place in the European community and in other forms of labour. Africans could only undertake manual labour as "hewers of wood or drawers of water". After the National Party came into power in 1948, certain qualitative changes were brought about especially in the education domain where inferior schooling was legislated to Blacks (1953), Coloureds (1963) and Indians (1965). This formed a basis for the social segregation, economic exploitation and political oppression of these groups (Truscott, 1994:42 and Nkomo, 1990:1).

History of Education in South Africa during the pre-industrialised era led to the belief that the education of the Africans was disfranchised and therefore, lagged behind, as opposed to education for whites. There was thus an unavoidable interconnection of education, politics and the economy (Nkomo, 1990:40).

Apartheid education aimed at achieving the following objectives:

- To produce a semi-skilled labour force to fulfil the needs of the capitalist economy at the lowest possible cost.
- To socialize black students so as to accept the social relations of apartheid as normal, eventually accepting the superiority of whites and their own “inferiority”.
- To promote the acceptance of racial or ethnic separation as the “natural order of things”.
- To promote black intellectual underdevelopment by maximising the allocation of educational resources for whites (Nkomo, 1990:2).

The cumulative effect of the above mentioned objectives has led to high failure rates, more resistance and rejection of education, high rates of illiteracy, poor training of black teachers leading to poor instruction and performance, unequal distribution of resources and a general dissatisfaction about the apartheid education doctrines.

4.2.1 Key aspects in the organisational structure of education in the apartheid era

The apartheid government’s education departments were characterized by a highly centralised bureaucratic system of school governance, albeit with some elements of decentralisation. The Department of National Education (DNE) set up The National Policy for the General Education Act of 1984 which empowered the Minister of

Education, after consultations with ministers of education of different population groups to lay down policy regarding formal, informal, and non-formal education in the Republic of South Africa. The following matters were focal points:

- norms and standards for financing the capital costs of education;
- salaries and conditions of employment of staff;
- registration of professional teachers;
- norms and standards of syllabi and examinations and certification of qualifications.

Education was racially-fragmented into different ministries in terms of the “own affairs” provisions of the Constitution Act No. 110 of 1983. Education became complex and contradictory leading to separate departments with distinct legislation and government structures.

The overall education budget and individual allocations to the different education departments rested with the House of Assembly (HOA) Cabinet as the main focus of power. This constrained the extent of decentralisation and autonomy of the different departments. As a result, the DNE, the DET, and the DEC: HOA became responsible for major decisions regarding education.

The ruling National Party (NP) gradually moved from a right-wing stance to “occupying the middle ground” in the eighties, by paving the way for negotiations, a move that led to the unbanning of the ANC and the South African Communist Party. The political spectrum moved from the far right to the far left, causing confusion and conflict aimed at destabilizing the government with continuing unrest. Slogans such as “Liberation before education”, “Education for liberation”, and a phenomenon such as “People’s education” formed part of the challenges to the apartheid system (Van Zyl, 1991:16).

4.2.2 The De Lange Report: Recommendations on educational management

According to the HSRC recommendations (De Lange Report), the management of education was to have three levels, namely, the first or national level, the second or intermediary level, and the third or local level. All three levels should take part in negotiations and consultations, which was acknowledged by the 1991 education renewal strategy discussion document.

4.2.2.1 Recommendations on the first level of management

★ A single national education department

The Department of National Education (DNE), was responsible for the determination of policy, including the management of finances for the proposed compulsory education for all racial groups. The DNE collected data on educational matters for macropolicy decisions, planning and evaluation. The ten-year plan on financing aimed at reaching parity was abandoned in 1989, because the management of such funds will be made impossible by the abolition of racial discriminatory acts. Salary structures and the basic conditions of service for teachers of all categories were regarded to be general affairs in terms of Act 76 of 1984. The Department of Education and Training (DET) as well as the DNE handled the international education relations including those with the independent states in Southern Africa.

There was a sharp division between “general affairs” (handled by the Department of National Education) and “own affairs” (handled by the “own affairs” education departments for different population groups). Recommendations on the first level of educational management were perceived as a failure due to lack of Parliamentary representation by the blacks and the delineation of second-level education departments based on racial grounds.

The creation of a South African Council for Education (SACE) was essential for the provision of research-based information to the ministry. It comprised a number of specialist advisory committees, which was divided into three committees that concentrated on:

- (a) curriculum and examination;
- (b) higher education; and
- (c) non-formal education.

4.2.2.2 Recommendations on the second level of management

The HSRC recommended that education authorities on this level should be based on regional divisions, and the definition of these areas should be based on applicable demographic and economic factors. These recommendations were the most politically sensitive. The Interim Education Working Party (IEWP) indicated that the grouping on educational grounds as well as a number of second-level authorities fell beyond its competence.

The Republic of South Africa Constitution Act No. 110 of 1983 provided an answer for the demarcation of the second-level education departments where the distinction between “own affairs” and “general affairs” was drawn. A framework for the continuance of different education departments for different population groups was provided for.

The four provincial education departments functioning within the Department of Education and Culture (House of Assembly) was further divided into smaller regional units. Regional structures operational in the Department of Education and Training were managed and controlled by a chief director with support staff. There was a duplication of second-level education departments operating in the same area when, for example, Indian and Coloured education departments opened their schools to all population groups.

