

**STRATEGIES FOR THE PRIVATISATION OF
BLACK EDUCATION WITH REFERENCE TO
TEACHER TRAINING**

by

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SUPERVISOR: PROFESSOR E M LEMMER

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DEDICATION

This work is dedicated to my husband, Don, for his constant support and encouragement.

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SUMMARY

The poor quality of state controlled black education in South Africa in the past was mainly caused by low pupil per capita expenditure and poor teaching. This resulted in many problems. Because of past neglect, as well as the increase in number of children to be educated, black education must be revitalised. Government funding is not adequate, therefore, privatisation and semi-privatisation of education is a recommended solution. Community and business involvement is encouraged, and state control should be reduced. Short-term strategies have been fairly successfully implemented.

With a view to proposing strategies for the upliftment of black education, the upgrading of teachers through improved INSET and PRESET programmes is considered a priority. Already implemented models, such as Promat, TOPS and the Molteno Project should be investigated. These programmes have been successful to varying degrees.

Strategies have been proposed based on the above findings and guidelines for further research suggested.

Key Terms

Privatisation; Semi-privatisation; Black education; Teacher upgrading; PRESET; INSET; Community participation; Business involvement; Funding; Donors; State control; Matriculation; Underqualified black teachers; Non-governmental organisation (NGO).

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CHAPTER 1

PROBLEM FORMULATION, AIM AND METHOD

- Benjamin Disraeli's assertion that "... upon the education of the people of this country the fate of this country depends" (in Pearson 1951:68) has particular relevance to contemporary black education in South Africa.

1.1 INTRODUCTION

Sound education is the foundation of a successful society. As South Africa moves forward into a new political era it faces educational challenges that need to be urgently addressed so as to prepare its youth to be effective, responsible and productive citizens of a new, non-racial society.

1.1.1 A general perspective on contemporary black education

Black education is in turmoil. Schools do not function properly. Many teachers do not behave in a professional manner, and children appear to have taken charge of their own 'education'. There is an aura of despair in the black community as worried parents, teachers and pupils see no way out of the morass into which black education seems to have tumbled. The unrest and dissatisfaction in black education appears to be gathering momentum (*Saturday Star* 1990.06.16:4). The current situation in black schools controlled by the Department of Education and Training is reminiscent of the 1973 and 1986 crises. Teachers are behaving in an unprofessional and unethical manner, seemingly with little regard for the educational welfare of the students (*Sunday Star* 1993.05.09:23). Many parents have lost control of their children and have delegated control and responsibility to some nebulous authority hoping that somehow things will come right. As a result of this lack of parental and teacher-discipline, militant student bodies consisting mainly of the

so-called 'lost generation' of twenty to twenty-nine year-olds who have had little schooling with small chance now of getting any further opportunity for further education, have taken control of the youth. Youth, being easily manipulated and not fully understanding the issues at stake, willingly participate in calls for 'stayaways', 'go-slows' and 'chalk-down' actions (DET *Annual Report* 1992:8;10). However, despite the undesirability of such actions, many of the calls for strikes and other actions have legitimate grievances at the root: staffing of schools with un- or underqualified teachers and insufficient administrative personnel, inadequate facilities and teaching aids, overcrowded classrooms, insufficient textbooks, and lack of electricity, to name but a few (Hofmeyr & Pavlich 1986:7-9).

Many reasons are being promulgated as to **why** black education is in such a critical state. Martin Mulcahy, former headmaster of Mmabatho High in Bophuthatswana, has made some extremely censorious statements, seeing the central issue of the problem as the refusal of the Department of Education and Training to acknowledge that there is in fact a crisis in black education (*The Star* 1990.01.09:15). He stated, moreover, that if the crisis is to be addressed then it has to be acknowledged, and in acknowledging the crisis it will be conceded that "...people have a legitimate cause for grievance." (*The Star* 1990.01.09:15). The Department of Education and Training refutes this conclusion when it states quite clearly in its *Annual Report* (1992:8;10) that it is *au fait* with the problems in black education and that large-scale reconstruction is a priority. The black community's current grievances, however, focus on blatant problems: insufficient schools, inadequate school buildings, too few books, crowded classes, the employment of inadequately qualified teachers, an under-supply of teaching hardware, limited finances and deprived and unstimulating home environments. The continued political unrest, particularly in black townships, the destruction of school property, lost teaching time because of pupil and teacher 'stayaways', and a general feeling of apathy accentuated the problems occurring in black education (Mauer *et al.* in Marais 1988: 217). These grievances are causing contention in black education and appear to be insurmountable and incremental to the

educationally beleaguered community (cf 2.1 & 2.3). Moreover, if each problem was to be isolated and individually assessed, however, it would be seen that they are not insuperable and a positive effort could be made to rectify them. They should be seen as challenges to ingenuity, rather than causes for absolute despair. If an effort is to be made to solve these problems, it is imperative to look for and treat the causes, and not to simply plaster over the symptoms, leaving the roots to fester.

