

CHAPTER ONE

BACKGROUND, PROBLEM FORMULATION, AIMS AND METHODOLOGY

1.1 THE REDEPLOYMENT OF EDUCATORS POLICY

The Education Labour Relations Council (ELRC) adopted the policy of rationalization and educator redeployment in February 1997. This would result in some provinces (such as Western Cape and Gauteng) losing educators, while others (such as the more rural Eastern Cape) would gain (Skinner 1997: 63). It was agreed that the total number of posts would not, however, be reduced, i.e. there would be no retrenchment. Educators declared in excess in one institution would be redeployed to where they were needed.

This declaration was preceded by talks between the government and major stakeholders such as the South African Democratic Teacher's Union (SADTU), National Professional Teachers Association (NAPTOSA) and South African Onderwysers Unie (SAOU). The agreements stipulate that overstaffed schools were to be identified and the surplus educators redeployed to where they were most needed (Mona 1997: 14). Three major agreements were also signed in Cape Town in June 1998 between the Ministry of Education and the three national educator's unions. The agreements stipulate that the educator personnel should be distributed equitably, consultations and negotiations would be undertaken centrally and that the Minister determines the national norms and standards for educators' provisioning (DE 1999:42).

According to *Teachers' Forum* (1999: 1), four other agreements were signed in November 1998 by the Education Labour Relations Council, which formed the basis for transformation in 1999. These agreements set out procedures for redeployment and determined how posts should be distributed to educational institutions based on the posts' provisioning model. A detailed procedure manual was drafted to guide educators through the plan. Educators could opt out of the system by taking a Voluntary Severance Package (VSP) (Skinner 1997: 63). According to *The Good Shepherd* 2000, the official journal of the Professional Educators' Union, South African schools had 36 158 educators who were deemed to be in excess by the Department of Education in 1999. Following the implementation of the policy, 12 495

educators were successfully redeployed and 2 205 resigned voluntarily. This left the state with 21 458 educators who still had to be redeployed over the coming years.

The Annual Report of the Department of Education (DE 1999: 41) indicates that the government of South Africa implemented this policy to ensure equity in the provision of education, which includes the appointment of educators to schools. The need for this policy is the result of a large proportion of the education budget being spent on educators' salaries with very little left to improve education. Officially the National Education Department has stopped redeployment. However, in the researcher's province, i.e. Limpopo Province the process is still continuing because there are still educators on the list of redeployment. Moreover, the whole redeployment policy provides lessons on how to implement a contentious policy.

1.2. REDEPLOYMENT BY THE LIMPOPO PROVINCE DEPARTMENT OF EDUCATION

In May 1996, an agreement was signed which states that the responsibility for redeployment lies with the provincial education departments, together with their respective Provincial Education Labour Relations Council (Mona 1997: 4). By the end of 1999, most of the provinces had advanced in terms of implementing Resolution 6 (no 76) of 1998, with the exception of the Limpopo Province (formally known as Northern Province), which was one of the last to start implementing the policy on educator redeployment. Efforts made to assist the province proved fruitless. Educator's unions such as SADTU, NAPTOSA as well as the Inter Provincial Task Team (IPTT) offered assistance but the process in the Limpopo Province was still riddled with numerous problems.

The Annual Report of the Department of Education (DE 1999: 44) indicates that the Limpopo Province Department of Education determined that 5 924 educators were in excess in 1998. Only 13 33 vacant posts were advertised at schools in the province. All 5 924 educators who were declared in excess were compelled to apply for those advertised posts. At the beginning of 2000, the Limpopo Province started to redeploy educators. According to Northern Province Department of Education (NP) Circular no 326/2000, the movement of educators was staggered and by 2000, 10 99 educators had been appointed in most of the vacant posts. This means that there were only 234 vacant posts still available to be filled. The Northern Province (Circular 4 /2001) indicates that although the rationalization and redeployment was

finalized by the 31st of December 2000, the 234 posts referred to above had still not been filled due to the following reasons:

- Posts that were inadvertently advertised.
- Posts which were not submitted for advertising when the closed vacancy list was published.
- Posts for which there were no suitable candidates on the list.
- Posts for which there were no applicants at all.

As a result of the above, temporary educators were engaged to render services in those posts till they could be filled by permanent appointees. Should all 1333 vacant posts eventually be filled, there will still be 4 591 educators in excess in Limpopo Province. All 4 825 educators (at that stage considered to be in excess) had been notified that they were in excess in their schools, but were not informed of what was to happen to them.

A total of 630 educators applied for the VSP (Motala & Pampallis 2001:192). Out of this number, only 170 applications were approved. This left the provincial officials with considerable problems because there were 4 655 excess educators who could not be absorbed. According to the Northern Province (Circular 5/ 2000) the Limpopo Department of Education is offering the Mutually Agreed to Severance Package (MASP) for all educators who were considered in excess (4 655) as a result of operational requirements and who were not able to be absorbed into the released vacant posts. MASP differs from the VSP in the sense that VSP is not a package for excess educators only, but a package offered to all government employees who elect to leave the service of the government voluntarily. The benefits of the MASP are similar to those of the former VSP with the exception that people who are granted the MASP will not be excluded from reappointment in the public service. Initially, MASP was to be valid until the end of December 2000. However, the Department of Public Service and Administration (DPSA) was approached by the Limpopo Province Education Department to extend this approval to the end of June 2001. Some of the educator's unions such as Professional Educator's Union (PEU) and SADTU are opposed to the implementation of MASP. PEU argues that MASP is in violation of Resolution no 6 of 1998, which opposes forcing educators to take severance packages. It goes without saying that the MASP is the only tool the Department of Education has currently to eliminate excess educators who cannot be absorbed into vacant posts.

Although rationalization and redeployment is a contentious issue, it has become a fiscal necessity. According to the Condensed Management Plan for Rationalization and Redeployment (NP 1998/1999) the Limpopo Province wishes to achieve the following objectives through redeployment:

- To achieve equity in educators' staff provisioning in institutions in terms of approved policy on educators' post provisioning.
- To provide for rationalization and redeployment of educators within educational institutions.

1.3 THE EFFECT OF REDEPLOYMENT ON EDUCATORS IN THE LIMPOPO PROVINCE

Like all other provinces, the education sector in the Limpopo Province was seriously affected by the implementation of the policy on educator redeployment. This process has caused disputes between school managers and educators. For example, a middle-aged female educator exchanged blows with the male principal at a school in Giyani in the Limpopo Province (Sowetan, 14 October 1999: 3).

The incident took place after the educator received a letter from the principal saying that she is one of the educators who would have to be redeployed. Maree, the chairperson of the governing body of Grove Primary School warned that the system of redeployment creates problems, which affects all schools and requires urgent attention (Argus, 30 March 1997:3). Maree further asserts that the confusion resulting from redeployment is causing difficulty in the provision of quality education to learners.

Reports have also been received that at some Limpopo schools, affected educators refused to teach and the learners were regularly being sent home (Herald, 20 April 1999:2). Clearly stability in education will not be achieved as long as the threat of being declared in excess hangs over the educators' heads. This invariably leads to feelings of insecurity, demotivation and depression, which, in turn, adversely affect the commitment of educators to fulfill their teaching obligations.

This process of redeployment has also adversely affected the role and task of many principals of schools in Limpopo Province. As heads of the school management team, principals have been tasked with identifying and informing educators that they have been declared in excess.

In many cases this has negatively impacted on the atmosphere in the school. In other instances, principals had to manage the induction of educators redeployed to their schools. As many of these transfers were initiated by the fact that educators had been declared in excess in their former school, this induction was often difficult. Moreover, principals have not been adequately prepared for these tasks.

1.4 CLARIFICATION OF TERMS

1.4.1 Redeployment

According to De Jager (1980), to redeploy means to move workers from one place to another. Vandeveldt (1998:3) defines redeployment as the transfer of permanently employed full-time teaching staff from one educational institution to another within a specific region. Such redeployment is prompted by the desire to secure judicious staffing of institutions against the background of falling rolls within a framework which avoids resorting to compulsory redundancy. In this study the term redeployment is used in collaboration with the term rationalization, which refers to the process whereby a department /institution reorganizes its staff component to become more cost effective. Redeployment is used to refer to actual transfer of excess educators from their present schools to other schools where vacancies exist. This term is also used in the government policy, which was implemented in all the provinces of South Africa.

1.4.2 School and educator

According to De Jager (1980), the school is a place for teaching; the one who teaches is an educator. In this study, the school depicts a place for teaching and an educator means a person currently employed in a provincial education department or the department of education within the meaning of education as defined in Act no. 76 of 1998 (RSA).

1.4.3 Management

According to De Jager (1980), the term management means handling of or directing. Bush (1995:1) defines management as a continuous process through which members of an organization seek to co-ordinate their activities and utilize their resources in order to fulfill the various tasks of the organization as

efficiently as possible. Glatter, quoted by Bush (1995: 1) concurs, stating that management studies are concerned with the internal operation of the educational environment, that is the communities in which they are set, and with the governing bodies to which they are formally responsible. In this study, the term management means directing or handling of educational institutions internally (by itself), i.e. by the principal, Heads of Department as well as the Governing Bodies, and externally (from outside), i.e. by the Department of Education.

1.4.4 The Northern Province/Limpopo Province

The Northern Province/Limpopo Province refers to one of the nine provinces of South Africa that is situated in the northern region of the Republic of South Africa. The bulk of its land lies within the tropic of Capricorn and most of the populations live in rural areas. In 2002 the Northern Province was renamed Limpopo Province. Therefore, many documents passed by provincial legislation are still referred to as published by the Department of Education, Northern Province. The name NP as well as Limpopo Province will be used in this study. However, both terms refer to the same province.

1.5 PROBLEM FORMULATION

Although the decision of the government to redeploy educators was to ensure equity in the provision of educators, the manner in which it was done often resulted in many problems for both the schools and educators involved.

1.5.1 The main problem

How did schools in Limpopo Province manage the policy of educator redeployment?

1.5.2 Sub problems

- (a) What procedures are set out for the redeployment of educators in South African schools?
- (b) Which provisions were made to assist principals with the implementation of the policy on educator redeployment?

- (c) What problems were encountered by principals when implementing the policy of educator redeployment in their schools?
- (d) How does the implementation of the redeployment policy affect educators as professionals?
- (e) In what ways can the implementation of the policy on educator redeployment provide guidelines for the implementation of future policies which will affect educators in schools to the extent that this policy does?

1.6 AIMS OF THE RESEARCH

1.6.1 Aims

The main aim of this research is to explore the way in which educator redeployment has been managed in the Limpopo Province. This research aims at identifying pitfalls encountered so that school management can be assisted in the future implementation of government policies.

1.6.2 Objectives

- (a) To ascertain what is meant by redeployment within South African context.
- (b) To determine and analyze the guidance provided to principals who had to redeploy educators.
- (c) To determine and analyze the problems experienced by principals during the implementation of educator redeployment.
- (d) To analyze the effect of redeployment on educators as professionals.
- (e) To determine ways in which the implementation of the policy on redeployment can provide guidelines for the implementation of future policies that will affect educators in schools to the extent that this policy does.

1.7 RESEARCH METHODOLOGY

Qualitative research methods include using a case study design, meaning that the research focuses on one phenomenon that the researcher selects to understand in depth. This investigation of one phenomenon is not reliant on the number of sites, participants or documents for the study (Schumacher & McMillan 1993:375). This method is appropriate for the researcher's study because the researcher wishes to understand only the phenomenon of redeployment. Schulze (2000:50) indicates that the qualitative researcher uses an emergent design and makes decisions about the data collection strategies during the study. Qualitative research focuses on individuals' social actions, beliefs, thoughts and perceptions (Hoberg 1999:76). In qualitative research methodology, researchers collect data by interacting with selected persons in their natural setting and by obtaining relevant documents.

This is an appropriate method because the researcher will collect data by interacting with principals and educators in their schools as their natural setting. Schulze (2000:51) also indicates that qualitative research is mainly concerned with understanding the problem from the participants' perspectives as they experience the problem as it related to their reality (the school and education). In this study, this method will enable the researcher to understand the problem of redeployment from the educator's perspective as it is related to schools and education.

In qualitative methodology, problems and interpretations are described in the report by means of words, not by numbers. Qualitative research requires a plan for choosing sites and participants (Schumacher & McMillan 1993:372). In this study, the government official, principals and educators are chosen as participants and the Limpopo Province (region 3) as a site. Because some educators in Limpopo Province are still waiting to be redeployed, while others have only recently been transferred to other schools it provides a unique opportunity of researching the various aspects and stages of the redeployment policy. Likewise, the findings could also be important in providing guidelines for the future implementation of other contentious policies in the province in the future.

1.7.1 Data collection strategies

Data collection comprises mainly semi- structured interviews and focus group interviews, targeting participants who are deemed to be information rich, i.e. a top government official, principals as well as educators who have been affected by the redeployment policy.

Johnson (1994: 51) defines semi-structured interviewing as the style most likely to be followed in small – scale research, when it is of greater importance to gain the cooperation of a limited number of interviewees than it is to ensure that the information they give is supplied in a standardized and readily collectable form.

1.7.2 Participants

The following participants were selected to be interviewed by the researcher.

- (i) A top government official tasked with redeployment in the Limpopo Province as he is a person more likely to yield fruitful data on the former policy on educator redeployment and the current policy.
- (ii) One principal who lost staff, due to the redeployment process.
- (iii) One principal who gained staff, due to redeployment.
- (iv) One principal who has staff in excess but whose educators are still waiting for redeployment.
- (v) Focus group of four educators who were moved to another school due to redeployment.
- (vi) Focus group of four educators who are still on a list of excess educators and are awaiting news of what is to happen to them.

In total 12 participants contributed to the data collected. All interviews were taped with the permission of the participants. The tapes were later transcribed. Field notes were also taken during the interviews.

1.7.3 Data analysis

The researcher read through the entire transcript, jotting down ideas, words and phrases in the field notebook. Data were sifted in search of patterns and ambiguities. Finally, the researcher expanded notes incorporating her own reflective thoughts and ideas. The analysis of the data is discussed in detail in chapter 4.

1.8 CHAPTER DIVISION

Chapter two entails the theoretical background to the study. The researcher gives a literature review of the following:

- The plan for the implementation of the policy on educator redeployment.
- Problems encountered during the implementation.
- The role of the principal in the management of staff.
- The role of the principal in the implementation of policy.

Chapter three provides a further discussion of the methodology (cf. 1.7) used to investigate redeployment in the Limpopo Province. The explanation as well as the reason for the choice of qualitative methodology is included. The strategies of data collection are also incorporated in this chapter. The researcher gives a brief exposition of data analysis.

Chapter four includes a report on the findings of the research.

Chapter five includes a synopsis of the findings and the emanating recommendations.

1.9 SUMMARY

The Ministry of Education has a constitutional obligation to ensure equity in the provision of education, which includes the appointment of educators to schools. The allocation of educators to schools varied greatly in the former apartheid education departments (DE 1999:41). In the Limpopo Province 5 924 educators were declared in excess. Redeploying these educators has led to problems for both principals and government officials. In some Limpopo Province schools, redeployment has created serious conflicts,

which will take time to resolve. Despite all these problems, the educator's unions stoutly defend redeployment as an outstanding example of collaboration between employer and employee in pursuit of a provincial goal.

CHAPTER TWO

REDEPLOYMENT IN THE SCHOOLING SECTOR OF LIMPOPO PROVINCE

2.1 INTRODUCTION

South Africa's new constitutional democracy paved the way for a new democratic education system (Berka, Groof & Penneman 1998: 255). This means that the principles of democracy and human rights protection have to be followed. Regarding education, this resulted in the establishment of a single, non-discriminatory system of education that provides equal opportunity for all. Berka et al (1998: 255) also indicate that education reform forms part of the overall transitional process and many old educational structures have been transformed or are in the process of being changed. However, apart from the purely constitutional challenges in education, the government and other education stakeholders were also confronted with other more practical and logistical problems, namely, the rationalization of the previously fragmented, diverse and unequal educational system, into a single democratic system. In support of this, Chisholm and Fuller (1996:693) point out that the government of National Unity focuses on system-wide rationalization and changing spending patterns incrementally. One strategy decided on to achieve this is to decrease spending on educator salaries and spend more on the schooling sector. This means transferring educators to schools and areas where there is a greater need. This led, among others, to the policy on educator redeployment.

2.2 EDUCATION POLICY MAKING

Education policy is the set of rules or guidelines that control all educational institution. In almost every country, the parliament plays an important role in formulating policy. Kogan (1976: 74-75) indicates that the main parts of decisions and policy-making system are: parliament, central government, local government, educators and research work, students and their interest groups. In support of this, Gaziel (1996: 4) points out that the key bodies of the structures of policy making are: parliament, government, political parties, the unions, a ruling elite and other public interests. Gaziel (1996: 5) also indicates that the government with its personnel is seen as central to policy making. The responsibility of the government in policy making is to regulate policy demands by interpreting them and preparing responses for ministers to articulate, supervise and control the flow and application of policy ideas and decisions.

This means that the government has a considerable amount of power in shaping educational policies. The state education policy is typically shaped by a very small number of key actors.

Gaziel (1996: 5-6) suggests the following ways of viewing the education policy-making system:

-*The bureaucratic power view* that focuses on government institutions, ministers and the local government departments as the key components in the policy-making system.

-*The technocratic view* which states that the power lies in the hands of those who possess technical skills.

Buachalla (1988: 250) adds that the Minister of Education is responsible at government level for the formulation of education policy. According to Reimers and McGinn (1995:136) policy making begins with a decision as to whether there is a problem that requires solution. According to Harman (1984: 17), policymaking can be divided into four stages, i.e. issue emergence and problem identification, policy formulation and authorization, implementation and termination or change. In South Africa, education policies are formulated at national level and then implemented by the provinces. This can lead to problems as not all provinces have the same capacity to implement policies. This was also the case regarding the policy on educator redeployment.