4.2.2.3 *Recommendations on the third level of management*

★ **Decision-making powers at school level**

The greatest possible degree of autonomy should be given to schools, where parents and teachers are directly involved in education. The 1991 discussion document on an educational renewal strategy listed matters on which school governing bodies may in future have decision-making and executive functions. These are:

- control over and maintenance of the school buildings and grounds;
- responsibility for acquiring educational aids;
- responsibility for the financial management of school funds;
- recommendations on the appointment of, and the subsidy of salaries for teachers and non-teaching staff;
- the admission policy of the school.

Parents and teachers are not directly involved in decision-making at the school level in matters relating to the curriculum.

★ **School governing bodies**

The recommendations on school governing bodies were referred to the South African Council for Education and the executive education departments for consideration. The HSRC recommended the extension of powers of the school governing body, whose structures were becoming politicized.

Schools under the Department of Education and Culture: House of Assembly give parents more voice to decide on matters relating to inclusion of other population groups in their schools which required more responsibility on sharing the financial burden.

★ Local school districts

Efforts were made to forge links between different education departments by “twinning schemes” aimed at sharing facilities and experience (Van Zyl, 1991:34-45).

At the time of publishing the HSRC report, there was little participation from the parents, over-politicization of decision-making on matters related to education as well as unnecessary bureaucracy in the overall provision of educational resources. A possibility of shifting responsibilities and an ongoing involvement of all stakeholders in decision-making, equitable allocation of funds, and more involvement in the management of education form part of the future planning strategies on education. “The challenge to find workable and acceptable management structures for the provision of education is undeniably intertwined with the desire to find a workable and acceptable constitutional dispensation for all the inhabitants of South Africa” (Van Zyl, 1991:47).

4.3 EDUCATION IN SOUTH AFRICA DURING THE TRANSITIONAL PERIOD

The ANC gave little consideration to issues related to education prior to the 1994 elections. Soon after the unbanning of the ANC and its allies, serious attention was given to development in education. Educational policies were then adapted in line with the constitutional framework.

The National Education Co-ordinating Committee (NECC) developed a policy for educational governance during the pre-election period. Parent-teacher associations in secondary and primary schools became part of the school governance structure (Pampallis, 1994:101).

In the early 1990's most white schools became state-aided schools. These were called Model C schools. Subsequently, their state subsidies were reduced, governing bodies

given substantial powers, including the right to change compulsory school fees. Model C was an experiment in the decentralisation of power to the institutional level. These schools were said to be elitist, discriminatory and unacceptable. The ANC alliance resolved to review all schools, including Model C and private schools. The Hunter Committee and the draft White Paper on the Organisation, Governance and Funding of Schools recommended the existence of only two legal categories of schools, namely, the public and the independent schools (Pampalis, 1994:5).

4.3.1 Transitional issues

During transformation, certain matters with regard to education became contentious. The ANC's Policy Framework for Education and Training, and the Interim Constitution gave provinces a mix of delegated and devolved forms of decentralised powers, except training, which remained a national function. The nine provinces have power over all aspects of education except higher education.

The Interim Constitution provided for the integration and rationalisation of racially divided departments, for which the national government, in co-operation with the provincial governments, the Commission on Provincial Government and with the advice of the Public Service Commission, took responsibility.

The limits of the framework led to the ANC's need for continuous provision of the public service operations and more fundamental changes at the regional levels. The ANC then developed strategic plans related to the restructuring of the bureaucracy. The starting point for changing the locus of power within the bureaucracy centred on strategising the changing of management personnel which was to be undertaken without major disruptions to the delivery of services. The Strategic Management Teams for the Minister of Education was established in order to ensure the implementation of the Reconstruction and Development Programme (RDP).

The PWV ANC Education Department Task Team met with the regional directors to prepare a document that signalled a positive approach to rationalisation, where the issue of change management strategy was regarded as important. "... the preparation for this transition, the consensus about priority areas, and the overall shifting balance of focus means that the momentum is fully in the direction of addressing the major inequalities in education" (Chisholm, 1994:11).

An article written by Dr C.T. Viljoen of Potchefstroom University (Woord & Daad, 1995:5) clarifies the role of the government as follows:

"Op nasionale vlak is pogings van staatsweë aan die gang om Suid-Afrika se gefragmenteerde en ongelyke onderwysstelsel te herskep in 'n stelsel waarin die nasionale onderwysbehoefte aangespreek kan word. Hierdie onderwysstelsel behoort instrumenteel te wees in die demokratiese transformasie van die Suid-Afrikaanse samelewing. Dit behels onder meer die verkryging van 'n balans tussen regverdigheid, die aanspreek van ongelykhede soos wat dit in die verlede ontwikkel het, en die bevordering van kwaliteit en verbetering van onderwys- en opvoedingsdoeltreffendheid."

The types of problems anticipated and experienced are related to South Africa's past, the transitional period, as well as the ideal situation in terms of educational provision. Such problems are briefly identified as follows:

(a) *Uncertainty and suspicions*

The teacher-pupil ratio of 1:35 in secondary schools and 1:40 in primary schools would be ideal. There are schools that expect teachers to be deployed to other schools or other areas after being declared in excess.

A large scale of suspicions lie in the area of competence in the new education bureaucracy. The “us” “them” paradigm still exists, and disturbs communication, co-operation and community involvement in educational matters. Threats are made by teacher unions to resort to industrial actions.

