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**EDUCATIONAL REFORMS IN SOUTH AFRICA
The Role of the Teachers in the Implementation of
Educational Reforms in Post Apartheid South Africa
1994 – 2008**

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Tiivistelmä – Abstract <p>The aim of the study was to determine whether the inclusion or exclusion of teachers in the South African educational reform process has had an impact on the implementation of the educational reforms, created during the post-apartheid years. Results in international comparison tests have shown that students in South Africa are performing at a lower standard than they should be, when one considers the large number of reforms whose goal was to improve education for the masses.</p> <p>The study employs a literature review in which governmental and other relevant documents are analyzed, and which are combined with the results of a survey. The participants in the survey were a group of high school teachers, from the Pietermaritzburg school district, who were in education before the dismantling of apartheid in 1994. The analysis of documentation is an effort to discover whether the policy makers in any way acknowledged the role of the teachers in the process of educational reforms, while the survey is used to determine teachers' knowledge and attitudes toward the reforms.</p> <p>The results indicate that the educational reform process has not taken into account the process of implementation or the role of teachers in the process of creation and implementation of the reforms. At the same time no acknowledgement has been made of the differing conditions within which the teachers in the various schools in South Africa are working. Many factors which have an impact on the success of the reforms have been ignored and provide an indication of why the students are not performing as they should be.</p>	
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Tiivistelmä – Abstract <p>Tämän tutkielman tarkoitus oli selvittää, oliko opettajien osallistamisella tai pois jättämisellä vaikutusta Etelä-Afrikassa toteutetussa apartheidin jälkeisessä koulutus-uudistuksessa. Kansainväliset oppilaiden koulutuloksia vertailevat testit osoittavat, että eteläafrikkalaiset oppilaat suoriutuvat odotettua huonommin, vaikka maassa on toimeenpantu lukuisia koulutusuudistuksia, joiden tarkoitus oli parantaa laajemman kansanosan koulutusta.</p> <p>Tutkielma sisältää aineistoanalyysin, jonka materiaalina on keskeisiä hallinnon asiakirjoja, sekä kyselytutkimuksen. Näiden tuloksia tarkastellaan yhdessä. Kyselyyn vastanneet toimivat yläaste- /lukio-tason opettajina (high school, luokat 8-12) Pietermaritzburgin alueella ja ovat olleet opetuslalla jo ennen apartheidin purkua 1994. Hallinnon dokumenttien analyysin tarkoituksena oli selvittää, ottivatko päättäjät millään tavalla huomioon opettajien roolia koulutusuudistuksissa. Kyselyn tarkoituksena oli selvittää opettajien käsitystä uudistuksista ja asennetta niitä kohtaan.</p> <p>Tulokset viittaavat siihen, että koulutusuudistuksia tehtäessä ei ole huomioitu niiden käyttöönottoa tai opettajien roolia uudistuksia luotaessa tai toteutettaessa. Myöskään ei otettu huomioon erilaisia olosuhteita, joissa eri opettajat eri puolilla Etelä-Afrikkaa työskentelevät. Monet tekijät, jotka vaikuttavat koulutusuudistusten onnistumiseen, jätettiin huomiotta. Nämä tekijät näyttävät selittävän sitä, miksi oppilaat Etelä-Afrikassa eivät suoriudu niin kuin pitäisi.</p>	
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ACRONYMS

ABET	Adult Based Education and Training
ACE	Advanced Certificate in Education
ANC	African National Congress
C2005	Curriculum 2005
CHE	Council on Higher Education
CNE	Christian National Education
CPTD	Continuing Professional Teacher Development
DOE	Department of Education
ELRC	Education Labor Relations Council
FET	Further Education and Training
GET	General Education and Training
HG / SG	Higher Grade / Standard Grade
HOD	Head of Department
IFP	Inkatha Freedom Party
INSET	In-Service Education for Teachers
IPET	Initial Professional Education of Teachers
IQMS	Integrated Quality Management System
KZN	KwaZulu-Natal
MCTE	Ministerial Committee on Teacher Education
NAPTOSA	National Professional Teachers Organization of South Africa
NATED 550	National Education Reports 550 (The curriculum in place before OBE)
NCS	National Curriculum Statement
NED	National Education and Development Unit
NEPA	National Education Policy Act
NP	National Party
NPDE	National Professional Diploma in Education
NQF	National Qualifications Framework
OBE	Outcomes Based Education
PD Points	Professional Development Points

PPN	Post Provincial Norm (The number of students the government pays for)
RCL	Representative Council of Learners
REQV	Relative Educational Qualification Value
RNCS	Revised National Curriculum Statement
SACE	South African Council of Educators
SAQA	South African Qualifications Act
SASA	South African Schools Act, 1996
SC	Senior Certificate
SEM	Superintendents of Education.
SGB	School Governing Body
SMT	Senior Management Team (Principals, Deputies and Heads of Departments)
TIMSS	Trends in International Mathematics and Science Study
WSE	Whole School Evaluation

1 INTRODUCTION

1.1 Focus of the Research

Post apartheid educational reforms in South Africa have been some of the most ambitious and diverse in the world over the past few decades (Crouch, 2004). The aim of the reforms has been to redress the damages the South African apartheid education system created. Nearly 15 years have passed since the reform process began and there is the general belief that the goals the new government set out to achieve have not been reached or are being achieved at an alarmingly slow rate (Brook, 1996; Christie, 1996; Botha, 2002; Jansen, 2002; Johnson, 2007; Soudien, 2007).

International tests such as the Monitoring Learner Achievement (MLA), Trends in International Mathematics and Science Study (TIMSS) and the Southern and Eastern African Consortium for Monitoring Educational Quality (SAQMEC) indicate that the quality and outcomes are deteriorating and the standards of student learning are not improving as they should be (Department of Education [DOE], 2007; Organization for Economic Cooperation and Development [OECD], 2008). South African students have performed poorly when compared to other countries which have participated in these studies (Soudien, 2007; OECD, 2008). According to Fleisch and Christie (2004), the students' results are at a lower standard than those of students from other similar socio-economic countries. One has to ask the question why this is so when so many new policies have been implemented. These policies and financing options have been created through discussions with international consultants, with the objective being to ensure that all students in South African schools receive a sound education (Jansen, 2002; Weber, 2007). Jansen (2002) states that it appears the inequalities of the past are being addressed only on the surface through policy and with an ulterior political agenda. No real regard for implementation or suitability to the South African context appears to have been taken into account (Soudien, 2007).

The main focus of study in my thesis will be the teachers and the position they have been granted in the creation and implementation of reforms in South Africa. Large volumes of literature exist which clearly indicate the influence of teachers in the ultimate success or failure of reforms. (Villegas-Reimers & Reimers, 1996; O'Sullivan, 2002; Mohammed & Harlech-Jones, 2008). The study is an attempt to determine whether these factors have been noted during the reform creation process.

1.2 Purpose of the Study

The intention of this study is to determine the role the teachers are playing in the success or failure of the educational reforms that have been introduced since the early 1990s. In other words, are the teachers having an impact on the outcomes of the policies which are being implemented and has the government taken the teachers role in the process into account?

This study focuses on teachers, with data gathered from a survey (see Appendix 1), reform policies and reports commissioned by the national DOE. The purpose of this study is to determine whether or not the policies that exist are in line with the reality being experienced within the schools and by the teachers. I will use the analyzed data from the surveys to assess the attitude and views of teachers in the system at present.

Dyer (1999) indicates that there is a need for further research to increase the overall understanding of policy ‘depth and complexity’. She also states the importance of understanding the implementation of policy and warns that policy implementation is one area which is most often ignored by the policy creators. According to Dyer (1999), “educational policy implementation in developing countries has not received sufficient analytical attention. Many aspects of the process involved are not yet well understood.” (p.46). This indicates that policy makers have little information about the process of change as well as the problems and issues that may arise. Methods to address these potential problems need to be developed for policy creators to be more effective (O’Sullivan, 2002). My investigation shall be one contribution to this much needed research and analysis in a developing nation. It is my intention to add to the literature which contributes to understanding the importance of including teachers in the process of effective educational policy reforms, especially in developing countries.

1.3 Research Problem and Research Questions

The main theme of the research is to determine whether the inclusion or exclusion of teachers in education policy reform has had an impact on its effective implementation in South Africa. In attempting to answer the large question I shall use the following sub questions to determine the answer.

1. Who was involved in creating the policies?
2. Did they address the implementation aspect of the policies during the creation process?

3. To what extent are teachers, or have teachers been, involved in the process of creation and implementation?
4. Has the inclusion or exclusion of teachers had an effect on the outcomes of the policy?

An understanding of the different policies and whether or not the implementation of these policies has been addressed will help understand the extent and direction of the changes that have taken place.

2 RESEARCH METHODS AND PROCEDURES

Brannen (2008) states there is no clearly defined layout or procedure which a researcher needs to adhere to when using the mixed methods style in their research. Consequently I have organized the following research methods chapter to address specific aspects of the qualitative and quantitative research methods that explicate my data collection techniques. Due to the unique nature of the study I have designed the format of the chapter in the most appropriate way to ensure that the reader is able to follow clearly and if necessary replicate what the research aims to discover. The research data consists of an extensive literature review of governmental policies and reports as well as a survey.

2.1 The Research Design

With research, no methodology is considered appropriate or inappropriate until it is applied to a specific research problem. (Downey & Ireland, 1983). The structure used for this particular study is, as stated above, a mixed methods design. The reason behind this choice is that the data collected for the study will be sourced from literature, governmental policies, personal communication and a survey conducted on high school teachers who have been teaching for more than 5 years. The choice for using the two paradigms is the result of my being unable to return to South Africa to conduct interviews with the various parties involved in the policy and implementation process. The natural bias that I as a teacher from South Africa have as the researcher would be reduced if I sourced the data from more than the survey. Through the use of this method I hoped to obtain a clearer understanding of the situation as it is at present. Without the triangulation of methods I believe I would not be able to obtain a clear overall understanding of the data that is needed to answer the questions I have posed.

2.1.1 Quantitative

The quantitative paradigm makes use of scientific methods in order to determine the relationship between two or more variables. At the start of the research process the researcher takes a general topic, refines it into a testable hypothesis or statement about the causal relationships that might exist between the variables (Neuman, 1994). The paradigm involves the analysis of numerical data to determine the causal relationships which may exist between the different variables. The variables may be either clearly

visible or invisible variables. Examples of invisible variables are, for example, affection, political power, self-esteem. Whilst the more obviously measurable variables are factors such as age, income and other obviously measurable data. (Neuman, 1994).

Analysis is done using statistical methods. The strength and significance of the relationships between the variables are sought. The data which results from the collection phase is analyzed and subsequently interpreted in a variety of forms. Results include data such as descriptive statistics and inferential statistics. Descriptive statistics give an idea of the basic features of the data collected and used in the research. Simple summaries are provided combined with the graphics. Whilst inferential statistics help the researcher make deductions about the data collected and enables the researcher to test hypotheses and relate the findings to the general population (University of the West of England, 2009). For the most part the quantitative data used in this study is restricted descriptive statistics. Quantitative research allows for generalizing of the findings (Creswell, 2008a).

2.1.2 Qualitative

On the other extreme of the research scale is the qualitative paradigm. Qualitative data is descriptive, used to describe phenomena but unlike quantitative data it is not measurable by statistical means (Neuman, 1994).

Qualitative data is concerned with how individuals are experiencing the process which is being investigated. This paradigm focuses on naturally occurring, ordinary events in local settings. It provides information on how life and events take place over time. As a result the researcher is able to gain a 'holistic' overview of the context under study. Data from this paradigm can be in the form of words or images. The data is collected in close proximity to a local setting for a sustained period of time. The raw data requires large amounts of processing. Qualitative question are open ended and non directional in nature and seek to describe the phenomenon being investigated, unlike quantitative which attempts to statistically describe a relationship. The researcher is the main 'measurement device'. Most analysis is done with words. During analysis words can be grouped to help the researcher contrast, compare, analyze and bestow patterns upon them. Qualitative research is also able to provide information on the context or setting under investigation. (Miles & Huberman, 1994; Creswell, 2008a).

Qualitative research enables the researcher to preserve chronological flow, see precisely which events led to which consequences, and derive fertile explanations of

these events. Qualitative research allows the possibility of discovering unexpected findings, help researchers get beyond initial conceptions and to generate or revise conceptions. Findings from this form of data have a quality of indisputability. Qualitative data can be far more convincing to a reader than pages of summarized numbers and statistics (Miles & Huberman, 1994).

However, qualitative research has been called into account over the years as there are a number of areas which can be seen as a cause for concern if the research is not closely monitored. Data obtained from this methodology such as interviews, transcribed field notes corrected and edited as well as interpretations of images and videos can be, and are, often interpreted in a variety of different manners. The different understandings of the same basic raw data is mainly a result of the individual researcher's own values. Their values have an effect on their perceptions of the data. This phenomenon is known as researcher bias. The nature of qualitative research hides a good deal of complexity, requiring care and self awareness on the part of the researcher. On top of the above discussed issue, qualitative research is labor intensive and can take a lot more time to conduct than a quantitative research project. There is a risk of obtaining more data than is physically possible to process and analyze in a given time. In qualitative research appropriate sampling is vital to the outcomes of the results. Finally, the findings are more context specific and less generalizable than quantitative research. (Miles & Huberman, 1994).

2.1.3 Mixed Methods

It is possible in a study for both quantitative as well as qualitative information to be used in some sort of combination in order to address the research problem adequately (Creswell, 2008b). A research design which makes use of a combination of both the above paradigms is known as a mixed methods study. It is important to note that the mixed methods studies do not at this point have any formally agreed upon terminology for discussion (Bryman, 2008). It is for this reason that the following discussion shall employ the terminology and classifications as laid out by Creswell and his co-authors.

In essence, the mixed methods design makes use of collecting, analyzing and mixing data from both qualitative and quantitative data in order to best understand a problem. However, it is not as simple a procedure as it appears at first glance. The process of merging and integrating the data results in more complex forms of data needing to be analyzed and understood. The benefits of integrating data in any way need

to outweigh the benefits of using data from one particular form. (Creswell, 2008b). In the case of the present study, the qualitative data from the policy and document review as well as the qualitative data obtained from the survey work together with the quantitative data gathered from the survey to form a comprehensive overview of the situation under investigation in this study.

According to Creswell, Plano Clarke and Garrett (2008), two main characteristics emerge that are common to the organizing and classifying of mixed methods design. Firstly, the two forms of data are merged in a concurrent manner or one form of the data is used to extend the other data in a sequential manner. There are four distinct designs proposed by Creswell (2008a; 2008b). The first design is the Explanatory design. In this design the data is collected in two distinct phases, quantitative data being collected first with qualitative data being collected next. The qualitative data is used to help explain the initial quantitative results. Secondly, there is the Exploratory design which begins with qualitative methods to explore the topic, following this phase up with quantitative methods to support or build upon the findings from the first phase. The third design proposed is the Embedded design, in which data is collected simultaneously while one form of the data is the primary form and the secondary form plays a supportive role in the research design. Creswell, Plano Clarke and Garrett (2008) suggest that this design can be either a sequential or a concurrent design, depending on the needs of the project. The final design proposed is a concurrent design and is known as Triangulation. This form of design is where researchers collect and integrate both qualitative and quantitative design simultaneously, where neither method has precedent over the other form.

The research design in this research makes use of the mixed methods – triangulation design. The basic rationale for this choice of design method is that quantitative data provides insight into the qualitative data collected (Creswell, 2008a). When using mixed methods design it is essential that researchers can justify their choice of method adequately (Bryman, 2008). The quantitative data from the survey helps strengthen the understanding of the qualitative data received from the open ended questions in the survey. The qualitative data obtained from the document review works to provide the view from the side of the government and policy makers. Without it the research would end up being one sided – a problem which is best avoided in the research process. The rationale for needing both forms of data is to gain the full picture and ensure a clearer understanding of the answers provided, due to the way the research

was conducted. The benefits of using the mixed method needs to outweigh the benefits of a single method and in my study I believe they do. The two forms of data complement and strengthen one another, working together to create a fuller understanding of the situation within South African education at present.

The context within which the study is being performed is complex due to the history of the country and the legacy apartheid has left. After closely studying options available to me, I discovered that there is no single way to get all the data required from the schools and government which would rightly help to explain the questions I am posing or the complexity which exists within the different schools at present. Hence, this is why the study consists of both a survey and an analysis of educational policies and reports that have been generated since the educational reforms began in the 1990s.

As should now be clear the triangulation design is most appropriate for my study. It allowed me to collect my data simultaneously with no single form of the data being valued more than the other. All data has equal weighting and in the analysis phase serve to strengthen one another (Creswell, 2008a). The triangulation design enables me to show the bigger picture.

2.2 Documents and Policy Reports

The data to be collected from the policy documents and reports is purely qualitative in nature. In the study I focus on three of the policy documents that have been generated as well as reports commissioned by the Department of Education throughout the years of the reform process. The white papers and the reports are obtained from the South African Department of Educations web site. I have included this in the research as it is from these documents and reports that the reforms have been created and implemented.

The policies are the first phase in the process which I am investigating. The reports I analyze are the documents which drive the policy formation. Without many of the reports, the policy has no foundation. The reports are a way in which the government has justified a number of the reforms. It is necessary to study these and have a clear understanding of the government's intentions when they created the reforms. Through understanding what the reforms include, it might be possible to determine to what extent the government values teachers and intended, or still intends, to involve them in the process of change. How reforms were introduced to teachers and the government's intentions to involve teachers needs to be established. Finally, how

they addressed the issues of varying contexts and experiences of the teachers already within the system and when the reforms were created are additionally important factors to this study.

2.3 Survey Instrument

The reform and policy context in South African education is complex. I developed a survey instrument (see Appendix 1) to collect data that was both qualitative as well as quantitative. The rationale behind creating the survey as I have is that the quantitative data helps explain the background of the participants completing the survey as well as the education system they were themselves educated under and the type of school they currently work in. This quantitative data provides inside into the different qualitative data that the completed surveys provide.

The survey allowed me to gather more information than interviewing would have permitted in terms of the number taking part, providing more specific data than I may have obtained from interviews. In addition, it allowed me access to many more teachers in a variety of schools, which is in fact crucial to gaining an understanding of the overall situation within South African schools at the moment.

I created the survey and conducted pilot tests on two experienced teachers in South Africa with whom I have personal contact, one being a retired principal and the other a retired head of department (English Language) who has also had experience working at the University of Natal. It took two trials before they felt the survey was appropriate and I had removed unnecessary questions, and re-ordered the existing ones so the survey flowed in terms of the questions asked. With the approval of my supervisors I finalised the survey.

The front page of the survey is an introductory letter in which I introduce myself and my research aims to the participants. I ensure that the participants' anonymity is guaranteed from my end and, if they require feedback once I have completed the study, I invite them to ask for this.

2.3.1 Survey Section A: Demographics

The first section of the survey consists of questions designed to provide demographic information about the participants themselves. This is aimed at creating a framework to work from. As explained previously, all levels of education in South Africa before the end of apartheid were unequal. So one may be dealing with two

mathematics teachers who qualified around the same time, but their race determined the quality and level of education they received at the time of their training. At the same time the demographics section helps determine the levels of opportunity that the different teachers who took part in the survey were exposed to.

Section A covers the participant's age, education, work experience length of employment in education and level of responsibility that they currently hold. These questions help to analyze the level of information they may have been exposed to over the years. A principal or head of department may have had more access to reform documentation, training and so on. These questions help frame the platform from which the questions in Section B begins. The quantitative data from section A assisted me in understanding the answers they provided for the qualitative questions.

2.3.2 Survey Section B

This section is the one that provides the bulk of the qualitative data for analyzes. Section B consists of a mixture of qualitative and quantitative data. The quantitative questions elicit specific information about the respondent's involvement in policy formation and implementation issues and helps to set the stage for many of the answers that the qualitative questions provide. The aim is to ensure that the respondent has the opportunity to elaborate on their answers to the closed quantitative questions.

I end the survey with an open ended question that allows the teacher to fill in any other information they felt relevant. Being out of the system myself for nearly seven years I realise I cannot rely only on the data I have covered in my research readings so far as there is a chance I have ignored an important aspect of the reform process underway in South Africa. This final question is to ensure I leave no stone unturned.

2.3.3 Survey Administration Procedures

Unable to return to South Africa to administer the study, I employed the help of a retired headmaster as my research assistant. The role of the assistant researcher was to contact as diverse a range of schools as he was physically able to in the Pietermaritzburg school district. He needed to ensure that there was a range in the types of schools taking part (rural, urban, single sex, co-educational and so on). His experience in the Pietermaritzburg school district spanned more than 20 years, and his contacts with many of the schools in the area made him an appropriate choice. As he

had been intimately involved in the creation of the survey instrument he was clear on the requirements for participation. I requested that the participants needed to have been teaching for 5 years or more. Their participation needed to be voluntary and their surveys, once submitted, shown to no one. The surveys were distributed by the principals of the schools. Twelve blank survey instruments were dropped off at the schools taking part. Due to the voluntary nature of the survey, some schools submitted as few as four surveys while others submitted up to eleven. Once the surveys were filled out and returned to the principal they were then sent back to the research assistant. It was not an ideal research situation, but the choice was made to work with what there was access to and deal with the problems during the analysis phase.

After half the schools surveys had arrived they were posted off to Finland. A week later the last of the surveys were posted to Finland. Throughout the process I kept in close contact with the assistant and discussed what was happening at every stage.

2.3.4 Selection of Survey Participants

The participants were from 12 high schools in the Pietermaritzburg school district. The Pietermaritzburg school district falls within the greater Umgungundlovu district, which is a part of the KwaZulu-Natal province. Figure 1 illustrates the location of the Umgungundlovu district within the KwaZulu-Natal province.

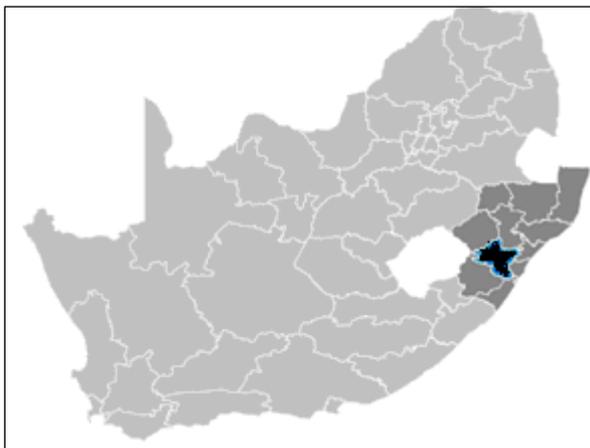


Figure 1. Map showing the KwaZulu-Natal province in dark grey, with Umgungundlovu district in black.

Based on figures provided in the School Realities Report (DOE, 2006a), produced by the DOE, KwaZulu-Natal has 2 773 634 Learners (22.5% of the national

percentage of students), 85 729 Educators (22.2% of the national percentage of teachers) and 5 976 Schools (22.7% of the nation's schools). These figures include both governmental and private schools, across all sectors of schooling. 98% of all Kwazulu-Natal's secondary school students were enrolled in government schools in 2006.

The Umgungundlovu district consists of 126 government high schools and a number of other schools which fall into categories that are not relevant to this study. Within this district there are 232 section 21 schools (see Appendix 3) and 278 section 20 schools (see Appendix 3). It is important to note that these figures include all the schools in the district and are not limited to high schools. There are 243 559 students in the Umgungundlovu District.

The 12 schools participating in the survey included 9 of the section 21 schools and 3 of the section 20 schools. The total number of pupils who attended these 12 schools during 2008 is 11 335. Eighty-eight teachers took part in the survey. The sample used to complete the survey are high school teachers who have been teaching for 5 years or more.

Table 1 provides a summary of the schools, the number of students who attended the schools and finally the number of teachers who participated in the survey during 2008.

Table 1.