2.3 THE POLICY OF EDUCATOR REDEPLOYMENT

Redeployment of educators is a strategy that sometimes needs to be applied. This occurred in England in 1984, and affected more than one in a hundred educators (Vandeveldt 1998:3). In England, the policy of redeployment played an important role in helping the Local Education Authorities (LEAs) to adjust to falling enrolment figures at schools and to manage problems of mismatch of teaching qualifications and experience.

This policy was also implemented in all the provinces of South Africa in 1999 (DE 1999:42). In South Africa, the aim of the redeployment policy was to seek a uniform, equitable approach to the allocation of teaching staff, as well as seeking a fair way of dealing with the educators who would be affected by such rationalization. According to Resolution no.6 (Education Labour Relations Council (SA) 1998) redeployment has been categorized into the following types namely, (i) Voluntary redeployment and (ii) compulsory redeployment. However, provision has also been made for (iii) VSP.

2.3.1 *Voluntary redeployment*

Resolution no.6 (Education Labour Relations Council 1998b) indicates that voluntary redeployment is when some educators volunteer for redeployment knowing that they might be subjected to a compulsory redeployment procedure in any event. This resolution also stipulates that the Provincial Education Department may redeploy an educator from one institution to another in the province, provided that: -

- There is an agreement between all parties concerned, i.e. the educator, the receiving and releasing institutions and the respective school governing bodies.
- The educator is transferred into a vacant substantive post.
- Educators who were transferred through this process of redeployment became part of the rationalization procedure at the receiving institutions.

2.3.2 *Compulsory redeployment*

Resolution no.6 (Education Labour Relations Council 1998b) indicates that compulsory redeployment is a category of redeployment, which occurs when all other possibilities, including voluntary redeployment, have been exhausted. According to Teacher's Forum (1999:2), the following factors should be considered when applying compulsory redeployment: -

- The curricular needs of the school.
- The specific circumstances of the school.
- The principle of Last in First Out (LIFO).
- The views of the staff when determining the curricular needs and specific circumstances of the school.

2.3.3 *Voluntary Severance Package (VSP)*

Because the government realized that some educators who were deemed to be in excess in their schools might not be willing to be redeployed, an option of the VSP was included. According to Resolution no.6 (Education Labour Relations Council 1998b), the state may introduce measures to promote redeployment by allowing educators to retire voluntarily provided the educator concerned is declared in excess and the post is to be abolished. Such measures had to run concurrently with the redeployment process. In support of this, Motlale (1997:7) adds that severance packages were presented as an alternative to teachers who were not willing to be transferred and could be declared as excess educators in their schools. According to

the plan, educators who did not want to be redeployed could be classified as non-transferable, and therefore be eligible to the VSP. However, the Department of Education also offered the MASP to educators who could not be absorbed in schools due to lack of posts (cf. 1.2).

2.4 IMPLEMENTING THE REDEPLOYMENT POLICY

All the provinces of South Africa implemented the redeployment policy (cf.2.3). The way in which redeployment was to be implemented was devised at the national level and then implemented at the provincial level.

2.4.1 *The advertising and filling of educator posts*

The National Education Department planned the way in which posts should be advertised and filled. According to Resolution no.5 (Education Labour Relations Council 1998a), the advertisement of vacant posts for educators was clear and included the procedure to be followed for application, names and telephone numbers of contact persons, preferable date of appointment and the closing date for receipt of applications.

Resolution no.5 (Education Labour Relations Council 1998a) also stipulates that all vacancies in public schools were to be advertised in a gazette, bulletin or circular, the existence of which would be made public by means of an advertisement in the public media both provincially and nationally. The information to be furnished in the latter advertisement was to include offices and addresses where gazettes, bulletins or circulars may be obtained. The gazette, bulletin or circular was to be circulated to all educational institutions within the province. The employing department had to acknowledge receipt of all applications by: -

- Informing all applicants in writing of receipt of their applications.
- Clearly indicating whether the application is complete or not.
- Indicating whether the applicant meets the minimum requirements for the post and that such an application has been referred to the institutions concerned.
- The employing department also had to handle the initial sifting process in order to eliminate applications of those candidates who do not comply with the requirements for the post /s as stated in the advertisement.

At a formal meeting, the teacher trade unions had to be given a full report of the names of educators who met the minimum requirements for the post/s in terms of the advertisement, names of educators who had not met the minimum requirements for post/s in terms of the advertisement, and the relevant information. Resolution no.5 (Education Labour Relations Council 1998a) also states that interview committees had to be established at education institutions where there were advertised vacancies. In public schools, the interview committee should comprise the following people:

- One department representative as an observer and resource person.
- The principal of the school, except in the case where he/she was an applicant.
- Members of the school governing body, excluding educator members who were applicants to the advertised posts.
- One union representative per union that is a party to the provincial chamber of the Education Labour Relations Council (ELRC) as an observer of the process of short- listing and interviews.

Each interview committee had to appoint from amongst its members a chairperson and a secretary. All applications, which met the minimum requirements and provisions of the advertisement, had to be handed over to the school governing body responsible for that specific public school. The school governing body was to be responsible for convening the interview committee and had to ensure that all relevant persons and organizations were informed at least five working days prior to the date, time and venue of the short listing, interviews and the drawing up of the preference list. Resolution no.5 (Education Labour Relations Council 1998a) stipulates the following guidelines for short listing of applicants:

- the criteria must be fair, non-discriminatory and in keeping with the constitution of the country.
- The curricular needs of the school must be considered.
- The obligations of the employer towards serving educators must be taken into account.

All the interviews had to be conducted according to the above guidelines. At the end of the interviews, the interviewing committee had to rank the candidates in order of preference, together with a brief motivation, and submit this to the school governing body for their recommendation. The governing body should then submit their recommendations to the provincial Education Department. The employer had to ensure that accurate records are kept of proceedings dealing with interviews, decisions and motivation

relating to the preference list submitted by the school governing body and other structures. Finally, the employer had to inform all unsuccessful candidates, in writing within eight weeks.

2.4.2 *Determination of excess educators*

Skinner (1997:63) defines an excess educator as an educator who is in excess of a previously specified learner educator ratio. In the case of South Africa this is currently 35: 1 in secondary schools and 40:1 in primary schools. An excess educator is also defined in the Northern Province Media Release (2000:1) as an educator who does not hold a substantive post on the staff establishment of school or college concerned. The staff establishment of each institution is based on the learners' enrolment figures and the weighting factor allocated to various phases and subjects, for an example, biology has a weighting factor 0,188. The circuit manager, together with principals was requested by the Head of a Provincial Education Department to determine the number of posts in excess and the number of educators in excess by taking into consideration the curricular needs of the school, the specific circumstances of the school, the views of the staff and Last In First Out principle (LIFO). Teacher's Forum (1999:2) indicates that when LIFO principle had to be applied, the current period of continuous service of an educator rendered at any public educational institution must be considered.

Resolution no.6 (Education Labour Relations Council 1998b) laid out the following procedures for the determination of educators in excess: -

- (i) The principal, after consultation with the educator staff of the institution at a formal staff meeting, may recommend that educators who could be declared in excess be absorbed in vacancies that exist or will exist in the near future (not longer than 6 months) at that educational institution. This recommendation is sent to the head of relevant Provincial Education Department, via the Circuit or District Office, who may accept or reject such recommendations.
- (ii) The educator who has been declared in excess should be informed in writing by the Provincial Education Department.
- (iii) The particulars of educators in excess should include the following:-
 - ◆ The name of the educator and other relevant details.
 - ◆ Rank and level.
 - ◆ Qualification and experience.
 - ◆ Present educational institution.

- ◆ Preferences with regard to redeployment.

Teacher's Forum (1999:2) indicates that the School Governing Bodies (SGB) would be provided with a list of all permanent educators in excess, and had to consider the names on the list in terms of the ranking order and should recommend the absorption of educators into vacancies to the head of the Provincial Education Department via the District Office.

Resolution no.6 (Education Labour Relations Council 1998b) stipulates that educators who unreasonably refuse to be redeployed are not entitled to severance pay and are deemed to have resigned with effect from a date to be determined by the head of the Provincial Education Department. However, an educator declared in excess, who cannot be redeployed due to lack of vacancies, should be held in excess of his/her present staff establishment until he or she could be suitably redeployed.

2.4.3 Establishment of bodies to facilitate rationalization and redeployment

Prior to the implementation of the policy on educator redeployment, the major stakeholders at National and Provincial Levels established two bodies. The two bodies were established in order to facilitate the implementation of redeployment and to settle disputes that may arise during the implementation process. At the national level, the IPTT was established and the Provincial Task Team (PTT) was established at provincial level. Both these task teams were established in 1998.

2.4.3.1 Inter Provincial Task Team (IPTT)

Resolution no.6 (Education Labour Relations Council 1998b) states that the Inter Provincial Task Team (IPTT) should be established by the National Education Department as a body to facilitate educator redeployment. The IPTT consists of an equal number of employer and employee members, including an independent chairperson appointed and funded by the Education Labour Relations Council (ELRC), representative of the Department of Education appointed by the Director General, representatives from the trade union parties of the ELRC and chairpersons of the PTT. According to *Teacher's Forum* (1999:2) the task of the IPTT was to ensure that provinces implement Resolution no.6\98. Resolution no.6 (Education Labour Relations Council 1998b) sets out the following functions of the IPTT:

- To monitor the coordination and implementation of the rationalization and

redeployment processes, nationally.

- To monitor the establishment and updating of provincial redeployment lists.
- To resolve disputes between the parties that may arise and which relate to the general interpretation and application of this agreement and the allocation of educator posts to institutions.

2.4.3.2 Provincial Task Team (PTT)

The PTT was established in the different provinces and consists of representatives from the Provincial Education Department and six representatives of the trade union parties of the ELRC. The ELRC had to appoint an independent chairperson, after consulting the provincial chamber, to chair all the PTT meetings and also to act as a facilitator of the rationalization and redeployment processes within the province. According to Resolution no.6 (Education Labour Relations Council 1998b), the PTT should perform the following functions:

- To monitor the coordination and implementation of rationalization and redeployment processes in a Provincial Education Department.
- To resolve disputes between parties that may arise which relate to the general application of this agreement and the model for post provisioning.
- To promote redeployment and make recommendations in this regard to the Head of the Provincial Education Department, the IPTT and ELRC.
- To monitor the establishment and updating of the provincial redeployment list.

2.5 REDEPLOYMENT IN LIMPOPO PROVINCE

Teacher's Forum (1999:2) indicates that all Provincial Education Departments should have developed their own management plan, which indicates the number of posts, which they can afford, and the timeframes in which they will complete the redeployment process. In accordance with the above statement, the Limpopo Province Education Department made its own Condensed Management Plan for the rationalization and redeployment of educators in the provisioning of educator posts (Teacher's Forum 1999:2). In its plan for the period 1998/1999, the Limpopo Province set out a plan of action as well as the timeframe for the completion of the process.

Condensed Management Plan (NP) 1998/1999 laid out the following plan:

Table 2.1

Implementation Plan for Limpopo Province

- 05 February 1999: Distribution of posts to Regional level.
- 12 February 1999: Distribution of resolution no.6 to all schools.
- 9 March 1999: Consultation between departmental negotiating team and the unions.
- 16 March 1999: Notification of educational institutions of their post establishment.
- 19 April 1999: Workshop for all school principals.
- 20 April 1999: Consultation between principals and their staff.
- 21 April 1999: Absorption of excess educators into vacancies that exist.
- 22 April 1999: Compilation of first and second lists of redeployment.
- 23 April 1999: Advertisement of closed vacancy list.
- 30 April - 01 May 1999: Submission of applications to regional offices.
- 06 May 1999: Availing first matched list to School Governing Bodies.
- 08-14 May 1999: Selection process by School Governing Bodies for appointment.
- 15 - 16 May 1999: Transfer of educators to new posts.
- 19 - 25 May 1999: Invitation of unions for recommendation of candidates.
- 28 May - 03 June 1999: Advertisement of posts in an open vacancy list.
- 03 - 05 June 1999: Submissions of applications to regional offices.
- 11 June 1999: Invitation of members of union to observe the interview process.
- 12 - 13 June 1999: Short-listing of applicants.
- 15 - 21 June 1999: Interviewing short-listed candidates.
- 21-25 June 1999: Submission of recommendations to the Head of the Department.
- 26 - 30 June 1999: Appointment of recommended candidates.

As will be explained later most of these dates were not met. During 1999, Limpopo Province had 5 924 educators in excess and advertised only 13 33 vacant posts (DE1999: 42). Due to the limited number of vacant posts, the province was forced to implement the policy on educator redeployment.

Limpopo Province started to redeploy excess educators in early 2000. Limpopo Province Circular 4 /2001 indicates that rationalization and redeployment of educators was finalized by the 31 December 2000 (cf.chapter 1). However, at that time only 10 99 educators had been appointed in most of the vacant posts. The process of educator redeployment was terminated on 16 July 2001. However, the province still had 4 195 excess educators who were not absorbed due to lack of vacant posts. Resolution no.2 (Education Labour Relations Council 2001) indicates that all educators declared in excess in terms of Resolution no.6 of 1998, shall be held additional to the establishment of the institutions at which they are currently employed until they are absorbed by appointment into vacant posts at the same institution or another institution or transferred in accordance with the Employment of Equity Act of 1998 (EEA). In accordance with the above resolution, Limpopo Province Education Department held the 4 655 excess educators in their current institutions till the end of 2001. In short, although redeployment was terminated in July 2001, in the Limpopo Province there are still a large number of educators who will have to be moved to schools with a high learner: educator ratio. This second action of redeployment commenced in 2002. However, in May 2003 the Limpopo Province Department of Education proposed to make a fresh declaration of excess with new criteria different from that of 1998(cf. 2.4.2) During the meeting of all principals and circuit managers in the Limpopo Province (Vhembe District) held at Marude Secondary School on the 5 May 2003, the new criteria according to which the second determination of excess educators were to be made, was clarified which includes the educators` experience in the broader public service, provided the period of interruption (if any) is not more than 12 months.

Limpopo educators` unions opposed the fresh declaration of excess educators on the basis that the Department of Education should rely on the declaration that was done in 1998. However, in May 2003, Limpopo Department of Education and the educators` unions reached an agreement. According to the Memorandum of Understanding between Limpopo Department of Education and the educators` unions, the Department should attempt to absorb all excesses into existing vacancies in terms of the absorption process of Resolution no 2 of 2001. Moreover, there would be no fresh declaration of excesses and vacancies until an agreement is reached. However, at this stage the Department of Education has not yet released the exact number of excess educators who have not been absorbed and the number of existing

vacant posts. In June/ July 2003 a large number of educators in Limpopo Province was redeployed. By November 2003 the exact number of educators thus affected was still not available from the provincial Education Department.

2.6 PROBLEMS ENCOUNTERED DURING THE IMPLEMENTATION OF THE REDEPLOYMENT POLICY

Problems are often encountered when policies made at national or provincial level have to be implemented at school level, as the contexts differ. The implementation of the policy to redeploy educators is no exception and different provinces experienced problems unique to their particular contexts.

2.6.1 General response to redeployment

Mona (1997:4) according to the National Professional Teachers' Organization of South Africa (NAPTOSA), argued that the whole system of educator redeployment did not provide for any checking profile of educators who were going to opt for VSP. As a result, experienced educators and administrators were lost. The number of educators applying for VSP resulted in R1 billion expenditure, rather than the R600 million allocated which caused financial problems (Motala 1997:8). Problems also arose following the approval of VSP because of a lack of a reliable database to ascertain the number of educators nationally, provincially and locally, as well as determined profiles in terms of experience and subjects taught. Educators' unions claim that redeployment had the effect of down- sizing and reducing educator numbers rather than redistributing teaching posts as agreed in the Education Labour Relations Council (ELRC). Motala (1997:9) also argued that redistribution of educators from advantaged areas to poorer schools, and from urban to rural schools did not occur.

According to *Teachers' Forum* (1999:2) the following problems were encountered during the implementation of teacher redeployment:

- By 8 January 1999, three provinces (Limpopo Province, Mpumalanga and North West) had not finalized their management plan. This impacted on the work of the IPTT, which had to monitor the management plan of each province.

- Some provinces had problems in verifying the statistics of the number of educators who did not appear on their roll.
 - Some provinces used incorrect procedures in identifying excess educators and had to redo the process in terms of Resolution 6/98.
 - Many provinces acknowledged that the task of bringing out a vacancy list within the first term was a mammoth one and envisaged that the process could take longer in some provinces.
- Problems encountered in a number of provinces will now be discussed to illustrate the extent of concerns throughout the country.

2.6.2 Implementation of redeployment in various provinces

The Western Cape encountered some problems during the implementation of redeployment. Skinner (1997: 62) indicates that no posts were transferred to under- resourced schools. Educator: learner ratio (set at 40:1 for primary schools and 35:1 in secondary schools) had not been addressed. The number of pupils was divided by the number of educators (including those in administrative posts with no classes), and educators were then declared in excess. This resulted in the actual class sizes remaining high, which created a confused and insecure environment.

Grove Primary School was one of the schools that experienced problems that resulted in the school taking the Minister of Education to court in June 1997 (Skinner 1997:62). The school argued that educators placed on the redeployment list were often educators the school wanted to keep because the criteria used for redeployment related only to whether educators have been declared “in excess” and not to qualifications or experience. Grove Primary subsequently won the case. Another problem that occurred in Grove Primary School was that in April 1996, when the resolution on rationalization was passed, the school was legally defined as a Model C School. This meant that its governing body had the power to appoint educators. The school therefore argued that its governing body had significant powers over the appointment of educators and that, in the sense that the government restricted these powers, the ELRC resolutions on rationalization were unlawful.

The implication was that racial composition of teaching staff would probably remain unchanged. Ex-Model C schools could legally employ white educators, which would undermine one of the key objectives of redeployment – to ensuring/non-racial teaching staffs (cf 1.1). The chairperson of Grove Primary’s

board of governors, Helen Maree, pointed out that redeployment as envisaged by the government's proposals would remove, to a substantial degree, the element of competition and choice from the selection process of educators (Collings & Wilhelm 1997:43). Maree also indicated that redeployment system had created problems that affected all schools and required urgent attention. Failure to do so would cause harm to pupils, which would be impossible to resolve. One of the major problems that occurred in the Western Cape was that the Education Department failed to provide the schools with a redeployment list.