(b) *Disintegration of schools*

The question of maintenance of standards emerges because of the change in learner population. Most white schools regarded the inclusion of Black learners in their schools as a direct lowering of standards in terms of adjustments to the teaching tempo, support programs and evaluation.

A lot of questions were raised in respect of the existence of Model C schools, including: Should the government take over the school buildings? What will the powers of the governing bodies be in the new dispensation? Will parents be forced to disclose their salary scales to the schools?

(c) *In-service training and upgrading of teachers*

This area needs attention; especially with regard to skills development in a multicultural school environment. Negotiations aiming at solving this problem should start immediately. The issue of language usage (Afrikaans or English) must also be given attention.

The momentousness of the occasion of the first democratic elections, in contrast with the conflict in education and the violence that erupted during the previous era, established a conducive atmosphere to the start of transforming education and the society as a whole. Planning and preparation of education from the apartheid past to the democratically-elected government and setting in place structures for reconstruction and development constituted a major task for all concerned.

4.4 PROVINCES IN THE DEMOCRATIC SOUTH AFRICA

For the process of transformation to continue, the educational profile of the nine provinces needs to be put into perspective. In 1993, a year before the first democratic elections, South Africa had 10,9 million learners; 80% of them were in the former DET schools and the Departments of Education of the bantustans and self-governing states. KwaZulu-Natal and the Eastern Cape had the largest number of learners, followed by the Northern Province and the PWV.

The Centre for Education Policy Development (CEPD) revealed the following information about the provinces:

- African schools in all provinces are overenrolled, especially at secondary level.
- The Eastern Cape and KwaZulu-Natal have the highest teacher : pupil ratio at primary school level. The teacher-pupil ratio is much less in secondary schools.
- There is a high drop-out rate in some provinces, where the flow of primary school learners to secondary schools is much less.
- PWV has 69% of literacy rate.
- The 1990/91 budget shows that the Western Cape, PWV and Northern Cape provinces have the highest levels of per capita spending at both primary and secondary levels than in any other province.

(Chisholm, 1994:12-13)

The Northern and Eastern Transvaal, Eastern Cape and KwaZulu-Natal are the most disadvantaged and underresourced provinces in the Republic of South Africa. Remarkably, the Northern and Eastern Transvaal, as well as KwaZulu-Natal have achieved the highest matric results in 1993 for black schools, while PWV, although well-resourced, was almost at the bottom of the list (Chisholm, 1994:13).

Even though the aims of this research specify the area to be Gauteng, background information of education during the last two decades (1981-1999), as well as the developments surrounding the transitional period give a clear picture of where we come from in terms of education in South Africa.

The Minister of Education, Professor Sibusiso Bhengu, was appointed shortly after the 1994 democratic election, while the nine MECs for education departments in the nine provinces took their places. The MEC for Education in the Gauteng Province is Ms Mary Metcalfe, subsequently succeeded by Mr Ignatius Jacobs (1999). Mr James Maseko is the Superintendent General, who was later replaced by Mallele Petje.

4.5 EDUCATION IN THE GAUTENG PROVINCE

★ The mission and vision statements of the Gauteng Department of Education

The Gauteng Department of Education (GDE) has formulated its own vision and mission statements as follows:

4.5.1 Vision of the GDE

The GDE commits itself to providing an education system that gives greater ACCESS to education, ensures QUALITY of education, REDRESS past injustices and provides EQUAL opportunities for all. It is believed that ACCOUNTABILITY to all stakeholders, including learners, teachers and parents, and ACCOUNTABILITY by all stakeholders to our society.

By this, the GDE are promising to deliver:

- the best possible education
- for all learners, from young children to adults,
- according to their needs and abilities,

- regardless of their race, religion, language or gender,
- so that they are empowered to take part in the social, political and economic life of the country,
- and so that they become critical thinkers who can have their say on matters important to them, including education itself.

4.5.2 Mission of the GDE

In order to IMPLEMENT this VISION, or take this vision to the WORKPLACE, the Gauteng Department of Education commits itself to:

- ❑ MANAGE EDUCATION in a way that is transparent, accountable and democratic, that will improve efficiency and productivity and that will save money and eliminate corruption;
- ❑ MANAGE in a way that lets people participate fully in tasks, trains them to work in teams and gives them new skills;
- ❑ CONSULT and negotiate regularly with stakeholders;
- ❑ PROVIDE SCHOOLS which
 - ▶ are well managed;
 - ▶ have healthy, friendly learning environments; and
 - ▶ have adequate buildings, equipment and facilities.
- ❑ EMPOWERS LEARNERS by:
 - ▶ fostering attitudes and values
 - so that they will show respect for other people, their democratic rights and their religious, cultural and language traditions

- so that they will have self-respect and make wise, healthy personal choices in their lives and
 - so that they will respect the environment;
 - ▶ giving access to life-long learning;
 - ▶ developing in people skills and broad competencies which will allow them to take part in the economic, political and social life of the country;
 - ▶ developing in people the ability to think for themselves; and
 - ▶ developing in people the ability to use and handle information confidently.
- EMPOWERS TEACHERS, by providing:
- ▶ training in new ideas and methods;
 - ▶ help in seeing students as thinkers who need to learn to think for themselves;
 - ▶ help in working with students in new different ways to promote a good learning climate;
 - ▶ help in assessing students in new and different ways; and
 - ▶ help in ensuring that students work with many different kinds of information – from books to computer sources – and that they can work with and handle information to answer their information problems.
- EMPOWER PARENTS AND THE COMMUNITY by consulting and negotiating with parents and stakeholders regularly on questions of concern to them.
(Gauteng Department of Education: Progress Report 1995-1997:11-12).