School, School Size and Number of Participants in the Survey

SCHOOL	SCHOOL SIZE	PARTICIPANTS
Alex High School	1080	7
Carter High School	906	7
Maritzburg College	1125	5
Heather Secondary	1200	11
Howick High School	539	9
Linpark	570	7
Pietermaritzburg Girls High	1120	9
Mpophomeni	836	7
Nyonithwele	960	8
Raisethorpe	1394	10
Russell High School	555	4
Sukuma	1050	4
Total	11335	88

2.3.5 Analysis of the Survey

The data for each survey is grouped by question so that the answers provided by the participants for each question are combined together. In the initial phase, the data is kept separated by the schools themselves, and only at the later stages of analysis is it all combined together.

The quantitative data has been compiled into a spreadsheet from which the graphs are created and the discussion is then initiated. The qualitative answers are transferred into tables in word. Once it is grouped, the qualitative data is broken down further to group similar answers that cover the same themes. The data is then ordered from most mentioned to least mentioned, conveying the importance to the teachers themselves. When a question in the survey is a combination of both the quantitative and qualitative style, the quantitative data is first reported through the use of a descriptive figure followed by a discussion based on the figure and the qualitative answers provided by the participants.

3 TEACHERS AND EDUCATION IN SOUTH AFRICA

The general focus of this study is on education in South Africa from the early 1990s to 2008. In order to understand the teachers in South Africa who continue to teach in the system after the dismantling of apartheid, it is important to have a clear understanding of the education system and teacher training system leading up to the 1990s. The following chapter reviews the apartheid education system, the changes to the system post apartheid, as well as an article by Robinson and Christie (2008), which covers the contents of the teacher education system in South Africa, before, during and after apartheid. I then move on to discuss the reform context which South Africa found itself in the early 1990s, followed on by study of policy papers and reports which have been produced by the Department of Education post 1990.

3.1 A Brief History of Apartheid Education

In order to gain a full understanding of where South Africa as a nation and specifically the education system is today, it is necessary to understand the history of the country, in particular the history of apartheid and how it still affects the country. Although this policy of segregation has now been replaced by one of integration and equality for all, the damage left behind from apartheid continues to have a large effect on the country. Its legacy continues to hinder the country's ability to transform as effectively and quickly as the world and people of South Africa feel it should. Its history, in particular the history of education in South Africa, continues to have an impact on the education system today. (Brook, 1996; Christie, 1996; Jansen, 1998; Botha, 2002; Jansen, 2002; Fleisch & Christie, 2004; Johnson, 2007; Soudien, 2007).

The White supremacist National Party (NP) gained power in 1948 and ruled for over three decades. It was they who formulated the policies of 'apartheid'. Apartheid dominated domestic politics, with greater restrictions being imposed on the Blacks, Asians¹, and Coloureds² living in South Africa. The Group Areas Act policies of 1950 and 1986, created and enforced by the NP, resulted in approximately 1.5 million South Africans being forcibly removed from cities to rural areas. The Group Areas Act enabled Whites to live and work in established, economically viable areas without competition. A direct result was that many non-Whites were forced to live in non-urban

¹ Indians and Pakistanis

² The term used to classify any non-Whites who were not part of any of mixed heritage.

areas and to commute great distances to reach work every day for low wages. The living conditions in their designated areas were atrocious and the inhabitants lived in abject poverty, frequently without electricity, running water or basic infrastructure. (Infoplease, 2007; The World Factbook: Center for International Research, 2007).

From the 1950s up to the early 1990s the education system in South Africa mirrored its apartheid policy. The Bantu Education Act (No. 47) of 1953 widened the gaps in educational opportunities for the different racial groups in South Africa. The act stated that students of different races were not allowed to study in the same schools. It also prohibited mathematics and science from being included in the curriculum of the Black education system. The act was created in the belief that maths and sciences were not necessary in the preparation of the young Black South Africans for the low-wage labour they were being groomed to perform. At the same time it protected the privileged White minority from competition in the skilled work force. The White education system received the highest amount of funding and resources, while the funding and resources allocated to the Black education system were minimal in comparison. Black schools had inferior facilities, were often without text books, and teachers with no, or poor, professional qualifications. (Crouch, 2004; OECD, 2008).

In 1991, a multiracial forum³ led by FW de Klerk and Nelson Mandela began working on a new constitution. An interim constitution was passed in 1993, which dismantled apartheid, and a multiracial democracy with majority rule began. The transition of South Africa from apartheid into democracy occurred peacefully and is one of the 20th century's most remarkable success stories. The country's first multiracial election took place in 1994. The victor in this election was the African National Congress (ANC), led by Nelson Mandela. The new government included six ministers from the NP and three from the Inkatha Freedom Party (IFP). Work on a new national constitution began immediately, which was approved and adopted in May 1996. (Republic of South Africa, 1996a.; Infoplease, 2007; The World Factbook: Center for International Research, 2007).

Teacher training in apartheid South Africa reflected the policy that ruled the country. Teachers were trained according to their classified race. Conditions which teachers faced within schools were also reflective of the attitude of the government of the time towards the different race groups. The conditions varied greatly, from the well

³ The forum was the Convention for a Democratic South Africa (CODESA).

resourced White schools to the under resourced Black schools which were used as a base for resistance against the National Party (NP) government. Certain resistant behavior and attitudes developed (amongst learners and teachers) during this time and are still evident in the schools today. Many of the teachers still operate under the same conditions that they experienced during the apartheid era, so one has to wonder how they are able to suitably implement new policy and practices. (Jansen, 2002; Soudien, 2007). By the early 1990s shortages of teachers, classrooms, and equipment in the black schools were great. The policies of apartheid had taken their toll on education. (Crouch, 2004; OECD, 2008).

The differences in all stages of education that were provided to the different racial groups were vast. According to Byrnes (1996), the disparity in teacher-pupil ratios and teacher qualifications in the various school types were particularly significant. Byrnes indicates that in a White primary school there was an average of one teacher to eighteen students, contrasting with the Black primary schools where it was as high as one to thirty nine. Up to ninety six percent of all teachers in White schools had professional teaching qualifications while only fifteen percent of teachers in Black schools were qualified.

Addressing the injustices of the past education system was one of the most daunting tasks the government faced in the early 1990s. Since 1996, every South African has had the right to a basic education, as well as to a further education. This was laid out in the 1996 Bill of Rights contained in the Constitution of the Republic of South Africa (Republic of South Africa, 1996a). The State is required to make education available and accessible to all South Africans. Educational policies have been rewritten with the intention of ensuring equality, and quality of education, for all South Africans (Crouch, 2004).

3.2 Education Post Apartheid

Rectifying inequalities within the education system was one of the largest issues that the ANC government faced in 1994. In the early 1990s the new government set about reducing the differences which existed between the schools. Many policies were created, a new innovative curriculum was revised and there was a restructuring of the education departments. Many international specialists were brought in to advise and oversee the creation of the new system. South African policies were linked to

developments that were taking place in the international educational environment. (Jansen, 2002).

One of the first changes made in the education system was in the early 1990s. Traditionally White schools were re-classified as Model B schools (see Appendix 3), which allowed limited access to children of other races. However, preference was given to children living within the area of the school. The Group Areas Act was abolished as late as 1991. As many Black children lived out of Model B schools' districts, only a few were admitted into the schools (Lemon, 1995). In the last days of Apartheid, most White public schools were granted the right to appoint teachers, to decide on admission policies and to impose fees. Through this procedure Model B schools were transformed into what became known as Model C (see Appendix 3) schools. The reason for the reform was the semi-privatisation of the White public educational system, shifting the financing and control of White schools to White parents. When Apartheid ended, all restrictions on racial mixing in schools were officially abolished, and the 1996 South African Schools Act extended most of the financing and governance provisions of Model C schools to all public schools. (Republic of South Africa, 1996b; Selod & Zenou, 2002).

In 1998 the National Norms and Standards for School Funding was published as policy (DOE, 1996b). This complex policy effectively made the move from the previous categorisation of Model B and C schools and renewed efforts to reallocate funds equitably. In essence after a complex calculation, as laid out in the policy, the funding for schools was reorganised based on a number of factors pertaining to all schools. The result was that the poorest and neediest schools received a higher per-learner funding allocation. Schools that fell into the Section 21 category of the South African Schools Act were to receive funding from the government in a lump sum and are to then allocate the resources as they see fit. This in essence made them semi-independent from the department. (DOE, 1996b).

This distribution of the funding provided by the state is left in the charge of a school's governing body. Schools falling under the Section 21 category are able to charge school fees and in doing so generate funding for the schools, allowing them to employ more teachers, take care of buildings and covering costs that are not able to be covered by the government funding. The majority of these schools are the previously White Model C schools. These schools are able to employ more teachers who are commonly known as governing body paid staff. This helps these particular schools keep

the teacher : student ratio low. Schools not on the Section 21 list, now Section 20 schools, receive their funding from the government who in turn determines how these funds are to be spent. They are not allowed to charge school fees. They are therefore unable to employ teachers over and above the allocation provided to them by the government, based on the pre-determined teacher : student ratios. The aim of this policy was to ensure that the poorer students were able to access schools, regardless of their parents' financial situation. The majority of these schools were the previous Black, poorer schools operating in the rural areas. The policy allows the Section 20 schools the opportunity to apply for Section 21 status. (DOE, 1996b).

South Africa now has a single national education system which is organized and managed largely on the basis of the nine provincial subsystems. Under Apartheid up to 18 independent educational departments⁴ had existed (Crouch, 2004).

The South African Qualifications Authority Act (SAQA) established a South African qualifications authority (DOE, 1995b). SAQA oversaw the development of the National Qualifications Framework (NQF) covering standard setting and quality assurance. One of the main objectives of the NQF was to create an integrated national framework for learning. Rectifying the past discriminations in education, training and employment are other objectives of the NQF. Table 2 shows the various levels in the South African Education System as laid out by the NQF. (SAinfo, 2006).

Since these initial policies were created, the government has acknowledged the need for teachers and principals to receive suitable qualifications in order to perform adequately as quality education providers. In order to overcome the problem of having under-qualified teachers who still teach in many schools the government has supported the development of courses for school teachers and leaders. The results of their endeavours are courses such as the Advanced Certificate in Education (ACE) (Kuene & Prew, 2005) and National Professional Diploma in Education (NPDE) (V. Wedekind, personal communication, February 11, 2008). The last few years have been spent in close collaboration with a number of education institutes within South Africa devising a course dedicated to leadership and management of schools within the South African

⁴ There appears to be confusion as to how many independent educational departments had existed during apartheid. Botha (2002), mentions a number of 14, with various authors using different figures. I have chosen to use 18 in the report as it is calculated according to the report by Crouch (2004): 10 homelands, 4 racially based departments, with the White system further broken down into the 4 provinces.

context. It has been acknowledged that effective leadership and teacher education within the schools will have a top down effect in schools.

Table 2.

Education Levels in South Africa as Laid out by the NQF

BAND	SCHOOL GRADES	NQF LEVEL	QUALIFICATIONS
HIGHER		8	Doctors Degree
		7	Masters Degree
			Honours degree
			Postgraduate Diploma
		6	General First Degree
			Professional First Degree Postgraduate
			Bachelors Degree
		5	First Diploma
			Higher Certificate
			Certificate
FURTHER	12	4	Diplomas
	11	3	Certificates
	10	2	
GENERAL	9	1	Grade 9 / Adult Basic Education and Training Level 4
	8		
	7		
	6		
	5		
	4		
	3		
	2		
	1		
	R		

3.3 Teacher Education through the Years

It is necessary to understand how teachers' education has taken place if one is attempting to determine where exactly the issues currently faced in the system arise. It is important to start with the teachers as they are the base of the educational ladder and so have the most impact on students' learning and achievement (Darling-Hammond,

1998). According to the National Centre for Research on Teacher Learning (1991), the task of connecting a group of diverse learners to subject matter is a central role of teaching. As acknowledged after the TIMSS results were published in 2003, teachers in South Africa have access to continued education and more than one third of them were engaged in further education, so one needs to ask why it is that students are not performing as they should be?

In 1953 the education of Black South Africans came under the control of the NP government. This was the start of decades of racially and geographically segregated as well as financially neglected educational opportunities for many South Africans (OECD, 2008). The Bantu Education Act of 1954 resulted in the responsibility for African education, including teacher training, becoming the responsibility of the Union government. In 1963 the Coloured Education Act and, following on in 1964, the Indian Education Act came into effect. (Robinson & Christie, 2008).

The year 1967 saw the implementation of the National Education Policy Act where separate tertiary institutions were established for Blacks, Coloured and Indians. Teacher training opportunities, process and structures were unequal for the different race groups. The location of the teacher training institutions for Black students were within the homelands⁵ and were intended to maintain the situation of ethnically divided schools and society. In the homelands, the colleges were in charge of training primary teachers, while ethnically divided African universities were to educate secondary school teachers. Apartheid policy did not allow mathematics and sciences to be taught to Black students. In the closed system which made up Bantu Education⁶, this had the effect of few teachers being trained for these subjects. The quality of the teachers who were being trained for mathematics and sciences was affected at the same time, as there was a lack of suitably knowledgeable teacher trainers in these subjects, a vicious cycle resulting. The negative result of this policy has been more visible and apparent since the end of apartheid. Qualifications required by Black teachers were of a low standard. For example, to gain the Primary Teacher's Certificate in 1972 all that was required was a grade 10 plus 2 years further study. The courses were taught in English and Afrikaans, not the vernacular. No learning was provided for students in their native

⁵ Ten tribally based homelands (Bantustans) were created by the state to enable the segregation of the Black population group. Four of which became nominally independent self governing states. The land occupied by these homelands was relatively small and economically unproductive.

⁶ Education for Black South Africans

African languages. Robinson and Christie (2008) state that by the end of apartheid 46% of Black teachers were unqualified or underqualified, with the qualified teachers not being evenly distributed across the former homelands and with many of the teachers in the poorer areas being unqualified. These teachers were also required to teach in either English or Afrikaans, not their mother tongue. (Robinson & Christie, 2008).

Separate colleges for Coloureds and Indians were better financed than Black colleges. Their final qualifications were the same as White teachers and therefore of a higher standard than the Black students'. As far as teacher training for Whites was concerned, the provinces (not central government) were responsible for developing their own teacher training colleges, with a small number of universities providing post-graduate diplomas. All the college institutions prepared White teachers to teach in their mother tongue (English or Afrikaans) and within their own cultural contexts. The National Education Policy Amendment Acts of 1969 and 1974 stated that secondary teacher training for White students would be of four years minimum duration and would be carried out by universities, while primary teacher education was to be of three years duration from either a university or college. According to Robinson and Christie (2008) by the end of apartheid, the colleges of education for White teachers contrasted sharply with the under-resourced teachers' colleges of the other race groups. At that time the government spent more than three times as much on White teachers in training as on Black trainee teachers. (Robinson & Christie, 2008).

In 1994, after the ANC came into power, the new constitution was laid out for South Africa. The DOE (1995a) set out a broad national vision of promoting equity and access to education and to quality education for all. Due to the past history of restricted educational access for Black children, the white paper positioned education as a key lever to enhance equity of learning outcomes for all. Improving access to education enhances equity of learning outcomes. However, according to Robinson and Christie (2008), access to education is in itself not an indicator of improvement unless these learning opportunities are within a quality national education system.

The new government needed to dismantle the apartheid system and at the same time to put a new system in place to reflect the vision outlined in the white paper. This task continues today as the aftermath of apartheid is complex and much damage has been left in the education system. Since the early 1990s teacher training has changed in terms of course content and qualifications required. Teacher preparation is geared towards the outcomes based, more practically oriented curriculum. However, there

remains a backlog of under or unqualified teachers who do not meet with the National Qualifications structure as set up by SAQA for teachers. There have been courses created by a number of public-private institutions, yet it appears that they have not adequately met the needs of these teachers. (DOE, 2005; Robinson & Christie, 2008).

The National Professional Diploma in Education (NPDE) is a course which has been created by the government to address the problem of underqualified teachers. The NPDE is a national qualification registered on the National Qualifications Framework (NQF). It is designed for teachers who are in the system. Teachers may use the NPDE to upgrade and obtain qualified teacher status. The course aims to provide the teachers with the ability of coping within the new outcomes based methods of teaching and learning (UNISA, 2008). Thousands of teachers have gone through NPDE programmes and the DOE continues to fund large groups for upgrading (V. Wedekind, personal communication, February 11, 2008). According to the DOE (2007), this course is a short term measure which will be discontinued once all teachers are suitably qualified. Whilst on the other hand the government will support only the Advanced Certificate in Education (ACE) programmes which pass the reviews which will be performed by the Council on Higher Education (CHE) as there are many such courses on offer and their standards vary considerably. Many of these courses do not meet the professional needs of the teachers and have little or no impact on their teaching skills as outlined in the report of the Ministerial Committee on Teacher Education (DOE, 2005).

3.4 National Reform Context

The 1994 elections in South Africa marked a transition in the country's history. This policy of governance up to 1994 involved the segregation of races and a large degree of bureaucracy. No institute reflected the policy of the government as clearly as the education system did during those years. The system consisted of four education systems, based on the racial classification of apartheid, each having their own schools and training colleges. The administration of these four systems was shared by some 18 education departments. This system ensured that schooling was racially separated and reflected the apartheid beliefs about race. (Brook, 1996).

Resources and funding provided for the different schools was based on race (Crouch, 2004). This affected many areas of the schools. To name but a few of the obvious ones: the resources available, the schools' basic infrastructures, the teacher : student ratios, students' future employment opportunities. The curricula covered in the

different systems were also not equal. Hence many essential elements of a basic education were left out of many South African students' education. The official languages of instruction were English and Afrikaans, with no African languages officially recognized (Johnson, 2007). By the time 1994 came around Apartheid had managed to create an institutionalized system of educational inequality characterized by "a large degraded black sector on the one hand and an administratively and pedagogically privileged white sector on the other hand." (Soudien, 2007, p. 185).

Sections from the White Paper on Education and Training, (DOE, 1995a), put the educational situation by the early 1990s in a clear light:

7. As with other basic services, the distribution of education and training provision in our country follows a pattern of contrasts and paradoxes. South Africa has achieved, by a large measure, the most developed and well-resourced system of education and training on the African continent, with the highest participation rates at all levels of the system. In the best-resourced, well staffed, highly motivated, elite sector of the school system, almost all students succeed in their senior certificate examinations, and an impressive proportion qualify for admission to higher education. The quality of South Africa's diploma, degree, postgraduate and research output has created and sustained the country's sophisticated modern economic and financial infrastructure, industrial, business and communications technology, medical, legal, media, cultural and other professional services . . .

8. At the same time, millions of adult South Africans are functionally illiterate, and millions of South African children and youth are learning in school conditions which resemble those in the most impoverished states. In the large, poorly-resourced sectors for the majority of the population, a majority of students drop out prematurely or fail senior certificate, and a small minority win entrance to higher education. Access to technological and professional careers requiring a strong basis in mathematics and science is denied to all but a fraction of the age cohort, largely because of the chronic inadequacy of teaching in these subjects.

9. . . . South Africa's overall performance is poor because the achievements of its outstandingly well- developed elite sector are overshadowed by inadequate provision for the basic needs, including education and training, of the majority of the population. Low levels of life-expectancy, basic health and nutrition, skills and productivity are the result. (DOE, 1995a, pp. 12 - 13).

Reform in education was essential in order to achieve the aims of the new constitution. To bring about equality of opportunity to all South Africans, education now needed to have its past problems redressed. This is the platform from which massive educational reforms were launched in the early 1990s.

3.5 White Papers

The focus of attention now shifts to three of the main policy papers created in the early 1990s and a number of reports which have since been generated by the national DOE. With respect to my research questions, I wish to determine whether or not the teachers and their role within the existing education system are acknowledged in any form within these policies and special reports. In terms of acknowledgement in the policy, I shall attempt to determine whether the inequalities which many teachers suffered were taken into consideration during the reform process. Teacher training and the contexts within which they operate have a direct impact on teachers' ability to implement reforms effectively and efficiently (Darling-Hammond, 1998). Some examples of the inequalities that I am referring to in the South African context are teacher qualifications, salaries and the working conditions that in many schools remain unacceptable by international standards.

In the first White Paper on Education and Training (DOE, 1995a) under the new government, the Minister of Education, Professor SME Bengu states in his introduction that "The government's policy for education and training is a matter of national importance second to none" (p. 2). Professor Bengu states that teachers are a part of the group of people who are charged with ensuring that change takes place. However, in the same sentence he mentions a large number of other people who play an equally important role in the change process. This seems to indicate that teachers are not being treated as major role players in this change; they are simply part of a large mass; their vital role in change being downplayed. Yet at the end of his address Professor Bengu

acknowledges that this is the first policy document on education and training to be created by the new government and that the process of getting it right may be a long one and there is much to learn along the way.

Chapter three of the document admits that there is a chronic shortage of teachers in mathematics and science for a large proportion of the population, yet it does not proceed to suggest how they will address this issue. The first mention of teacher education is a reference to a wealth of resources, one of which includes in-service teacher training which has been generated outside the official system for the neglected communities. Yet once again this statement is taken no further and no explanation of how the government intends to use these resources is provided.

The development of the NQF, created so that the various levels of education could be linked to one another logically, which was previously impossible, is discussed and proposed in Chapter Five of the White Paper on Education and Training (DOE, 1995a). This section mentions that national reconstruction and development requires that the knowledge and skills base of much of the population, working and unemployed, needed to be upgraded. However, this statement is broad and does not discuss the specific needs of those teachers in schools who need to upgrade their qualifications. In this same chapter, under the curriculum development section, it is stated that teachers are to be involved in the development of the new curriculum and that school-based adaptations can play a role in professional development, referred to as In-Service Education for Teachers (INSET). There is no indication of the form this will take or how it will play a role in helping teachers adjust to the new system.

In Chapter Five, under the developmental issues section the paper recognises that because of the past structural imbalances in provision, funding, quality and output, the need to deliver education services includes (amongst a long list of many other items) the upgrading of the professional competence of teachers. No indication of how this will happen or when it will take place is made. The main focus of teacher education in the first white paper is on the training of teachers who are to enter the system.

The Organization, Governance and Funding of Schools (DOE, 1996a), the second white paper, in much the same vein, does not pay attention to the teachers currently within the system and their role in ensuring the success of the new policies. It does state that, "A unitary teaching system is vital for the health of the new system of public schools" (DOE, 1996a, p.18). It discusses the proposed redistribution of teachers within the system to ensure the teaching force is equally distributed to ensure a fair

education for all students, but fails to address the qualification inadequacies and how these will be addressed.

In the fourth white paper, the Programme for the Transformation of Further Education and Training (DOE, 1998), there is an acknowledgement in the introduction that the national Department of Education received input and feedback on the content of this document from provincially held workshops for teachers. These workshops were conducted collaboratively by the national DOE and provincial Departments of Education. They proceed to state that “A large number of submissions focused on matters relating to the implementation of the policy proposals. Proposals of this kind will be considered during the discussion of the implementation of the White Paper for Further Education and Training” (DOE, 1998, p. 11). Yet once again the matter is not taken further. Chapter Three of this paper deals with the current realities being faced in the system. One of the points deals with the new outcomes based curriculum. The department acknowledges that effective implementation will take time and that there is the need to help schools deal more appropriately with the needs of learners in the senior secondary phase.

3.6 Reports

The first report which I studied was created by the DOE (2002), called Phasing in OBE into the FET Band: Implementation Strategies (2003 – 2006). It is the first edition of a newsletter, Phasing OBE into FET, whose goal is to communicate the progress of phasing in the OBE curricula into the FET band at schools. It was created to be in keeping with the principle of replacing apartheid education with OBE by 2005 and ensuring that the grade 10 learners in 2004 were not disadvantaged by the transition from traditional curricula to the OBE curricula. A number of meetings were held between the DOE and numerous stakeholders (teacher unions, subject associations, SAQA, provincial DOE: especially district ‘subject advisors’ and tertiary education) in 2002. It was decided that the DOE should be responsible for particular aspects to ensure the cross-over took place effectively. They were charged with preparing a teachers guide which contained practical advice to help the teachers with their knowledge gaps and other possible challenges that may have arisen from the new curricula. The report is clearly laid out, and seems to have been well thought through. However, further investigation on my part has not been able to establish whether these documents were

created, let alone whether they were created in time for teachers to use in preparation for the transition in 2004.