One of the problems that occurred in the Eastern Cape was that the release of long – awaited staff allocations to schools was delayed by the Eastern Cape Department of Education. The regional education offices released staff allocation lists that were riddled with mistakes. The department said a computer error had resulted in miscalculations and promised to provide a new batch of statistics as soon as possible (Herald, 19 February 1999:3). Principals promised not to continue with the actual redeployment of educators until the figures were verified. Only then would the department place “excess” educators and vacant posts on a provincial list.

The timing of the implementation of redeployment and rationalization also created some problems, and was criticized by many people. The principal of Pearson School, Ms Ffolliott, described redeployment at that stage of the year (mid year) as a potential disaster for the school and called on parents to help the school fight educator redeployment during the middle of the year (Herald, 11 May 1999:1). Ffolliott also argued that redeployment had reduced the number of educators in her school, which in turn disrupted the duty allocations. Likewise, Mr. Holley, the principal of Victoria Park High School in the Eastern Cape indicated that his main concern was the timing of the process, which had the potential to cause major disruptions for the learners and education that year (Herald, 12 May 1999:2). Holley also indicated that in his area and among the people he dealt with, there was a general consensus that redeploying educators in the middle of the year had the potential for disaster and would disrupt a carefully planned programme of the school. Supporting the principal, a concerned parent of a child voiced his anger at the timing of the process and pointed out that the process would particularly disadvantage the school, as learners needed special care. In addition, redeployment would also cause a higher educator: learner ratio (Herald, 12 May 1999:3). Moreover, it was very difficult to adjust to new educators in the middle of the year. Some of the educators' unions also viewed educator redeployment as problematic.

2.6.3 Implementation of redeployment in Limpopo Province

The Limpopo Provinces also encountered many problems during the implementation of educator redeployment. Teachers` unions, SADTU included, tried to help and even the IPTT was involved but the process was still riddled with numerous problems. Some of the problems were similar to the problems encountered by other provinces.

Malope (1999:7) outlined the following problems encountered during the implementation of educator redeployment in the Limpopo Province: -

- *The department's failure to provide some schools with redeployment figures*

This problem is similar to that experienced by the Eastern Cape (cf. 2.5.3). There were many institutions that did not receive their redeployment lists for vacant posts in the Limpopo Province. This posed a serious problem as those schools were left behind with regard to the declaration of excess educators. Therefore, those schools were not able to participate in the process like all other schools.

- *Incorrect post establishments*

During the verification process, some of the institutions in the Limpopo Province highlighted that their post establishments were incorrect. The post establishments did not capture all the subjects offered by in their schools and the total number of learners when coming to the educator: learner ratio. The number of posts did not increase, despite an increase in the number of learners. This problem delayed the process of educator redeployment in those affected schools.

- *Non-Compliance with the Management Plan*

The Department of Education unilaterally changed dates of activities on the Management Plan, thereby creating confusion on the side of the employee parties. One example was the announcement by MEC that the process would be completed by 23 September 1999, while in the Management Plan; it was supposed to be completed by 30 June 1999 (cf.2.3.4).

- *No audit meetings in Area Offices*

The Department of Education was trying to hasten the process and as such missed some of the crucial monitoring mechanisms like audit meetings that should be held in Area Offices. In some instances, the Department of Education invited the employee parties to monitor the process. Due to insufficient time, the employee parties could not play an effective monitoring role.

- *Union intervention and disputes*

The implementation of the policy on educator redeployment was full of flaws in Limpopo Province. The SADTU engaged both the department and the Provincial Task Team (PTT) on several occasions to resolve some of the identified problems. In the wake of the reluctance of the department to correct the discrepancies, SADTU declared a dispute with the ELRC.

- *Inadequate training of the officials*

Some departmental officials appeared not to be adequately trained to handle the implementation of educator redeployment. Likewise, the training of some departmental officials such as principals was insufficient. In addition, the “cascade model” of training proved inadequate. The national department trained the provincial department officials who then trained the regional officials. However, this cascade model of training was lengthy, it decreased the level of expertise lower down the ranks and invariably not all information got passed on.

- *Incorrect procedures for identification of excess educators*

In most of the schools in the Northern Province, the procedures used to identify excess educators were flawed. Principals often targeted the educators who had caused problems in their schools and ignored the correct procedures (cf.2.3.2). This created problems that the PTT then had to resolve. Moreover, educators who were incorrectly targeted for redeployment by principals often became demotivated and there was no longer sound relationship between affected educators and the principals of schools. This could be seen as a contributing factor to poor results at the end of the year 1999.

- *Frustrations among educators*

Most of the educators who were declared in excess during the implementation of educator redeployment in the Limpopo Province were frustrated. Some educators viewed this process negatively, arguing that the Department of Education was using this as a way of reducing the number of educators. Most educators did not know where they were to be posted, and feared that they might be redeployed far from their homes. Those who were not absorbed by vacant post were uncertain about their future.

- *The effect of promotional posts on educators*

All education institutions in Limpopo Province received their posts establishment, which include the post levels of educators. Each educational institution had to compile a table of the number of posts to be allocated per subject. This resulted in the Department of Education changing the post levels allocated to the school. Where this occurred, promotional posts were suddenly made available. This had implications for the number of educators to the school. For example, if an institution had two CS1s (assistant educators) and the department determined that a Head of Department might be appointed at the institution, one of the CS1 posts had to be declared in excess to provide for the post of Head of Department.

To conclude, the above brief exposition of redeployment in Limpopo Province and other provinces in South Africa clearly shows that many problems were encountered during the implementation of the redeployment policy.

2.7 THE ROLE OF THE PRINCIPAL IN THE MANAGEMENT OF STAFF

Principals play important roles in many aspects of school life. Not all these will be discussed here. Only those pertaining to redeployment will be dealt with. This is relevant as the importance of the principal's role in personnel management has increased as government moves towards greater decentralization of responsibility of some key personnel decisions to the school level (Seyfarth 1996: 1).

2.7.1 Leadership

A principal plays the role of a leader to the staff. Bush (1995: 10) considers principals as leading professionals, who are responsible for the leadership of a group of educators. As a leader, the principal should encourage the staff in making decisions, determining aims and defining objectives. Likewise, leadership means the capacity for self-evaluation and standpoint taking (Hamblin 1989: 102). This means asking how the educators see the situation and what motives they attribute to the principal. Bowers and Seashore in Seyfarth (1996:15) list the following four types of leadership behaviors displayed by the principal of an effective school:

- (i) Support, which involves actions that enhance educators and students' feelings of personal worth and importance.
- (ii) Work facilitation, which involves scheduling, planning and coordination.
- (iii) Interaction facilitation, which includes behavior that encourages teaching to develop a close, mutually satisfying working relationship.
- (iv) Goal emphasis, which involves behaviors that arouse educators' enthusiasm for attaining instructional goals and achieving excellence performance. In this case, Liphalm and Fruth (1976: 62-63) argue that when exercising leadership responsibilities, principals should work closely with their staff to improve the quality of curriculum and instruction. However, for the success of the school, principals must provide effective leadership.

King in Hamblin (1989: 62) emphasizes the following two leadership functions associated with the development of principals. Firstly, principals initiate structures, design, maintain and improve the system, and involve the staff to assist achievement of the purposes of the school. Secondly, they encourage and maintain interlocking cohesive teams, and support educators, so that they commit themselves to the desired outcomes.

Regarding redeployment of educators, the above attributes of leadership indicate that principals played an important role in the implementation of redeployment policy in their schools.

2.7.2 The management of staff stress

Teaching has become a multi-faceted profession, and therefore educators are subjected to more stress (Hamblin 1989: 2). In support of this, Knutton and Mycroft in Hamblin (1989: 144) state that educators

feel stressed when their profession is likely to be endangered. Likewise, it can be argued that the staff experiences stress when there is a threat of redeployment to schools where they may not want to go. In this instance, principals need to be able to identify the signs of severe stress in their staff. Hamblin (1989: 143) further asserts that principals can manage stress among their staff through teamwork, applying the skills of forward planning to problems of modifying stress and providing someone to whom educators suffering from stress can go for counseling.

According to Dubin (1991: 150) educators who are stressed need to be supported by the principal. This means that principals should give educational as well as psychological support to their staff. This will help staff to understand and tolerate frustrations better in their working environments. Furthermore, Dubin (1991: 165) points out that staffs who are supported will experience the following benefits. They will:

- Understand the behavioral and emotional consequences of many of their actions.
- Understand their own behavior and their own ways of solving problems.

In substantiating this idea, Dufuor and Berkey (1995: 15) state that the principal must encourage educators to acquire new skills, support them during inevitable frustration and recognize their efforts.

2.7.3 Maintaining effective staff communication systems

Good systems of communication are the prerequisite for the effective management of the school (Lyons & Stenning 1986: 93). In his/her communication with the staff, the principal transmits the information, transmits his/her decisions affecting the work or interests of the educators, instructs and requests educators to perform certain actions. In substantiating this, Hamblin (1989: 64) argues that through communication, the principal shares information rather than reserving it for himself or herself. Likewise, it is through communication that principals shared the information regarding the redeployment of educators to their staff during the implementation phase. Regarding redeployment of educators, the most common medium of communication used by principals was the staff meeting.

Lyons and Stenning (1986: 9) state that the principal of the school has to consider that channels of communication throughout the management structure of the school should be explicitly formulated, permitting two-way communication.

2.7.4 Staff induction

Castetter (1992: 186) defines staff induction as a systematic organizational effort to assist personnel to adjust readily and effectively to new assignments so that they can contribute maximally to the work of the system while realizing personal and position satisfaction. Furthermore, Castetter (1992: 186) states that this definition relates not only to novices in the profession, but also to staff from other organizations, staff who have been allocated new responsibility, and experienced staff who return to teaching after interruption of service.

Regarding redeployment of educators the definition of staff induction relates to staff that have been redeployed to other schools. New staff members experience adjustment problems in differing degrees. Therefore, principals need to demonstrate their understanding of the unique and special problems that new colleagues have to deal with both personally and professionally. Regarding redeployment of educators, the above role of the principal relates to principals who received new staff members from other schools.

Castetter (1992: 186) further asserts that new staff joining an organization is always a varied group, and it can therefore be expected that their needs will differ. In order to determine what these needs may be, principals need to consider the various categories of new staff members so that they design and implement induction programmes. Shockley, Tocha & Tracy (1992:274) list the following activities that may be included in induction programmes:

- (i) Provide a familiarity with personnel, offices, services and programmes offered by the region.
- (ii) Provide social activities to make the newcomer feel at home.
- (iii) Help new educators adjust to the profession.

Furthermore, if the staff induction programme is planned and implemented effectively, it integrates new and experienced staff effectively into their respective roles in the school system (Webb, Montello & Norton 1994: 220). Moreover, it reduces and removes problems and conditions that tend to inhibit personal effectiveness and job satisfaction.

2.7.5 Implement and interpret policy

Harman (1984:13) defines policy as the implicit specification of courses of purposive action being followed or to be followed in dealing with a recognized problem or matter of concern, and directed towards the accomplishment of some intended or desired set of goals. According to Glover, Cartwright, Gough & Johnson (1998:93), a policy makes clear to everyone in the school community what the school is doing in a particular area.

According to Harman (1984:15), policy implementation is a stage of policy process in which the implementers interpret a policy and apply it in practice. Harman (1984:16) further asserts that policy implementation can be successful or unsuccessful. Success in policy implementation depends on factors such as policy design, the implementation strategy commitment and capacity of bureaucratic system and environmental factors. Unsuccessful implementation will likely lead to policy termination or replacement by other policies. Fullan in De Clercq (1997:128) argues that implementation is a process of policy clarification and is less about putting predefined policy into practice than about making further policies. This is true of the implementation of redeployment policy.

McLaughlin in De Clercq (1997:129) maintains that implementation is not about automatic transmission but is a process of bargaining and negotiation between the various local and national actors. McLaughlin in De Clercq (1997: 130) also indicates that the implementing bureaucrats will always put their own interpretations and meaning to the intended policies and in the process, will use their power or discretions to subvert or transform the original goals of the policy maker. In the case of the redeployment policy the principal was obliged to implement the policy. Thus, it can be argued that the way in which staff was identified for redeployment often differed.

Duke and Canady (1991:136) argue that implementing new policies often requires individuals to change well – established patterns. Such change is extremely difficult. Harris, McIntye, Littleton & Long (1985: 64 – 65) indicate that school policies are developed after the negotiations between the institution and the organizations that represent the staff. For policies and procedures to be properly understood and interpreted they need to be communicated to the staff regularly and explicitly. In general, it is the principal who communicates policies to staff. Castallo (1992:60) maintains that as chief school officer, the principal's responsibility is to see that policies are carried out in both fact and spirit. De Clercq

(1997:130) indicates that the role of the principal is to concretize policies into action. This also means that contentious policy such as redeployment has to be interpreted and communicated to educators by the school principal.

2.8 THE ROLE OF THE PRINCIPAL IN THE IMPLEMENTATION OF THE REDEPLOYMENT POLICY

In all the provinces of South Africa, principals played an important role during the implementation of educator redeployment. According to Resolution no.5 (Education Labour Relations Council 1998a), principals were tasked with short listing and interviewing educators. Likewise, principals were members of the interview committee, except in the case where they were applicants.

Resolution no.6 (Education Labour Relations Council 1998b) indicates that principals, together with the circuit or District Manager determined the posts in excess of the approved staff establishments as well as the vacant posts. Prior to the meeting with other principals and district managers, all principals informed their respective staff of the procedure for rationalization and redeployment and the effect it would have on their respective staff establishments. In addition Resolution no.6 (Education Labour Relations 1998b), indicates that principals were to call a formal meeting with the staff. All members of the staff, including those who were on leave had to attend that meeting. The principal was to be the chairperson and the facilitator or could choose one of the staff members to facilitate the meeting. The secretary was to take note of what was being discussed. During that meeting, the principal was supposed to answer all the questions asked by the staff members as he/she was the only person with knowledge, having been briefed at workshops held for this purpose. The meeting was compulsory for all schools irrespective of whether there were excess educators or not in the schools.

During the implementation of educator redeployment, principals were also responsible for recommending educators who may be declared in excess to be absorbed in vacancies that exist or will exist in the near future at educational institution. The district or circuit office may accept or reject such recommendations (cf.2.3.2.).

According to the Northern Province guidelines, for the determination of excess educators posts 1998/1999, the principal or rector of a college should convene a formal consultative meeting of the

educator staff at which views of the educator staff on the identification of excess educators will be solicited. Teacher's Forum (1999: 2 – 3) outlined the following roles played by the principal in the implementation of redeployment: -

- Informing the staff on the procedure for rationalization and redeployment.
- Recommending to the Provincial Education Department on how to utilize additional posts, taking into consideration the specific curriculum needs of the institution.
- After consultation with the staff he or she recommends possible absorption of excess educators in vacancies that exist or will exist in the near future.

However, the roles of principals in staff management are also important. This principals' leadership styles, ability to interpret and implement policy, communicate effectively and manage staff stress play an important role in the redeployment policy of government.

2.9 CONCLUSION

The policy of redeployment seemed to be well planned before it was implemented in different institutions in the Limpopo Province. Despite the problems encountered during the implementation phase, the Limpopo Province Education Department attempted to conclude the process in the set time, but at the same time assured that it unfolded according to its rules. Almost all the stakeholders such as educator's unions, principals and governing bodies were involved in the implementation phase. The process was, however, not without problems. This necessitates researching the experiences and perceptions of all role players so that guidelines may be established which could be used in implementing policy changes in future.

CHAPTER 3

QUALITATIVE METHODOLOGY AND RESEARCH DESIGN

3.1 INTRODUCTION

This chapter expands qualitative research methodology as the method used to gather data concerning educators' perceptions on the way in which the policy on educator redeployment was managed in Limpopo Province.

3.2 QUALITATIVE RESEARCH

The orientation of qualitative research is that it adopts assumptions about social life, objectives for research, and ways to deal with data that are often at odds with a quantitative approach. Neuman (1997:327) states that data in qualitative methodology are in the form of words, sentences, and paragraphs, rather than in numbers. Neuman (1997:327) further asserts that in qualitative research, analysis proceeds by extracting themes or generalizations from evidence and organizing data to present a coherent, consistent picture.

Schumacher and McMillan (1993:372) maintain that qualitative research is based on a naturalistic phenomenological philosophy that views reality as multilayered, interactive and a shared social experience. Schumacher and McMillan further assert that in the qualitative method, data are empirical, i.e. they involve documenting real events and recording what people say (with words, gestures and tone). Hoberg (1999:76) agrees stating that qualitative researchers focus on individuals' social actions, beliefs, thoughts and perceptions. Furthermore, qualitative research requires that data to be collected must be rich in description of people and places.

According to Schulze (2000:47) qualitative methodologies share the following three assumptions:

- * *A holistic view*, which means that qualitative researchers try to understand phenomena

in their entirety in a bid to understand the person, program or situation.

- * *An inductive approach*, which means that qualitative researchers develop concepts, insights and understanding from patterns in the data rather than collecting data to assess preconceived models, hypothesis or theories.
- * *Natural inquiry*, according to which qualitative research aims to understand phenomena in their naturally occurring states. The same point is made by Hoberg (1999: 76) who adds that data in qualitative research are collected by interacting with research participants in their natural settings. In addition, LoBiondo-Wood and Haber (1990:185) assert that in qualitative research, the researcher strives to collect data descriptive of the person - environment relationship in the belief that human behavior is best understood in the context in which it occurs.

In this study, the main method of data collection was interviews with a government official knowledgeable on redeployment of educators, and principals and educators affected by the policy of redeployment.