4.5.3 Strategic priorities of the GDE

The following priorities provide strategies that put the vision and mission statements of the GDE into perspective:

- Making the GDE work efficiently and effectively.
 - Providing maximum conditions for learning in all schools.
 - Promoting dynamic teaching and learning practices.
 - Building social participation and accountability.
 - Increasing access to education and training programmes.
 - Contributing to employment creation.
 - Creating interdepartmental and intergovernmental linkages around common social issues.
- (Gauteng Department of Education: Progress Report 1995-1997:40-44).

4.6 CHALLENGES OF TRANSFORMING EDUCATION IN THE GAUTENG DEPARTMENT OF EDUCATION

The MEC for Education in the Gauteng Province, Mary Metcalfe, mapped out a few areas that need to be transformed. These are:

- achieving equity within the grave financial constraints, which will lead to deployment of teachers to other schools or areas.
- to bring back, in most schools, the atmosphere of learning and teaching.

The following key areas form part of the challenges faced by the GDE in transforming education in the province:

A. School quality improvement

★ Framework for school discipline

This tool will be used to manage discipline in the schools, as well as establishing parameters of meting out disciplinary measures.

★ **Quality assurance instrument**

The performance and delivery of services in different areas in the school has to be diagnosed in preparation for the development plans prepared by the schools.

★ **Monitoring effective teaching and learning**

The GDE has a responsibility to monitor pupil learning and improve teacher performance in the schools.

- ★ Task teams will monitor schools that perform poorly in matric exams. Such schools will be assisted to draw up plans that will deal with the most critical issues.

B. Teacher development

★ **Teacher appraisal**

The National Education Labour Relations Chamber has set up plans for the implementation of teacher appraisal instrument.

★ **In-service teacher training**

This will take place on an ongoing basis.

★ **Phased implementation of Curriculum 2005**

Grade 1 learners will be introduced to group work, exploratory language and manipulation of concrete materials.

Grade 7 and 9 learners will join the new practices at a later stage.

★ **Teacher ill-discipline**

Teacher unions and organisations are committed to working on teachers that are ill-disciplined and have no respect to their work. The South African Council for Educators encourages registration of all educators with the aim of dealing with such problems. However, there are those teachers that do their work professionally, even under adverse circumstances.

C. **Democratising governance and increasing social participation**

- Training of school governing bodies (see Chapter 3).
- District Education and Training Councils are put in place.

D. **Achieving equity**

★ **School funding has to be improved**

Past imbalances will be addressed by encouraging more responsible contributions to school funding in the poor school communities as well as making other finances available to these areas.

★ **Achieving equity in teacher-pupil ratios**

Redeployment of teachers from school to school and from district to district, as well as making voluntary severance packages available, will rationalise the number of available teachers in the province.

- ★ An intensive school building programme is underway and aims at reducing the backlog of classroom accommodation in poorest communities.

4.7 HOW THE DEPARTMENT IS STRUCTURED

The Department of Education in the Gauteng Province was led by the Superintendent General, Mr James Maseko, later substituted by Mr Mallele Petje. He is responsible for the following activities:

- overall allocation of resources
- the development of education programmes
- legislation
- liaison with the provincial government and the national department of education
- co-ordinates the provision of education and training services in the districts.

In the Head Office there are two Deputy Director Generals:

- the first one who is responsible for Policy and Administration of the Head Office and the three Regional Offices;
- the second one's responsibilities include co-ordinating the work of the 18 districts (reduced to 12 districts – see appendix D).

The Head Office is divided into three Chief Directorates:

- i) Education and Training Provisioning
- ii) Support Services
- iii) Administration and Personnel

(Gauteng Department of Education: Progress Report, 1995-1997:5).

★ Setting up the District Offices

The GDE set up 18 district offices (later condensed to 12 district offices) whose responsibility is to serve the needs of the local communities. These offices are closer to the people on the ground than any of the old apartheid education departments.

Each district office has five units, namely:

- (i) An Administration Unit responsible for administrative systems in the District.
- (ii) The Teaching and Learning Unit, which is responsible for curriculum development processes, teacher support and in-service teacher development.
- (iii) “The District Education Co-ordinators/Education and Training Unit. This unit is responsible for the training of principals, regular communication with the schools, and helping to improve the effectiveness and efficiency of our schools” (Gauteng Department of Education: Progress Report, 1995-1997:6).
- (iv) “The Auxiliary Unit which is responsible for teachers to work with learners who have special learning needs, supporting learners with special needs, career guidance, providing support to children and families in need, sport, youth and cultural activities” (Gauteng Department of Education: Progress Report, 1995-1997:6).
- (v) The Development Unit. It is responsible for programmes aimed at groups which were previously neglected under apartheid, as well as developing strategies for providing adequate resources to disadvantaged communities (Gauteng Department of Education: Progress Report, 1995-1997:6).