The second report which I studied was published in 2005. In 2003 the Ministerial Committee on Teacher Education (MCTE) was formed by the Ministry of Education with the purpose of developing a National Framework for Teacher Education. In their report to the Ministry of Education (DOE, 2005) the MCTE identifies some of the main difficulties and barriers which have emerged in the field of teacher education and proceed to make recommendations as to how they can be overcome. In the report, the MCTE discusses the Initial Professional Education of Teachers (IPET) and the Continuing Professional Teacher Development (CPTD). The report also provides some insight into the NPDE as well as the ACE qualification and their contributions and current limitations. The committee's suggestion is that the CPTD is the way forward when addressing teachers' professional development and that the focus needs to shift from NPDE and ACE courses to this area. The recommendations that are made in this report are then used in the creation of the National Policy Framework for Teacher Education and Development in South Africa. (DOE, 2007).

In October 2006 the Department of Education released a publication, *School Realities 2006*, which stated that 90% of teachers within the education system are fully qualified (DOE, 2006a). They have qualifications rated at Relative Educational Qualification Value (REQV) 13 or 14. The problem with the education system at that time was reported to be the lack of fit between the supply and demand for qualified teachers in particular subject areas, especially in rural areas (DOE, 2007). The same publication also states that a large majority of teachers in the system need to strengthen their subject knowledge base, pedagogical content knowledge and teaching skills (DOE, 2007). The National Policy Framework for Teacher Education and Development in South Africa (DOE, 2007) reflects that in the 1995 National Teacher Audit it was shown that one third of teachers at the time were engaged in qualifications driven in-service education, yet that these qualifications were having no impact on classroom practice. The National Policy Framework for Teacher Education and Development in South Africa (DOE, 2007) also refers to the 2003 TIMSS results which at the time indicated that the South African teachers have a great range of opportunities for development, yet the results obtained by the students show that they are not having an impact on learner performance.

The National Policy Framework for Teacher Education and Development in South Africa (DOE, 2007) refers to the NPDE. It states that the NPDE was introduced in 2000 as a short term measure to deal with the system's inheritance of teachers who did not have the ministerially approved norm of REQV 13. They also state that this programme will continue until all teachers are suitably qualified. This is the first instance I have come across as an acknowledgement in policy that there is a need to address teachers' qualifications, and as late as April 2007 it is still necessary. However, its mention is brief and no real details of the course are provided. It also mentions the ACE programmes as being more of a means of upgrading teachers' qualifications in a range of specialist skills. The future of the ACE programmes is under scrutiny as many appear to be questionable and the proposed CPTD system is considered better. The policy then proceeds to introduce the CPTD system in more detail.

The CPTD is an initiative aimed at the professional development of teachers and the quality of teaching. The CPTD will award teachers Professional Development (PD) points for the different programmes they take part in. These PD points are not a means of moving up the REQV ladder though, as the ACE and NPDE courses allow. (DOE, 2007).

The final report which I focused on is the Reviews of National Policies for Education - South Africa (OECD, 2008). This document has been created by the Organization for Economic Co-operation and Development (OECD) in close collaboration with the South African Government. The report is the most recently available which covers all aspects of South African education to date. The sections which I find interesting for my research are the ones which report how the teachers within the system have fared in more recent years. Of all the documents studied up to this point I have found little consultation with teachers, but this document clearly lays out what many of the teachers are currently dealing with in their day-to-day roles as the implementers of national policies in education. The report strongly discusses that up until recently the policies generated have ignored the context within which many of the teachers are working and that the damage left over from the apartheid education system has not been taken into account. They feel that there has been a rush to get the policies generated and time factors and implementation issues were not taken into account.

The first part of the OECD (2008) document provides a background report of the education sector in South Africa, which in turn allocates a section entirely to the educators and teacher education. It starts the section by stating: "Of all aspects of

education besides school infrastructure, and despite repeated interventions, the major area in which Apartheid education remains inadequately reconstructed is the teaching force.” (OECD, 2008, p. 82).

Of interest in this particular research project is the discussion in the OECD (2008) report which states that in recent years there has been a great improvement in the qualifications of the teachers within the system, yet the finances spent on upgrading these qualifications have not lead to improved educator productivity (which has been reported in reports and publications discussed previously). The discussion moves on to indicate that international studies show that the educational returns (student performance) to investment in teacher education in South Africa is very low, effectively pointing out that the investment has not had the necessary impact on teachers. The report completes this section with a quote directly from the National Policy Framework For Teacher Education and Development (DOE, 2006b), that “the majority of educators are not yet sufficiently equipped to meet the needs of a 21st century environment and their poor conceptual and content knowledge is a direct contributor to low levels of learner achievement” (DOE, 2006b, p. 6).

4 TEACHERS' ROLES IN REFORMS

The following chapter deals with literature regarding the role of teachers in the implementation aspects of reform.

4.1 Theoretical Framework for the Study

The theoretical framework is based on my perception that there is a discrepancy between what is being said and what is actually done in the South African educational reform process. The theory of action proposed by Argyris and Schön (1996) is the most appropriate to the situation I am researching. Their theories of action form a solid theoretical framework upon which I can build my research.

The theories of action take two different forms: espoused theory and theory in use. Firstly, espoused theories are those actions and behaviours that individuals or organizations report or describe and that include their beliefs, attitudes, and values. This theory of action is used to explain or justify a given pattern of activity. Theories in use are behaviours and actions that individuals actually use. Theories in use are implicit in the performance of patterns of activity that individuals and organizations engage in. These behaviours and actions are not reported, but can be constructed from observation. Organizational theories in use may remain tacit because they may be different to the organization's espoused theory. According to Argyris (1993) there are often differences between individuals' and organizations' espoused and in-use behaviours'. (Argyris, 1993).

The theory goes on to explain how organizational learning and change can take place. This is important in my research as educational reform involves change. The change that results from the reform is not always what was anticipated. What the organization chooses to do with the results is what leads to effectively addressing the needs of the situation.

Argyris and Schön (1996) further expand their theory of action. They discuss the concept of organizational and individual inquiry. Inquiry is the product of situations which do not provide the outcomes which are desired. Inquiry is triggered when there is a disparity between the expected results of an action and the results that are actually achieved. An example would be the case of educational reform that is meant to improve an area of education but does not result in the improvement that was expected. The organization should then inquire why this is the case, seek answers to explain why

improvement which was anticipated did not occur. Inquiry is initially on an individual level yet it is important that inquiry ultimately moves to the organizational level for effective change to take place. In order for this to take place inquiry needs to first be undertaken by the individuals who function as agents of the organization. Individual inquiry feeds into and helps to shape organizational inquiry, which then feeds back to shape the further inquiry carried out by individuals. The research performed for this study attempts to determine if this form of inquiry has taken place at any stage of the process.

Organization inquiry should result in corrective actions which are an attempt by the organization to rectify the problem that has been experienced. The process that Argyris and Schön (1996) propose in their theories is iterative in nature and attempts to explain why many times suitable organizational change and learning does not take place. Through the process of inquiry and applying corrective actions, more suitable theories in use should result and a closing of the gap between espoused theories and the theories in use should take place. The output of organizational inquiry may take the form of a change in thinking and acting that yields a change in the design of organizational practices.

Theory is best used to explain the incongruence between the reforms that are taking place in South Africa and what is actually taking place within the schools. It is my 'foreshadowed notion' that there is a discrepancy between what is being espoused and what is actually taking place which appears not to be being addressed. My research shall attempt to identify this gap between the organizations espoused theory, what the reform creators are stating, and their actual theory in action, the way the reforms are being addressed within the schools by the individuals applying the reforms.

A second theory which is pertinent to my study is that of resistance to organizational change, as proposed by Yukl (2006). According to Yukl a major change in organizations is guided by the top management, while members of the organization can initiate change and contribute to its success. However, change resistance is a common phenomenon when organizational change is taking place. A number of reasons for this resistance are provided, and none are mutually exclusive. Amongst the reasons which are relevant to my study are factors outlined by Yukl, such as:

1. The lack of trust between the people who have proposed the change and those who are enacting the change. If the motives of those proposing the change are in any doubt, change resistance arises. The survey used for this study serves to

determine the type of relationship which currently exists between the local DOE and the teachers' in the Pietermaritzburg district.

2. A belief that the change is not feasible and it will inevitably end in failure. The survey is once again an attempt to determine the teachers' attitudes towards the changes and seeks out how suitable they feel the reforms are for the situations faced in their schools.

Reasons for this resistance go beyond the individual. Resistance at individual level is compounded by system dynamics at the group and organizational level. Change in one part may elicit a reaction from other parts that nullifies the effect of the change. The systems model states that problems may have multiple causes including actions which were taken previously in an attempt to solve other problems. Any actions have multiple outcomes including unintended side effects which take a while to manifest. (Yukl, 2006)

4.2 Teachers and their Importance in Policy and Educational Change

In education change is something that is a constant, which continually provides a challenge to those who are responsible for the changes (Darling-Hammond, 1998). Educational reforms are notorious for not achieving what they set out to achieve. Reasons for the failures are researched and documented. A major reason for these failures is said to be that the teachers continue to be left out of the process, asked to perform tasks that they do not have the knowledge to teach or are unprepared for. It appears that it is not necessarily that the teachers are ignored, but that the reforms focus on inappropriate areas for the teachers and are not facing the reality that the teachers face in the classroom. Teachers are required to accommodate these continuing changes which are often dramatic, and often they have to do so unprepared. (Villegas-Reimers & Reimers, 1996; Darling-Hammond, 1998). The following review is of literature which focuses on the teachers and their roles in these reforms.

Villegas-Reimers and Reimers (1996) indicate possible reasons for teachers being left out of the reform creation process. One is that some reforms claim to be teacher-proof, based on the assumption that these reforms will not be affected by the teachers in any way. Another explanation is that reforms exist which fail to acknowledge that the role of the teachers is not central to the proposals for change. Villegas-Reimers and Reimers (1996), state:

That serious discussions of reform in education systems have overlooked the role and the potential of 60 million teachers is not just politically and administratively naive (after all, who is going to implement the reforms), but it also shows poor understanding of the factors which influence educational opportunity in schools. (p. 470)

Educational reforms all have the same goals: to improve student learning and achievement. Studies have been performed which indicate that teacher knowledge and experience are not significant factors in student achievement, or that they play a nominal role in achievement. (Velez, Schiefelbein & Valenzuela, 1993; Fuller & Clarke, 1994). However, to conclude from studies whose results indicate that teachers' preparation, knowledge or experience can be ignored, is clearly not accurate. The question policy makers need to ask themselves is how the teachers' influence can be optimised to enable reform. (Villegas-Reimners & Reimers, 1996). In order to create policy that can work, it is essential that the theories the policy makers base their reforms on take into account the ways in which teacher knowledge, beliefs and context influence their teaching (Darling-Hammond, 1998).

Reforms which enable change in schools need to look closely at the specifics of how teachers can be helped to ensure they are able to make meaning out of these reforms and the changes which they are required to bring about. Teacher attitudes and behaviour are strong influences on the outcomes of the reforms and this needs to be recognised and acknowledged along with their prior knowledge and experience in order to create meaningful change (Villegas-Reimners & Reimers, 1996). Many reform creators have in fact lost touch with the teachers and students, resulting in educators often resisting the changes (Duke, 2004). They have lost sight of what really goes on in the schools; school context is often ignored. In line with the above points, Darling-Hammond (1998) posits that a new approach to reform creation is needed, one with a clearer understanding of the teaching - learning relationship. She advocates that the designers of reforms need to create systems which develop the capacity to enable schools and teachers to perform tasks they have never had to accomplish before to bring about the required change effectively.

Quick-fix approaches, such as improving teacher selection and training, are naïve. The relationship between student learning and teachers is a complex relationship

and one which cannot be effectively dealt with by simply focusing on teacher selection and training in reforms. The relationships which exist are complex and can not be taken lightly. However, the solution to simply abandon teachers in the efforts to improve education systems is equally destructive. Teachers can become more effective if they understand that change is needed, and if they are adequately supported as they try to change. A solution lies in bringing the teachers to the centre of education reform and debates. (Villegas-Reimners & Reimers, 1996). Policy makers who want teachers to succeed in the process of implementing the reforms need to acknowledge that the process of change requires time and teachers need opportunities to change their style of teaching through study and experimentation (Darling-Hammond, 1998).

While new policies of educational improvement emerge, the old ones remain in force, pulling education systems in contradictory directions. Change cannot simply be mandated. Studies of efforts to change have found that the fate of new programmes and ideas rests on teachers' and administrators' opportunities to learn, experiment, and adapt ideas to their local context. Reforms are created for contexts which are often inhibited by layers of prior policies and conditions which are hostile to change, factors which policy makers should not ignore. It is essential that they first build the capacity and commitment for the work required, before attempting to impose policy constraints. Widespread school change requires the support and leadership from the policy system, not antagonism. School change is a complicated affair, resting on the capacities and willingness of teachers and administrators. They are the ones who need to understand and start the desired changes. The policies also require the support of the community in which they must start if they are to survive. (Darling-Hammond, 1998).

A discussion based on the outcomes of curriculum reforms brings to light how often reform ideas are passed on as mandates, a list of new things to do, with little or no discussion and rational explanation of why they are to be done. The way in which policy is introduced and supported influences the attitudes, knowledge, ability and political will of those attempting implementation (Fullan, 1991). Often those involved in carrying out the mandates do not understand what the initiatives are about or why they are to be carried out, often resulting in a resistance to change (Duke, 2004). The solution lies in providing leadership with a direction that encourages participation, rather than smothering reforms in prescriptions for implementation. (Darling-Hammond, 1998).

According to Duke (2004) education needs a certain amount of continuity for meaningful change to occur. Exaggerated claims to justify reforms are simply unsuitable for effective and meaningful educational changes to take place.

I will end this section of the review with the following quote from Darling-Hammond (1998), which could be directly transferred to the context of the study I am performing:

The policy system must learn to be both appropriately humble and effectively bilateral so that its work is informed by the wisdom of good practice and its efforts do not override those of good schools. There are ways to construct policy that provide leadership while also developing local capacity to make good decisions and leaving room for those decisions to be made. (p.658).

It is essential that governments resist the temptation to prescribe everything, but rather create processes that allow local participation. In doing so, they will begin to create the conditions under which schools develop the capacity to set standards and teach more effectively. At the same time there is a need to involve as many stakeholders as possible in the process of creation (Duke, 2004). Finally, in the search for what works, researchers, policymakers and educators need to acknowledge and be prepared to deal with dilemmas that will inevitably take place along the road to success. (Darling-Hammond, 1998).

4.3 Two Developing Countries Educational Reforms

This section focuses on two studies which have been performed in Pakistan and Namibia. Both studies centre on educational policy implementation and the problems Pakistan and Namibia have faced, along with suggestions as to how to avoid these issues in the future. The vital role the teachers of the country play is also of utmost importance to the implementation of new policy, yet their knowledge and contexts appear to be undervalued or insignificant to the policy makers. The following review will give insight into how these factors have led to the failure of the educational reforms in both the mentioned countries. The experiences and frameworks the authors propose are valuable to my study. The authors provide a clear understanding of the process of

implementation in the contexts of their studies. They both provide guidance as to how these reforms could have been more suitably implemented.

The first study, extremely close to the South African context, is one performed by O'Sullivan (2002). Her article and research is based on her experiences in Namibia directly after it gained independence from South Africa in 1990. She documents reasons for the large scale failure of the implementation of the English Language Teaching (ELT) reforms, despite the good intentions of the policy makers. She creates a framework with useful guidelines for policy makers to effectively implement new reforms and avoid the disaster that failed reforms tend to result in, in most cases.

The second study, by Mohammed and Harlech-Jones (2008), was conducted in Pakistan. The authors base their research on a group of teachers who attend a university teacher education in-service course to aid teachers in implementing the new 'learner-centred' approach in schools. As with O'Sullivan (2002), their findings are that the process and implementation of the new methods and curriculum fall to the way-side once the teachers are back in the school environment.

O'Sullivan (2002) provides a number of reasons for the teachers' failure to implement the ELT policy in Namibia and these reasons are almost the same given for the failure of the reform implementation in Pakistan.

Factors which need to be taken into consideration by the policy makers are suggested by both sets of researchers, as follows:

- The realities and contexts faced by the teachers.
- Implementation takes place in the classrooms and teachers are the implementers of the reforms. It is necessary for the policy makers to ensure that the policies they create are within the teachers' capacity to implement them.
- Teachers need support and feedback when implementing new practices into their classrooms.
- Politically inspired, hasty reforms generally fail to develop suitably. Reform takes time and patience and much co-operation between the policy makers and the implementers.
- Reforms need to allow for flexibility; they need to be changeable and adaptable where necessary.

- Communication networks need to be efficient when disseminating the policy documents between the various levels of administration to ensure that all the involved parties understand and can implement them suitably and effectively.
- There is no magic formula; however, a greater awareness is needed when creating policy.

Failure to implement reforms according to Mohammed and Harlech-Jones (2008) has severe consequences. Expensive resources are wasted; confidence is affected and generally results in teachers being resistant to change and innovation. According to O'Sullivan (2002), "It is not enough to pay lip service to the consideration of implementation factors. Successful reform depends on policy makers seriously engaging with the extent to which reforms are implementable in classrooms." (p. 234).

Mohammed and Harlech-Jones (2008) state that often in developing countries the reform policies adopted are based on models and approaches of other 'successful' rich countries. The importing of models without adapting them to the contexts of the developing countries leads to problems and this is why often these models fail.

The findings from these reports are important as they bear much relevance to the South African situation at present and go a long way to explain much of what is happening in the schools at present. If notice is taken of a number of the points mentioned in these studies, it may be easier to understand what is happening in South African education and ways to overcome its problems will be more easily identified.

5 SURVEY DATA

The following chapter is broken into two sections. The first section describes the nature of the 12 high schools which have taken part in the survey, with the second section reporting the data obtained from the surveys on the 12 schools. All of the schools are state owned high schools.

5.1 School Contexts

The 12 schools taking part in the survey are listed in descending order of their pass rate in the Senior Certificate (the matriculation examination written by students in grade 12). Of these 12 schools 7 were originally for White students, 2 were for Indian students and 3 were for Black students up until the educational reforms began in the 1990s. Nine of the schools are coeducational schools while 3 are single sex schools.

1. Pietermaritzburg Girls High School, is a girls only high school, located in the city of Pietermaritzburg. Before the end of apartheid it was an exclusively White girls' high school. In the 1990s it became classified as a Model C school. It has 1120 students and a staff of 67 in total, 29 of those being paid by the governing body. The school has a boarding establishment for pupils. The teacher : student ratio is 1 : 16.7. The 2007 Senior Examination results had a 100% pass rate for the 228 girls who sat the exam. It is a Section 21 school with school fees of 1 101.71 USD⁷ per annum (p/a).
2. Maritzburg College is a boys' high school, located in the city of Pietermaritzburg. Originally exclusively White, it is a school with many traditions and strong ties to the old boys of the school. In the early 1990s it became a Model C school. There are 1125 pupils at the school with a staff of 67, 30 of whom are paid by the governing body. The school has a boarding establishment for pupils. The teacher : student ratio is 1 : 16.8. The 2007 Senior Examination results had a 99.5 % pass rate for the 221 boys who sat the exam. It is a Section 21 school with school fees of 1810.45 USD p/a.

⁷ R 1 = 0.112696 USD

3. Howick High School is a co-education school located in the town of Howick, which is about 24 kms from Pietermaritzburg. It was once for White students, but in the early 1990s it became a Model C school. The school has a boarding establishment. There are 539 students at the school with a staff size of 26, 8 of whom are paid by the governing body. The teacher : student ratio is 1 : 20.7. The 2007 Senior Examination results saw a 98.8% pass for the 85 students who sat the exams. The school is a section 21 school with school fees being 1382.26 USD p/a.

4. Russel High School is a girls' school located in Pietermaritzburg. It was previously a White, girls' school whose students generally come from less wealthy families in Pietermaritzburg. In the early 1990s it became a Model C school. It is still generally attended by students from the poorer families in Pietermaritzburg. There are 555 pupils at the school with a staff of 22, 6 of who are paid by the governing body. The teacher : student ratio is 1 : 25.2. The senior examination pass rate for 2007 was 98% of the 102 girls who sat the exam. The school is a Section 21 school with school fees of 393.33 USD p/a.

5. Raisethorpe is a co-educational school located in the suburbs of Pietermaritzburg city. It was previously a school for Indian students. There are 1394 students and 42 teachers at the school, 4 of whom are governing body paid. The teacher : student ratio is 1 : 33.2. The Senior Certificate examination pass rate for 2007 was 97.5% of the 235 pupils who sat the exam. The school is a Section 21 school with schools fees of 90.03 USD p/a.

In a discussion with James Delpont, my research assistant in South Africa, regarding the success the school in the Senior Certificate examinations, he stated that Raisethorpe is an anomaly in that it has a small number of governing body posts but its results are always outstanding. It often has at least 2 – 3 of its pupils in the top 30 of the KwaZulu-Natal province. The school manages to achieve such high standards by identifying the top candidates at the end of grade 11 who are then made to attend extra classes. The teachers at the school are mainly Indians and they do not seem to mind the extra work. The teachers receive no extra remuneration for their effort. The largely Indian parent community places a lot of pressure on the school to achieve its high standards. (J. Delpont, personal communication, February 14, 2009).

6. Alexandra High School is located in Pietermaritzburg city. It is a coeducational high school. However, it has an interesting history. Initially a White boys' only high school in competition with Maritzburg College, to boost its numbers it became co-educational in the 1990s. The students attending the school were from the poorer families in the area surrounding the school. It became a Model C school in the early 1990s. It has a boarding establishment. There are now 1080 pupils and 49 teachers, 13 of whom are governing body paid. The teacher : student ratio is 1 : 22. Of the 213 students who sat the Senior Certificate 96.7% passed in 2007. The school is a Section 21 school with schools fees of 861.48 USD p/a.
7. Carter High School is located in Pietermaritzburg and is a coeducational high school. Before Model C status it was one of the few White coeducational schools in the district. There are 906 pupils, with a staff of 60, 29 of whom are paid by the governing body. The teacher : student ratio is 1 : 15.1. The pass rate in the senior examinations in 2007 was 95.5% of the 203 pupils who sat the exams. The school is a Section 21 school with fees of 1139.63 USD p/a.
8. Heather Secondary is a coeducational school located in the suburbs of Pietermaritzburg city. It was previously a school for Indian students. There are 1200 pupils and a staff of 46, 6 of them being paid by the governing body. The teacher : student ratio is 1 : 26.1. The pass rate in the 2007 senior examinations was 90.7% of the 193 students who sat the exams. The school is a Section 21 school charging 123.93 USD p/a.
9. Mphophomeni High School is a coeducational school located in Lions River, which is a suburb of Howick (roughly 24 kms from Pietermaritzburg). It was a coeducational school for Black students before the end of apartheid, and has continued as such. It has 836 pupils and a staff of 27. It is a Section 20 school so there are no extra staff hired and the teacher : student ratio is 1 : 31. The school fees are a minimal 22.55 USD p/a. Of the 130 students who sat the 2007 senior examinations, 89.1% passed.
10. Linpark High is a coeducational boarding school, located in the suburbs of Pietermaritzburg. The school curriculum has a technical bias offering subjects such

as motor mechanics and electronics. It was initially a White boys' only school. However, it became coeducational in the 1990s and took on Model C status. It offers boarding facilities to its students. The school has 1700 students and a staff of 32, with 12 being governing body paid. The teacher: student ratio is 1 : 17.8. The 2007 senior examination pass rate was 83.9% of the 87 students who sat the exams. The school is a Section 21 school with school fees of 923.73 USD p/a.