3.3 INTERVIEWS IN QUALITATIVE RESEARCH

Hoberg (1999:82) maintains that there are four kinds of interviews in qualitative approach, i.e. the unstructured interview, nondirective interviews, structured interview and the focused interview. Neuman (1997:371) states that the field researcher uses the unstructured, ethnographic, open-ended and informal interview. Emphasis is placed on the fact that qualitative interviewing requires asking truly open-ended questions. Hoberg (1999:82) further asserts that the unstructured interview is an open situation, allowing greater flexibility and freedom. On the other hand, Kerlinger in Hoberg (1999:82) states that the content, sequence and wording of unstructured interviews are in the hands of the interviewer. Hoberg (1999:82) also argues that unstructured interviews have to be carefully planned. Neuman (1997:373) also indicates that there are three types of questions in an interview, i.e. descriptive, structural and contrast questions. However, Schumacher and McMillan (1993:427) add that question content varies because of different research purposes and problems, theoretical frameworks, and the selection of participants.

In this study the researcher used semi-structured interviews (included in an interview schedule) to elicit data from the government official, school principals and educators of the selected schools. However, the schedule did not rigidly dictate the way in which the interview progressed and participants were allowed

to raise issues or comment on aspects when they felt the need to do so. In this study the government official was seen as an elite interviewee, i.e. he is a person considered to be influential, prominent, and well informed in an organization or community (Schumacher & McMillan 1993:427). The government official was also chosen, because he is familiar with the overall view of the Department of Education. Principals were seen as key-informants as they are individuals who have special knowledge and communication skills and are willing to share that knowledge and skills with the researcher (Schumacher & McMillan 1993:427). Moreover, principals were chosen because of the role they played in the implementation of the policy on educator redeployment in Limpopo Province. Educators who have been targeted for redeployment and those that had already been redeployed to other schools were also interviewed, as they were able to describe the lived experience of redeployment.

3.4 DESIGN OF THE PRESENT STUDY

The present research was not concerned with generisability to a wider population but with describing and attempting to explain the implementation of the policy of redeployment of educators in Limpopo Province.

3.4.1 *Statement of subjectivity*

In qualitative research, the researcher is the research instrument. Neuman (1997:354) states that the researcher is the measuring instrument for measuring data; therefore the researcher should be alert and sensitive to what happens in the field. Kleinman and Copp in Neuman (1997:354) warn that researchers cannot achieve immersions without bringing subjectivity into play. This requires researchers to be disciplined about recording data. Therefore, in this study the researcher's feelings towards field events were treated as data. As an educator in the school situation the researcher sympathized with the educators who were deemed in excess and who could not be absorbed by vacant posts. Moreover, the researcher was also threatened in her personal capacity as an educator in the Limpopo Province by the policy on educator redeployment.

The researcher wrote personal notes about her personal feelings and her emotional reactions in the field. Neuman (1997:397) states that such personal notes serve three functions, i.e. they provide an outlet for the researcher and the way to cope with stress, they are a source of data about personal reactions and

provide the researcher a way to evaluate his or her notes. Neuman (1997:354) further asserts that qualitative researchers should be sensitive about what to include as data and admit their own subjective insights and feelings. In this regard, the researcher was surprised to note that her own indignation at the implementation of this controversial policy provided the opportunity for reflection and insight.

3.4.2 *Choice of participants*

Sayre (2001:39) says that finding participants is not an easy task and is time consuming in qualitative research. Furthermore, Sayre (2001:40) adds that in qualitative research, researchers look for people who are willing to share their thoughts to help them illuminate, interpret, and understand the phenomenon better. In this study, the following participants were chosen. (cf. chapter one).

- A top government official tasked with redeployment in region 3 in Limpopo Province. This official was chosen because he was seen as a participant more likely to yield fruitful data on what redeployment was and what it is now.
- One principal (principal A) who is a senior primary school principal with 316 learners and 11 educators. This principal lost five staff members due to redeployment. The principal was interviewed in order to find out how the process of redeployment was implemented in his school.
- One principal (principal B) of a senior secondary school with 14 00 learners and 40 educators. This principal gained four staff members due to redeployment. The principal was interviewed in order to find out how he felt about having educators transferred to his school under such circumstances.
- One principal (principal C) of a junior primary school with 265 learners and seven educators, with two staff members awaiting redeployment. This principal was interviewed in order to obtain information on the reaction of educators who are awaiting redeployment.
- A focus group of four educators who moved to other schools due to redeployment was conducted. One moved to a primary school in region 3 in Limpopo Province. Three moved to different secondary schools in region 3 in Limpopo Province. The educators were interviewed to obtain data on the perceptions and experiences of educators of being redeployed to other schools.
- A focus group of four educators awaiting redeployment. One of the educators is teaching at a secondary school while waiting to be redeployed. Three educators have been seconded to the

primary school at which they are currently teaching, but have not officially been appointed and are thus still on the redeployment list.

The above participants were chosen by means of purposeful sampling strategy. According to Schumacher and McMillan (1993:378) purposeful sampling refers to a process of selecting information rich cases for the study in-depth. Thus, the researcher attempted to choose information rich participants who are knowledgeable and informative about the policy on educator redeployment.

Before all the interviews, the researcher discussed the purpose of the research with the participants and decided on interview times that would suit all participants. The researcher wrote letters requesting permission to conduct interviews with the participants. These interviews were started immediately after permission had been granted. In total 12 participants were interviewed. All participants were assured that their comments would be treated as confidential and their identity protected in the final report.

3.4.3 Data gathering

During the interviews with the participants mentioned above, a tape recorder was used to capture all discussions and field notes made to record any additional information. Neuman (1997:368) states that tape recordings can supplement the research by providing a close approximation to what occurred and by providing a permanent record that the researcher can view. In support of this, Nieswiadomy (1987:48) adds that through tape recordings devices, the total interview process can be captured, and the interviewer is free to observe the respondents. However, Nieswiadomy (1987:48) also advises that the interviewer should be thoroughly trained in the use of device and tapes should be labeled immediately after leaving the respondent's presence.

As indicated above, the researcher also used field notes to record additional information. According to Schumacher and McMillan (1997:433) the use of a tape recorder does not eliminate the need for taking notes to help reformulate questions and probes. Neuman (1997:363) describes jotted notes as short, temporary memory triggers such as phrases, or drawings taken inconspicuously, often scribbled on any convenient item.

The researcher also used direct observation notes. According to Neuman (1997:363), direct observation notes are field notes that are written by the researcher immediately after leaving the field, which he/she can add to later. Thus, the researcher's data consisted of interviews on tape recordings, notes jotted down while on the field and direct observation notes taken immediately after leaving the field. The observation notes were then ordered chronologically with date, time and place on each entry to the setting. The notes served as a description of what the researcher heard and saw in concrete specific terms. All tape recordings were later transcribed (cf.3.4.4)

3.4.3.1 Interview with the top government official

A top government tasked with redeployment was interviewed. The interview was conducted in his office to ensure privacy. The interview was conducted after working hours. The language used during the interview was English. The researcher asked permission to tape record the interview. The interview proceeded without interruption except for the office telephone which rung during the interview. Fortunately, the participant put it aside and never answered it.

3.4.3.2 Individual interviews with principals

Three principals from different schools in region 3 in Limpopo Province were interviewed: principal A who lost staff, principal B who gained staff and principal C with staff awaiting redeployment (cf. 3.4.2). The researcher decided to use individual interviews with principals as they are committed to their work and it would be difficult to gather them in a focus group at a specific time and place. The researcher agreed with each principal on the time, date, and place for the interviews. Principal A and principal B were interviewed in their respective offices after school hours to ensure privacy. However, there was quite a lot of noise created by learners who were still on school premises when the interviews were conducted. Principal C was interviewed in his home. All the interviews were conducted in English. All interviews were taped with the permission of participants.

3.4.3.3 Focus group interview with educators who moved to other schools

The researcher grouped four educators together who had been moved to other schools due to the policy of redeployment. As all the educators had been moved to different schools in different areas, finding a time

and place suitable to all proved difficult. Eventually, the interview was conducted in the school of one of the educators after school hours. The interviews proceeded well and all educators were free to share their views. Three educators used English during the interviews, while one used Tshivenda to answer all the questions. This was allowed in order for the educator to express himself freely. The data obtained from this participant was later translated into English by the researcher.

3.4.3.4 Focus group interview with educators awaiting redeployment

Four educators from different schools in region 3 in Limpopo Province who are waiting to be redeployed were interviewed. The researcher agreed with the participants on the time, date and venue for the interview. The interview was conducted after school hours in a school where two educators are teaching. One educator used English and the other three educators shared their experiences in their vernacular (Tshivenda). The interview was tape recorded with permission of the educators. The researcher later translated the data into English.

3.4.4 Transcribing the data

Data was transcribed immediately after the interviews. The transcriptions were initially handwritten and later typed, and details such as dates and location of interviews included. Schumacher and McMillan (1993: 433) indicate that the final form includes the date, place, and participants' identity or code. Schumacher and McMillan (1999:433) also state that the final record contains accurate verbatim data as well as the interviewer's notation of nonverbal communication with initial insights and comments to enhance the search for meaning. Although some participants used Tshivenda during the interviews, all contributions were translated into English by the researcher.

3.4.5 Analysing the data

Seale (1999:112) states that data analysis is the process of bringing order, structure, and meaning to the mass of collected data. Furthermore, Seale (1999:112) adds that the most fundamental operation in the analysis of qualitative data is that of discovering significant classes of things, persons, events and the properties that characterize them.

In this study, data was analyzed according to the following eight steps of Tech's approach described in Schulze (2000:49):

- Read through all transcripts to get a sense of the whole. In support of this, Seale (1999:114) adds that when analyzing data the researcher reads and rereads the data in order to become familiar with that data in intimate ways.
- Select one interview and think about the underlying meaning in the information.
- Do this for several interviews and then make a list of all topics. Cluster similar topics together in categories.
- Return to the data. Topics are abbreviated as codes and written next to the appropriate text. See if new categories or codes emerge.
- Try to reduce the number of categories. Show interrelationships between categories
- Make the final decision on the abbreviation of categories and alphabetize codes.
- Assemble the material for each category together.
- Writing the report.

The researcher interpreted the findings in the light of the theoretical framework and within context of literature review. Moreover, the researcher discussed aspect of the results that were consistent with previous research and theoretical explanations and those that were not in agreement.

3.4.6 Reliability in qualitative research

According to Schumacher and McMillan (1993:385) reliability is the extent to which independent researchers could discover the same phenomena and to which there is an agreement on the description of the phenomena between the researcher and the participants. Seale (1999:147) concurs, adding that reliability can be divided into two categories:

- Internal reliability, which means the degree to which other researchers would match given constructs to data in the same way as the original researcher has done.
- External reliability, which concerns the replicability of the entire study. Marshall and Rossman (1989:38) states that the researcher's task is to consider and try to overcome a variety of threats to reliability. The researcher used the following strategies to minimize threats to reliability (Schumacher & McMillan 1993:386-388).

(i) *Researcher's role*

This indicates the importance of the researcher's social relationship with the participants. In this study the researcher chose a site where she was unknown to the participants.

(ii) Informant selection

This was handled by careful description of the informants and the decision process used in the selection.

(iii) Social context

The social context was described physically, socially, interpersonally and functionally. Physical description of people, the time, and the place of the events or of the interviews is given.

(iii) Analytical premises

The researcher made explicit the conceptual framework, which informed the study and from which findings from prior research could be integrated or contrasted.

(iv) Data analysis strategies

The researcher provided retrospective accounts of how data were synthesized. The researcher also identified the general strategies of data interpretation.

(v) Data collection strategies

The varieties of interviewing methods and how they were employed were noted.

3.4.7 Validity in qualitative research

Neuman (1997:369) states that validity is the confidence placed that the researcher's analysis and data accurately represent the social world in the field. Validity is divided into two categories, i.e. internal and external validity. According to Schumacher and McMillan (1993:391) internal validity refers to the degree to which the explanations and the phenomena match the realities of the world. Schumacher and McMillan (1993:391) further state that internal validity of qualitative design is the degree to which interpretations and concepts have mutual meanings between the participants and the researcher. In support of this, Seale (1999:40) adds that internal validity concerns the extent to which causal propositions are supported in a study of a particular setting.

External validity on the other hand concerns the extent to which causal propositions are likely to hold true in other settings, an aspect of the generalizability of findings (Marshall & Rossman 1989:391). In support of this, Couchman and Dawson (1995:49) maintain that external validity concerns the appropriateness of the measurement tools to answer the research question.

In this study the researcher ensured validity according to the following strategies as determined by Schumacher and McMillan (1993:391):

(i) *Lengthy data and collection period*

This was done to provide opportunities for continual data analysis, comparison, and corroboration to refine ideas and ensure the match between research-based categories and participant reliabilities.

(ii) *Participants language*

The researcher phrased informant interviews closely to the participants' language.

(iii) *Disciplined subjectivity*

The researcher wrote her subjectivity in the beginning of the study and kept a reflex journal. Furthermore, Seale (2001:46) outlines the following most effective types of combating threats to validity, which the researcher also used in this study.

(iv) *Data triangulation*

This entails using a variety of data sources in the study.

(v) *Theory triangulation*

This entails using multiple perspectives to interpret data.

3.5 SUMMARY

This chapter provides further discussions of the qualitative research methodology the researcher used to investigate the management of the policy on educator redeployment in Limpopo Province. Interviews as the strategy of data collection and how they were used were also included in this chapter. This chapter also describes data analysis, reliability and validity of the present study.

CHAPTER 4

PRESENTATION AND DISCUSSION OF KEY FINDINGS

4.1 INTRODUCTION

This chapter presents and describes the data generated during in-depth and focus group interviews with three principals, a government official and eight educators. Firstly, characteristics of the participants are summarized. The ensuing sections present significant themes that emerged from the interviews. Where the words of the participants are quoted, no attempts have been made to correct language usage. Interviews were conducted in English and Tshivenda (vernacular). Tshivenda interviews were then translated into English (cf.3.3).

4.2 CHARACTERISTICS OF THE PARTICIPANTS

In this section the participants' responses in relation to their teaching experiences, subjects and type of schools are presented. All the participants have been affected in the same way by the policy on educator redeployment.

4.2.1 School principals

Three principals from different schools in region 3 in Limpopo Province were interviewed. The principal of school A gained staff members due to redeployment while the principal of school B lost educators due to redeployment. The principal of school C has educators who have been declared in excess and are waiting to be transferred (or absorbed by schools). All three principals interviewed are males.

Table 4.1

PRINCIPALS	School A: Senior Primary (Lost educators)	School B: Senior Secondary (Gained educators)	School C: Junior Primary (Have educators on excess list)
No. of years as principal	6 years	11 years	2 years
Post level	3	4	3
No. of learners	316	1400	265
No. of educators	11	40	7
Educators gained, lost, on redeployment list	5 lost	4 gained	2 on list

The interviews with principals thus provided insight into the experiences of losing educators, gaining educators and having educators who have been declared in excess, but have not as yet been transferred.

4.2.2 Educators who have been redeployed

A total of four educators who have been redeployed to other schools were interviewed. This focus group included one female educator from a secondary school and three male educators, two from secondary schools and one from a primary school. One secondary school educator was redeployed during the first phase of redeployment and three were redeployed during the second phase of redeployment, which took place in 2003.

Table 4.2

EDUCATORS	A	B	C	D
Sex	Male	Female	Male	Male
Years of experience	10 years	20 years	7 years	14 years
When identified as excess	1999	1999	1999	1999

When redeployed	2003	2003	2000	2003
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These educators were able to provide valuable information on their experiences of being declared in excess and then having been transferred to new schools. The four educators were transferred to four different schools.

4.2.3 Educators listed as in excess

A total of four educators who have been declared as being in excess were interviewed. Three are presently teaching in primary schools and one teaches at a secondary school. All educators are females. The three primary school educators were seconded to a newly established school. However, soon after arrival they were given letters that they are still on the list of excess educators and may still have to be transferred to another school.

Table 4.3

EDUCATORS	A	B	C	D
Sex	Female	Female	Female	Female
Years of experience	8 years	8 years	20 years	23 years
How long on redeployment list	6 years	6 years	6 years	6 years

The four educators included in this focus group were declared to be in excess six years ago. Although three were transferred, they were again declared in excess when arriving at their new schools.

4.2.4 The government official

One government official who was tasked with redeployment was interviewed. This is a well-experienced person who was there during the first phase of redeployment (1999). This means that the person experienced both phases of redeployment. However, no details of the government official are included as it is possible that he/she could be identified and the principle of confidentiality broken.

4.2.5 Significance of the experiences of participants

All principals were affected by redeployment in their schools. Two were affected during the first phase (1998/1999) of redeployment. One of the principals was affected only during the second phase of redeployment. (2002/2003) as he has only two years of experience as a principal. This means that all the principals have experienced redeployment in one way or another.

All eight educators have had different experiences of redeployment. Four shared the experience of moving to other schools, although one of them experienced this during the first phase of redeployment (2000). The other four share the experience of having been on the list awaiting redeployment for a number of years.

4.3 IDENTIFICATION PROCESS OF EXCESS EDUCATORS

During the implementation of redeployment in 1999 (cf.2.3), the first step that was taken in schools was that of determining or identifying excess educators. In the interviews principals and educators were able to share their experiences of the manner in which the identification was done in their schools.

4.3.1 The role of the principal

Principals who were interviewed in this study pointed out that they were often tasked with the identification of excess educators. However, they indicated that they were instructed to inform and facilitate the identification of excess educators in their schools in the presence of all staff members. One principal said *“We were told and not asked as principals that the identification must be done by us in our schools. I chose to delegate because this is life and death for a teacher, it involves much on the teacher’s side.”* All principals objected to the role they were forced to play, arguing that the identification of educators deemed to be in excess should have been done by the department. They stated that although the Department of Education felt that the involvement of principals would hasten the process, it resulted in misunderstandings between staff and principals. One principal explained: *“The negativity I have is that when the department throws this in our court (principals), this is not good. I think next time they (the department) just have to work this themselves.”* In addition, the process of educator redeployment created enmity between principals and educators. A primary school educator who lost staff due to redeployment indicated that the determination of excess educators in his school created enmity between himself and the educators who were determined as being in excess in his school. The principal sums it up: *“ Some of the*

hatred emerged. Some of my educators told me personally that I am their enemy because of this process. They don't want to work with me. If they had power they could remove me from the authority."