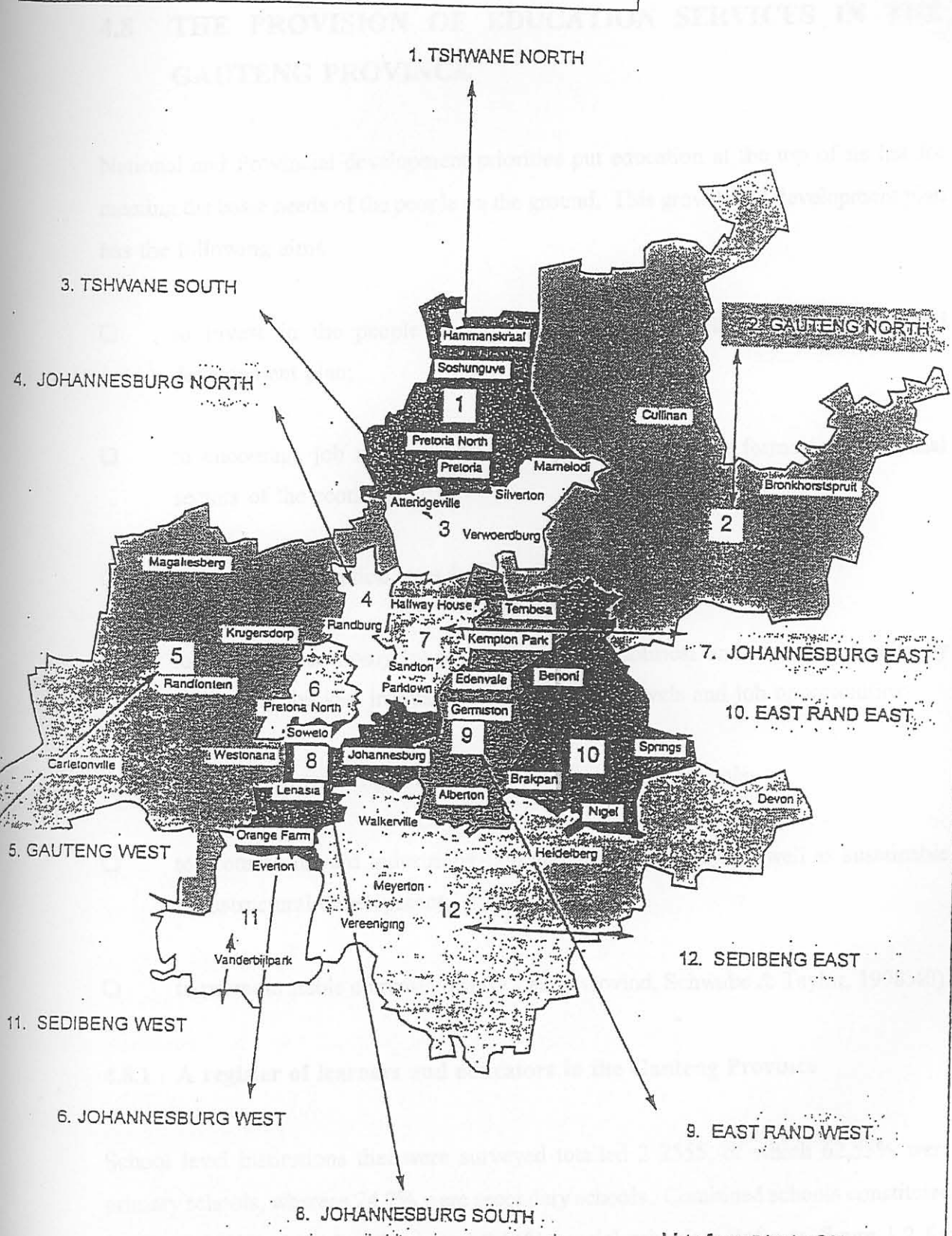
★ **Setting up the Regional Offices**

The 18 District Offices are divided into three Regional clusters, and they provide support to the District offices. The Regions are divided as follows:

Prior to 2000

- 7 Districts in the North Region.
- 6 Districts in the Central Region.
- 5 Districts in the South Region.

MAP OF GAUTENG INDICATING 12 NEW DISTRICTS



List of new District Offices:

Figure 1.1 Gauteng administrative framework

4.8 THE PROVISION OF EDUCATION SERVICES IN THE GAUTENG PROVINCE

National and Provincial development priorities put education at the top of its list for meeting the basic needs of the people on the ground. This growth and development plan has the following aims:

- to invest in the people of Gauteng as the key pillar of the growth and development plan;
- to encourage job creation and employment in both the formal and informal sectors of the economy;
- to increase absorption rates in the labour market;
- to build the economy by promoting social, political and economic equity by addressing the vast inequalities in the income levels and job opportunities;
- to transform teaching and learning practices in the schools;
- to promote inward industrialisation and self-sufficiency, as well as sustainable infrastructural development;
- to promote stable communities (O'Leary, Govind, Schwabe & Taylor, 1998:40).