11. Sukuma is a coeducational school, located in the Edendale suburb of Pietermaritzburg. It was a school for Black students before the 1990s. It has 1050 pupils. It is a section 20 school so there is a staff of 35 all of whom are employed by the government with the teacher : student ratio being 1 : 30. The senior examination pass rate for 2007 was 76.7% of the 185 students who sat the exams. The school fees are a minimal 56.33 USD p/a.
12. Nyonithwele High School is located in the Edendale suburb of Pietermaritzburg. Nyonithwele was a school for Black students before the 1990s and has continued as such. It has 960 students and a staff of 32. It is a Section 20 school, with the teacher : student ratio of 1 : 30 with school fees being only 13.52 USD p/a. The school experienced a very low pass rate in the 2007 senior examinations where only 35.9% of the 195 students who sat the exams passed.

5.2 Data Report by Survey Questions

The following section reports the data received from the surveys, question by question. Section A consists of quantitative data only, included to establish the demographics of the sample population. Section B consists of a mixture of quantitative and qualitative data.

5.2.1 Section A: Demographics of Participants

Question 1:

Figure 2 shows the age distribution of the 88 participants. The ages are grouped in 5 year intervals. From the figure 2 one can deduce that 19 out of the 88 participants are between the ages of 20 and 40 years old, with 61 of the participants between the ages of 41 and 60, while 8 of the participants are over 61 years old.

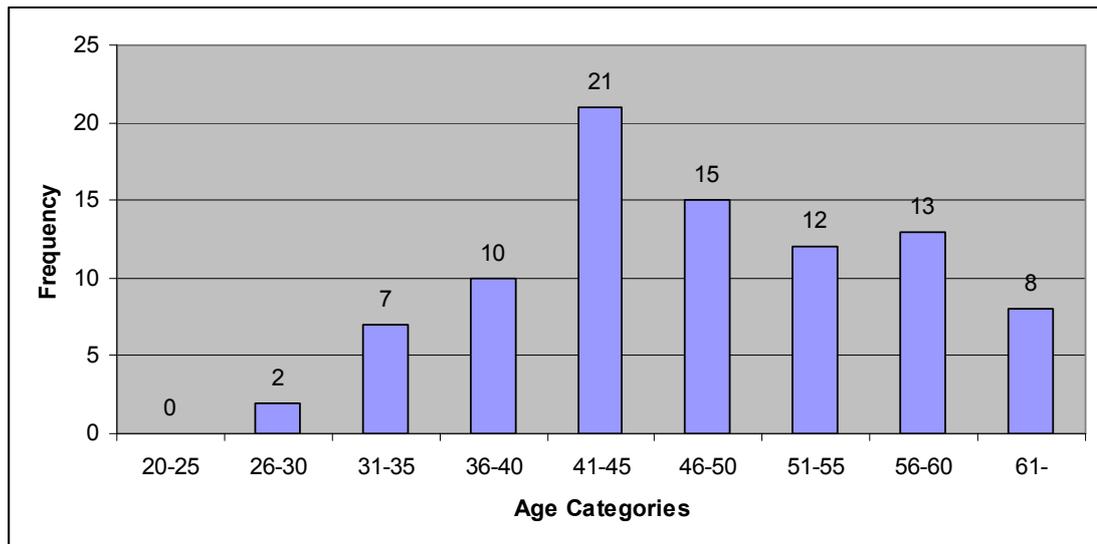


Figure 2. Age distribution of participants’.

Question 2:

Figure 3 shows the distribution of the ethnicity of the participants in the survey. 20 of the participants are Black, 35 of the participants are White, only one of the participants is Coloured with 29 of the participants being Indian. The categories used in this question are based on the 4 basic ethnic/racial categories that all South Africans were divided into during apartheid. It is important to note that 3 participants did not fill in their ethnic group.

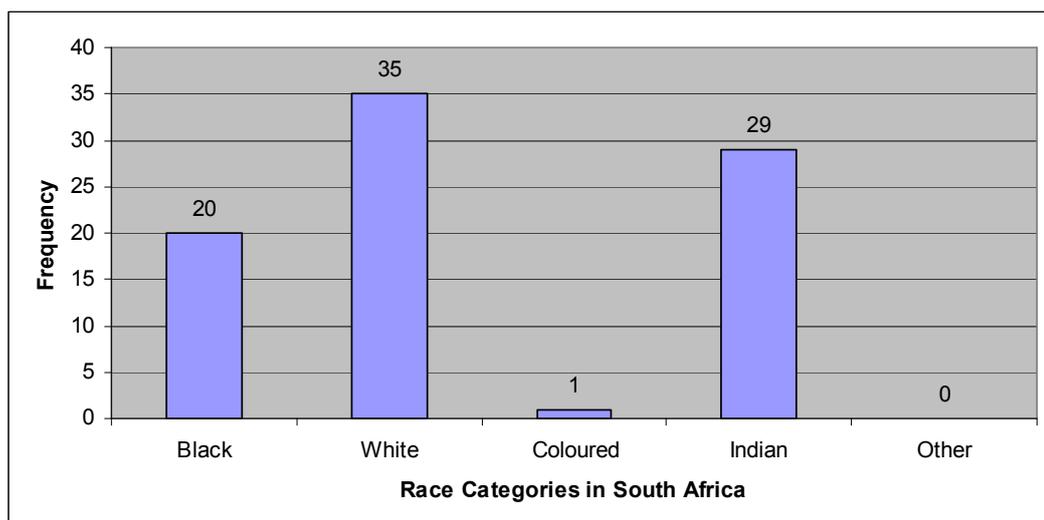


Figure 3. Ethnic group of the participants’.

Breaking the data down further into the Section 20 and Section 21 schools, some interesting findings occur. Figure 4 shows that in the three Section 20 schools, all the

participants were Black teachers with only one White teacher participating. Whilst, Figure 5, shows a very different picture. At the Section 21 schools, only 3 were Black and 1 was Coloured, whilst there were 34 White and 29 Indian participants.

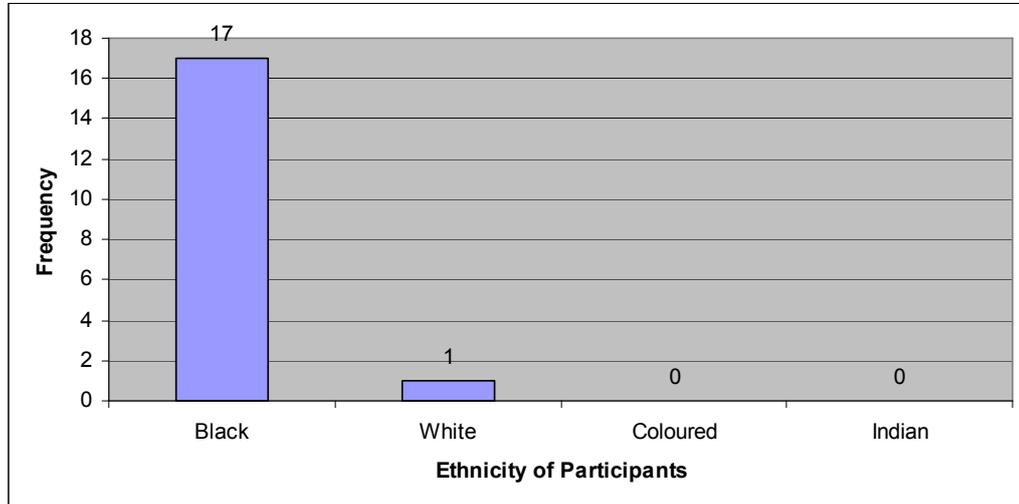


Figure 4. Ethnicity of participants' from Section 20 schools.

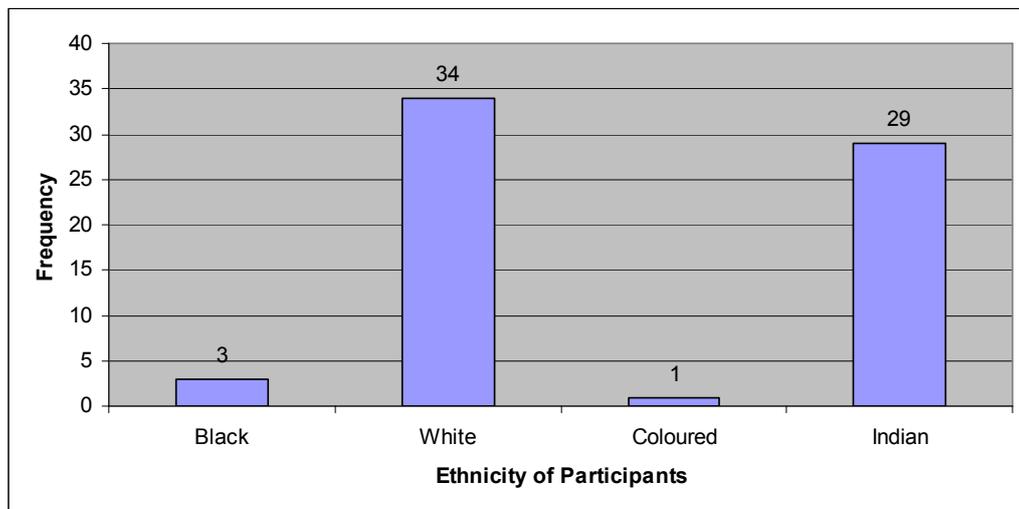


Figure 5. Ethnicity of participants' from Section 21 schools.

Question 3:

Figure 6 shows the nationality of the participants who took part in the survey. Eighty-two of the participants were South African nationals. Of the 4 other nationalities there was one Kenyan and one British participant, whilst the remaining 2 participants held dual nationality (South African and British). Note that 2 participants did not answer the question.

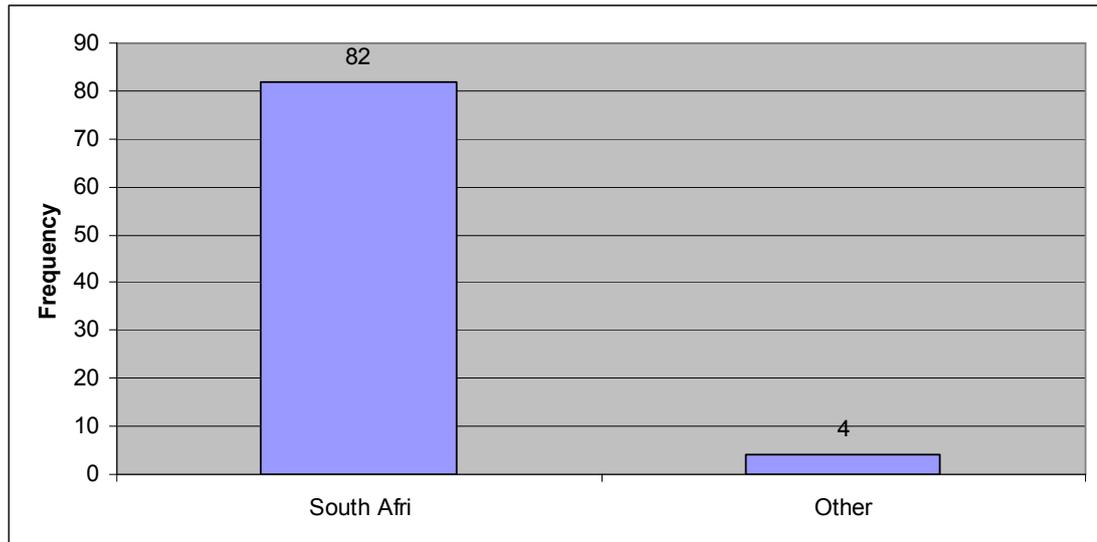


Figure 6. Nationality of participants’.

Question 4:

Figure 7 indicates that there were 41 male and 47 female participants.

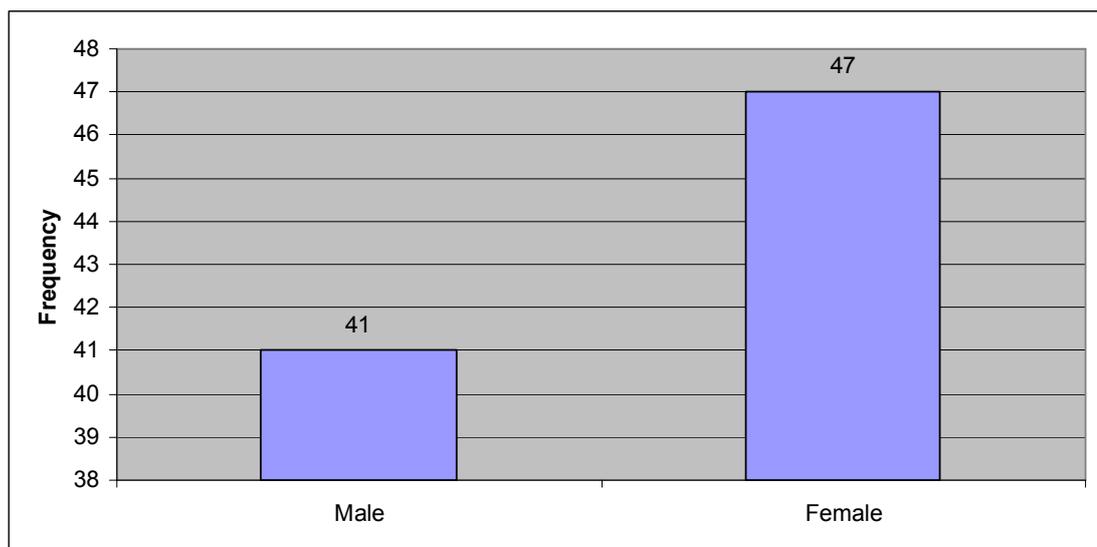


Figure 7. Gender of participants’.

Question 5:

Figure 8 indicates how many years the participants studied beyond Grade 12⁸. Thirteen studied for 3 years and gained their STD (Senior Teachers Diploma). Thirty-six participants studied for 4 years, gaining various qualifications such as: FDE (Further Diploma in Education), HDE (Higher Diploma in Education), UED (University Education Diploma) and B.Paed (Bachelor of Primary Education). Thirty-three of the

⁸ Grade 12 is also known as matric.

participants studied for 5 years gaining either a B.Ed (Bachelor of Education) or Hons (Honours). Finally, 5 of the participants studied for 6 years, these gaining their M.Ed (Masters of Education). This indicates that the majority of the teachers participating in the study have 4 or 5 years of tertiary education. None of the participants hold higher than a Masters degree. Note that one participant did not fill in their qualification.

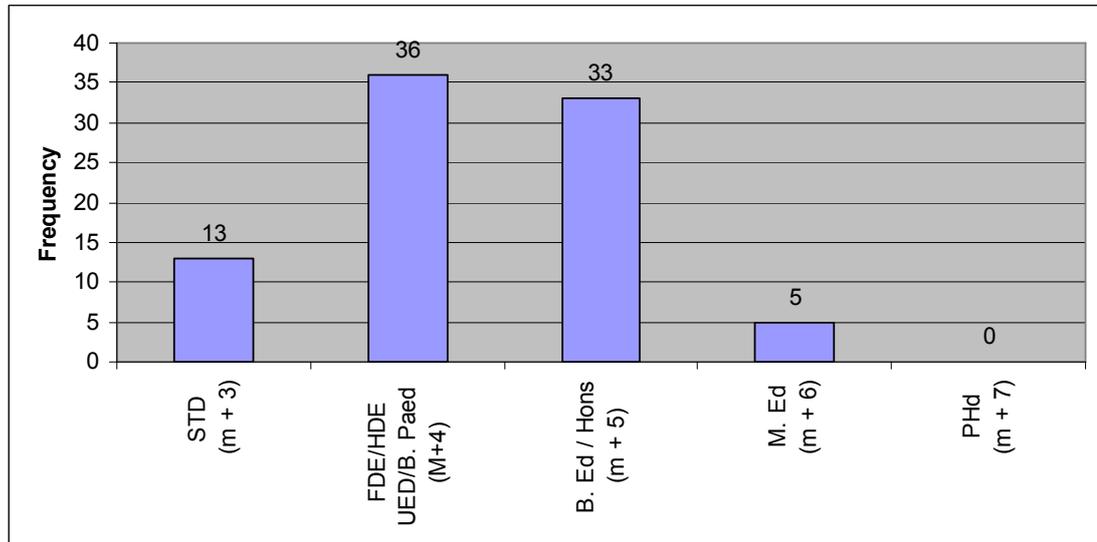


Figure 8. Highest qualifications of participants'.

Question 6:

Figure 9 indicates the number of years the participants have been involved in education. The years have been grouped in 5 year intervals. Six participants have been in education for less than 10 years, with 29 being in education between 10 and 20 years, 33 of them involved between 20 and 30 years and over 20 of the participants having been in education for over 30 years.

Apartheid was disbanded in 1994. Therefore, teachers who have been in education for 15 years or more, 69 out of the 88 participants, taught in the apartheid years.

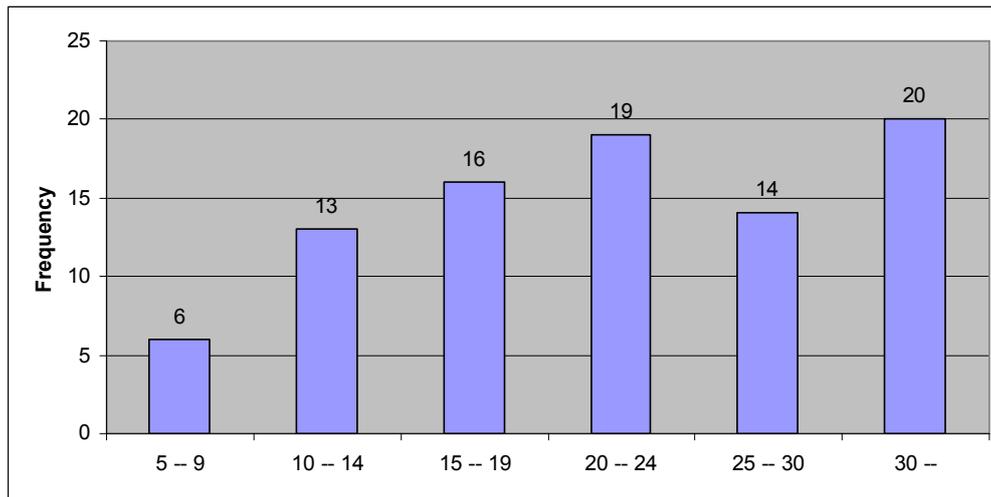


Figure 9. Participants' number of years teaching experience.

Question 7:

Figure 10 indicates the different levels of responsibility that the various participants hold in their current positions. Half of the participants are subject teachers with no level of responsibility. Thirty of the 88 were heads of their respective subject departments, implying they carried a fairly high level of responsibility in their particular field of knowledge. Eight of the participants were Deputy Principals and 6 were Principals.

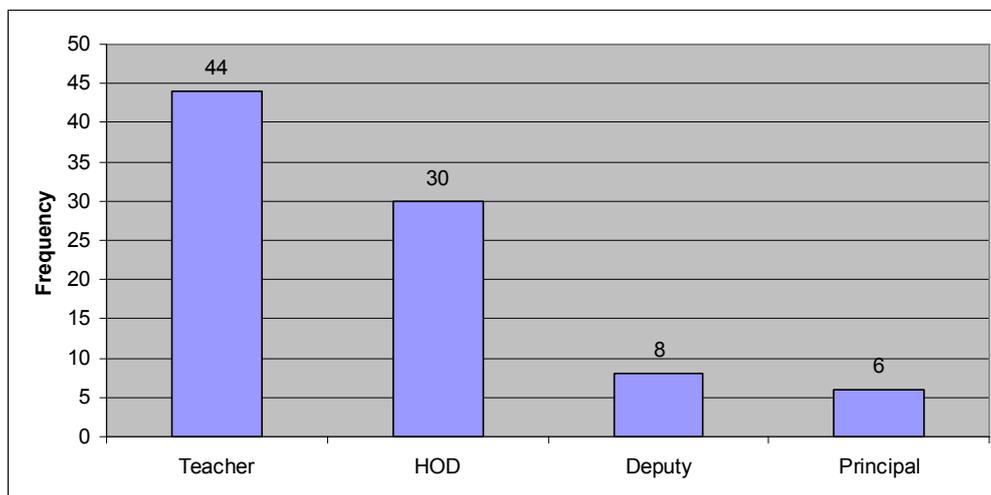


Figure 10. Current position held within the school.

5.2.2 Section B

This section first provides the survey questions asked, outlined in italics and then provides the responses gathered from the participants. Please note that some

questions in this section allow multiple answers. Hence the values in these questions have been left out and replaced with percentages of the final total of answers provided.

Question 10: *Are you aware of all the educational reforms that have taken place since the change of government in the early 1990's?*

Figure 11 indicates how aware the participants feel they are about the reforms which have taken place since the early 1990s. 70% of the participants report being aware of the all the reforms that have been created since the early 1990s with 28% indicating they are aware of a few of the reforms and only 1% indicate they have no knowledge of the reforms.

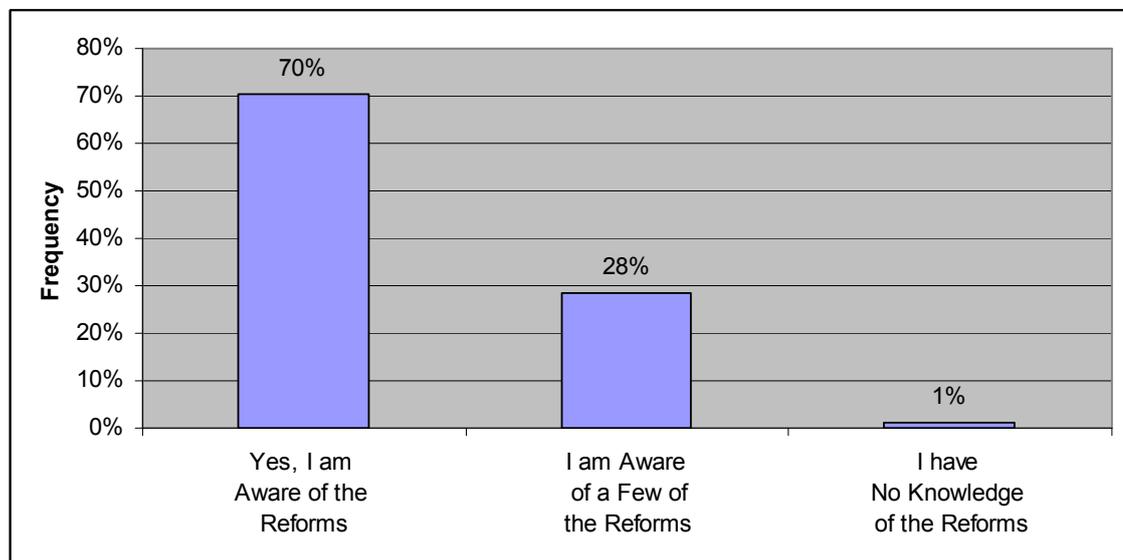


Figure 11. Participants' awareness of the post apartheid reforms.

Question 11: *Could you please briefly list the reforms you are aware of?*

All respondents were able to list a few of the reforms. The majority are aware of the curriculum reforms which directly affect their teaching content and style, whilst the reforms which do not necessarily affect their teaching are not as easily recalled. The responses indicate the participants' awareness of curriculum related policy, the curriculum changes from the old apartheid syllabus to the new Outcomes Based Education (OBE) style of teaching and changes in national curriculum statements. The participants display a fairly sound knowledge of the various curriculum statements which have been produced. However, at the same time they appear to be unsure of which statement is currently being used, or the order in which the statements were produced, indicating a fair amount of confusion. A fair number of the respondents

report being aware of policy directly coming out of the SA Schools Act. There is a strong awareness of the change from apartheid divisions in education to more inclusive schooling for all as well as equal opportunities for all students. Participants report being knowledgeable about the educator related policies which govern their own assessment and performance as teachers, as well as their rights and responsibilities. The creation of the SACE is a noteworthy mention in this section. One policy change that seems to be out of place, yet is mentioned frequently, is that of the abolition of corporal punishment.