The principal further explained that the animosity continued even after the educators had been moved to other schools. He said that he thanked God the time they moved to other schools because the situation was very tense. The principal further explained, *"Otherwise the situation went very bad. When I tried to greet some of the educators who were declared as being in excess they did not respond. When I asked them to do something they didn't want to do it. It was really bad."* In support of this an educator who claims to have been wrongly redeployed explained how he felt about the principal and other staff members: *"Honestly speaking, if the educator is declared in excess, hmm, you start hating the principal, you start hating some other teachers who were not in excess. You don't enjoy your work anymore, so the feeling was very bad to me. I couldn't even concentrate in my work and it was of course like a scorch to me, it was very bad."*

The government official who was interviewed confirmed that there were problems amongst educators and principals. This is how the government official explained *"Some (principals) were assaulted, some decided to leave the system because they found it (enmity) very hard."*

Some of the interviewed educators also pointed out that the department should have identified excess educators. Educators think that if identification of excess educators is done at school level, it favors those who are in the principal's good books. One educator said: *"In my view, I think that principals declare those to be in excess who are not in their favors, I mean those they don't like and leave those they like. I think I was in the wrong place at the wrong time"*. On the other hand, some educators indicated that principals in their schools carried out the identification of excess educators correctly. One educator confirmed this: *"According to me, I think it (identification) was fair as I have indicated because the procedures that were used were from the department, and we followed those instructions. And we were all present."* In support of these educators' views, an educator who was still waiting to be redeployed also confirmed that the principal implemented redeployment in her school correctly. The educator expressed her views, *"I believe I was fairly declared in excess. The criteria used in my school were transparent and fair"*. Another educator added: *"Okay, in my case the principal came with the instructions from the department and the way we did it (identification) was just to follow the instructions."*

Discussion

Principals were tasked with informing their respective staff of the procedure for rationalization and redeployment and the effect it would have on their staff establishments (cf.2.7). As leaders of their schools, principals must be confident in taking action as instructed by the department. According to Resolution no.6 (Education Labour Relations Council 1998b), the principal was supposed to answer all the questions asked by staff members as he was the only person with knowledge, having been briefed at workshops held for this purpose (cf.2.7). Principals should have thorough knowledge of any policy they are compelled to implement in order to answer queries correctly. However, many educators thought that the process of redeployment was carried out by principals to eliminate them from their schools. This became serious when some educators wanted to revenge the fact that they had been declared to be in excess. For example, a middle-aged female educator exchanged blows with the male principal at a school in Giyani in Limpopo Province (The Citizen, 14 October 1999:3). The incident took place after the educator had received a letter from the principal saying that she was one of the redundant educators who would have to be redeployed (cf.1.3.). According to Vandeveld (1998:7), antagonism seems more likely to develop between the redeployee and the principal of the donor school, than between the redeployee and the principal of the receiving school. The government should have been aware of this before implementation of redeployment and made appropriate arrangements.

4.3.2 Educators' involvement

Educators were also expected to play a role during the identification of excess educators in their schools. Some educators who were interviewed in this study indicated that their principals involved them in the identification of excess educators. They also pointed out that they were informed on how to identify excess educators. One educator confirmed:

“When it started, the principal called us to the staff meeting. He indicated that according to the Department of Education, we had to look at the post establishment of our school to find the total number of educators who were suppose to be there. We (educators) were requested to look for ways in which we can deal with that (identification)”. Another educator said: “I was involved because the principal also called us (educators) to the staff meeting. He explained to us about redeployment process. The following day we discussed resolution no.6. Work distribution for each educator was written on the board. One of the staff members facilitated the staff meeting”.

Furthermore, educators indicated that they were involved in such a way that they understood why they were amongst those educators identified as being in excess. They also indicated that it was fairly illustrated and they were part and parcel of that. One educator said:

“In my case, I was teaching Mathematics grade 9 and Afrikaans grade 9 with 202 learners. I was teaching only one standard per subject then I was identified to be in excess. In support of this, another educator confirmed: “It was discovered that I had 46 periods while others had 50 periods per week. According to the procedure followed, there were two educators who were in excess. That was myself and the other educator who had the same number of periods as me. The total number of periods proved that our workload was less compared to that of other educators.”

Contrary to these educators’ views, one secondary educator argues that he was not involved in his own identification. The educator pointed out that he was absent from school the day he was determined in excess and he was not satisfied with that. The educator explained:

“Eh, like I have just told you, in my case, I was declared in excess in my absence. It just came to my surprise when I came back from the meeting when I was told that I was in excess. ...There was no base which was used for me to be declared in excess because I was just told that teachers who were in excess are teachers x and teachers y. Just like that. The reason, base or format that was used was not discussed with me.”

However, principals who were interviewed pointed out that they involved all their staff members in the identification of excess educators. Those who were to receive educators from other schools involved their staff regarding the advertisement of vacant posts. They welcomed educators’ views on the type of subjects to be advertised for vacant posts. One principal said:

“Eh, after realizing that we have vacant posts, we called a staff meeting and talked about the vacant posts and asked everyone to give his/her opinion as to how vacant posts can be filled. So the staff then decided to assist us with ways of placing advertisements and that is why some teachers who are coming here are not necessarily commercial graduates, they specialized in other subjects.”

Discussion

Educators’ involvement is of outmost importance in all school activities. Bush in Glover et al (1998: 91) indicate that for the principals it is part of the bureaucratic structure of the school to encourage involvement of staff in decision making. In support of this, Resolution no.6 (Education Labour Relations

Council 1998b) indicates that principals shall identify the educators in excess, taking into account the views of educators at the institution as expressed at a formal meeting convened by the principal. Thus, principals who left educators out of the process of identification of excess educators did not act in accordance with the requirements set for the of redeployment process.

4.3.3 Identification procedures

All interviewed participants in this study pointed out that the identification of excess educators was done according to the procedures laid down by the Department of Education. However, not all procedures were appropriate to all the schools. Some schools used procedures that were suitable to conditions in their schools. For example, in some cases the stipulation that workload be considered when determining who should be in excess created problems. The principal of a primary school included in this study explained: *“As primary schools we had a problem in that regard because when we talk about the workload of a teacher and the subjects he teaches, we were on equal footing. ... Our periods were equal so we were teaching the same number of subjects. At primary level any teacher teaches any subject. In support of this, Teacher’s Forum (1999: 2) indicates that in the senior primary schools, an educator is expected to teach all subjects. So the appropriate procedure used in the school was Last in First Out (LIFO).*

Furthermore, educators who were interviewed also indicated that the procedures used in their schools were different. A secondary school educator pointed out that they identified excess educators using two procedures. The educator explained:

“The procedure that was considered was the number of standards an educator teaches per subject. According to that procedure, only four educators were declared in excess. We were left with two educators to be declared. We decided to use the number of periods each educator teaches. We found that of all educators we have the same number of periods. Then we decided to use the last procedure that is Last in First Out (LIFO). Then the other two educators were identified.”

In contrast, some schools started with the Last in First Out (LIFO) procedure that was suppose to be used as a last resort. A secondary educator explained: *“Ja, I still remember because we were just gathered in the staff room, we first used LIFO. This enabled us to identify a number of educators. However, still more educators needed to be redeployed. A second procedure was used namely the number of learners taught and the number of subjects educators were involved in.”*

In some schools, identification of excess educators was done by only one procedure. An educator said: *“The total number of periods was the only criterion used. That was the criterion that proved my workload to be less.”* Another educator indicated that they experienced a problem of not knowing the correct procedure to follow when identifying excess educators in his school. However, the circuit manager helped them. The educator explained: *“Most of our teachers were technical subjects teachers, so it has been very difficult for us to find the way in which we can really say that any teacher is in excess. In that way, eh, it came to a point that we had a deadlock. We didn’t even manage to declare any teacher. So there was an intervention of the circuit manager.”*

Discussion

During the declaration of excess educators, principals were instructed to deal with the identification of such educators according to the procedures set by the department. However, they were not compelled to use only one procedure, but to choose procedures that would be suitable in their schools. This meant that some principals decided to start with the principle, LIFO, which according to regulations was to be applied as a last resort. According to Resolution no.6 (Education Labour Relations Council 1998b), which states that if a decision still has to be taken regarding two or more educators who need to be identified as in excess, the principle of LIFO shall be applied. When implementing a policy in schools, it is important to follow the right procedures to avoid confrontations. Although most of the principals tried to follow the right procedures when implementing the redeployment policy in their schools, some were compelled by circumstances to deviate from the stipulated procedures.

4.3.4 Educators’ experiences of being declared in excess

Educators who were interviewed in this study expressed strong feelings when identified as in excess in their respective schools. A secondary school educator pointed out that he was not happy after being declared in excess, *“Eh, after being declared in excess I was not happy because to me it meant retrenchment. I thought that would be the end of my teaching profession.”* Another educator expressed his feelings:

“I also felt very bad and sad of course. I was not happy and all that I could do was to wait for the next step that is to be done. In fact I was not alone, we were eight and we just accept it but we were not happy because we were having the fear that each and every educator who has been declared in excess is going

to be retrenched. That was the fear which was amongst us.” This was supported by another educator from a secondary school who added: “I felt that the government is expelling me from work, I was so worried. The process makes me feel discouraged. It was as if I am an outcast in my school.”

Some educators indicated that even if the declaration was fair and transparent they were not satisfied when they were told that they had been identified as being in excess. One of them explained: *“I was also not happy because I felt that I was going to be retrenched. Everyday I was just thinking about it and I thought I was going to lose the job.”*

However, the government official argues that the process was not intended to retrench educators but it was to move them to where more resources and more educators were needed. This had been explained to them. The government official who was interviewed added: *“ The process of redeployment was not to retrench the educators in post level 1(CS1 educators), but it was to take them to where there is a need for resources.”*

Discussion

Almost all educators were unhappy after being declared in excess in their schools. As they have indicated they feared that it would be the end of their teaching careers. Most educators who were declared in excess were not fully informed regarding the process of redeployment. According to Resolution no.6 (Education Labour Relations Council 1998b), an educator declared in excess in terms of the redeployment process and who currently finds himself on a redeployment list of a provincial education department, shall revert to being a full member of his/her current staff establishment. This educator will be treated in the same manner as all the other educators at his/her educational institution. In support of this, Teacher’s Forum (1999:1) indicates that the SADTU agreed with the Department of Education on the principle of job security for all educators in excess. If educators had this knowledge, their feelings may have been more positive. Vandeveld (1998:6) asserts that teachers do not in principle object to being redeployed, but that it often proves traumatic, causing uncertainty and loss of confidence, particularly where there is a belief that redeployment constitutes an adverse reflection on the teacher’s ability. In substantiating this, Mona (1997:4) argues that teachers were to be redeployed to schools where they were needed most, but it seems that what is happening is retrenchment which frustrates experienced teachers.

4.4 TRANSFER OF EXCESS EDUCATORS

Four educators who were interviewed in this study indicated that they were transferred to other schools. One of them was moved during the first phase of redeployment that was in 2000 and the other three were moved during the second phase that took place in 2002/2003.

4.4.1 Choice of schools

Educators who were declared in excess during the first phase of redeployment at their respective schools, were encouraged to apply for posts at schools to which they would like to be transferred. A secondary educator who moved to another school pointed out that he had applied for the released vacant posts throughout Limpopo Province. He was fortunate to be absorbed in a school that suited his requirements. He explained how he was absorbed: *“So I tried now to apply for those (posts) that I could apply. Fortunately the school that I am working at right now absorbed me. ... They came to me. They sent the circuit manager in that area and he came to me right in my previous school and told me that I am absorbed in a certain school.”*

In contrast, the other three educators interviewed indicated that they had not chosen the schools they were transferred to. Some of them seemed unclear of the procedures used to transfer them to other schools. An educator from a primary school explained how he was moved:

“What happened was that I was requested to submit all the subjects I was offering in my former school. After submission of subjects I heard that in order to move to school B, they (the department) would have to match me with the curriculum of the school in need. A task team was established which comprises the educator’s unions and the department representatives to match all excess educators with the curriculum of the needy schools. That is why I say I didn’t choose where I am today. I only received a letter informing me to report to school B.”

Another secondary educator acknowledged that he did not choose which school he wanted to go to, nor did he know on what basis it was decided to transfer him to his present school. The educator explained: *“The head of the department informed the circuit manager where there was a post in school B. And then he just come to me and instructs me to report to school B. I don’t know the method that was used to choose me.”* Likewise the third educator from a secondary school pointed out that she did not choose the school in which she is teaching today. She explained:

“I also did not choose the school in which I am teaching today. I heard that the chairpersons of the educators’ unions were the ones who did the matching of educators in excess to the schools in need. During the school holidays my previous school principal brought a letter to me indicating that I should move to school B when the school reopens.”

A principal who was interviewed confirmed that educators who moved during the second phase were not given any choice of school. The principal explains: *“They (excess educators) were moved now beginning of the term (July 2003). During the holiday I was told that the excess educators must move.”*

The government official acknowledges that the department should have advertised vacant posts more often thus giving educators greater choice when applying for posts.

Discussion

During the second phase of redeployment, the Limpopo Province Department of Education seemed to disregard Resolution no.6 (Education Labour Relations Council 1998b), which states that the department will advertise closed vacant posts so that the educators can apply. Likewise, the government decided to change the format they used in the initial action of redeployment without informing the educators concerned. It was important for the principals and the educators to know how the second absorption was to be done before it was implemented to allow educators to adjust to the change. In support of this, Reimers and McGinn (1995:136) add that the process of change is slow and difficult. It requires perseverance and it requires investments in those things that allow teachers to grapple with transformation of ideas and behaviors, time for learning about, looking at, discussing, struggling with, trying out, constructing and reconstructing new ways of thinking and teaching. Despite this knowledge the department informed excess educators by letter to report to other schools. In short, it appears as if the educators transferred during the second phase of redeployment were given little or no choice in the school they were to be transferred to. This is contrary to the provisions of Resolution no.6 (cf. 2.4.1).

4.4.2 Educators’ experiences of transferal to other schools

Moving to a new school is not easy. As indicated by the educators in this study, they experienced many problems when transferred. However, most felt more comfortable in their new schools. In some cases this was because their new schools are nearer to their homes. One of them said: *“ My former school is very far. It is more than 50km. Now I travel only 15 km to my new school.”* Another educator expressed similar

satisfaction: *"You are like me, Henry. I moved very near my home. I used to work in rural areas, now I moved to the urban areas."* In addition, an educator from a secondary school indicated that being in the new school made him forget about the past experiences of being unfairly identified as in excess. He expresses his feelings: *"Ah! I am feeling good, I have forgotten all those past experiences of wrongly redeployed. I am feeling great in this school. I didn't encounter any problem as from now because they accept me as a new teacher and not as somebody who has done something wrong from the previous school."* Another educator shared these feelings: *"The distance is too short compared to that of the former school"*. One primary educator stated that he felt positive about his new school but admitted that there were some challenges regarding the learners he was now teaching. The educator said: *"There are so many benefits, which were not there in my previous school. I also come across some challenges in this school. I am now teaching disabled learners. I feel pity when I see them struggling to walk."*

Contrary to the above, one educator pointed out that she experienced some problems in her new school. The principal of her new school had not known or was not informed of her coming. She was neither introduced to other staff members nor given any subject to teach. This resulted in her feeling bored in her new school. She elaborates: *"The principal of school Y didn't know that I was coming. There was no document or any letter or any information indicating that I was going to be one of the staff members. He (the principal) said he was still waiting for information. It is boring to be in a school without working."*

Likewise, one secondary school principal who received educators from other schools confirmed that he had not been informed as to who was coming to his school. However, the principal reacted differently to the principal above and welcomed them as new members of the staff. The principal explains: *"Oh! I do not know because the department never discussed the issue with us. All we see is an educator being sent to us with a letter indicating where he comes from"*. In addition, the principal made a special effort to assist the educators who had been transferred. The principal elaborates: *"Usually after a week or so I would go back to them (received educators) just to assess and see if they are comfortable and I realize that they are doing very fine, and that they have adapted themselves with the situation in the school."*

Discussion

All educators interviewed in this study were moved to schools in the vicinity of their homes. This is to be commended. However, the department made a mistake by not informing some principals of the schools where educators had been transferred. They might have taken it for granted that principals would just

accept them as they have got letters from the department. As receiving schools, it was imperative that principals be informed which educators were coming, when and which subjects they would be offering so that the principals could make some adjustments. In support of this, Resolution no.6 (Education Labour Relations Council 1998b) states that a Provincial Education Department may redeploy an educator from one institution to another provided that there is an agreement among all parties concerned, i.e. the educator, the receiving and the releasing institutions and the respective School Governing Bodies (cf.2.3.1). What happened during the second phase of redeployment was that there was no agreement between the receiving school and the releasing school. The government might have thought that the principals of the receiving schools would simply welcome the additional staff members and forget about the redeployment procedures. However, Vandeveld (1998:7) warns that an individual subjected to involuntary transition reacts in sequence of phases as follows:

- Immobilization: A sense of being overwhelmed, being unable to reason, understand or make plans.
- Minimization: The denial of the existence of the change.
- Depression: Severe despondency and dejection resulting in realities of change.
- Search of meaning: A better understanding of the new situation as the individual seeks meanings behind the change.
- Testing: The individual tries out new behaviors and ways of coping with the transition.
- Internalization: The incorporation of meanings into the person's behavior.
- Acceptance: Consent to receive the realities of the changed situation.

Some of the above phases were experienced by some educators and principals interviewed in this study.