4.8.1 A register of learners and educators in the Gauteng Province

School level institutions that were surveyed totalled 2 2555, of which 62,53% were primary schools, whereas 24,7% were secondary schools. Combined schools constituted 9,14%, 0,98% technical colleges and 2,66% special schools. Refer to figure 1.2 for details:

Figure 1.2 Institutions according to level

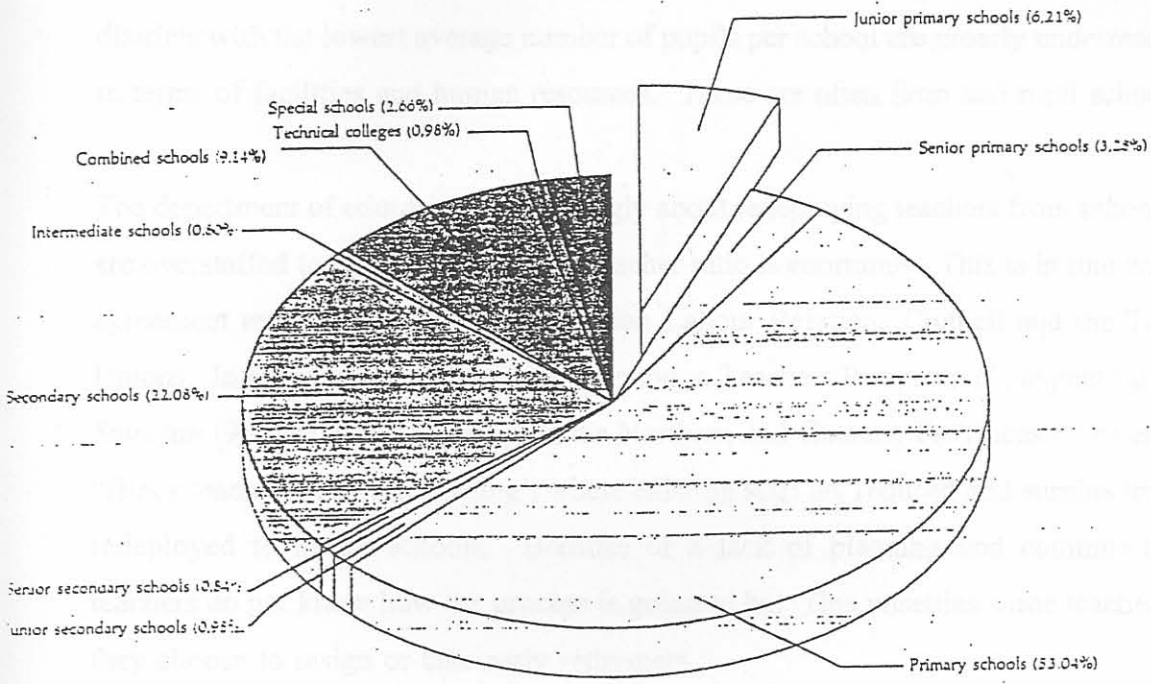


Figure 1.2 Institutions according to level (Hartley *et al.*, 1998:7)

Educators and heads of departments make up 91,86% of the staff complement of the province. Principals and deputy principals make 6,8%, specialist educators make 1,18%. Most of the learners in the education system need some or other special attention, whereas the ratio of learners to special educators is 2 214 learners to 1. This indicates a dire need for specialist educators, although Gauteng was regarded as the second lowest in the entire country (Hartley, Visser & Sheppard, 1998:7-9).

4.8.2 Pupil-teacher ratios in Gauteng Province

There is movement to informal settlements near urban and peri-urban areas for various reasons, including unemployment. There is also a move from township schools to

schools in the suburbs, probably because of the lack of culture of learning and teaching in the township schools. It is also notable that the schools lying in the magisterial districts with the lowest average number of pupils per school are grossly underresourced in terms of facilities and human resources. These are often farm and rural schools.

The department of education feels strongly about redeploying teachers from schools that are overstaffed to those whose pupil : teacher ratio is enormous. This is in line with the agreement reached between the Education Labour Relations Council and the Teacher Unions. In an article on “Affirmative Action, a Teachers Perspective”, appearing in the *Sowetan* (9 April 1999), research in the Northern and Gauteng Provinces revealed that: “Black teachers fear ‘right-sizing’, where existing staff are reduced and surplus teachers redeployed to needy schools. Because of a lack of planning and communication, teachers do not know how the process is going to be. This unsettles some teachers and they choose to resign or take early retirement.”

Since 1996, the government started to address the problem of pupil : teacher ratios in earnest. As a result, the pupil : teacher ratio rose from 23:1 to 26:1 in state-aided schools, and declined from 33:1 to 32:1 in state schools, from 37:1 to 29:1 in farm schools. Refer to figure 1.3.

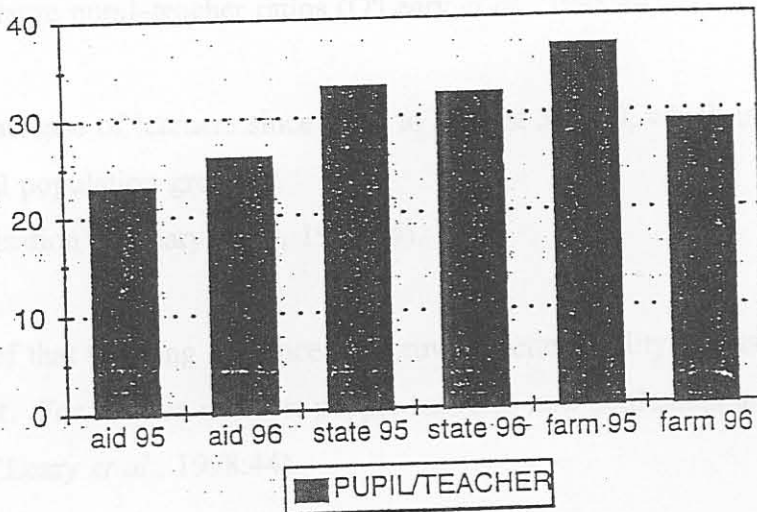


Figure 1.3 Pupil-teacher ratios (1995-1996) (O’Leary *et al.*, 1998:45)

Redeployment of teachers will ensure that no secondary school will have more than a 35:1 pupil–teacher ratio, whereas the ideal would be 40:1 in primary schools. Most of the disadvantaged schools in the province may gain as much as twelve teachers per school. This means that the ratio would drop from 75:1 to 40:1. In overstaffed schools, 3 122 teachers will either take voluntary severance packages or be redeployed, creating 3 372 teaching posts in understaffed schools (O’Leary *et al.*, 1998:45).