A list of all the reforms mentioned by the participants is in Appendix 2.

Question 12: *With regard to the reforms you are aware of, have they been appropriate to the situation within your school?*

Figure 12 indicates how many of the teachers feel that the reforms have been appropriate to the situation which they are working in. Sixty-nine percent of the participants feel the reforms are appropriate to their school context while 31% indicate they are inappropriate to their school context.

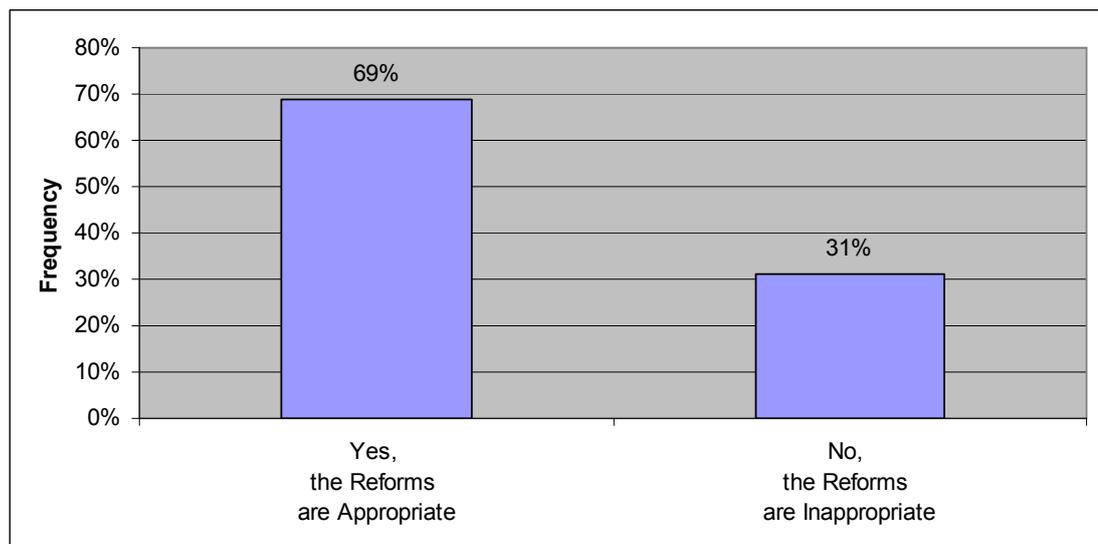


Figure 12. Participants' feelings towards the reforms and their appropriateness in their own school contexts.

Question 12 continued: *If you stated No, please can you explain why you feel these reforms are inappropriate to your schools situation?*

A summary of the responses is as follows:

1. The teachers who have been in the system for many years have not been trained suitably. The workshops provided by the local DOE have been inappropriate in most cases and not been enough to prepare teachers. There has been inadequate follow up support for teachers after the workshops. The impact of these changes has been far more than schools and teachers were prepared for. The teaching staff of the schools do not necessarily represent the demographics of the students.
2. The curriculum has proven to be unsuitable in most cases. The majority of the students in South Africa are not able to deal with the new curriculum for a number of reasons. The syllabus is too long and teachers are unable to go into depth on many topics as there is too much to cover, leaving shallow knowledge with no in-depth knowledge in most areas. The removal of Higher Grade and Standard Grade does not take into account all the ranges of abilities amongst the students, resulting in many students not learning as effectively as they could. Class sizes are too large and many schools are under- resourced for the content of the new syllabi which are more suited to smaller groups requires many resources.
3. Funding – removal of funding and high fees in previously advantaged schools now prevents students from being able to afford the school fees and hence a better education, whilst the reverse holds benefits for the disadvantaged communities.
4. The language of instruction (English) is in many cases inappropriate for the majority of the student body. Many teachers are also teaching in a language that is not their mother tongue.
5. Promotion of students to next level regardless of performance creates a large number of students not ready for the next phase in the system.
6. The removal of corporal punishment has left a large number of teachers with no way of disciplining the students, leaving them with feelings of disempowerment. No alternative forms of discipline were suggested. The students are unmanageable, leaving little time for learning to take place in certain schools and teachers with no support in dealing with these situations.
7. The implementation of new policies was not taken into account by policy makers who were/are not educators so are unaware of what happens in schools where these changes are required to be implemented.
8. The governing bodies of schools (SGB) often consist of people not qualified in education who make decisions that are not suitable for the schools, such as appointing staff not suitably qualified for the post.

A direct quote from a forwarded email I received between the retired principal of Carter High School and the current deputy principal of Carter High School clearly outlines this problem. “. . . I am concerned that a biologist got the post specifically advertised to strengthen our Science position. The governing body again . . . “, (J. Delpont, personal communication, February 15, 2009).

Question 13: *How did/do you find out about the educational reforms that have taken place?*

Figure 13 indicates the various ways the information regarding policy changes have been passed on to the participants. Thirty-one percent indicate that the information was acquired through various workshops organised by the provincial DOE, 22% through the media, 19% through their principals, 13% through the management teams at the schools. Only 9% report being informed through their SEM. The remaining 6% explained other means through which they gained the knowledge.

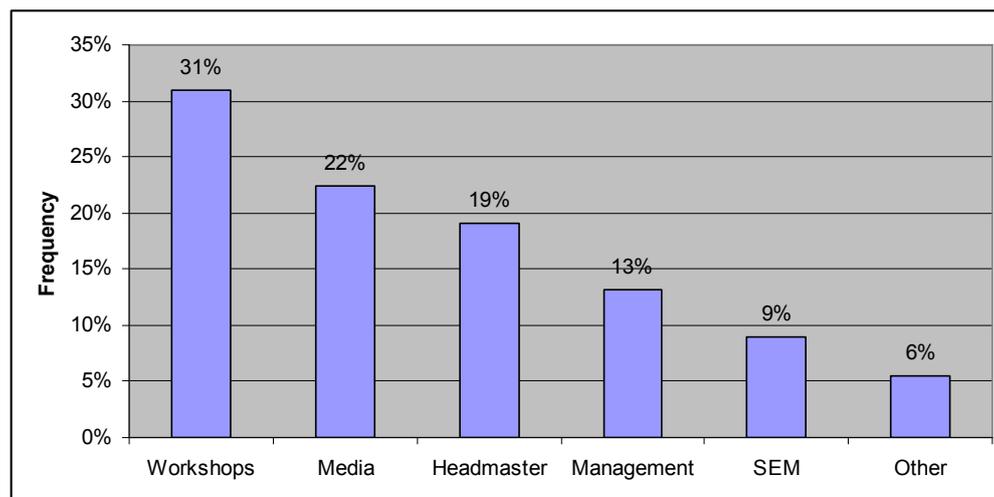


Figure 13. Indicates the various means through which the participants’ learnt about the reforms

Question 13 continued: *If you answered **Other**, please explain:*

Answers provided for this section stated that journals and policy documents for educators were one way they learnt about the reforms. Teachers unions were also cited as a means of obtaining information (NAPTOSA and SADTU). Word of mouth regarding the curriculum reforms was a way of assembling knowledge as well as the internet, along with workshops and networking amongst the local schools. Involvement

with organizations outside of the school and further education were also cited as means of obtaining information about the reforms.

Question 14: *Do you feel you are/were adequately supported when changes are/were required to be implemented?*

Figure 14 indicates that only 37% felt they were adequately supported during the changes which took place in education with 63% feeling they were not sufficiently supported.

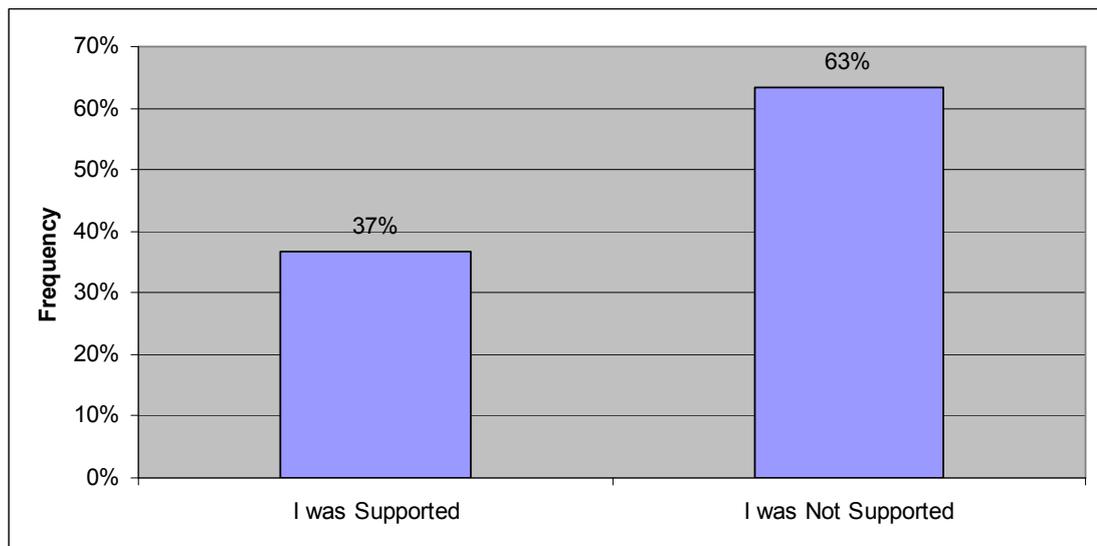


Figure 14. Shows the participants' impression of the support they received during the changes.

Question 15: *Do you feel you are /were able to implement the changes into your teaching environment effectively?*

Figure 15 indicates the participants' confidence in their ability to effectively implement these changes required by the reforms. Looking at the group of participants, 56% feel confident they were able to implement the changes effectively and 44% are less confident of their ability to make the changes suitably. Interestingly, one needs to note of the difference that is experienced in the Section 21 and Section 20 Schools. The figure below indicate the great contrast in their confidence in their implementation of these changes.

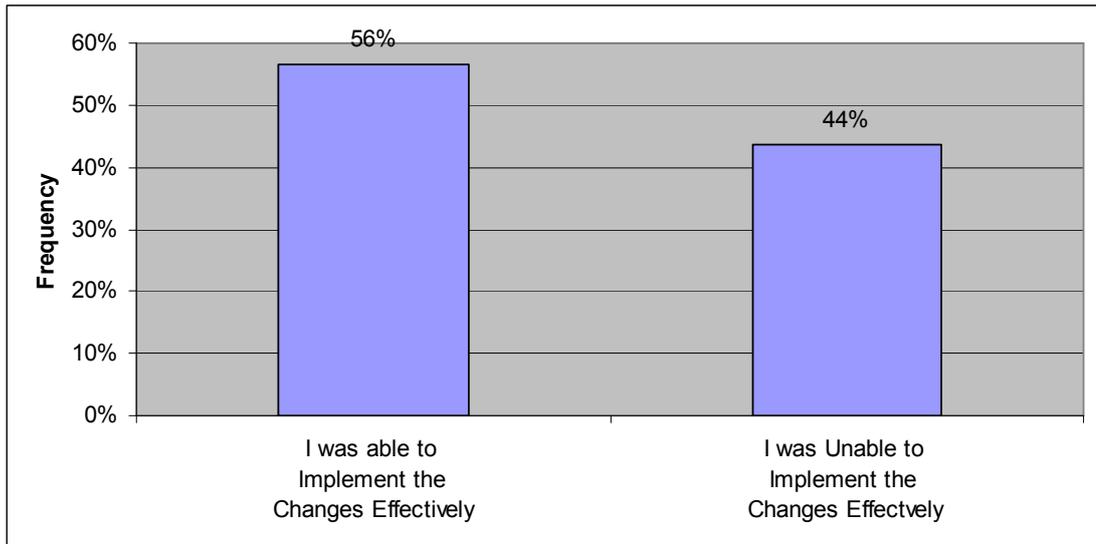


Figure 15. Shows the participants’ confidence at their ability to implement the changes.

In the section 20 schools, only 32% of the participants felt confident they were able to implement the reforms with 68% of the participants feeling they were not capable of doing it adequately. By contrast, the section 21 schools show an almost reverse level of confidence, with 64% of those participants being confident they are able to implement the reforms effectively and only 36% reporting they were unable to do so.

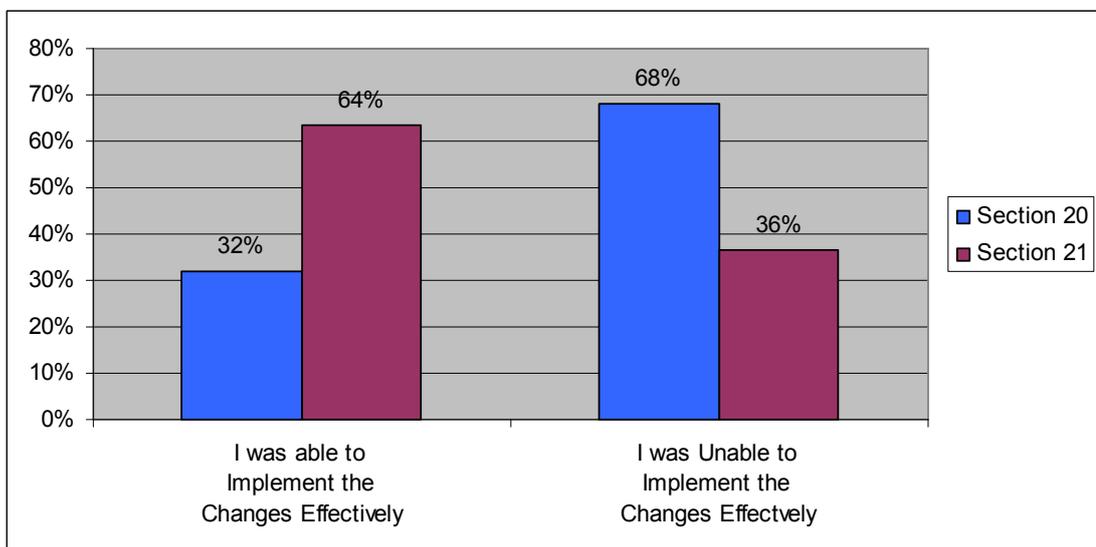


Figure 16. Indicates the difference in how Section 20 and Section 21 schools participants’ felt they were able to implement the changes.

Question 16: *Do you believe that what has been asked of you as a teacher is appropriate to the situation you experience daily within the school you are currently teaching at?*

The results displayed in figure 17 are almost evenly split, with 49% of the teachers indicating they feel the changes are appropriate and the remaining 51% indicating they are inappropriate to their school context.

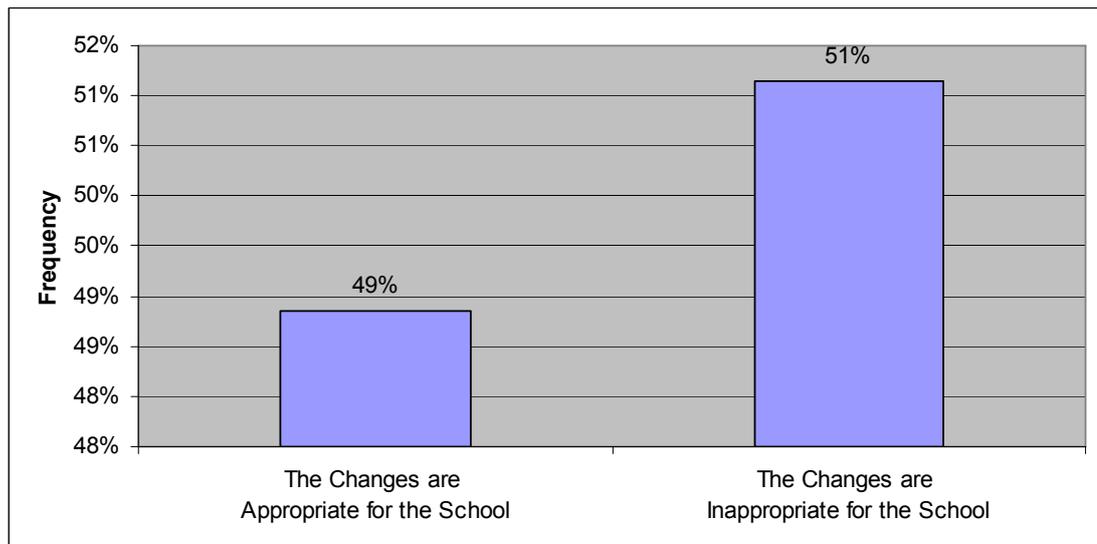


Figure 17. The participants' attitude towards the changes they are required to implement in their school daily.

Question 16 continued: *If you answered No, can you explain why you feel this? If you can not it is ok. I am just interested in the cases where your teaching environment has affected your implementation of the reforms.*

A summary of the responses is:

1. Support from local DOE is inadequate. There is a lack of leadership in the DOE and this affects the input they provide the schools. The information provided is either too late or is inadequate for the schools.
2. Resources required by the curriculum are not available in many cases due to lack of available funds.
3. The syllabi are so vast there is not enough time to cover all topics or to provide the students with an in-depth knowledge on specific areas..
4. The content in the new curriculum is inappropriate for many of the students.

5. Workshops which are provided on the curriculum changes are inadequate and do not prepare teachers for the reality of the new curriculum.
6. Much of the work required from the teachers is redundant with large amounts of administrative work not considered necessary by the teachers.
7. Class sizes are too large to adequately cover the curriculum content.
8. The teachers' responsibilities have increased in terms of content, paperwork and assessment. There is not enough spare time to work with students as curriculum and paper requirements are so immense. Special needs students are unable to be helped, yet they are promoted and are therefore unprepared for the next phase.
9. The attitude of the students in many of the schools is inappropriate to learning effectively. There are a large number of pupils lacking basic skills and knowledge, having a large affect on behaviour.
10. The lack of discipline within the schools is affecting teaching quality.
11. There is a lack of fit between the communities and schools which has a detrimental effect on the outcomes the school is able to provide.
12. Language skills are weak for many students thus affecting their learning outcomes.
13. The reforms are inappropriate for inexperienced/inadequately trained teachers and many schools have large numbers of teachers who still fall into these two categories.
14. Students from very different socio-economic groups are mixed and not all of them cope well, thus affecting their learning.
15. Lack of finances in many students' homes restricts opportunity to explore as the curriculum requires.

Question 17: *Please can you state how you were supported in these transition periods?*

A summary of the answers to this section are:

The majority of the participants mention workshops and training provided for them by the DOE. However, it was not mentioned in a positive manner. Many followed their comments with criticisms of the workshops. A number of these criticisms were that they were too theoretical and not practical; their timing was unsuitable (too late or courses not long enough); the presenter's knowledge was insufficient and they were often unsuitably prepared for the course. There was also no follow up to support the participants once the courses ended. The method of 'cascading' of the information was

also mentioned as a means of support, yet by the time it reached the teachers it had weakened and so was once again insufficient in supporting them.

Resources and Reading materials (such as text books for the various grades) were provided to teachers from a number of different sources, such as DOE and private individuals. The complaint here was that often they were not produced in sufficient time for the teachers to prepare and so they were not seen as adequate support. Management, HOD's and the schools infrastructure were cited as ways in which the participants were supported during these transition periods. Through experience gained over the years the participants have supported one another. This has been through seminars, networking and sharing which takes place amongst the different schools in the area. Workshops were run by teachers at their own schools. Participant A's response of "We have coped and supported each other", to this question indicates the strong level of support between the teachers themselves.

Principals making syllabi available to the staff is seen as a method of support. Subject advisors for cluster groups⁹ have passed on information to the cluster groups. Unions such as NAPTOSA and SADTU have kept their members informed. The local SEM is cited as a supposed means of support, but also criticized for the lack of support they have provided.

Another means of support was provided through a number of teachers' personal involvement in NGOs, continuing their studies and personal interest in the changes taking place over the years.

Question 18: *Since the educational reforms in the late 1990's and early 2000 have your teaching methods changed?*

Figure 18 shows 53% feel the reforms have in some way had an impact on their teaching methods, with only 9% stating that the reforms have in no way had an impact on their teaching methods, while 38% report that there has been a minimal impact on their teaching methods since the reform changes.

A study of Section 20 and Section 21 schools separately reveals a significant picture. Figure 19 shows that over 74% of participants in Section 20 schools have experienced a change in their teaching since the reforms, with only 26% reporting minimal changes to their teaching methods. Whereas in section 21 schools the impact

⁹ Cluster Groups – Teachers from the same subjects are grouped into small groups by the local DOE.

of the reforms is more evenly split. Only 48% of these participants report changes in their teaching methods, with 41% reporting a few minimal changes, and 11% reporting no changes at all.

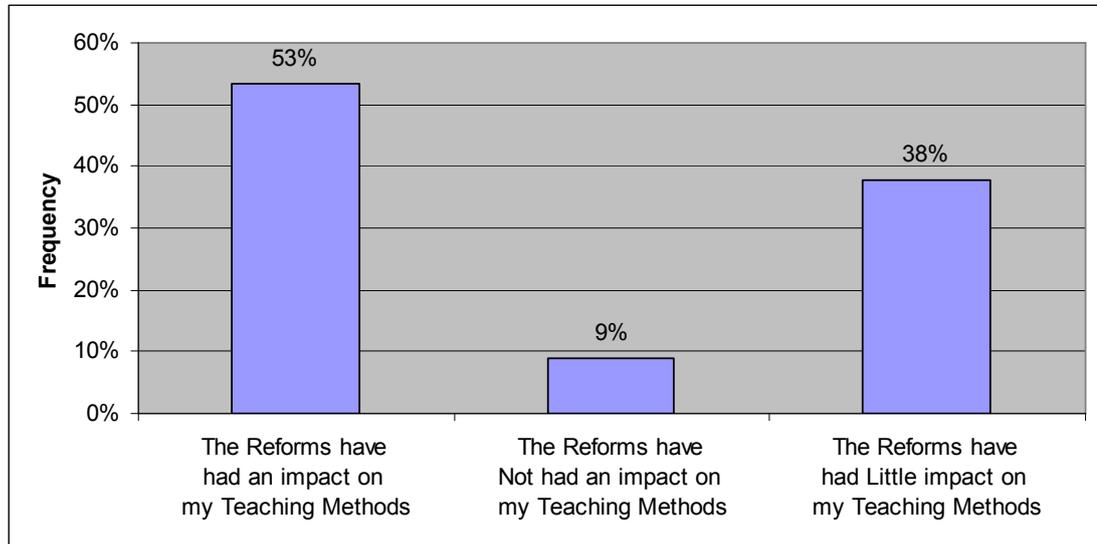


Figure 18. Indicates how the reforms have had an impact on the participants’ teaching methods.

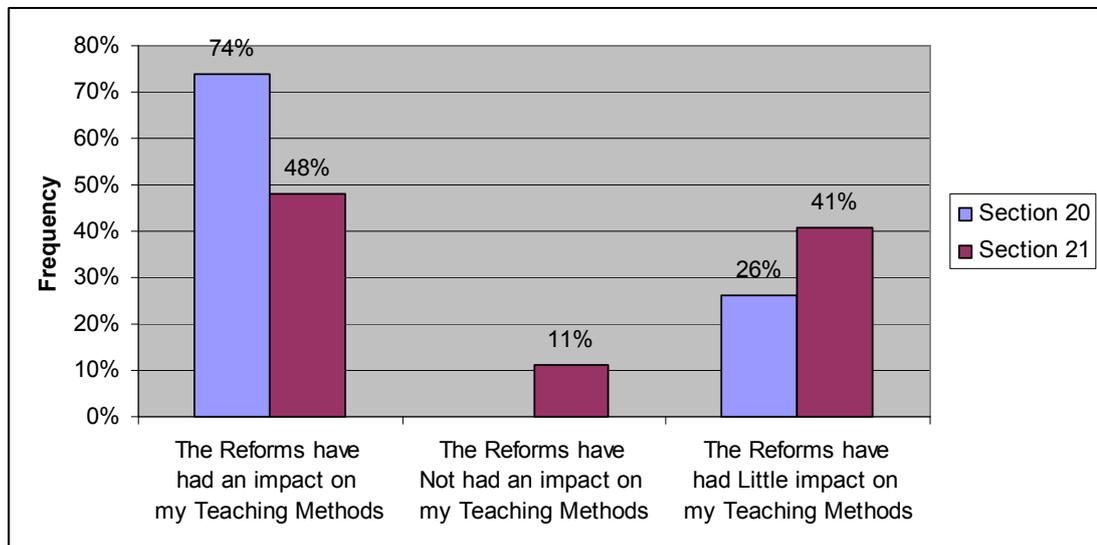


Figure 19. Indicates whether the reforms have had an impact on Section 20 and Section 21 teachers’ teaching methods.