4.4.3 Relationship with new colleagues

Some participants interviewed pointed out that the relationship between redeployed educators and their new colleagues was generally good. One educator indicated that they were warmly welcomed whereas another felt she could not judge whether the relationship was good or bad. However, she believed that things would improve as most of her colleagues belong to the same religion as she does. An educator remarked: “ *Ha! I can't say it (relationship) is good or bad. During my arrival, those who saw me in the staff room welcomed me but some staff members were unfriendly.*” The educator acknowledged that she did not know how to handle the situation, not even having the courage to ask where she could get a drink

of water. She confirmed: “ *I first think twice before I do anything. But as time goes on, I don’t think I will experience problems with them because 80 percent of staff we are of the same religion and two days per week we have prayers together.*”

However, another educator who was interviewed claimed that the relationship with colleagues is good and that he feels at home. As he explained:” *To me the relationship is great I can say. They involve me in most of things and I feel at home. They are hard workers and we encourage each other.*”

In support of the above educator, a secondary school educator confirmed that he is experiencing a good relationship and said, “*We are close to each other. I have got many friends. We work as a team and I don’t have problem. When I come across problems, I sit down with them and share the opinions. We are working as a family.*”

Where educators had a good reputation and were known to their new colleagues, the transition from one school to the next took place smoothly. An educator explained: “*We used to meet each other in the educators’ workshops. And they know that I was always actively involved in the workshop, which is why they wanted to work with me. Every morning they greet me with joy. At least I am happy now.*”

A secondary school principal who gained staff also confirmed that most educators transferred to his school were welcomed, although he admits to some gossip taking place. The principal explained: “*Well, generally they accept them (the new colleagues) because this process is well known. But at times you find that we have problems like gossips such as that is why he or she was in excess in the school where he comes from.*” The principal stated that he often counseled his new staff thus assisting in their transition. He maintained that generally the new staff felt welcome.

Discussion

Relationships depend on the individuals involved in the relationship. Some people are capable of establishing good relationships with people, while others find it more difficult. In the process of redeployment, the principals of the receiving schools were influential in determining the way in which newly transferred educators were welcomed. If principals had a negative attitude towards them, the whole staff could likewise become negative. It is the responsibility of the principal to establish a good relationship among all staff members. Some staff members thought that the new educators were coming to take their positions.

A factor impacting on relationships is the fact that excess educators are granted certain rights, for example, protection of salary and transfer costs. According to Resolution no.6 (Educators Labour Relations Council 1998b) costs relating to the transfer of educators within a province shall be borne by that Provincial Education Department and those relating to transfers from one Provincial Education Department to another shall be borne by the receiving department in terms of the existing measures where an educator has indicated his or her preference.

Vandeveldt (1998:7) also indicates that some authorities grant immunity from further redeployment for a specified period, which can cause resentment from staff at receiving schools that enjoy no such immunity. However, this procedure was not followed in South Africa.

4.4.4 Change of workload and learning areas

Principals and educators who were interviewed in this study indicated that the workload of educators often changed due to redeployment. A principal who gained staff stressed that the coming of additional staff members resulted in less work for his staff. The principal remarked: *“Ja, there are some changes here and there. Eh, because at times we find that previously some teachers were sharing classes, some had heavy overloads and now when a new teacher comes in then we reduce the load here and there and give it to another person. So there is a relative change in terms of the classification and workload.”* Furthermore, the principal added that the new staff members were not given a choice of subjects they would like to teach. The principal said: *“Their (educators) problems were that sometimes we just give them the learning area which they are not very comfortable with but as the last person to come he or she has no choice. Educators must realize that when one is in excess he/she cannot come into the school and says I can’t teach this.”*

On the other hand, a primary school principal who was interviewed and who lost staff complained that the workload of educators had increased when staff had to be moved to other schools. However, the principal added that in spite of this he is happy as the educators who had been declared to be in excess were no longer cooperative. The principal said: *“The workload has gone higher, remember when they were in here we were having less workload, but let me tell you something, it is better if you carried something happily that is heavy rather than carrying something light when you are mourning.”*

One educator who was interviewed also confirmed the change of workload in his new school. The educator indicated that the number of learners is smaller than the class he used to teach in his former

school. The educator said: “ *The number of learners I am teaching now is few compared to those in my previous school.*”

The government official who was interviewed in this study confirmed that the aim of redeployment was to reduce and balance the workload in schools, by removing educators who are more than the number needed by the school to one with fewer educators. The official explains: “*The process of redeployment was to take the CSI educators to schools where there was a need.*” In support of the government official’s view, Motala and Pampallis (2001:179) state that redeployment aimed at achieving equity through equalizing learner- educator ratios by redeploying teachers from areas of over-supply to under-supply which includes reducing class sizes of all primary schools over 35 learners per class, while schools with the number of pupils below the threshold were required to increase their numbers.

Discussion

Principals who lost staff generally complained about the increased workload of the remaining educators at their schools. However, given that the aim of redeployment is an attempt to establish a learner: educator ratio of 40:1 in primary and 35:1 in secondary schools, this complaint seems ill founded (Skinner1997: 4). Motala and Pampallis (2001:183) argue that policy conclusions about class size are essentially a decision based on economic reasoning, which directly counters educational common sense. Any practising teacher knows intuitively that teaching 25 children versus 40 children makes completely different demands of pedagogy, management, assessment, curriculum planning, guidance, support and parent relations. Furthermore, Motala and Pampallis (2003:183) add that, in practice, real learner –educator ratios were higher since six additional learners needed to be added to the ratio when they were translated into class size. Thus, a learner – educator ratio of 40:1 yielded a class size of approximately 46 pupils. This was because a number of teachers such as principals, deputy principals, heads of department and librarians are not involved in teaching. Moreover, Motala (1997:13) indicates that the legislature’s education community in Limpopo Province noted that the learner- educator ratios in the province do not accord with the numbers agreed on with the union and national department. That is why there are still complaints about heavy workloads especially in schools which lost educators due to redeployment.

4.4.5 The role of educator unions

Participants who were interviewed in this study had different views regarding union intervention in the transfer of educators. One principal indicated that the educators' unions were sometimes good and sometimes bad. The bad side was when the union insisted on moving educators during the second phase using the redeployment list of 1998. In this regard the principal said: *"Well, the union intervention sometimes it sounds well, sometimes it does not because eh, like now I don't think it was wise for them (union) to say let the process be complete."* He went on to explain that this is because the number of learners as determined in 1998 is no longer valid and should not be used as the basis on which to determine which educators are in excess. Educators also raised their views concerning the union's intervention. One of the educators who is still waiting for redeployment argues that the educators' unions were confusing the process of redeployment. According to that educator, unions consider only members who are active in their unions when it comes to absorption. The educator argued: *"We are also confused by the educators' unions. They always agree with the department, they don't consider the consequences first. If we try to check the educators who are absorbed, we find that they are active members of the unions. If you are not an active member of the union they don't consider you."*

The department official interviewed in this study argues that the intervention of the unions is useful on the side of the government. In addition, the official explained that the unions at times were able to advise the department of areas where there were some flaws. A government official argued: *"The educator's unions intervention is not very bad because these people are advising us where we (the government) are making some mistakes. It means they are correcting us."* An educator who had been moved to another school confirmed that the unions were helpful in his transfer. When this educator logged a complaint, the union was willing to represent him during the hearing to determine his case. The educator explained: *"When I was wrongly declared in excess, I contacted the local SADTU representatives. We had a meeting. SADTU was representing myself and the circuit manager was there and the principal was there."* In support of the educator's views, another primary school educator indicated that the unions were there during the matching process. They comprised the task team that was attempting to match educators with the curricular needs of the school. In this regard the educator said: *"A task team was established which comprises the educator's union, department representatives to match excess educators with the needy schools"*. This, according to the educator, made the process more transparent and improved the situation.

Discussion

The department of education in Limpopo Province involved the educators' union right from the beginning of the process of redeployment. Many agreements were reached between the educator's unions before the implementation of educator redeployment. Garson (1998:3) states that the union and the government were elated after signing the agreement, and that thus averted strike action. Moreover, this assisted all parties to come up with new proposals around the contentious issue of redeployment, and the rationalization of teachers and learner - educator ratios.

In Limpopo Province educators' unions intervened during some disputes. All educators' unions were allowed to raise their concern. SADTU had engaged both the department and the Provincial Task Team (PTT) on several occasions to resolve some of the identified problems (cf.2.6.3). It can be argued that this improved the situation and prevented many mistakes being made. Likewise, it is possible that this intervention assisted in solving many problems, which could have blocked the smooth running of the process. Even though there were some problems, it seemed as if the unions proved to be effective in dealing with problems that arose regarding the whole process of redeployment.

4.5 WAITING TO BE REDEPLOYED

Participants who were interviewed in this study indicated that there were so many things that occurred to educators who were still on the list waiting to be redeployed.

4.5.1 Educators' feelings of uncertainty

All educators who had not been absorbed in schools indicated that they felt uncertain about their future and did not know what was to become of them. Some were frustrated to the extent that they were considering leaving the teaching profession. One educator who was still on the list in spite of having been seconded to a new school expressed her uncertainty: *"I don't know what happened, I was promised that I would be absorbed when the new posts are created here because I am in a newly established school."* She went on to explain that when this did not happen she feared that it would be the end of her teaching career. She added: *"I was uncertain about my future."* This, the educator added, was leading to stress. She pointed out: *"I really don't understand why I was not absorbed. I was stressed by this situation"*. Likewise a primary school educator said: *"I have lost interest in teaching because I don't know what will*

happen to me. It really disturbs". Another educator said: " I also don't have any plan about my future. I was improving myself in this field of education but I can see that I am wasting my time because I am not sure whether I will end up here (teaching profession)." Another educator indicated that the department is contributing to her uncertain regarding the future because when she asked what would happen to her, the circuit manager told her that he also did not know. The educator voiced her concern: "I can't see any support from the government. I remember when I went to the circuit office to get more information on this. I mean the posts that are in other departments. I was told to just apply. And when I asked why I was not absorbed because I am in a new school, the circuit manager told me that he also didn't know."

Educators who had been moved to other schools professed to also having felt uncertain about their future. After they had been identified as being in excess they were not sure that they could get another job. The educator voiced his uncertainty: *"After being declared in excess, I didn't know what would happen to me the following day. Whether I would be moved to another school."* Even more alarming is the fact that some of the educators interviewed were considering leaving the teaching profession. One educator said: *"I hate being in the department of education. I'd like to converge to the other department where I can feel free because I am not seeing any future in the department of education meaning that we are going to move up and down"*. Another educator said: *"When I found myself in this situation, I was confused and didn't have any plan. I thought that this might cause unnecessary diseases. I also thought of opting for voluntary severance package."*

On the other hand the government official who was interviewed was adamant that the excess educators would all be absorbed in posts that were going to be created. The official confirmed, *"At present the department is going to create posts for grade R so that excess educators can be absorbed there"*.

Discussion

Redeployment brought uncertainty to educators who were declared to be in excess and had a negative impact on the trust that should exist between the employer and the employee. Educators thought that the department might be hiding certain information from them. This is mostly influenced by the many changes that the Department of Education (Limpopo Province) is making to the process of redeployment. For example, the procedure of absorbing educators is being changed. In this regard one cannot blame educators. The department has to exercise caution when implementing policies such as redeployment. It is the department's responsibility to reassure excess educators that they will be accommodated.

4.5.2 Lack of commitment to teaching

Educators who were still on the list of redeployment pointed out that they no longer have an interest in teaching. Some of them indicated that they just go to the class because they are committed to helping the learners. One educator who was still on the list said: “ *I just feel bored when going to the class knowing that this is not my school anymore*”. The educator also indicated her concern about the children and said: “*The fact is I have got feelings for the learners only. But were it not for the learners, I would be negative*”. Likewise, another educator who was on the list concurs, adding that the learners are not to blame. She remarked: “*I am also teaching because I am feeling pity for the learners. What I think is that I am not in the excess because of the learners.*” Another educator who was waiting to be moved pointed out that it was difficult to teach under such circumstances and that this affected both learners and her own performance. The educator remarked: “*I no longer have strength to teach. It affected my learners and myself. I can’t perform like I used to before. I lost interest in teaching because I don’t know what will happen to me.*”

Reiterating the educator’s view, the principal with educators who are still on the list confirmed that the educators’ morale is very low and said: “*Yes, their teaching morale is lower than before. They seem to be no longer having responsibility, ability, accountability, willingness, interest and the degree of challenge.*” Lack of commitment in teaching also affected educators who had been transferred to other schools. Before they were transferred they admitted to no longer being interested in teaching. One educator explained that he was no longer committed to any additional activities. The educator explained: “*I was no longer interested in the extra-mural activities which were performed after school. I used to work only during the normal working hours.*”

A primary school principal substantiated the educator’s view explaining that educators in excess were not willing to teach the learners and that this led to confrontations with parents. The principals explained: “*I remember one parent told us: “We don’t care what the department is doing here, you teach our children, if you don’t want to teach our children you must move out.”* Another principal who gained staff indicated that redeployment is lowering the educator’s morale. This is how he expressed his views: “ *This is very bad process because it brings a lot of uncertainty and I find the teacher morale very low because no one knows what happens tomorrow.*”

The government official who was interviewed also confirmed that the educators were no longer committed to teaching and said: *“The post level 1(CS1) educators were no longer willing to teach. Many had some problems because they were attacked by stress.”* In contrast, one educator stated that she was still committed to her teaching because her principal encouraged her. The educator stated *“I didn’t change my teaching rate because the principal used to encourage me by saying that I can be absorbed in this school.”*

Discussion

Educators’ morale was very low due to redeployment and many were no longer committed to their task. In support of this, reports have been received that at some Limpopo schools, affected educators were refusing to teach and the children were regularly being sent home early. (cf.1.3). This can have a negative effect on the culture of teaching and learning. If educators no longer teach, it could also affect the results at the end of the year. The Good Shepherd (2000:5) substantiates this and reports that the negative effect of redeployment of teachers is still prevalent and the morale of teachers is at its lowest. Unless the government does something about this in Limpopo Province, the standard of education will be very low. Mr Maree, the chair person of the governing body of Grove primary school argues that the problems created by the redeployment system are affecting all schools and require urgent attention, failure to do so will do learners harm, which will be impossible to resolve (Collings & Wilhelm 1997:43).

4.5.3 Effect on educators’ families

All educators awaiting redeployment who were part of this study pointed out that their families were affected in one way or another. A secondary school educator indicated that her family was affected in the sense that they did not know where she would be placed. This is how the educator explained her fears: *“My (family) is affected by the fact that they don’t know where I will be situated. They (children & husband) are afraid that I may go far away from home.”* Another female educator indicated that her family members were afraid that the posts she was supposed to apply for were higher posts, which raised additional fears that she may not succeed. Likewise, an educator who was a breadwinner with children at tertiary institutions explained that should she be retrenched, the future of the whole family would be affected.

Another female educator pointed out that her husband was so angry that he had advised her to apply for posts in the other departments and to leave the teaching profession.

Discussion

This process also affected family members of those who were earmarked for redeployment. This was particularly true of female educators who were waiting to be redeployed, as most families want the mother to work in the vicinity of the home so that she can also care for her children. However, it was not only the threat that the educator might have to work away from home, it also involved the fear that his/her services may be terminated. According to a report in the Herald (11 May, 1999:1) a similar situation was experienced in the Eastern Cape.

4.5.4 Support of colleagues

Participants who were interviewed indicated in what way staff members were supporting them in their situation. In general their replies indicated that some experienced support while others felt rejected. One secondary educator awaiting redeployment indicated that she was supported by some of the staff members while other reacted in a negative manner. The educator explained: *“Others (staff members) are negative, others are positive. They feel happy if they see us in excess whereas others just feel they are losing one of the staff members”*. The educator also pointed out that some of the staff members consoled her and said that she might be placed at a school nearer her home. Likewise, another educator indicated that she was getting a lot of support. She said: *“Yes, I am getting support from the staff members I work with, the principal himself supports me.”* Another educator who was seconded to a newly established school indicated that the staff members gave her hope for the future. In this regard she stated: *“ They (staff members) always tell me that I might be absorbed here in this school.”*

Contrary to these views, an educator awaiting redeployment indicated that the staff members were not supportive. She explained: *“ They (staff members) no longer involve us in the school plan. I am just surprised by the implementation of certain activities in the school. For example, parents meetings. As I am in excess they no longer view me as an educator.”*

On the other hand a principal with educators who are in excess pointed out that he was supportive of the educators. He gave them duties to perform and allocated them the same subjects they were teaching. The principal explained: *“I encourage them (excess educators) by delegation of duties, that is by giving them*

the duties that are suppose to be done by me as a principal, I welcome their decisions. I give them chance to participate in any aspect that will encourage the smooth running of the school.”

Discussion

Educators in excess need support from fellow staff members, as is apparent from the discussions of those educators who have been affected by the redeployment process. It is important for colleagues to support each other in difficult times. When colleagues work together, they become close to each other like members of a family. Thus, there were staff members who felt traumatized at losing a colleague. This was reiterated by Ms Ffolliott; a school principal in Eastern Cape, who said that when she broke the news to the staff that two educators had been identified for redeployment, it was as if they had a death in the family. Furthermore, Ffolliott states that there was not a woman or a man at that meeting without tears in their eyes (Herald, 24 May 1999:1). This feeling frequently occurs when staff members who have experience and who are hard workers are redeployed. Thus loosing such educators often has a negative impact on the school (Mona 1997:4).

4.5.5 Departmental support

Some educators awaiting redeployment indicated that the department supported them while others indicated that they were not supported. One educator from the primary school pointed out that she did not receive any support from the department. The educator also pointed out that when she asked for additional information from the department she didn't get a satisfactory answer. Similarly, an educator from the secondary school indicated that, since receiving a letter stating that she was in excess, the department has not contacted her and was at a loss regarding her future. Another educator who was still waiting for redeployment also indicated that the department is not treating her appropriately. The educator further explained that the department promised to absorb her in the new school, but later informed her that she had once more been declared as being on the redeployment list. In this regard, the educator explained: “ *When I was seconded to the school in which I am today, I was promised to be absorbed here but I am here still wearing the excess cap.* ”

Contrary to the above educators' views, a primary school educator also awaiting for redeployment found that she could request counseling from the department. She explained: “*They (the department) are*

encouraging us to go to that counseling. They told us that there would be some professional counselors who will guide us on how to cope with this situation.” At the time of the interview the educator had an appointment for the following week.