Of the 18 educational districts in the Gauteng Province, 8 are in crisis. These are: N2 (Pretoria East and Mamelodi), N4 (Soshanguve/Akasia), N6 (Tembisa/Kempton Park), N7 (Randfontein/Oberholzer/Westonaria), S1 (Benoni/Brakpan), S2 (Vaal area), S3 (Orange Farm area), and S4 (Alberton/Heidelberg). 217 schools in these 8 districts are seriously overcrowded, and 58 600 learners are without classrooms. The remaining districts are overcrowded and have classroom shortages, but these are not as critical.

Due to budgetary constraints, the Gauteng Provincial Legislature votes for far less amounts than required to provide for all the learners in the province. For example, in May 1995, R4,57 billion was voted for education, which amount was R710 million less than required. This led to imbalances that could not be sufficiently covered, as well as human resource allocation being limited. These problems led to other areas being content with large pupil–teacher ratios (O’Leary *et al.*, 1998:44).

There is an increase of learners since 1995 to at least 32 000, which is due to:

- (a) natural population growth,
- (b) urbanisation (O’Leary *et al.*, 1998:44).

There is belief that Gauteng Province can provide better quality life as well as absorb labour market. For various reasons, people move to new settlement areas, or to inner city areas (O’Leary *et al.*, 1998:44).

4.9 PROVISION OF RESOURCES AND FURNITURE

A. Stationery and textbooks

Stationery was well-provided – 64,3% of the schools received adequate stationery, whereas in 31,3% of the schools, stationery was totally inadequate, with 4,4% (97 schools) reporting none. Textbooks were also well-provided in 45,2% of the schools, 51,4% have inadequate supply, 3,4% (74 schools) having none. Other media equipment followed more or less the same pattern (Hartley *et al.*, 1998:11).

B. Furniture

The provision of furniture includes cupboards/cabinets, typewriters/computers, desks and chairs for administrative staff and educators. Approximately 75% of the schools in the Gauteng Province were adequately provided with furniture. 64,8% of the schools were adequately provided with desks and chairs for the learners. This reflects a balanced situation (Hartley *et al.*, 1998:11-12).

C. Availability of facilities at school

Home Economics rooms, libraries and laboratories were found lacking in most schools. A small percentage (below 14% overall) were without telecommunication facilities, electricity, fencing, water and sanitation. The lack of water and electricity affected the practical part of teaching and learning. Gauteng, as compared to other provinces, was not badly affected in this area (Hartley *et al.*, 1998:14).

Transport that has been specifically organised for the learners at the school, i.e. school bus, serves 28,9% (632 schools) of the schools in Gauteng, whereas 71% of the schools do not have any organised transport (Hartley *et al.*, 1998:14).

4.10 SCHOLASTIC ACHIEVEMENT (FULL-TIME LEARNERS)

The level of understanding and performance of key subjects like Mathematics, Science and English for Grade 9 levels revealed that Gauteng had the fourth highest mean for Maths, and the second highest means for Science and English, as compared with other provinces. A Longitudinal Survey of Scholastic Achievement has also revealed the correlation between matriculation results in 1995 and Grade 9 results. Therefore, performance in earlier grades is a good predictor of future achievement (Hartley *et al.*, 1998:4).

Learners who are three or more years older than the median age for the grade are considered average. This is a result of high repeater rates and the fact that some learners start schooling at a more advanced age. This has a negative influence on the discipline as well as on the development of a positive self-image (Hartley *et al.*, 1998:5).

The problem with the overaged learners increased from primary grades to secondary grades. This problem brought financial burden in the province raising it to R294,5 million in 1996. In the secondary grades, overaged learners varied from 13% to 20%. Many learners in Gauteng repeat grades and the problem worsened in the higher grades (Hartley *et al.*, 1998:39).

4.11 ORGANIZATIONAL DEVELOPMENT FOR THE GAUTENG PROVINCE

In a speech delivered by the Deputy Superintendent General of the GDE, Ms Thandi Chaane at the Krugersdorp-Roodepoort district in 1995, the following important components on change management were brought about:

- ❑ The process of transforming education in South Africa has made the man in the street an important stakeholder by taking part in the decisions made in the schools.
- ❑ The general public has to be educated about the concepts of accountability, responsibility, empowerment and transparency.
- ❑ Individuals and organisations must help to redesign the education system as well as explain their roles in it (The Association of Professional Teachers, 1996:8-15).

The following principles are important for change management in the province:

★ **Taking ownership and responsibility**

The new language used is “share responsibility”. The hierarchy of making unilateral decisions and forcing them down the throats of other people is out of function. People have to work together as a team. In taking ownership for the education of the children we agree to establish new skills and capacities for management. It is always important to involve the human factor so as to make outputs stronger and more acceptable (The Association for Professional Teachers, 1996:8-15).