Question 19: *If your style of teaching has changed, can you briefly explain how they have changed?*

A summary of the responses provided for this question:

The majority of the participants mention that there is more of a focus on learner involvement and the outcomes of their lessons. Students participate more in the lessons than they did in the past. There is more of a focus on group work and data collection as methods used within the learning process. There is also a strong focus on the students obtaining skills from the lessons. The teacher is now the facilitator of learning. The response by participant B who stated, “I no longer teach but I facilitate”, indicates the shift from teacher focused classrooms where the teacher is the centre of attention to more learner focused lessons. Participant C stated in their response to this same question, “I have learnt that knowledge is socially constructed. I do not act as a master of knowledge in class”. The general response indicates that more preparation is spent on their lessons is spent than in the past.

Determining how the students are performing is now in all cases reported to be more assessment based as opposed to test based as in the old curriculum. The assessment is more inclusive, based on many factors. Participant D states “I am more aware of the assessment processes that underpin OBE”, indicating their awareness of this change in assessment and the procedures involved in assessing students work.

The teachers have also had to change the actual content of their lessons due to the new syllabi. They make efforts to integrate different subjects and rely a lot more on high tech resources such as computers. The students are also expected to do more research and self discovery on their own than they were in the past and hence the reliance on the resources such as computers and internet. There is also a strong group of responses which report that they spend less time on in-depth studies as there are more topics to cover and the time requirements of group work, self discovery and research as well as more time being spent on discipline does not allow for in-depth learning to take place.

Other areas which are discussed are that teachers are more sensitive to social problems of the learners and its impact on their learning process. Participant E’s comment illustrates this awareness, he states “I adopted methods of teaching that accommodated learners from disadvantaged communities”.

A fair number of the respondents feel that they have always taught in the way the new system requires (learner centered, self discovery and the ways reported in the previous paragraphs) all that has changed is the content of the subjects. So they report that their teaching has not changed drastically over the years. Some participants tried to teach in the way that has been laid out in the OBE/FET curriculum, but have reverted to

old ways due to students' lack of interest in participation and lack of successful learning. Others feel the change in their style has been so marginal as not worth mentioning. Some use a combination of old and new methods. A number of participants report using new ways to discipline students during lessons.

Question 20: *If you require help in fulfilling your role as a teacher, who do you approach?*

Figure 20 indicates Forty-four percent of the participants report that their principal supports them, followed by 23% stating support is provided by their HOD, with 19% of the participants receiving support from the school's management team and 14% indicate they have received help from outside of their schools. These forms of support are listed below.

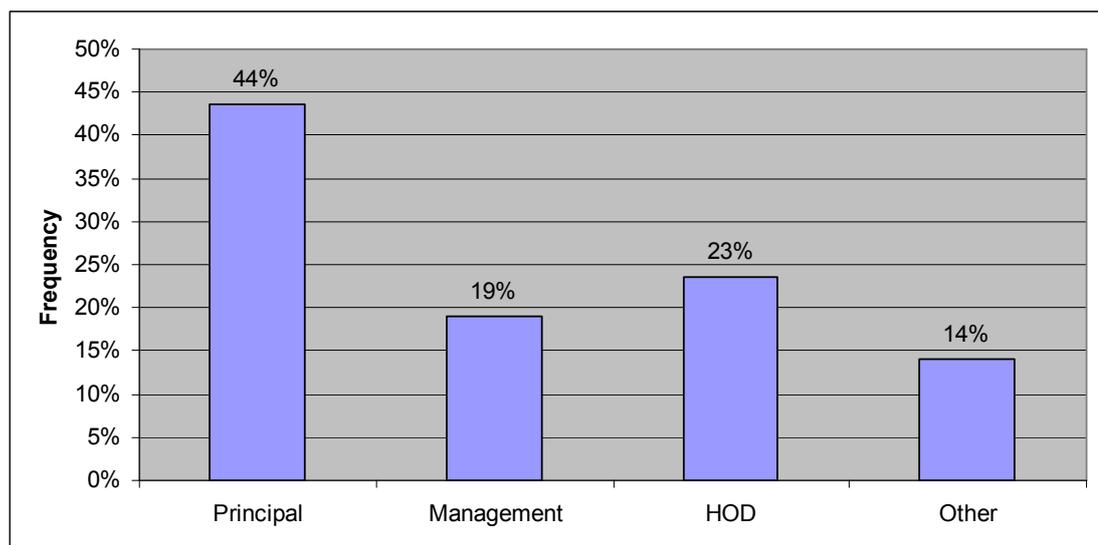


Figure 20. Indicates who supports the participants' in their role as educators

Question 20 continued: *If you answered **Other**, please state who you approach*

The Curriculum Statement was cited as a support medium. The SEM from the local DOE was named as another means of support. Whilst other forms named were, colleagues from the same school as well as other local schools, cluster groups and university. Further forms of support listed were teachers unions (NAPTOSA specifically), subject advisory services and workshops

Question 21: *As a teacher do you believe the changes that have taken place in education over the years have been for the good of education or for political gain?*

Figure 21 indicates that the majority of the participants believe the reforms have been created to serve a political agenda, 66% to be exact. Whilst only 34% believe that the reforms have been created with the students' best interests in mind.

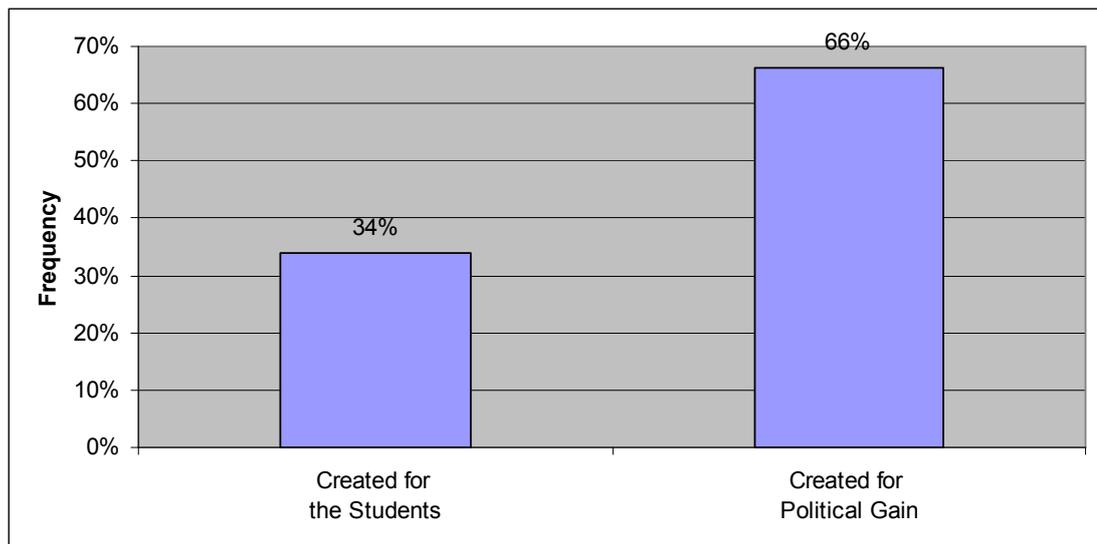


Figure 21. Shows who the participants' believe the education reforms were created for.

Question 22: *Have you ever been asked to take part in the process of creating educational policy/reform? (local or national level)*

Figure 22 illustrates that only 16% of the participants have been involved in any of the reform processes, whilst 84% of the participants have not in any form been involved in the process.

Question 22 continued: *If you answered Yes to the above question please can you state your involvement?*

A summary of the different types of involvement:

1. Development of the national curriculum statement.
2. Drawing up of security policies with regard to schools.
3. One of the schools indicated that they are members of the state boys' high school forum in South Africa where the annual conference is focused on suggested reforms in term of bureaucracy relief for performing schools.
4. Discussion team member on curriculum management in Edendale ward.
5. Discussion team Member on alternatives to corporal punishment and co-operative discipline.

6. One school is working on means and ways of modifying grade 8 topics in some subjects to allow continuity
7. Involved in NAPTOSA workshops and conference. Representative at national conference about curriculum reform.
8. One principal attended a conference on 'Racial Discrimination' in Johannesburg in 1998
9. One participant is involved at local level in terms of co-ordinating and leading subject cluster meetings.
10. Work-shopping the curricula for their subjects.
11. Facilitate workshops.
12. Since 2003 one school has been involved in civic education where we've identified public policy issues which have in turn contributed to the school improvement plan as the policies we recommended have been used in the school.
13. Alternative to corporal punishment. Discipline/detention issues.

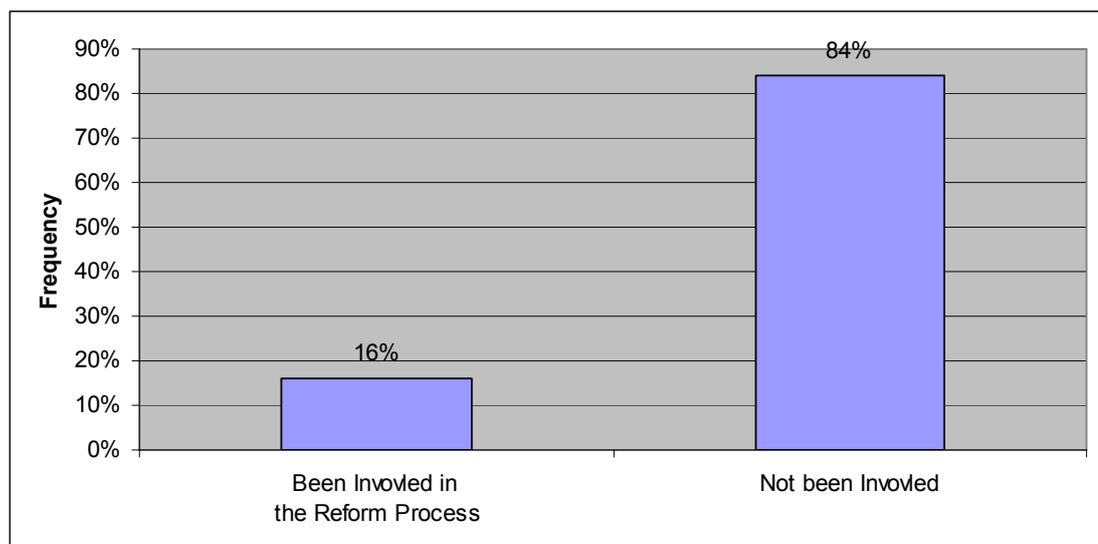


Figure 22. Illustrates the percentage of the participants' who were involved in the educational reform process.

Question 23: *If you were asked to take part in the process of creating educational policy, would you do so?*

Figure 23 illustrates that 77% of the participants would be more than willing to become involved in the reform process. Only 23% state that they are not interested in becoming involved.

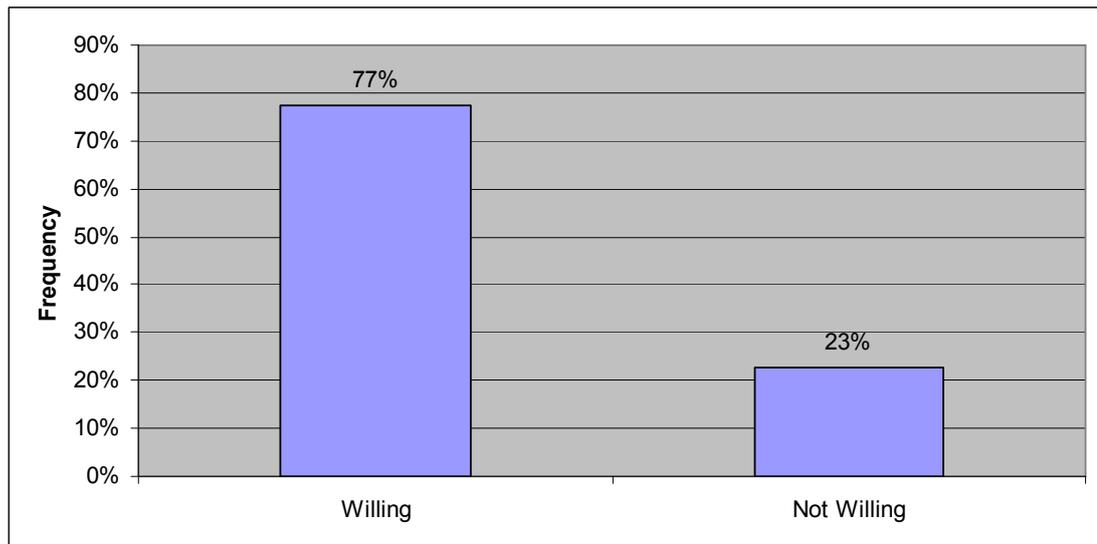


Figure 23. Shows the participants' willingness to be involved in the reform process.

Question 23 continued: *If you answered No, please can you explain why you would not get involved.*

A summarised version of the answers provided for this question:

The majority of the answers for stating no were given by the participants who felt they were too old and disillusioned with the change. They specified they were ready to leave education and retire. Their answers indicated that the younger, dynamic people with a vision for the future needed to be involved.

Further justification provided for saying no was given by participants who felt they were unsuitably qualified to be involved or that they were not suitably qualified in terms of policy making. There was the response that they were too busy in their day-to-day teaching. Involvement in the process would take too much time and that the policy is changed so frequently that any contribution they did make would make no difference. One of the participants stated that education policy is essentially political and they had no interest in politics. Whilst another stated they had no interest in the political agenda and all that goes with being involved in the process. They simply want to be able to do their jobs as teachers and teach. An interesting response was given by one of the participants who stated that internal politics makes it difficult to raise questions and objections as a white person, so it was best to stay away from it all.

Question 24: *Additional comments/ frustrations you may wish to voice that may assist me in my thesis:*

Many of the comments and frustrations here are simply a repetition of what has already been reported by the participants in previous answers. I have summarised and provided a number of quotes directly from their responses.

Teacher training, aimed at the new type of curriculum/school, needs to be provided if the system is to be more effective. Participant F provided the following answer which I feel is insightful and reflects the situation being experienced at present clearly. Participant F states:

The educational reforms introduced have been essential particularly within the political context of this country. Sadly however many of the reforms have not maintained their momentum and in some cases have been largely ineffectual. I believe that the key reason for this is the apathetic workforce i.e. the teachers – many are lazy and many do not have the training (or ability) to cope with transition – we need to think of educational reform in this country as being ‘generational’ in ‘time frame.’ Of vital importance is teacher training. (it won’t just take a few years)

The DOE at both provincial and national level need to provide more support to the schools. There is a need for them to be more organized and effective. A quote from participant G’s survey illustrates this situation. They state that “Poor planning from the part of the department affect us as educators”. Appointments within the various departments (DOE level and within schools) are not based on quality, so inappropriate people are holding positions where they are proving to be ineffective.

Too much focus is on areas that are not necessary such as an overload of administration, paperwork, lesson plans and so on. Time is lost which could be spent on the students. A quote from a participant H’s survey indicates how this is taking place, “Too much administration work takes too much of the tuition time. So many things to be submitted to the department and not sure if all that contributes to the development of the child”.

‘Good’ schools are still inaccessible to large proportions of the population. Language is still a barrier, even though there is policy which states otherwise. The lack

of funds and basics such as sanitation, electricity, resources etc required in many schools is a barrier to effective implementation of the NCS. Former Black schools are still nowhere near the level of the former White schools in terms of teacher : student ratio, resources available, sports facilities and so on. In essence the poorer students are still disadvantaged when it comes to educational opportunities. A number of participants' responses illustrate these problems. Participant I states that "The resources at our schools are not available . . .", while participant J reports that the system now "disadvantages those it was meant to advance". Further participant K indicates that they:

. . . found that a great deal of changes are very idealistic and seem to be increasing the gap in schools between the rich schools who have money to fund the resources and the poor schools who don't even have the money to fund the basics.

There are many questions regarding the suitability of an OBE system for the South African context. Theory and reality do not mix well in many of the schools' contexts.

Many of the responses indicated a need for the policy makers to consult the educators before making the policy. Participant L's answer to this question illustrates this by stating, "I believe the challenges we experience as educators in our subjects is because we don't have educators who are part of the policy/decision making in the curriculum".

The teacher unions are looked at by many educators as basically political organizations and not concerned with the plight of the teachers as they should be. In 2007 strikes divided the teachers and caused problems which have not been dealt with since then.

There are concerns over removal of the different levels for students of different abilities. Until recently students from Grade 10 were able to take their examinations at either Higher or Standard Grade. Many of both the top and weaker students are now not catered for. There is also concern that the new syllabus is not producing sufficiently deep levels of knowledge needed for future generations to provide a successful and well rounded workforce. The general feeling is that the system is failing the learners themselves.

Discipline problems need to be taken more seriously as it is affecting many schools and causing disruption to the learning process. Students' and teachers' safety in certain schools is not guaranteed, schools are becoming dangerous and this is not being addressed. Clear policy to formulate how to deal with these situations needs to be created in order to guarantee safety for those who wish to learn and to teach.

A final response which sums up much of what the feeling by the participants in the survey are is reported by Participant M who states, "In short, educational reforms are regarded with much cynicism and scepticism".

6 DATA ANALYSIS

6.1 Policies and Reports

A review of key policy papers produced between 1994 and 2008 shows very little or absolutely no recognition of the role of the teachers, who moved from the apartheid education system to the post apartheid education system.

The main focus in the later years appears to have been on reorganizing teacher training for those entering the system, with courses such as the National Professional Diploma in Education designed to upgrade the qualifications of those teachers who were underqualified. However, studies indicate these courses have had little or no impact on the performance of the students in the classrooms.

Policy creation was left to the national DOE with implementation aspects of the policy being left in the hands of the provincial DOEs. This was laid out in the second white paper (DOE, 1996a). Teachers were considered to be policy illiterate and so were excluded from the process. The policy creators were academics and politicians, many of whom had been anti-apartheid activists. (C. Schoole, personal communication, February 15, 2009). The actual implementation of the policy was not taken into account by the policy makers, merely the creation of policy that was a move away from the apartheid education system.

6.2 The School Contexts

Table 3 provides a visual presentation of the data for the schools who participated in the survey. Based on the information gathered it is clear that the previous Model C schools, that are now Section 21 schools, continue to be high performing schools¹⁰. Two exceptions to the rule are Raisethorpe and Linpark. However, there are factors which contribute towards this deviation from the norm which are discussed below.

Reasons for the high performing schools (ex Model C schools) can be attributed to factors such as the ability to maintain a low teacher : student ratio. They were previously White schools which were well resourced under the apartheid regime and have been able to maintain their high standards through their school fees. Fees and semi-autonomy from the state for many years (since the early 1990s) have enabled them

¹⁰ This assumption of high performing schools is based on the Senior Certificate examination pass rates of the participating schools.

to keep the teacher : student ratios low, purchase necessary resources and maintain school buildings and so forth. All the previous Model C schools have been able to keep their ratio below 1:25, possibly giving the teachers more chance to cope with the changes that they are being faced with. These fees have also enabled the maintenance of a more upper – middle class student population in the schools. If one looks further at their current status as Section 21 schools, they are the schools whose fees are a lot higher than previous non Model C. Yet in my study two Section 21 schools, Raisethorpe and Heather Secondary, prove to be exceptions.

For schools that were not previously Model C, Section 21 status has allowed more autonomy from the state in recent years. However fees that the communities in some areas are able to afford remain low, and hence for schools such as Raisethorpe and Heather Secondary the benefits do not seem to have had the same positive impact on their functioning as with the previous Model C schools.

Raisethorpe, as discussed in the data chapter, is an anomaly in that it has a high teacher : student ratio, was one of the previously disadvantaged (Indian) schools in terms of resources and financing, however not quite to the same extent as the Black schools. Yet, despite this they are able to maintain a Senior Certificate (SC) examination pass percentage of 97.5%, placing them fifth in the list of the 12 participating schools. They have achieved excellent results for many years, despite all the factors indicating it should not be achieving the results it is. In fact of all the section 21 schools participating, Raisethorpe has the highest teacher : student ratio, the lowest school fees and the largest student population. As stated in the data chapter, it is an anomaly that no one has been able to explain over the years. The teachers' dedication to their students, regardless of circumstances they are working in, seems to be the one factor that may possibly provide an explanation. It also leads one to the conclusion that teacher : student ratio is not a major determinant in the success of a schools pupils in the Senior Certificate examinations.

Focusing on Linpark backs this conclusion even further. Linpark, has one of the lowest teacher : student ratios in the participating group. It is also a previous Model C school and is a Section 21 school, ensuring it had access to resources, funding and qualified teachers. The fact that it has a strong technical bias could result in the weaker students of the area attending it.

Table 3.
A summary of the participating schools' information as reported in the data chapter, listed in order of Senior Certificate Examination pass rates

School	Apartheid Classification		Early 1990s Model C	Section 20/21	State Paid Teachers	Governing Body Paid Teachers	Total Pupils	Teacher : Student Ratio	Fees (USD/\$)
	White	Indian							
Pietermaritzburg Girls High	White	Indian	Yes	21	38	29	1120	1 : 16.7	1 101.71
Maritzburg College	White	Indian	Yes	21	37	30	1125	1 : 16.8	1 810.45
Howick High	White	Indian	Yes	21	18	8	539	1 : 20.7	1382.26
Russell High	White	Indian	Yes	21	16	6	555	1 : 25.2	393.33
Raisethorpe	White	Indian	No	21	38	4	1394	1 : 33.2	90.03
Alex High	White	Indian	Yes	21	36	13	1080	1 : 22.0	861.48
Carter	White	Indian	Yes	21	31	29	906	1 : 15.1	1139.63
Heather Secondary	White	Indian	No	21	40	6	1200	1 : 26.1	123.93
Mpophomeni	Black	Indian	No	20	27	0	836	1 : 31.0	22.55
Linpark	White	Indian	Yes	21	20	12	570	1 : 17.8	923.73
Sukuma	Black	Indian	No	20	35	0	1050	1 : 30.0	56.33
Nyonithwele	Black	Indian	No	20	32	0	960	1 : 30.0	13.52

On a general note, the three previous Black schools appear still to be the disadvantaged schools, with Nyonithwele having a SC pass rate as low as 35.9%.

The government introduced Section 20 and Section 21 status to ensure that students who came from disadvantaged families would be able to attend school and receive an education on par with all students in the country. However, it appears that their efforts have been unsuccessful. The pro-poor funding, intended to favor Section 20 schools, as well as management by the state in financial matters, has been counteracted by the fees which are allowed to be charged in Section 21 schools. The imbalance in resources available to students remains as a result and the 12 schools which took part clearly point this out. If one were to remove the results of the two exceptions (Raisethorpe and Linpark) it is clearly evident that the advantaged schools that existed under apartheid are still achieving high standards whilst those previously disadvantaged are still not performing at an equal standard to the advantaged schools. It appears as though the main difference from the apartheid education system is that now any student is, theoretically, able to attend any school, so this advantage has shifted from one's racial group to a family's socio-economic situation. Simply put, a different kind of discrimination is taking place now. That was not the intention of the government.