In support of the educator’s view, the government official who was interviewed in this study also confirmed that there was a programme, the Employee Assistant Programme (EAP), which serves all the departments. The programme is for counseling people who are affected by redeployment. However, the government official acknowledged that the programme had not yet been fully implemented in all the departments and was still with the premier of Limpopo Province. The government official confirmed: *“If we need it (the programme) we just write to them and then they can come and assist.”* In the meantime, the government official indicated that the Department of Education had established the Departmental Task Team to address some of the issues regarding the future of educators in the province. A government official explained: *“Another thing is that we have the Departmental Task Team which is addressing the excess educators to inform them what is going to happen to them.”*

Discussion

The Limpopo Province Department of Education is fully aware that the excess educators are in a desperate situation, and are in need of assistance. However, it can be argued that the support, which is now being offered, should have been available when the policy on educators redeployment was first implemented in 1998.

The current problem is that there are still educators who have been declared as being in excess and do not know about the support that is available. It seems as if there are principals who do not inform their staff members about policy issues relating to them. This remains a problem as the department communicates with the educators mainly through principals of schools. Moreover, Resolution no .6 (Education Labour Relations Council 1998b) stipulates that principals of schools should inform their staff members of the procedure before rationalization and redeployment as well as concerning the effect it will have on their respective staff establishment. The fact that this is not happening is not only in violation of the Resolution, but is to the detriment of educators needing assistance.

4.5.6 Department's plan with educators on the redeployment list

The interviewed educators who are still waiting for redeployment expressed mainly negative views about the department's plans and procedures for them. Some of them did not know what the department was intending to do. As one educator said: *"It seems that the department has got no plan for us. They seem to be hiding the truth."* Similarly, another educator also pointed out that she was unable to determine what the department was planning as she had applied for posts which were released in 1999, but had, thus far, not been appointed. She said: *"The department of education has no plan for us. During the first phase of redeployment I applied but I was not appointed."* Another educator said she thought the government wanted to provide posts in other departments. However, after applying she was informed that the posts had been cancelled. In this regard, the educator explained, *"Initially, we were told to apply for posts in other departments. After applying for those posts, we later learnt that they were frozen."* Contrary to those educators who did not see the department's plan, one educator claimed to have information on the future plans for educators in excess in schools. The educator pointed out that she had heard about administrative posts that the department would be creating in the near future. She pointed out: *"Our principal attended another meeting not so long ago. She came back and told us that educators who are not absorbed will be placed in various schools as clerks. Some will be sent to work at circuit level and at the regional offices."* This claim was supported by the government official who explained that the department was planning to place educators in excess in the HOD posts, which were to be advertised in closed vacancy list. Furthermore, the government official indicated that another plan was to create posts in Grade R schools in order to absorb excess educators in those posts. In addition, further administrative posts would be created in offices. The government official claimed that all excess educators would be absorbed in these various posts.

Discussion

It seems as if the Department of Education is committed to absorbing educators in administrative posts, or as educators of Grade R learners. However, it is equally apparent that this has not been adequately communicated to all educators. The result is that many who have been declared to be in excess are afraid of being retrenched. This is an unenviable position for anyone to be in and could well contribute to the stress many educators are experiencing. It can be argued that the staff feels stressed when there is a threat of being redeployed (cf. 2.6.2).

4.6 ATTIDUTES TOWARDS REDEPLOYMENT

Participants who were interviewed in this study have different attitudes towards the process of redeployment. Some have a positive attitude while others have a negative attitude. However, some indicated that the process could have been implemented more effectively if the department itself had executed it.

4.6.1 Educators' views

Educators interviewed in this study expressed their views about the process of educators' redeployment. A primary school educator who was redeployed to a school near his home described both the negative and the positive aspects of redeployment. The educator indicated that redeployment is negative when educators are redeployed far away from their homes. This is how the educator expressed his view, illustrating with the example of a fellow educator: *"Redeployment also means to be in great sorrow like John, who is redeployed far away from his home."* However, the educator acknowledged that redeployment could be a positive experience. The educator explained: *"To me redeployment means to be in great joy because I moved to a better place and I am now working easier than before."* In contrast, an educator from a secondary school indicated that she does not understand what the government is intending to achieve by the process of redeployment, and that it seems as if educators are merely being moved from one school to the other. This is how the educator expressed her views: *"I just think that the government does not know what is going on what, it is doing."*

A secondary school educator supported this view. According to him redeployment is not doing any good. The educator also thinks that it would be better if the government had managed the implementation of this policy without involving other stakeholders who may have hidden agendas. The educator summed up his views: *"We are being redeployed by people and not by the process, particularly by principals"*. In support of this educator's view, another educator from a secondary school also indicated that he does not support the policy of redeployment because it moves educators to schools they do not wish to go to. He said: *"I don't like it (redeployment) because the new place where you are going you are going to start a new life and it takes time to adjust to the changes."*

All educators who were interviewed and who were waiting to be redeployed hold negative view towards redeployment. As one educator said: *"According to me, this process is a way of torturing us. It means*

nothing to me". Another educator concurs, adding that she views this as the government's failure to create employment. She expressed her views like this: " *I think we should just say that redeployment is one of the challenges the government is faced with which is frustrating educators.*"

Discussion

All educators indicated that they often do not understand what redeployment is and what it hopes to achieve. Redeployment was meant to ensure that educators would be equally distributed between rich and poor schools through the redeployment of educators from schools with a low learner-educator ratio to schools with high learner-educator ratio (Motala & Pampallis 2001:179). However, in general it seems as if many educators do not accept the rationale behind redeployment. In substantiating this, the annual Report of the Department of Education (DE 1999:41) indicated that the government implemented the policy on educator redeployment to ensure equity in the provision of education, which includes the appointment of educators to schools. However, it seems as if the way in which the process has been implemented in the Limpopo Province, has contributed to educators' negative perception of the process.

4.6.2 Principal's views

Principals interviewed in this study also expressed their views regarding the redeployment of educators. One principal who lost staff due to redeployment indicated that he had two versions of redeployment. The first experience was that redeployment reduces the workload of teachers who were overloaded. The principal explained: "Where I was working before I became a principal, we were overloaded, there was an overload on the part of educators. This (redeployment) was proposed and we realized that it has to happen." The second experience was when the department indicated that the redeployment policy was to be managed by principals. The principal felt that the department should have instructed principals to provide them with educators' information and that the department should then have decided who should be redeployed. The principal thought that this would have avoided many problems. This is how he expressed his views: " They need to ask us as principals and we give them the information. They just bring letters and say this one and this one is leaving because of these reasons. And whatever the reasons nobody would complain."

Likewise a principal who gained staff also had a negative view of the process of redeployment. The principal pointed out that the process has brought uncertainties and the department is not improving the situation in schools. According to him, there is no change because the classrooms are still overcrowded with learners. The principal further pointed out that the process is damaging the teaching profession. The principal expressed his views like this: *“Instead of improving the situation, the department is making things worse, because we are still overloaded and overloaded in the classrooms. So I personally do not understand how teachers should be in excess.”*

In contrast, the government official who was interviewed in this study promised that the Department of Education intends to improve on the process of educator redeployment. The government official explained: *“ Next year the department is going to issue new staff establishments with more posts which means that all educators will be absorbed.”*

Discussion

Even though redeployment affected educators, principals were also affected. Principal's views also indicated that they have difficulty regarding the process. All they see are educators being moved to other schools without any visible improvement of education provision. When we consider the principal's views, as one of the major stakeholders it seems as if the process was not effectively implemented. In other provinces, it has been reported that the process necessitates that principals mobilize parents to support them. Ffolliott, the principal of Pearson High mention that she needs parents with the courage of their convictions and who are prepared to support and stand up for their rights and show their moral support. In addition, parents were asked to submit written comments on the redeployment (Herald, 12 May 1999:3).

4.6.3 The timing of the redeployment process

Most of the participants raised concerns regarding the timing of redeployment. A primary school principal pointed out that the timing of redeployment was inopportune because educators are being moved in the middle of the year, which interrupts the smooth running of the school. He pointed out: *“ The way it (redeployment) is being exercised at this time of does not fit because this process is coming during June which means we are in the mid of the year. So it can interrupt the morale of teaching of educators because they can no longer have the strength they were having.”*

The principal also pointed out that it could lead to poor examination results at the end of the year. The principal therefore felt that redeployment of educators should take place at the beginning of the year to avoid disruption of the learning process. The principal explained: *“This is going to confuse learners because when teacher A moves from one school to another school, he is supposed to go and learn firstly the environment, the people who are there who are educators and learners. That would be delaying time of teaching. R and R has not come during the right time.”* In substantiating this view, an educator who was waiting for redeployment considered that the process could result in an increase in the failure rate at the end of the year. The educator explained: *“What I am seeing is failure rate will be high in schools which are affected by the excess.”* Likewise a primary school principal also commented on the timing of redeployment pointing out that the process should have been started at the beginning of the year considering the interests of the learners. The principal said: *“If the process is followed correctly and the number of learners being verified by the beginning of the year, the interest of the learners would be looked upon.”*

Discussion

All the views expressed by participants indicated that the process could have been carried out at the beginning of the year. In support of this, Ffoliott, the principal of Pearson High describes redeployment at this stage of the year as a potential disaster for the school (Herald, 11 May 1999:1). Likewise Holley, the principal of Victoria Park High school in the Eastern Cape, indicated that his main concern was the timing of redeployment process, which had the potential to cause major disruptions for the learners and education that year (Herald, 12 May 1999:2).

4.7 PROBLEMS SPECIFIC TO REDEPLOYMENT IN LIMPOPO PROVINCE

It can be argued that the above discussion on the redeployment policy could apply to most provinces. However, because redeployment of educators is still continuing in Limpopo Province, the province needs to cope with very specific issues related to the redeployment policy.

4.7.1 The problems of unabsorbed educators

Limpopo Province had more excess educators than vacant posts. Some educators who were declared in excess indicated that they had not been absorbed in other schools. Educators who were not absorbed

indicated that they have been on the list of redeployment for a great length of time. One educator pointed how long she has been on a redeployment list: *“I was determined to be in excess in 1999- since then I have been on the list of redeployment.”*

One principal who lost educators due to redeployment confirmed many educators who were declared to be in excess have been on the list for a few years. The principal explained: *“We had those excesses, years went by, and four years went by. Fortunately, one educator moved during the first absorption.”* However, the remaining educators are still waiting to be redeployed.

The government official confirmed that the Limpopo Department of Education still has many excess educators who have not been absorbed in schools, adding, *“Yes, we are still having about 2000 excess educators who are still to be absorbed in the system”*. Furthermore the government official pointed out that they were not absorbed because the educators’ unions refused to agree with the proposal that the government abolish promotional posts in order to absorb excess educators. The government official said: *“The educators unions which were forming part in the labour, they refused because they said instead of absorbing the CS1 educators in the new staff establishment, they were having a problem with what we call a promotion model. The promotion model it means was going to increase more CS1 educators than promotional posts.”* However, the government official also pointed out that there are many excess educators in the province who were not absorbed because of the delays in the implementation of redeployment in Limpopo Province. The official further acknowledged that the way in which vacant posts were advertised was flawed. The department should have started advertising promotional posts so that CS1 educators could apply, which could have left vacancies, to be filled by excess educators. However, the department first tried to fill vacant CS1 posts and thereafter promotional posts were advertised. The government official acknowledged: *“Instead, we should have started with the promotional posts so that the CS1 down there would apply, when they apply for higher posts, there are leaving vacant posts down there, and then those excess educators could be fitted in those posts.”*

Discussion

According to the Annual Report of the Department of Education (DE 1999:44) the Limpopo Province Department of Education determined that 5 924 educators were in excess in 1998. Only 13 33 vacant posts were advertised at schools in the province (cf.1.2). Despite these posts, there were some delays in

the absorption of excess educators. The Northern Province (now Limpopo) (2001: circular 4) indicates that although the rationalization and redeployment was finalized by the 31 December 2000, 234 posts had still not been filled due the following reasons:

- Posts that were in advertently advertised.
- Posts that were not submitted for advertising when the closed vacancy list were published.
- Posts for which there were no suitable candidates on their list.
- Posts for which there were no applications at all. As a result of the above, temporary educators were engaged to render services in those posts till they could be filled by permanent appointees (cf.1.2).

4.7.2 The position of temporary educators

In Limpopo Province, redeployment of excess educators affected temporary educators who were appointed to render services on those posts that were not yet filled due to the reasons mentioned above. One educator who was still waiting for redeployment pointed out that she was deemed as being in excess in a school that has temporary educators who are still teaching and whose services should have been terminated. An educator explained: “ *Why can’t I be absorbed whereas there are two temporary educators in my school?*”

The government official interviewed in this study shed more light on the position of temporary educators. He explained “ *Some temporary educators are issued with letters of notice, that is thirty days notice: Then you find that there is a temporary educator who is offering subjects in which we cannot find someone from the excess educators to teach, that means the temporary educators offer that subject until the end year.*”

Discussion

All temporary educators signed a twelve-month contract. The problem now is that the Department of Education terminated the service of some temporary educators at the end of August 2003. This may raise problems such as stress and frustration. However, it has been indicated that temporary educators are employed for twelve months. There would be no problem with the temporary educators if redeployment was not done in the middle of the year.

4.8 CONCLUSION

In this chapter the researcher described the characteristics of the participants and the significance of their responses. Characteristics of the government official were not included. Report findings are presented in the form of themes. Discussion of themes are also presented. Chapter five will include the recommendations arising from this study and conclusions on the management of the policy on educator redeployment in Limpopo Province.

CHAPTER 5

OVERVIEW OF THE INVESTIGATION AND RECOMMENDATIONS

5.1 INTRODUCTION

In this chapter, the researcher begins with a general overview of the investigation to show that the aims expressed in 1.6 were achieved. The theory underlying redeployment in the schooling sector of the Limpopo Province and the problems encountered during the implementation of redeployment are briefly given. The experiences of principals, educators and the government official obtained from interviews conducted are described together with the recommendations for improving the way in which controversial policies such as redeployment should be implemented. The researcher concludes by listing a few areas where more research is needed.

5.2 OVERVIEW OF THE INVESTIGATION

The way in which redeployment policy should be managed is a complex issue as it involves many steps to be followed by all stakeholders. However, the success of the implementation of redeployment policy requires that all principals tasked with redeployment in different schools should adequately follow the right procedures set for the implementation of redeployment policy and communicate the information to all educators in their schools.

5.2.1 A theoretical basis of redeployment policy

In order to determine the management of redeployment policy a literature study was undertaken. The emphasis throughout the study was on the way in which redeployment policy was managed in the schooling sector of the Limpopo Province (cf.2.5). The literature review showed that the National Department of Education stipulated that certain steps be followed during the implementation of redeployment in Limpopo Provinces (4.3). The guidelines set by the department also recommend that the procedures set for redeployment should be discussed with the educators before the implementation takes place.

The role of the principal in the management of staff was also explored. Aspects dealt with include: leadership (2.7.1), the management of staff stress (2.7.2), maintaining effective staff communication systems (2.7.3), staff induction (2.7.4) and the implementation and interpretation policy (2.7.5). Background was provided in view of the fact that principals played an important role during the implementation of redeployment policy of the government.

The problems encountered during the implementation of redeployment in Limpopo Province are discussed in theory (cf.2.6). These include the general response to redeployment (2.6.1) and the implementation in Limpopo Province (2.6.2). Limpopo Province encountered numerous problems during the implementation process. Problems such as the department's failure to provide some schools with redeployment figures, incorrect post establishments, non-compliance with the management plan, non audit meetings in Area Offices, union intervention and disputes, inadequate training of the officials, incorrect procedures for identification of excess educators, frustrations among educators and the effect of promotional posts on educators (cf. 2.6.3). Some of these problems were also encountered in other provinces. Literature stresses that Limpopo Province encountered many problems because there were many educators who were deemed in excess while few vacant posts were available in the province (cf. 2.8).

5.2.2 Redeployment in South African schools

The policy on educator redeployment was implemented in all the provinces of South Africa (cf.2.3) with the aim of developing a uniform equitable approach to the allocation of teaching staff, as well as seeking a fair way of dealing with educators who would be affected by such rationalization. The experiences of other countries such as England, where a number of educators were affected, were discussed (cf.2.3). The criticism of critics in other provinces in South Africa was also dealt with (cf.2.6.2). Some critics stated that redeployment during the middle of the year was a potential disaster for the school (cf.2.6.2). Grove Primary School was one of those schools that experienced problems which culminated in the school taking Minister of Education, Dr S. Bengu to court in June 1997.

Redeployment not only disrupts the smooth running of the school but also reduces the number of experienced educators in schools. Moreover, redeployment affected both the professional and personal life of educators in South African schools.

The implementation of redeployment policy creates a confused and insecure environment in schools (cf.2.6.2). Literature revealed that in the Western Cape the educator: learner ratio (40:1 for primary schools and 35:1 in secondary schools) was not addressed by the policy. Those in administrative posts with no classes were included when the number of educators was divided by the number of learners. This resulted in the size of actual classes remaining large (Skinner 1997:62).

5.2.3 The role of the principal in the implementation of redeployment policy

The role played by principals in the implementation of the redeployment policy is discussed in 2.8. These include short listing and interviews of educators, determining posts in excess of the approved staff establishment as well as the vacant posts, informing their staff of the procedure for rationalization and redeployment and the effect it will have on their respective staff establishments, recommending educators who are to be declared in excess to be absorbed in vacancies and recommending to the provincial Education Department how to utilize additional posts, taking into account the specific curricular needs of the school.

5.2.4 The research design

The researcher used qualitative research to investigate the management of educator redeployment in Limpopo Province (cf.1.6, 3.2). Three principals, eight educators as well as the government official tasked with redeployment in region 3 of Limpopo Province were identified. The researcher received permission to interview all those participants. Individual interviews with principals (cf.3.4.3.2), the government official (cf.3.4.3.1) as well as two focus group with educators (3.4.3.3) were conducted. Data gathered were transcribed and analyzed according to eight steps of Tech's approach (cf.3.4.6) and data collected was then categorized into themes relating to the identification of excess educators (cf.4.3), transfer of excess educators (cf.4.4), waiting to be redeployed (cf.4.5), attitudes towards redeployment (cf.4.6) and problems specific to redeployment in Limpopo Province (cf.4.7). The synthesis of the main themes was undertaken whereby important findings were interlinked.