★ **Becoming partners for sustainable development**

Partnership with civilian society, parents and the business sector will help in transforming management and education systems. These partners have to influence the formulation of policy so as to improve the service delivery. Partnership comes with commitment, compromise, consultation and sharing (The Association for Professional Teachers, 1996:8-15).

★ **Modelling the change that must be created**

New roles and new relationships are worked out by discussion and interaction. **Control** is not the key factor; **listening** and **supporting** are important facets. There are no rules in the game – you have to adapt or die. Transformation will succeed if people negotiate, mediate and resolve problems. The question here is not **who** is right, but **how we** can make it **right**. Apportioning blame and pointing fingers will not solve the problem.

Transformation takes time. People must be prepared to make mistakes, consult and refine. It is all a learning process. Education is about **building a nation**. Focus should be placed on building the relationships which structure education management practices, especially strategic, pedagogic and operational management. Transformation and change management does not mean throwing the baby out with the bathwater; it means enriching the process so as to achieve desired goals (The Association of Professional Teachers, 1996:8-15).

4.12 PROBLEMS OF EDUCATION IN AFRICA

Problems of education in the Gauteng Province and the rest of the provinces are not unique to the African continent. A conference (held during April 1999) of African Ministers of Education, held under the auspices of the Organisation of African Unity in Zimbabwe (Harare) of which Professor Sibusiso Bhengu was president, (Association for the Development of Education in Africa), highlighted the following key issues in order to promote in-depth transformation in education systems on the continent:

★ **Equity and access to education**

This meant that each African child must have access to basic education in order to acquire and develop the values, knowledge and skills useable in the future. This implies that inequalities in the access to education must be eliminated.

★ **Quality, relevance and effectiveness of education**

The quality of education includes the conditions and outcomes of learning, the social, economic and cultural relevance of education provided. Government intervention in the process of learning is important, namely, by making financial, material and human resources available.

African education systems faced the following problems:

- (a) lack of appropriate training of teachers;
- (b) a medium of instruction totally foreign to most learners;
- (c) inadequate learning materials (*Sowetan*, 8 April 1999).

It is also important to pay special attention to uneducated and illiterate adolescents, who could destabilise the economy.

★ **Capacity building**

Both institutional and capacity building were essential for the transformation of education. African countries have a literacy rate of 40% with more than 200 million illiterate adults. Primary school enrolment has increased from 62 million to 95 million during the period 1980-1995, although much lower than the population growth.

The following four factors were identified as defective in Africa's education system:

- The maintenance of the aims and outcomes of an outdated education system, despite reforms;

- The decrease in the general standard of achievement of learners and students due to a shortage of infrastructure, equipment and teaching materials, large teacher : pupil ratios and the poor qualification and low morale of teachers;
- The lack of relevance of the content of educational programmes, either in terms of language and culture or in terms of employability and technology;
- The inability of formal education systems to satisfy development needs and strategies to the overall development of its people (Sowetan, 8 April 1999).

The following recommendations were made by the ministers with regard to education expenditure:

- There must be an increase in the allocation of financial resources to education gained from a large proportion of the gross domestic products;
- Community participation and control of resources was critical to the success of cost-sharing; and
- International assistance to education needed to be substantially increased (Sowetan, 8 April 1999).

4.13 REQUIREMENTS TO MEET THE FUTURE PROVISION OF SERVICES IN THE PROVINCE

The following key aspects and preconditions of transforming education in the Gauteng Province are essential:

- The priority is to achieve equitable distribution of resources in order to address the imbalances of the past, as well as promote better access to education;
- Transformation of education has to be skilfully and strategically managed so that its phasing in should produce maximum results;
- It is important to lay a good foundation of the culture of learning and teaching for all educational institutions.
- Short-term deliverables in the transformation process are a stepping stone for long-term deliverables, and that will establish and maintain an education environment (O'Leary *et al.*, 1998:46-47).

The following long-term transformation aspects are of essence:

- development of an ambitious curriculum;
- the establishment of new pilot projects which can be used to test policies and strategies;
- development of new governance structures that will allow all stakeholders to listen and be heard;
- re-orientation and retraining of educators and government officials at all levels;
- the establishment of a user-friendly management information system that seeks to formulate policy on decision-making.

The above-mentioned issues will help all stakeholders in the GDE to realize the aims of its formulated vision and mission statements, in order to create a sustainable environment where teaching and learning will thrive.

4.14 CONCLUSION

Transformation in Gauteng Province can be realized if the following could happen. These are:

- quality education can be made accessible to all learners, on an equal-opportunity basis;
- all forms of discrimination (including gender) and other barriers in the education department be removed;
- in-service training and workshops for all educators, as well as management staff be taken seriously;
- the building of classrooms, libraries, laboratories and computer centres be made a priority;
- resources, whether financial, material or human be provided to enhance skill acquisition and thus develop the economy;
- a sense of discipline, accountability and responsibility at all levels be inculcated;
- a culture of learning and teaching be restored.

Transforming education is a momentous task that is challenging to all stakeholders. Statistics and other information expose the realities that confront parents, educationists, learners and the man in the street.

EMPIRICAL INVESTIGATION

The next chapter on empirical research will be based on a critical analysis and statistical support on the key aspects in the study. A questionnaire will be formulated and responses from educational managers in the randomly selected schools in the Gauteng Province will conclude a survey on the issues under study. In order to consolidate the findings, interviews will also be conducted in order to incorporate different assumptions about the issue of transformation.