6.3 Survey

6.3.1 Section A

Ethnicity of participants and the schools

When one looks at the ethnic groups of the participants in this survey, from the Section 20 schools it appears that the distribution of teachers is still very much divided along racial lines. For the Section 20 schools the majority of the participants are Black and there is only 1 White participant. For the section 21 schools, however, the picture is the reverse. There are many more White and Indian participants with only 3 Black participants. The interesting thing is the three Section 20 schools are schools in which only Black students are enrolled, whereas the 9 Section 21 schools have a racially mixed student intake. These schools have, by and large, retained their teaching staff along the apartheid racial lines. The efforts the government made in the mid 1990s to redistribute teachers in an equitable manner (OECD, 2008) appears to have had little effect. During this process the schools which were most in need of assistance did not benefit from redeployment and the system lost many of its highly qualified and most

experienced teachers. As most educators were reluctant to be redeployed to poorer and more remote areas, they accepted the redundancy packages offered by the department (OECD, 2008). The previously more advantaged schools still attract White and Indian teachers whilst the more disadvantaged schools appear to have predominantly Black staff members.

Nationality

There is no real need to focus on this section as less than 2.2% of the participants are non-South African. The teachers who took part in the survey are South African and are aware of our history and hence more than eligible to offer an opinion on the situation within the education system.

Gender

In terms of gender, the group was fairly equally divided with 47% of the participants being male and 53% being female. This is a fairly equal division of the sexes, and not necessarily a true representative of the majority of the staffrooms around the country. According to the Department of Education (2006b), two thirds of educators are women but men still dominate promotion posts and school managements. However, it has no real reflection on the direction of the research I have performed.

Qualifications

In this section I have gathered the qualifications of the participants based on their number of years in tertiary education. The results seem to be positive in terms of the knowledge that the participants should have gained through their training. Only 15% of the participants have a minimum level of 3 years of tertiary education, whilst the rest of the participants have 4 years or more.

So, on the surface, it appears as though the general knowledge level of the participants should be sound and their subject knowledge and inability to cope with changes should be minimal. This basic assumption is based on international research as to suitable levels of qualifications required for effective teachers and teachers' ability to cope with change. However, despite the improved educational qualifications of the teaching force in general (DOE, 2006b), the majority of the teachers in the country are not yet sufficiently equipped to meet the needs of a 21st century environment and their poor conceptual and content knowledge is a direct contributor to low levels of learner achievement (OECD, 2008).

If one takes into account the age of the participants, many were trained under the various education systems, and as discussed in chapter 5, questions 1 and 7, the quality

provided for the different race groups varied. As Robinson and Christie (2007) state, the qualifications provided for Black teachers were low, and intended to maintain a low level of education for their pupils. On the other hand, the colleges available for Coloured and Indian teachers were funded at higher levels than the Black colleges, and the final qualifications received were on a par with the White college qualifications. As stated by the report of the Ministerial Committee on Teacher Education (DOE, 2005), many of the teachers currently in the system have furthered their education through many of the courses available to them. However, it appears to have had no impact on their teaching skills. So it would be naive to look at the qualifications of the participants and conclude that the high qualifications reported here play no role in their teaching proficiency.

Teaching Experience

78% of the teachers have been in the schools since before 1994. This means that they have worked under both the apartheid, segregated education system as well as the newer reformed system. The findings I have in this section are supported by a statement from the Department of Education (2006b): “Most currently serving educators received their professional education and entered teaching when education was an integral part of the Apartheid project and organised in racially and ethnically divided sub-systems” (p. 6).

The number of years of experience gives the participants a history of working under two very different systems. The problem I have with drawing any conclusion from this is that most of the teachers are still working in the type of schools that they would have been employed in before the end of apartheid. The contexts experienced within the schools have essentially not changed due to the many legacies of apartheid (Botha, 2002; Soudien, 2007). So it is highly possible that the years of experience have had no impact whatsoever on the teachers’ experiences of the two different systems.

Levels of Responsibility

Half of the participants hold no responsibility other than teaching their classes. The reason for this question in the survey is that teachers in different levels of responsibility are exposed to different levels of information. For example, principals are those who deal directly with the provincial Departments of Education, and management teams have access to policy which they are then required to pass down to the staff. Hence different positions ensure different levels of exposure to the reform mechanism and background workings. The fact that half of the participants are only in

the classroom indicates that they have had no special exposure to the reform process and are reliant on those above them to feed them the information that has been provided.

6.3.2 Section B

Knowledge of the Reforms

70% of the participants report that they are fully aware of all the reforms that have taken place in education, with only 28% of them admitting that they are aware of only a number of the reforms which affect them. When one studies the responses to the question which asks the participants to state the reforms they are aware of, it becomes clear the majority of the participants are mainly aware of the reforms which directly affects their day-to-day teaching in the classrooms, that is the curriculum reforms. The responses which outline the curriculum changes far outweigh mention awareness of any of the other policy reforms.

However, the in-depth knowledge of these reforms remains slightly unclear. It appears that there have been so many different curricula reforms over the years that very few of the participants were able to provide a list of all the curricula that they have been expected to implement. Many of the participants appear to be unsure of the curricula they are currently meant to be following. Though frequent mention is made of changes in the curriculum, the participants appear confused, though most are aware that there have been changes.

The participants also display a sound knowledge of the reforms which are related to their personal assessment (IQMS) and performance as teachers in the system. This indicates that they are knowledgeable about the reforms which directly affect them.

One reform which seemed to stand out was the removal of corporal punishment from the schools. However, this reform has a direct affect on the participants' classroom management styles, so it is not surprising that it was mentioned frequently.

On the whole, the participants were able to list the majority of the reforms though, as noted above, for most participants their recall is restricted to the changes that affect them directly in their day-to-day work. Interesting to note is that most of the participants felt they were aware of all the changes in the system since the reforms began, contrary in fact to the reality which appears that they are aware of only a narrow range of the reforms.

Appropriateness of the Reforms

Nearly 70% of the participants have responded that the reforms are appropriate for their school contexts. However, those who feel differently list some very interesting reasons for why they feel the reforms are not suitable. Many of their responses reflect what the current research on the various reforms has noted.

1. There is inadequate support for the teachers in implementing the new curricula, and ineffective workshops being provided by the provincial DOEs. This indicates a breakdown between the reform creators in their aims and the actual implementation in the schools of these reforms.
2. The new curriculum is inappropriate for the majority of the students in South Africa in terms of content as well as the practical application. Many of the schools do not have the finances and resources to support the implementation of an outcomes based curriculum and many of the participants point this fact out. Of the schools participating in the survey the Section 20 schools fall into this category being disadvantaged due to the lack of funding and resources available. However, from the answers provided it appears that the two previous Indian schools are also suffering from these problems. The conclusion I draw from this is that those schools that were well resourced before the end of apartheid are well equipped with resources to implement the curriculum effectively, whereas the other five schools began the reform period lacking the appropriate resources and have not had the chance to gather the funding required to support the curriculum they are expected to implement. These teachers queried how they were to effectively implement a curriculum which requires them to make use of resources and knowledge which they do not have, such as well stocked libraries and access to electronic media.
3. The language of instruction (English) that many of the teachers are teaching in is not their mother tongue, which places them at a distinct disadvantage. The new reforms make it clear that all the 11 official languages are recognised, yet the reality is that many of these teachers are still working in a language that is not their mother tongue.
4. The removal of corporal punishment was mentioned as an inappropriate reform. Discipline and its perceived removal from schools appear to have left many of the participants with their hands tied. This particular aspect of the reform process was frequently mentioned in answers to later questions. The removal of corporal punishment seems to have created a situation where the teachers feel they are

unable to perform their duties of teaching. They appear to spend a lot more time dealing with unruly students. Whereas before inappropriate behaviour was easily and swiftly dealt with, they now feel they have been left with no adequate means to deal with such problem behaviour. This attitude may very well be one of the legacies left over from apartheid. Under apartheid behaviour that was unacceptable was frequently dealt with by using corporal punishment. This was the only means of discipline which most of the teachers during this era used (as did the government itself). Now with its removal they are unable to come up with alternative forms of discipline. A seemingly minor reform, in line with modern society and educational norms, appears to be having a rather large impact on the schools' and students' behaviour, as well as the teachers' ability to work without this means of discipline.

5. Finally, a point which the participants bring up that is relevant to the study at hand, is that the policy makers did not take into account the implementation of the changes and so have created policy whilst being unaware of what is going on in the schools. This very fact was reported by Jansen and Taylor (2003), in a report which states that the policy creators did not take into account the implementation aspects whilst creating the policy. The implementation aspects were left up to the provincial DOEs who were themselves not involved in policy creation.

Information Distribution about the Reforms

The role of the provincial DOEs was to inform and educate the teachers of their provinces on new reforms and the curricula changes (Jansen & Taylor, 2003). However, when reporting how they learnt about the reforms, only 31% indicated they learnt through workshops provided for them by the provincial DOE, whereas as many as 22% indicated they found out through the media. The Superintendent of Education (SEM) provided only 9% of the participants with information about these changes. The SEM is responsible for ensuring the schools within his/her district are timorously as well as adequately informed of the reforms, yet only 9% of the participants report this as a way they were informed of the changes. Despite the fact that it is declared that the teachers will be trained and provided with methods to help them deal with the reforms in many policy documents and reports, the reality as reported by the participants seems to provide a different picture. This leaves one wondering if perhaps there was a break in the chain and the directives were not followed appropriately, leaving many teachers unprepared for and uninformed of the constant changes. The fact that 63% of the

teachers report feeling they have been inadequately supported through the reforms confirms this conclusion.

Ability to Implement the Reforms

The results of this section generate an interesting picture. When studied as a group, the results indicate a fairly even split of the participants' confidence in their ability to have implemented the reforms. However, upon further investigation where I broke the group down into the Section 20 and Section 21 schools, the results are not quite so even. Now, the Section 20 schools report that over 68% of the participants feel they were unable to implement the reforms adequately, whereas the situation is almost the reverse for the Section 21 schools, where 64% of the participants indicate they were able to implement the reforms suitably.

This is in line with what the literature available on the reforms has reported already. The teachers who were working in the more advantaged schools have been able to adjust to the new curricula and styles of teaching as laid out in the reforms, whilst those working in the disadvantaged schools, for whom ultimately the reforms were created, have been unable to do so (Jansen & Taylor, 2003). Soudien (2007) states, "The system, it should be boldly acknowledged, is not working for the majority of South Africa's children" (p.188). He further supplements this by adding, "South Africa has failed its young through the neglect of what are managerial matters of schooling." (p. 189). The results of my survey confirm this; the teachers, through no fault of their own, in many schools throughout South Africa (particularly the previously disadvantaged schools), have not been equipped adequately to implement these reforms.

Support Received During Implementation Periods

As discussed previously, workshops and training provided by the provincial DOE are suggested as the main support providers. However, the criticism leveled at these workshops indicates that the support and guidance provided for them was inadequate. The impression one is left with is that the workshops were not well managed. Different reasons for this were supplied in chapter 5. This appears to have left the participants of the survey disillusioned. As many as 63% of the participants report feel they were not adequately supported through the process of change. Whilst in answer to the open ended question 17, a number of participants report being pro-active and seeking out the support they needed. The job of the provincial DOE was to ensure that the teachers of their provinces were suitably supported in these times of change, a directive laid out in the Organization, Governance and Funding of Schools (DOE,

1996a). However, from the answers provided it appears that the local DOE has not been as effective in providing support as they could have been.

Impact of Reforms on Teaching

The questions in the survey relating to the impact the reforms have had on the teaching style once again strongly reflects the differences that are being experienced in the two types of schools. When one looks at the group as a whole, there is very little difference reported between the options. That is, the split is roughly 50/50. However, when separating the Section 20 and Section 21 answers, the picture that emerges changes. Section 20 school participants report that the reforms have had a large impact on their teaching methods (74% of the group), whilst the Section 21 school participants' responses are more evenly spread, with only 48% stating that the reforms have had an impact on their teaching. From the qualitative responses provided on this question, it seems that most of the teachers state that their teaching is now more learner-centered as opposed to teacher centered, yet when asked to explain just how their methods have changed, very few are able to give solid examples besides that they now do a lot more group work and have changed their assessment techniques.

This seems to indicate that the teachers at all the schools are aware that the new OBE curriculum requires more than chalk and talk. However, particularly among the Section 20 school participants, when answering the question one feels that they are responding with what is expected of them with regard to the new curriculum style. What they believe indicates they are in fact following through with the new curriculum requirements. Yet, what is really happening in the classrooms (as indicated by their response to the question on how their teaching has changed) indicates that not much change has essentially taken place. The fact that group work is the major change described in this answer implies a very weak understanding of the requirements for the new curriculum. Group work is not what OBE is about, yet their answers indicate that they feel that through group work the curriculum is being implemented effectively. The fact that this is how many teachers see OBE indicates that there is clearly a misunderstanding of the objectives of the new reforms.

The teachers also indicate that preparation and assessment for the new curriculum is taking them a lot longer, leaving them little room for dealing with the students themselves. Many use vague terms to illustrate how the changes have taken place, phrases such as "I facilitate rather than teach"; these terms do not indicate any

particular teaching style, simply that the teachers have sole command of the learning process taking place in their classrooms.

The responses to this section indicate to me that the teachers are not quite sure what is expected of them in terms of lessons and content, they are trying to do what they think is expected of them, yet not necessarily achieving the desired outcomes. Whilst at the same time the students are not learning as effectively due to this.

Attitudes Toward the Changes

In a question designed to discover the attitude the participants hold towards the educational reforms, it emerges that 65% of the participants feel that the changes that have been taking place have not been for the improvement of education. It appears that the participants feel quite strongly that the reforms have played the role of a political agenda as opposed to one of true educational reform for the good of the whole system. This could indicate that the participants harbor suspicion regarding the motives of the policy makers and hence question the suitability of the reforms they are being asked to implement. One has to wonder, if those who are meant to implement changes doubt the motives for change, how they can fully support the change.

Involvement in Change and Willingness to be Involved

A clear picture emerges here with 84% of the participants indicating that they have had no role whatsoever in the reform process over the years, whilst an astounding 77% state they would be more than willing to play a role in the process. Those who have answered are not interested giving reasons such as that they are near retirement and so are in the process of leaving the system, or they simply want to teach and leave politics to the politicians.

Final Thoughts from the Participants

The purpose of this section was for the participants to bring to my notice any areas they felt would in any way possibly add to my research. All of the points they bring up were mentioned throughout the survey. Many of the points raised in this section are the points that stand out from the answers provided in the survey. I feel they may be the key issues the participants have to deal with on a daily basis.

To start with, the inefficiency of the national, provincial and local Departments of Education in supporting the schools was raised. The participants feel they have been left in the dark and are expected to manage without any form of help.

The generation of a plethora of policy by the Department of Education, leaves many of the participants confused as to what they are now meant to be following. Many

of the reforms require the generation of a lot of paper work, which seems to get lost in the system, or is repetitious. In essence, this paperwork is taking the time the participants should give their students and in effect placing the pupils lower on the teachers' list of priorities. They are following the rules, which appear to be saying, paperwork first, students second.

Next, the funding reforms have not in fact made any difference to opportunities for disadvantaged students or teachers of these students. The participants in Section 20 schools report having to work with curricula that require the use of many extra resources, which their schools simply do not have access to. The budget allocated to them by the government may be larger than those allocated to Section 21 schools, but the school fees being charged at the Section 21 schools enable them to ensure they have appropriate resources. The imbalance that existed during apartheid persists to this day, leaving a very disillusioned group of Section 20 teachers in its wake.

The suitability of the curriculum reforms to the contexts experienced within many of the schools at present is questionable. Many participants feel that it is unsuitable and the majority of them are battling to implement it effectively in their classrooms. The fact that the top students as well as the very weak students are no longer catered for are reasons for concern to the participants. Previously, students were able to take individual subjects at either Higher or Standard Grade, while now all write the same final examinations. This could also possibly be a reason why the students are now achieving on a lower standard in international comparison tests.

Teachers implementing the reforms believe that they have not, up until now, in any way been consulted on the situations they are working within. Many believe that the situations they are presented with daily are not suited to the changes they are expected to implement in the schools. There is a lack of trust in the motives of the policy makers, and hence a questioning of the suitability of what they as teachers are being asked to do.

Finally, there is the problem of corporal punishment having been removed with no help being provided to participants who have to deal more and more with a growing, destructive subculture which forms part of many of the schools. This fact is reported in the OECD (2008) document, so it is not unique to the schools taking part in my survey.

7 RESULTS

The following chapter will briefly overview the research questions and the answers to them, as discovered through the process of the research. It will then move on to a discussion of the results and their implications, with the research questions in mind.

7.1 Answers to Research Questions

The aim of the research was to determine whether the inclusion or exclusion of teachers in education reform has an impact on its effective implementation in South Africa. In attempting to answer the large question the following sub questions were posed:

1. Who was involved in creating the policies?

Previous anti-apartheid activists and academics were the initial team of policy makers. At the start of the process (early 1990s) the teachers were considered to be policy illiterate, hence not suitably qualified to contribute at the reform level (C. Schoole, private communication, February 14, 2009). As late as 2008 this appears to still to be the prevailing attitude. Numerous stakeholders were included in the process of creating resources which were intended to help the teachers cope with the reforms that were being created (DOE, 2002). However, as discussed in Chapter 3 the listed group of stakeholders (teachers unions, subject associations, SAQA, provincial DOE and tertiary education) mentioned in the report do not include the teachers (DOE, 2002).

2. Did they address the implementation aspect of the policies during the creation process?

The creation of the policy was left to the national government, whilst the implementation of the policy was left in the charge of the nine provincial departments of education (Republic of South Africa, 1996c). The expectation is that the provincial departments of education are to implement the policy and programmes with the national goals as set by the national DOE (OECD, 2008). The role of the provincial departments of education is to feed the changes through to the teachers and aid them in the process of the implementation of these changes through providing workshops and making literature available.

3. To what extent have the teachers been / are involved in the process of creation and implementation?

Teachers were considered unsuited to play a role in the reform process (C. Sehoole, personal communication, February 14, 2009). This conclusion is supported by the results from the review of the various policy papers and reports studied in Chapter 3 of this study. The teachers' role in the implementation has largely been ignored throughout the process. The survey results support this finding on a local level.

The survey results indicate that the teachers in the Pietermaritzburg district have not been involved in the policy creation process and implementation in any formal way. However, it appears that they have created informal means of supporting one another through the implementation process. This is through the co-operation of different schools and through holding workshops amongst themselves, as discussed in a number of different responses provided for the survey open ended questions.

4. Has the inclusion/exclusion of teachers had an effect on the outcomes of the policy?

The survey results indicate that the exclusion of the teachers throughout the process has resulted in an excess of unsuitable reforms being created. This finding is supported by the literature reviewed for this study (Soudien, 2007; OECD, 2008). The comments provided by the participants in the survey indicate that their contexts vary greatly from school to school and many of them are not coping adequately with the situations they are now experiencing in their classrooms. A number of these problems are a direct result of the reforms, which could have been minimised or avoided through the inclusion of teachers, from a range of schools, into the process. A number of the problems are also the legacy of the days of apartheid education. Had the teachers been included in the process in some form, it would have created an awareness of the situations they were facing daily, and led to more suitable reforms, ones that were more suitable to the variety of contexts that they were to be applied in. The top-down approach of the policy creation process has led to the reforms not being as effective as was initially hoped in the early 1990s.

7.2 Discussion of Findings

To begin this section of the discussion I would like to open with a quote from the OECD (2008) report which states:

From an absolute and comparative perspective, and in the assessment of most commentators, learners' levels of achievement in South Africa are not commensurate with the financial investment being made. This is the conclusion reached on the basis of both local and international measures and studies of learning achievement that are available. (p.52)

This, from the most recently published literature used in this study, confirms that the reform process with its initial aims as laid out in the constitution of South Africa (Republic of South Africa, 1996a), stating every student in the country now has the right to a quality education, has failed. The study performed contains both local as well as national issues. Both the survey findings (local) and the policy/literature review (national) indicate that the teachers, those who are ultimately to implement these changes, have not been included in the process of policy creation and implementation. Duke (2004) indicates that an essential part of the planning process for effective education reform is taking into account the implementation strategy and the creation of an implementation plan. Only when it has been established that the implementation plan and those who are to carry it out are suitable, should the creators continue the planning process. The process of educational reform in South Africa since 1994 has been a top-down process, with little or no communication taking place between the policy makers and the teachers within the system and with no regard for implementation. The teachers have simply been expected to understand and implement these reforms as desired by the national DOE.

What comes to the fore here is the gap that exists between the policy expectations and what is really being achieved at the grass roots level within the schools in South Africa. The survey results indicate that the teachers want to follow and apply the reforms appropriately and hence are providing the 'appropriate' response when asked how their teaching styles have changed. Responses such as "I am no longer a teacher, but more of a facilitator in the classroom" indicate their desire to be doing the right thing. Whereas the failure to produce the desired level of achievement indicates that there is a discrepancy between what they say they are doing and what is really taking place within the classrooms. This is an example of the two theories of action as proposed by Argyris and Schön (1996). The teachers' espoused theory and their action are not the same. The majority of the teachers state they have adjusted their teaching methods to be in line with the requirements of the new curriculum, yet the weak

achievement results of the students in South Africa when compared to students from other countries, indicate the learning which is taking place is not as effective as it should be.

There is also a discrepancy between what the policy makers are saying and what is actually going on within the education system (poor implementation of the reforms). According to Argyris and Schön (1996), failure of the system should result in inquiry into the situation, and an attempt to address it appropriately. Over the years the national DOE has attempted to address the problems being experienced by the teachers by focusing predominantly on teacher education. The theory proposed by Argyris and Schön (1996) states that for effective organizational learning to take place, it should take place at both the organizational and individual levels. Initially, inquiry should be at the individual level, and then should move up to the organizational level. However, in the case I present, the data suggests that the level of inquiry has been limited. It has focused only on organizational issues which are deemed important. Limited inquiry at the individual level has taken place. That is, the teachers and the problems they are facing daily within the schools have not been taken into account. Their voices have not been heard. The legacy of apartheid has been ignored in all the attempts to improve the educational system. A lot of reforms which are not suitable to many of the individual schools in the system are a result of this limited form of inquiry which has been taking place over the years. An effective design for educational change is one which takes into account the local conditions that the teachers are faced with (Duke, 2004).

Inquiry has taken place as is evident in the numerous reports produced by the various committees set up over the years. However, the the research indicates that the inquiry has been limited to the organizational level and has not taken into account the individuals making up the organization (the teachers). The results of these organizational inquiries, have therefore not been as effective as they could have been. Duke (2004) reports that a failure to involve enough stakeholders in the development stage, especially the teachers, may lead to inherited problems which could result in losing sight of the original reason for the change. Had the teachers been included in the process, many of the problems would have been faced head on so that effective, lasting solutions might have been found. It would have resulted in a reduction in the gap which at present exists between what the goals of the policy are and what is really happening in many schools in South Africa. Including the teachers in the evaluation phase of reform also raises the educators' awareness of the context in which they perform and

encourages collaboration and sharing of ideas (Duke, 2004). Once again, this has not happened in the South African educational reform process.

Another problem which becomes evident through the research is in line with what Mary Parker Follett (1926) discusses in her article, *The Giving of Orders*. Parker Follett was one of the pioneers in the human resources movement. In the article she raises the point that without changing the habits of those who are to carry out the orders, it is futile to expect them to carry out the orders appropriately. Many of the teachers in the system are those who were trained during the apartheid era. The OECD (2008) report indicates that as many as two thirds of the teachers between the ages of 35 and 50 were trained during the apartheid era. Of the participants in the survey conducted for this research 78% were trained during the apartheid era. Simply addressing the qualification levels of these teachers does not change the habits they have formed over the years under apartheid. Yet it appears that the policy makers have not taken into account the effect the habits created by many of the teachers years ago could impact on the education system at present. The habits that were created in the apartheid era could be acting as a barrier to the required actions at present (Soudien, 2007). Their focus on teacher re-education appears to be their only acknowledgement of the legacy left over from apartheid for the teachers. Parker Follett (1926) indicates that for orders to be followed appropriately, it is vital to change the habits of those one is expecting to carry out the orders. It is clear that the government has ignored this fact yet continues to generate more and more policy with the expectation that the reforms will be carried out appropriately by the teachers.