5.3 SYNTHESIS OF FINDINGS AND RECOMMENDATIONS

The themes uncovered through qualitative research are synthesized in this section and combined with prior research and the theory review in chapters two and three. The findings relate to the management of educator redeployment in Limpopo Province.

5.3.1 The role of principals in the identification of excess educators

The findings of this study revealed that principals were compelled to identify excess educators in their schools (cf.4.3). This frequently resulted in the creation of enmity between principals and educators. Most educators who were deemed in excess in their schools were distressed by the news (cf.4.3.3). Some educators complained that their principals did not inform them about the procedures they used during the identification process (cf.4.3.4). The findings also revealed that principals objected to the role they were forced to play, arguing that the department should have identified excess educators (cf.4.3.1). In addition, it seems as if most principals had not been adequately trained to do the task.

RECOMMENDATION

It is recommended that the department should train principals thoroughly before they implement controversial policies. Enough time should be provided for the training so that the principals know exactly what policies are to be implemented and how they should implement them. During the implementation of controversial policies, the department should play the most important role such as identifying excess educators. Transferring this task to principals is tantamount to initiating disputes between principals and educators. Training provided should also include educators. Educators need to be trained before any change can be implemented. Vandeveld (1998:48) states that it would be possible for the authorities to maximize commitment by training educators prior to placement to ensure that the needs of individual educators are met. Likewise, educators who are trained will be able to cope with the situation.

5.3.2 Procedures for the identification of excess educators

The findings of the study revealed that many procedures were used during the identification process. These participants indicated that different procedures were used in different schools (cf.4.3.3). Some of the principals decided to start with the LIFO principle, which should only have been used as a last resort. The study also revealed that some of the procedures used were unfamiliar to educators directly affected by the procedures (cf.4.3.3). Often, educators were just informed that they were in excess. This resulted in mistrust between educators and principals.

RECOMMENDATION

Schools that used wrong procedures should be compelled to repeat the process following the right procedures in order to satisfy the needs of all educators. It is recommended that assistance should be provided to schools with difficulty in policy implementation. Where possible, the department should be more directly involved in the implementation of controversial policies. Where this is not feasible, stakeholders should receive adequate training. For instance, if the school used incorrect procedures, it means that the whole process will be problematic from the start. The department should ensure that all schools follow the procedures stipulated strictly especially when implementing controversial policies such as redeployment.

5.3.3 Transfer of excess educators

The study revealed that the Department of Education changed the format of transferring educators that was initially used without informing the educators concerned (cf.4.4.1). Some of educators who were transferred during the second phase of redeployment complained that they did not choose the schools to which they were transferred (cf.4.4.1). This resulted in confusion amongst educators and principals of the receiving schools. The research also revealed that some educators were not allocated duties in the schools they moved to because their transfer had not been communicated to new principals (cf.4.4.2).

RECOMMENDATION

It is recommended that the department should disseminate relevant information to schools before taking any decision or implementing any change. As head of the schools principals should be given power to control and manage their schools .Any decision taken should be discussed with them. The department should treat principals with respect and not take advantage of them. Educators should have been consulted regarding the choice of schools. Vandeveld (1998:50) indicates that consultation with the individual redeployee as to choice of school is a means of matching the needs and abilities of the individual and the requirements of the school. Likewise, it is recommended that educators be given a choice of schools and that they not be redeployed to schools without having any say in the matter.

5.3.4 Waiting to be redeployed

The findings of this study revealed that although the process whereby educators were identified as being in excess was completed in 1999, many educators were still waiting to be redeployed in 2003(cf.4.4.1). This long waiting period contributed to stress. Some educators became uncertain of future (cf.4.5.1) and others feared that it would be the end of their teaching. Moreover, the study also revealed some of the educators who were still waiting to be redeployed were not getting support from their staff members (cf.4.5.4). Some of them were no longer involved in school activities. This frustrated these educators and contributed to low teaching morale.

RECOMMENDATION

Once a policy has been adequately communicated to the stakeholders and training provided, it is recommended that the department should implement the policies soon thereafter. Moreover, the implications of redeployment for educators should have been considered prior to any steps being taken regarding its implementation. Schools with excess educators should be provided with guidelines on how to treat these educators in their schools and given some indication of when the educators are to be transferred. This is also in line with the current legislation. Resolution no.6 (Education Labour Relation Council 1998b) states that an educator declared in excess should be treated in the same manner as all the other educators at his/her educational institution. The department should ensure that policies are implemented as stipulated in resolutions.

5.3.5 Department's plan with educators on redeployment list

The research illustrated that some of the educators do not know what the department is planning to do about them (cf.4.5.6). This seems to be the result of the department not adequately communicating the redeployment plan to all the educators who were still on the redeployment list. The study also revealed that the department was planning to provide counseling for educators who were still waiting to be absorbed in 2003. However, considering the fact that some educators have been on the list for a number of years, it can be argued that this counseling should have been available since 1999. There was no regular contact between the educators and the department.

RECOMMENDATION

The department should have supported the educators who were still on the list from the onset of redeployment in order to motivate the excess educators to teach and to be able to deal with the stress of redeployment. It is recommended that the department should always support educators faced with problems. Moreover, the department should keep excess educators well informed of the proposed plan for their future. One possibility is that the department communicates their plans through the various educators' unions. This is supported by Educators' Voice (2003:13) which suggests that authorities should establish and regularly use recognized means of consultations with teachers' organizations on matters such as educational policy, school organization, and new development in education service. This could assist in disseminating the department's plan as soon as possible.

5.3.6 Attitudes towards redeployment

Both interviewed principals and educators appear to have a negative attitude towards redeployment (cf.4.6.1& 4.6.2). They seem to not understand or accept the purpose of redeployment (cf. 4.6.2). Their perceptions of redeployment are that it is a process that frustrates educators. This seems to indicate that the purpose of redeployment was not discussed with the educators before the implementation took place.

RECOMMENDATION

It is recommended that the purpose of any policy to be implemented in schools be discussed with both principals and educators before it is implemented in schools. The views of principals and educators should be considered. In support of this Darling-Hammond (1990:235) states that teachers and administrators' decisions during the implementation of policies determine whether policies will be realized in schools or not. The policy of educator redeployment could have been effectively implemented if educators and principals' inputs were considered.

5.3.7 Problems specific to redeployment in Limpopo Province

The findings of this study showed that Limpopo Province experienced numerous problems during the implementation of the redeployment policy (cf.2.6.3, 4.7). The government official who was interviewed indicated that one of the major problems is that of unabsorbed educators (cf.4.7.1). The government official revealed that many excess educators were not absorbed due to delays in the implementation of redeployment. Some of these could be attributed to the way in which posts were advertised. The matter was complicated as a result of the department appointing temporary educators in the posts which had not been filled (cf.4.7.1). Furthermore, when the department proceeded to absorb excess educators during the second phase, they terminated some of the temporary educators' services in the middle of the year (cf.4.7.3). This contributed to the frustration and stress of these temporary educators.

RECOMMENDATION

It is suggested that problems be addressed immediately they arise. It is recommended that the authorities should acquire skills of problem solving and that such officials should be involved implementing policies such as redeployment. Prior to the implementation of policies, the officials should be adequately trained. In support of this, Vandeveld (1998:52) assert that the in-service education specifically for redeployment should be provided not only for redeployees but also for managers inside and outside school who have the responsibility of implementing the policy on redeployment. Vandeveld (1998:52) adds that the in-service training will provide new skills that would increase the desired outcomes of the implemented policy. Moreover, the type of policy to be implemented should determine the period of in-service training offered.

5.3.8 The timing of redeployment

Redeployment was often implemented in the middle of the year as indicated in this study (cf.4.6.3). All interviewed principals indicated that redeployment was implemented at the wrong time. There were many implications of implementing redeployment in the middle of the year such as disrupting the smooth running of the school, negatively impacting on educators' morale and an increasing high failure rate at the end of the year (cf.4.6.3). It also impacted negatively on the school's atmosphere.

RECOMMENDATION

Redeployment should be implemented in the beginning of the year before allocation of duties have been communicated and finalized. This could assist the process of moving educators from one school to another. Educators could then be allocated duties in the schools they moved to. Furthermore, it would be easier for educators and learners to establish relationships right from the beginning of the year. Usually, learners get used to educators who have taught them throughout the year. According to Educators' Voice (2003:15), the educator has the role of applying his/her knowledge of learners' development, strengths and needs, and his/her knowledge of his/her subject, sound assessment practice and assessment policy. This can only be achieved if the educator has been with the learners right from the beginning of the year.

5.3.9 The role of educators' unions

The findings of the study revealed that the government involved the educators' unions right from the beginning of redeployment policy (cf.4.4.5). Some interviewed principals and educators pointed out that the union intervention was confusing in their effort to match and absorb excess educators. Some educators said that the educators' organizations considered only members who were active in their unions (cf.4.4.5).

RECOMMENDATION

Educators' unions should not discriminate between members. All educators put their trust in their unions. The department also relies on the unions with regard to disseminating the information to the educators. In substantiating this, Educators' Voice (2003:13) suggests that in order that teachers may discharge their

responsibilities, authorities should establish and regularly use recognized means of consultation with teachers' organizations on matters such as educational policy, school organization and new developments in the education services. The department should supervise the duties of educators' organizations in order to check whether the unions represent all educators.

5.4 RECOMMENDATIONS FOR FURTHER RESEARCH

The researcher suggests the following priority areas relating to management of educator redeployment in Limpopo Province that require more research:

- The role of the department in the implementation of redeployment policy.
- Strategies to help principals implement policies in their schools.
- The role of educators' unions in the implementation of policies.
- Strategies of addressing problems in schools which are the result of contentious policies.
- Training for principals on staff induction.
- Training of educators on ways of coping with change.

5.5 LIMITATIONS OF THE STUDY

The main aim of this research is to understand the way in which redeployment was implemented in the schooling sector of Limpopo Province from the perspective of the government official, principals as well as educators.

The findings were reported on in detail in chapter 4. The small number of participants is the most obvious limitation of the study. Purposeful sampling was used to select principals, educators and the government official in region three in Limpopo Province. These participants were selected on the basis that they were willing to share their experiences and this implies that different results might be obtained from different participants in other regions.

The researcher used individual interview with principals (cf.3.4.3.2), focus group interviews with educators (cf.3.4.3.3) as well as individual interview with the government official (cf.3.4.3.1) to collect data. Other methods of data collection could have been used in investigating the issue. However, the rich

data obtained gave information that may be used for further research. Data collected illustrate the way which redeployment was managed in Limpopo Province. Moreover, certain themes categorized in chapter 4 contributed to better understanding of the way in which redeployment was managed in Limpopo Province and indicated areas where more research is needed (cf.5.5).

In this limited sense the study expands knowledge of the way in which redeployment was managed in Limpopo Province and the synthesis of the findings and recommendations (cf.5.3) may form a useful basis on ways in which contentious policies such as redeployment could be managed.

5.6 SUMMARY

The success of any education policy lies in its implementation (Nieuwenhuis 1997:141). This is problematic when policymaking is seen as more prestigious than implementation and more attention is paid to formulation of the policy than the way in which it is to be implemented in the local context (Dyer 1999:45). This is often the result of policy makers seeing implementation as an ‘add on’ and not as an integral part of policy formulation. The result of this lack of attention to implementation is that mistakes are repeated, rather than avoided. Moreover, it seems that although countries borrow each other’s ideas (such as redeployment), they do far less in learning from each other’s experiences (Levin 1998:138).

The findings of this study serve to illustrate many of the above comments. It is hoped that in some small way these findings can contribute to more attention being paid in future to policy implementation particularly where the policy is as contentious as redeployment has proved to be.

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Appendix A: A Letter to the school principal who gained staff due to redeployment

P.O. BOX 1352
THOHOYANDOU
0950
16 JULY 2003

Dear Sir/ Madam

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH INTERVIEW

I kindly request permission to conduct a research interview with you.

Presently I am a registered student for the Master of Education Degree (Educational Management) at the University of South Africa (UNISA). In order to meet the requirements of this degree, I am expected to conduct a research interview and submit a dissertation of limited scope related to this.

My topic is “ *The management of educator redeployment in Limpopo Province*”. Thus, this research requires that I interview you as one of the principals who gained staff due to redeployment. You will decide the date and the suitable time. I also request that the interview be tape recorded to save time and to ensure that I do not miss useful information during our conversation.

I assure you complete anonymity and confidentiality of every response you make.

Should you need further information in the process of considering the request, please contact my supervisor, Prof J.N van Wyk at (012) 4294346(work) or (012) 3480700(home).

I hope that my request will be taken into consideration.

Yours faithfully

MRS N NEMUTANDANI

Student no: 7004222

Appendix B: A Letter to the school principal who lost staff due to redeployment

P.O. BOX 1352
THOHOYANDOU
0950
16 JULY 2003

Dear Sir/ Madam

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH INTERVIEW

I kindly request permission to conduct a research interview with you.

Presently I am a registered student for the Master of Education Degree (Educational Management) at the University of South Africa (UNISA). In order to meet the requirements of this degree, I am expected to conduct a research interview and submit a dissertation of limited scope related to this.

My topic is “ *The management of educator redeployment in Limpopo Province*”. Thus, this research requires that I interview you as one of the principals who lost staff due to redeployment. You will decide the date and the suitable time. I also request that the interview be tape recorded to save time and to ensure that I do not miss useful information during our conversation.

I assure you complete anonymity and confidentiality of every response you make.

Should you need further information in the process of considering the request, please contact my supervisor, Prof J.N. van Wyk at (012) 4294346(work) or (012) 3480700(home).

I hope that my request will be taken into consideration.

Yours faithfully

MRS N NEMUTANDANI

Student no: 7004222

Appendix C: A Letter to the school principal with educators on the list of redeployment

P.O. BOX 1352
THOHOYANDOU
0950
16 JULY 2003

Dear Sir/ Madam

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH INTERVIEW

I kindly request permission to conduct a research interview with you.

Presently I am a registered student for the Master of Education Degree (Educational Management) at the University of South Africa (UNISA). In order to meet the requirements of this degree, I am expected to conduct a research interview and submit a dissertation of limited scope related to this.

My topic is “ *The management of educator redeployment in Limpopo Province*”. Thus, this research requires that I interview you as one of the principals with educators still waiting for redeployment. You will decide the date and the suitable time. I also request that the interview be tape recorded to save time and to ensure that I do not miss useful information during our conversation.

I assure you complete anonymity and confidentiality of every response you make.

Should you need further information in the process of considering the request, please contact my supervisor, Prof J.N. van Wyk at (012) 4294346(work) or (012) 3480700(home).

I hope that my request will be taken into consideration.

Yours faithfully

MRS N NEMUTANDANI

Student no: 7004222

Appendix D: Letters to educators who moved to other schools

P.O. BOX 1352
THOHOYANDOU
0950
16 JULY 2003

Dear Sir/ Madam

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH INTERVIEW

I kindly request permission to conduct a research interview with you.

Presently I am a registered student for the Master of Education Degree (Educational Management) at the University of South Africa (UNISA). In order to meet the requirements of this degree, I am expected to conduct a research interview and submit a dissertation of limited scope related to this.

My topic is “ *The management of educator redeployment in Limpopo Province*”. Thus, this research requires that I interview you as one of the educators who moved to other schools due to redeployment. You will decide the date and the suitable time. I also request that the interview be tape recorded to save time and to ensure that I do not miss useful information during our conversation.

I assure you complete anonymity and confidentiality of every response you make.

Should you need further information in the process of considering the request, please contact my supervisor, Prof J.N. van Wyk at (012) 4294346(work) or (012) 3480700(home).

I hope that my request will be taken into consideration.

Yours faithfully

MRS N NEMUTANDANI

Student no: 7004222

Appendix E: Letters to educators waiting for redeployment

P.O. BOX 1352
THOHOYANDOU
0950
16 JULY 2003

Dear Sir/ Madam

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH INTERVIEW

I kindly request permission to conduct a research interview with you.

Presently I am a registered student for the Master of Education Degree (Educational Management) at the University of South Africa (UNISA). In order to meet the requirements of this degree, I am expected to conduct a research interview and submit a dissertation of limited scope related to this.

My topic is “ *The management of educator redeployment in Limpopo Province*”. Thus, this research requires that I interview you as one of the educators who are still waiting for redeployment. You will decide the date and the suitable time. I also request that the interview be tape recorded to save time and to ensure that I do not miss useful information during our conversation.

I assure you complete anonymity and confidentiality of every response you make.

Should you need further information in the process of considering the request, please contact my supervisor, Prof J.N. van Wyk at (012) 4294346(work) or (012) 3480700(home).

I hope that my request will be taken into consideration.

Yours faithfully

MRS N NEMUTANDANI

Student no: 7004222

Appendix F: A letter to the government official tasked with redeployment

BOX 1352
THOHOYANDOU
0950
16 JULY 2003

Dear Sir/ Madam

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH INTERVIEW

I kindly request permission to conduct a research interview with you.

Presently I am a registered student for the Master of Education Degree (Educational Management) at the University of South Africa (UNISA). In order to meet the requirements of this degree, I am expected to conduct a research interview and submit a dissertation of limited scope related to this.

My topic is “ *The management of educator redeployment in Limpopo Province*”. Thus, this research requires that I interview you as a government official tasked with redeployment. You will decide the date and the suitable time. I also request that the interview be tape recorded to save time and to ensure that I do not miss useful information during our conversation.

I assure you complete anonymity and confidentiality of every response you make.

Should you need further information in the process of considering the request, please contact my supervisor, Prof J.N. van Wyk at (012) 4294346(work) or (012) 3480700(home).

I hope that my request will be taken into consideration.

Yours faithfully

MRS N NEMUTANDANI

Student no: 7004222