The good intentions of the government cannot be questioned, as well as their effort to improve the situation for the teachers who were previously disadvantaged. However, after the generation of a large number of reports (DOE, 2006b; OECD, 2008) which indicate that teacher education appears not to be making the difference to student achievement, they should by this stage be attempting to address why this is so. Possibly the habits and attitudes formed during apartheid could still be affecting the teaching that is taking place in the schools. For change to take place, there needs to be a readiness on the part of the individuals making up the system, otherwise the change will not be achieved effectively (Duke, 2004).

As the years since the end of apartheid have progressed and educational reform continues to be churned out, the research indicates that the teachers have developed a sense of disillusionment. The response of participant M, as reported in chapter 5

illustrates this, “In short, educational reforms are regarded with much cynicism and scepticism”. The motives of the policy makers are most definitely questioned, as is evident from the survey results where as many as 66% of the participants indicate that they believe the educational reforms have been generated to support political reform. This belief, the lack of trust in the motives of the policy makers, such as outlined by Yukl (2006), can lead to a resistance to change. A large number of participants indicated that they did not feel many of the reforms were feasible in their own contexts, which is yet another reason for change resistance outlined by Yukl (2006). Duke (2004) indicates that another reason for resistance to change can be the result of disappointment when the changes fall short of the expectations of those implementing the change. Frustration, discouragement and cynicism are emotions felt by the teachers in South Africa at present. The survey responses outline these emotions being experienced by the teachers. These emotions are the result of the failure of the reforms to date and may act as barriers to future change.

The policy makers have generated a huge amount of policy. Their intentions have been to redress the inequalities of the past. Since the original policies generated in the mid-1990s, further policy has been an attempt on their part to address the problems which have been noted along the passage of time. As Darling-Hammond (1998) points out, policies do not land in a vacuum, especially as is the case in South Africa. Each policy generated is seen as yet another set of instructions to be followed by the teachers. As was evident in the survey results, many of the teachers are not even aware of which curriculum they are currently meant to be following. This process is not beneficial for those expected to perform the new ideas required from the latest policies (Darling-Hammond, 1998). The policy makers in South Africa appear to think that generating policy, using the top-down approach, is a way to solve the problems that are being experienced. However, all this approach is doing is leaving many teachers overloaded and unsure of what is expected of them. The overload experienced is then compounded by the many unplanned changes and problems which were not initially anticipated by the policy makers. One of these problems is the discipline issue which was mentioned frequently throughout the survey. According to Fullan (1996), these problems can lead to a reduction in teachers’ motivation to deal with reform.

The policy makers have generated financial reforms in an attempt to redress the inequalities of the past, ensuring the majority of the funding goes to the more needy schools. However, at the same time the charging of school fees at certain schools has

negated the impact of the pro-poor funding of schools. This can be seen as an unintended effect of reform (Duke, 2004). Through it, inequality in resources and opportunities for students and teachers has persisted. As is evident from the survey results, the previous non-White schools are still underresourced and are not managing as well with the new curriculum reforms which demand the use of resources which are unavailable to many of them. As Darling-Hammond (1998) points out, schools that do not have the financial resources or curriculum tools to enact reform goals cannot succeed. The teachers at the disadvantaged schools may have received help in the form of improving their educational status through programmes such as the NPDE, yet they are still operating under circumstances which are not conducive to effectively implementing the reforms, which are intended to improve the education of the students they are teaching.

The final point I wish to discuss is that the policy created by the government in attempt to address the inequalities of the past were created in a bubble. Too much emphasis was placed on creating change that was in opposition to the apartheid education of the past, whilst ignoring many important aspects of creating effective and lasting reforms. In the long run they have not had much of an effect on reducing the differences in the conditions many of the schools exist in. The policy has had no real effect outside of the policy creation arena. Regardless of the initial intentions of the policy makers, there were too many important areas which they have overlooked. The biggest blunder in my opinion has been the exclusion of the teachers in the process of creating the reforms, let alone disregarding their importance in the role of implementing the reforms. The unintended side effects of the financial reforms have not been dealt with suitably over time either, so the inequalities continue to persist. The inequalities are no longer necessarily based on race, but on a socio-economic basis. Yet an inequality remains and so should not be ignored. Considering many South Africans do not have the financial resources to pay for schooling, they are forced to accept the inadequate education the more disadvantaged schools are able to offer them. The policy creators have not taken into account the plethora of research which points out that top-down, exclusive policy creation generally fails (Darling-Hammond, 1998). They seem to have ignored the wealth of information available which accounts for the failed educational reforms around the world. Rather than learn from these, it appears as if, in the need to move away from apartheid education, many important aspects of educational reform have not been taken into account.

8 CONCLUSION

This study was conducted to establish whether the role of the teachers in South Africa and the impact they have on educational reforms has been recognised by the policy makers. As has been indicated throughout the course of the research process, South African school learners are not performing up to the standard that one would expect, especially with the amount of funding supporting the reform process (DOE, 2007; OECD, 2008). The study is two dimensional: firstly, the focus is at the national level where policy and documentation generated in the years between 1994 and 2008 were studied and, secondly, at a local level, where a survey was conducted on teachers in the Pietermaritzburg school district.

8.1 Generalizability of the Findings

The results of the study are context bound to South Africa. Though the sample of teachers on which the findings are based is small, I am confident that the results will be generalizable to most of the schools and teachers within South Africa, but not further afield than South Africa. The reason for this limited generalizability is that no other country has been ruled by laws such as those imposed under apartheid, nor suffers from the legacy of damage to its education system that South Africa is experiencing. The past educational inequalities, resource distribution and access to funding are but a few of these unique legacies. Hence, the results at the end of my research are specific to the South African situation.

Contrary to the unique South African context, reform processes are well documented in developed countries. However, the pitfalls and experiences of reform processes in developing countries are limited in their documentation. It is my hope that the research I have performed will contribute towards the literature available to support reform processes in other developing countries around the world.

8.2 Limitations of the Study

The research I have conducted is unfortunately not ideal as there are a number of shortcomings when one studies the survey and its participants as well as the distribution to different school types. However, the survey was the only way to access as many teachers in my sample area as I could, as I was separated from them geographically while studying in Finland. The limitation that concerns me most is the uneven

representation of schools. Only 3 previously Black schools took part, with 2 previously Indian and 7 previously White schools, 9 of these schools currently being Section 21 schools and only 3 Section 20. The ideal sample would be a more representative sample of participants from the various types of schools that exist within South Africa. The school system in South Africa is complex, to find a representative sample of teachers from rural and urban, single sex and co-educational schools, in addition to the various school categories left over from the apartheid era (such as ex-White, ex- Indian, ex- Coloured and ex- Black schools) would be difficult. For my study this was not possible as my research assistant did not have access to or figures indicating the numbers that would represent all these types of schools. Regardless of this the results still speak for themselves and provide a fair picture of the context of the Pietermaritzburg district. More ideal would have been a survey in which there were more Section 20, previously disadvantaged, schools taking part. It was for these schools that the reforms were largely designed. I dealt with this discrepancy as best I could by separating the data when appropriate during the analysis phase to show the differences the teachers were dealing with.

As participation in the survey was entirely voluntary I could not be sure how many teachers would respond in each school, especially with the more rural schools where access and safety were a concern. In addition to this limitation there was a real range of responses from the various schools. As was explained, each school was sent 12 blank survey forms. Some schools were able to provide as many as 11 completed, well thought out forms, while on the other end of the scale some schools had minimal participation and the answers were brief and not as carefully thought through, as though they had been answered in a rush. During the creation of the survey I was aware of this potential limitation, yet realised I could not let it stop the study taking place, as any data from the local schools in the Pietermaritzburg district is more valuable than none whatsoever. My findings nevertheless support findings from the national context, so in the long run it was a good decision to go with the data I was able to receive, regardless of the fact that it was not necessarily a perfect sample.

A further limitation of the survey is that the instructions were passed down the line, so to speak. It would have been better had I been able to go to each school myself over a period of a few weeks and administer the questionnaires, answering queries as they arose. The administration and control of the survey was entirely out of my own (and my assistant's) hands, having to rely on very busy principals. Although my

assistant clearly explained the expected procedure to the principals, whether or not they adhered strictly to them I cannot be sure. I am aware that some instructions may possibly have been lost in the process, as I had realised may occur during the design phase. As the researcher I made the decision to deal with the situations, where it was obvious the instructions had not been clearly followed, as they arose. For example, two questionnaires were completed by two newly qualified teachers. In this case I did not include the data as the participants did not meet the requirements for participation in the survey.

8.3 Ethical Procedures/Considerations

My survey had the potential to upset some participants as some of my questions are not necessarily 'politically correct' in the current South African context, those being the questions on the participants' ethnicity and citizenship. They were, however, necessary as it is important to acknowledge the past and recognise that it has had an enormous impact that still affects the present. At the time the survey was being completed there was an uprising of xenophobia in South Africa. So the question was possibly not appropriate as some teachers working in the schools are not South African citizens. The nature of the questionnaire, however, allowed the participants to simply leave the questions, which may have caused them to feel uncomfortable or offended. I am pleased to note that, by and large, no one seemed to have had any issue regarding their racial classification and from this there is an acknowledgement that race still matters in South Africa and affects the current situation teachers find themselves in. Very few of these questions were left out. With regard to citizenship, only teachers working in the rural schools had any problem with this question. However, as with ethnicity, they were able to leave it out and continue without affecting their opinions or answers to the other questions.

8.4 Reliability and Validity of the Research

Reliability of research is the extent to which that research will yield the same results upon repeated measures (Neuman, 1994). The limitations of the survey restrict the confidence with which one can draw a definite conclusion on the reliability of this particular study. The fact that there were many more Section 21 schools taking part in the survey will have had an impact on the findings. The number of representatives from the various racial groups will also have an effect on the results. If the schools taking

part had been more representative of the demographics of the schools that exist, as well as the racial representation amongst the participants, the results may have yielded a different set of features, whilst at the same time the survey findings in general support and reflect what the literature used in the research has indicated. However, it is to no certainty that I can conclude the research findings will yield the same results if the research were conducted on a different set of schools or teachers.

The validity of research has to do with whether or not the indicators used are suitable for the purpose they are used for (Neuman, 1994). For example, are the reform policies and the questionnaire I analyzed valid indicators of teacher involvement in the reform process? Or are they inappropriate for use within this research? The policies studied provide valid data and the information obtained from them regarding the involvement of teachers in the process can not be disputed. The policies and reports are the best indicators available which indicate the level of involvement that the teachers were granted in the process of policy reform. At the same time the surveys indicate the opinions and actions of the teachers in the Pietermaritzburg district. They provide insight into how the teachers are experiencing their roles in the reform process. Together both forms of data provide a comprehensive understanding of the involvement of teachers in the reform process. The balanced of the survey results with literature and research ensures the study is as valid as one could possibly get in research of this nature.

8.5 Future Research

The research conducted for this study has in many ways been limited due to the various constraints experienced. Further research into this area of interest is vital. However, the methods of research need to focus more closely on fewer teachers in the schools that are not achieving as they should be. I am referring to a closer inspection of schools that were at a disadvantage at the start of the reforms, non-White schools with a particular emphasis on Section 20 schools. The research should be more one on one in nature. The ideal research would involve participants who are interviewed and observed in their classrooms and daily activities at school over a period of a few weeks. I believe that more in-depth information on the contexts the teachers work in, and a deeper understanding of their conditions on the part of the researcher, will prove invaluable in gaining a clearer image of the situation of the majority of teachers in South Africa and the role they are playing in the reforms.

8.6 Closing Remarks

As has been shown in this research, education reforms have taken place in South Africa with the intention of redressing the inequalities that resulted from the apartheid education system. The reforms were generated by policy makers who were intent on ensuring these inequalities be eradicated. The policy makers over the years have generated a large number of policies designed to address different problems that have been recognized in the years since the dismantling of apartheid.

However, the policy makers in their attempts to turn around an entire education system as quickly as possible appear to have ignored many factors which affect the performance of the reforms. The damage left by the apartheid education system was deep and the policy makers in their attempts to create the changes they desire appear to have overlooked these problems. In effect, they simply applied band-aid and hoped the wounds would heal. These wounds have not healed. In fact, it appears that they are now festering and are not going to go away until they are addressed. Facing the reality of what is going on in the schools in South Africa is needed. No amount of policy is going to remove what has been done, but working with what has been left behind would be a start. Many of these lingering problems have been pointed out by both the research performed by the Department of Education itself, and numerous agencies employed to investigate the situation. It appears that all these investigations so far have simply resulted in is more generation of policy which continually fails to address the issues reported. I believe it is time the policy makers acknowledge these problems and face them head on.

A further issue is that up until now policies have been generated in a top-down approach. In an age where research indicating that reforms generated by this approach are doomed to failure, it seems ludicrous that policy is still generated in this manner. Those who are to implement the policy continue to be left out of the process. International studies of change efforts indicate that the fate of educational change relies on teachers and their ability to adapt ideas to their local contexts (Darling-Hammond, 1998). At no time throughout the period that I have investigated have the teachers in any way been included or consulted in the reform process. Yet my survey results indicate that the teachers themselves would be more than willing to take part in the process. A problem with the top-down approach, Darling-Hammond (1998) points

out, is that those involved in later stages of reform never really understand what the initiatives are about, and consequently are unable to implement the changes effectively.

Furthermore, it is clear the policy makers in South Africa have failed to take into account the actual implementation of the policies, a vital step in the process of creating lasting reforms (Duke, 2004). Policy has been created by the national DOE with the policy implementation left in the hands of the provincial and local Departments of Education, neither of which were involved in its creation.

As is clear, the teachers themselves have not been included in this process and their importance in ensuring the success of the reforms has been largely ignored. The expectation that they are all able to follow instructions needed to implement the reforms, as well as work in the conditions many of them do, shows a lack of insight on the part of the policy makers. The fact that many of the schools and teachers are working in conditions which are not suited to most of the reforms has been discussed, yet it appears that still not much is being done to aid them or include them in the process. The sheer number of curriculum changes that they have had to adjust to over the years is enough to make even a teacher who is working in a supportive environment feel the strain. In the words of Darling-Hammond (1998), "After a while, people cease trying to make sense of things." (p. 651). I believe from the responses to the survey, this is very much the case for the teachers in the Pietermaritzburg district, and possibly throughout South Africa. It is no wonder the students within the system are performing poorly when compared to students in other countries. The very people who are there to teach them are not coping and have limited support in the implementation of the changes.

Until the policy creators change their approach and start listening to the advisors and include teachers in their reform processes, the system will continue to flounder. It seems such a simple solution, of which I am now more than ever aware it is not. Yet it has been nearly 15 years since the process of reform began and it appears that the education system has not moved very much further from the starting line. I am aware reforms take time and cannot be rushed, yet to have made so little progress after 15 years leaves one questioning the methods being employed. The road to success is turning out to be a very long one. It is my hope that this situation changes soon and the potential that lies within the children and teachers of South Africa will be developed. For this to happen, policy makers need to acknowledge the damage their failed reforms have created and look for effective, long lasting solutions.

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APPENDIX 1: Covering Letter and Survey

Please note: The introduction letter and survey are formatted slightly different in the copies that have been given to the subjects. However, the data has in no way been adjusted. The original formatted survey which the subjects receive totals 5 pages. The covering letter is one page with the survey consisting of four pages.

Study: The Role of Teachers' in the South African Educational Reforms

My name is Hayley Delport. I am a South African trained teacher, who is currently studying for my Masters in Educational Leadership at the University of Jyväskylä in Finland. My Master's Degree Thesis is focused on the gaining a better understanding of the degree to which teachers have participated in shaping South African education reforms and whether these initiatives reflect their experiences in schools as well as their roles in implementing reforms.

My family lives in Pietermaritzburg and my experience as a teacher is from schools in PMB. Time and financial constraints prevent my returning to South Africa to collect study data. Consequently I am asking for your help in filling in this survey. Your experience as a teacher throughout the recent period of education reform is valued and your opinions of events are essential to my work.

Your participation is voluntary and all information you to provide will be confidential. Data will be reported in aggregate form and all responses will remain anonymous. I do request that if you have any additional material/knowledge that you feel may help me with my research could you please add it at the end of the survey in the space provided. I have included my email address if you would like to contact me with any queries. I would also be more than happy to share my findings with you if you are interested.

Completing the survey should not take more than 10 - 15 minutes of your time. Your participation is greatly appreciated. Thank you for your help.

Hayley Delport
Simpsintie 5 D 45
90560 Oulu
Finland
Email: hadelpor@cc.jyu.fi

SECTION A

Please place a cross in the appropriate box or answer in the space provided.

1. Your age:

20 – 25	<input type="checkbox"/>
26 - 30	<input type="checkbox"/>
31 – 35	<input type="checkbox"/>
36 - 40	<input type="checkbox"/>
41 – 45	<input type="checkbox"/>
46 - 50	<input type="checkbox"/>
51 – 55	<input type="checkbox"/>
56 - 60	<input type="checkbox"/>
61 -	<input type="checkbox"/>

2. Ethnicity:

Black	<input type="checkbox"/>
White	<input type="checkbox"/>
Coloured	<input type="checkbox"/>
Indian	<input type="checkbox"/>
Other	<input type="checkbox"/>

3. Nationality:

South African	<input type="checkbox"/>
Other	<input type="checkbox"/>

If **Other**, please state your nationality:

4. Gender:

Male	<input type="checkbox"/>
Female	<input type="checkbox"/>

5. Please list your academic qualification(s):

6. For how many years have you been teaching?

7. What is your position in your current school? (e.g. math teacher, HOD art, Principal etc)

8. How long have you been employed by your current school?

9. Could you please name the schools you have taught at during your career? For each school please add the length of time you were employed there and the position(s) you held.

SECTION B

10. Are you aware of all the educational reforms that have taken place since the change of government in the early 1990's?

Yes	
No	
A few of them	

11. Could you please briefly list the reforms you are aware of? (This is not a test, so if you don't know any its ok ☺)

12. With regard to the reforms you are aware of, have they been appropriate to the situation within your school?

Yes	
No	

If you stated **No**, please can you explain why you feel these reforms are inappropriate to your schools situation?

13. How did/do you find out about the educational reforms that have taken place?

Headmaster	
Management	
District SEM	
Workshops	
Television/Newspaper	
Other	

If you answered **Other**, please explain:

14. Do you feel you are/were adequately supported when changes are/were required to be implemented?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

15. Do you feel you are /were able to implement the changes into your teaching environment effectively?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

16. Do you believe that what has been asked of you as a teacher is appropriate to the situation you experience daily within the school you are currently teaching at?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

If you answered **No**, can you explain why you feel this? If you can not it is ok. I am just interested in the cases where your teaching environment has affected you implementation of the reforms.

17. Please can you state how you were supported in these transition periods?

18. Since the educational reforms in the late 1990's and early 2000 have your teaching methods changed?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>
A little	<input type="checkbox"/>

19. If your style of teaching has changed, can you briefly explain how they have changed?

20. If you require help in fulfilling your role as a teacher, who do you approach?

Principal	<input type="checkbox"/>
Management team	<input type="checkbox"/>
Head of Department	<input type="checkbox"/>
Other	<input type="checkbox"/>

If you answered **Other**, please state who you approach:

21. As a teacher do you believe the changes that have taken place in education over the years have been for the good of education or for political gain?

Education improvement for the students	<input type="checkbox"/>
Political gain	<input type="checkbox"/>

22. Have you ever been asked to take part in the process of creating educational policy/reform? (local or national level)

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

If you answered **Yes** to the above question please can you state your involvement?

23. If you were asked to take part in the process of creating educational policy, would you do so?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

If you answered **No**, please can you explain why you would not get involved.

24. Additional comments/ frustrations you may wish to voice that may assist me in my thesis:

Thank you for your participation and help in my research 😊

APPENDIX 2: Recognized Reforms

The following is a list of the reforms as outlined by the participants in response to question 11. They were grouped in and then listed in order of the frequency of their mention in each group:

Curriculum Related Reforms

1. OBE
2. FET
3. GET
4. NCS
5. RNCS
6. C2005
7. Policy on assessment and assessment guidelines
8. Curriculum content for each subject
9. Progression requirements for students
10. NATED 550
11. Interim Core syllabus
12. Preschool for all children
13. Discontinuation of HG and SH.
14. Standardization by means of clusters
15. New subjects like LO maths literacy and mechanical technology
16. Basing curriculum on constitution
17. Equalling of official languages
18. Abandonment of CNE
19. ABET
20. Recent emphasis on maths and science. Introduction of maths to all – maths and maths literacy,

School Governance Policies

1. SGB and RCL in governing schools.
2. No discrimination in admission of students whatsoever – any race/religion/culture included.
3. Financial reforms in education – Equitable distribution of financial resources

4. No compulsory fees / Fee paying/ non fee paying schools/Fee remission at state schools introduced
5. Reduction of teacher/pupil ratio
6. Bringing equality to schools.
7. Integration of all race groups into schools.
8. Compulsory education for all
9. Resources provided
10. SA Schools act
11. One education department for all race groups - Amalgamation into one DOE with 9 provincial Departments of Education.
12. Dismantling of apartheid schooling.
13. NEPA – unitary education system, SASA – system of governance, ,
14. Gender equity
15. HIV policy in all schools
16. Affirmative action
17. Unification of education system, all South Africans to receive equal education

Educator Related Policy

1. IQMS/DAS
2. SMT structures from DAS (?) to IQMS
3. Formation of SACE and compulsory registration of educators to SACE.
4. Changes in teacher education / teacher development
5. Employment act /Labour relations
6. Teacher rationalization
7. Creation of senior and master teachers.
8. Teachers allowed to teach at school of their choice
9. PPN
10. Broad banding of education management staff and levels of education

Student Rights Related Policy

The main mention here being the abolishment of corporal punishment.

1. Abolishment of corporal punishment
2. Learner support

3. More difficult to expel learners
4. Learners rights have increased.
5. Pregnancy policy.

To summarise the above data the following policies are noted by the majority of the teachers:

- Curriculum related policy indicates a strong awareness of the OBE curriculum changes that have taken place over the years under discussion.
- Governance of school reforms indicates a strong awareness of the educators to the change from apartheid divisions in education to more inclusive schooling for all. (SA Schools Act).
- Educator related policy responses indicated that there is a strong awareness of structures governing their own assessment and performance as teachers. The creation of the SACE is also a noteworthy mention in this section.
- Student rights related policy could be totally devoted to the policy where the abolishment of corporal punishment in the schools takes place.

APPENDIX 3: Index of Terms

Model B Schools - Previously White schools. The status of Model B had no financial implications for the parents, yet it devolved power to them with respect to admission policy. It ensured priority to attend the school was given to students in the neighbourhood of the school students unable to pay the school fees could be excluded. It was seen as a means of minimising the process of desegregation. Entry for Blacks was highly restricted in most cases and hedged in with restraints concerning age, the passing of tests, the grades which might be entered and the number of places made available

Model C Schools – Previous Model B schools whose new status gave them semi-autonomy from the government. Financing and control of the school was shifted to the parents. School fees were charged and the governance of the school was now in the hands of the schools' governing body.

Section 20 Schools – Disadvantaged schools, in general they are the previous Black schools in rural locations. Funding of these schools is in the hands of the government, who controls how the funds are to be allocated. No school fees are charged and the teacher : student ratio is predetermined. The teachers' on the staff are paid by the government, no extra teachers are hired.

Section 21 Schools – These schools are now semi-autonomous from the government. They receive funding from the government yet they do not govern the allocation of these funds as happens in Section 20 schools. School fees are charged to cover expenses not covered by the finances provided by the government. These fees are to be used by the schools as they deem appropriate. The extra funds enable them to hire extra staff members, reducing the teacher : student ratio, purchase the resources needed and ensure the buildings are maintained and so on.