1.1.2 Quality of black education

According to Relly (*The Star* 1989.03.06:2), while the problem of the *quantity* of education (in black education) has begun to be addressed, the problem of *quality* is still prevalent (cf 2.1). The following statistics indicate this fact quite clearly: the national average pass rate for black full-time matriculants who wrote the examination in November 1988 was 54 per cent. The pass rate dropped drastically to 42 per cent in 1989 and to 38 per cent in 1990. There was a slight improvement in 1991 to 39 per cent and to 43 per cent for 1992. There was, however, another dramatic drop in the pass rate of black candidates to a shocking 35.96 per cent for 1993 (DET *Annual Report* 1992:6; DET 1994b). The increasingly dismal results of black matriculants over the past years (see Table 1) give credence to Relly's remark (statistics includes former TBVC states):

Table 1: Standard 10 Examination Results 1988 - 1993

Year	Number of candidates	Percentage who passed with:	
		Matriculation exemption	School leaving certificate
1988	137 304	15.4	40.2
1989	155 014	9.3	30.0
1990	189 660	7.1	27.0
1991	233 012	9.2	28.1
1993		6.9	29.1

Source: DET Annual Report (1992:220)

The reason for these atrocious results is a source of fierce debate. Political manoeuvring aside, however, these sombre figures are to a large degree caused by *inferior teaching* and a dearth of proper educational facilities and hardware. The growing realisation that the problems in black education have implications which are far reaching for all South Africans, and do not only effect a section of the South African population, has led to an understanding by both educationists and businessmen that there is an urgent need to face this challenge and to make a concerted effort to alleviate the problems (cf 2.6). Hartshorne (1985b:43) gives some very distressing statistics with regard to declining educational standards particularly with regard to English, mathematics, and physical science. His examples are worth repeating:

Table 2: Declining matriculation pass rates

Year	% of candidates passing matric higher grade		% of candidates attaining matric exemption
	Maths	Science	
1978	37.6	37.0	33.0
1981	14.0	5.7	9.8
1993	12.0	28.0	6.9

Source: DET Annual Report (1992:6); Hartshorne (1985:43); DET (1994b)

There are a variety of reasons for the distressing decline in the matriculation results, but the *poor teaching quality* of most black teachers is probably a root cause (Hofmeyr & Pavlich 1986:10-13). Hartshorne (1985a:44), gives some further distressing figures: in 1982 there was a total of 1 569 graduate teachers on the staff of 1 167 black secondary schools. This amounted to approximately one graduate for each high school. According to the *DET Annual Report* (1992:254) the number of graduate teachers in secondary schools had increased to 4 758 by March 1992 amounting to approximately seven graduates per senior school.

Engelbrecht and Nieuwenhuis state (in Marais 1988:145-146), that while education is regarded by many as a panacea for all social problems the antithetical of this euphoria is a critical disillusionment with the role of education in society. During the sixties and seventies it became evident that there was a world-wide crisis in education and common problems such as over-population of schools, a drop in the standard and quality of education, an insufficiency of equal educational opportunities, and too much irrelevant education were diagnosed (cf 1.1.2 & 2.2.2). Spring (1980:67) maintains that: "Equality of educational opportunity does not mean that everyone receives an equal education ... although one can argue that individuals receive an equal education according to their ability." Children should, however, leave school with different skills and the ability to compete in the market place (Spring 1980:67). The majority of black children do not have this advantage.

The crisis in black education in South Africa has steadily worsened since the riots of 1976. While many of South Africa's educational problems are the same or similar to those found in other countries (cf 2.2.2 & 2.8), because of past apartheid policies there are socio-economic and political factors which make many of the problems found in the South African education system unique to this country (cf 2.2.2 & 2.3). Henning (1990:8), sums up the problems in black education when he states that the main grievances of the black population with regard to the education situation are: lack of relevance to the job market, lack of educational choice, declining performance in spite of increased spending, flagrant inequalities between the races in infrastructure, teacher qualifications and examination results. Engelbrecht and Nieuwenhuis (in Marais 1988: 146) quote Brezinka's argument that states that "... equal opportunities do not exist in life and can never exist."

Brezinka (in Marais 1988:146) takes the argument further by stating that (cf 2.4.2):

If this argument is applied to education, the question arises whether the proponents of the establishment of

equal educational opportunities (which have now been legally entrenched in the eleven principles for educational provision) are striving towards an unattainable ideal, which cannot be realised in either a segregated or an integrated educational system. If this line of thought is pursued, specifically taking into account that many people reduce the solution for the country's educational problems to a mere case of equal educational opportunities within a desegregated educational system, the question arises whether expectations are created in terms of education that can never be fulfilled. In the South African context, this frustration of unfulfilled educational expectations should furthermore be seen against factors that have unique implications outside the political or ideological dimension; in particular, demographic, economic and educational factors.

Engelbrecht and Niewenhuis (in Marais 1988:146) assert, however, that educational strategies (cf 4.1 & 4.2) that are independent of political and socio-economic changes must be devised as a basis for educational provision in South Africa (cf 2.2.2). Such strategies must relate to demographic trends, the need for equal educational opportunities, and provide for multi-cultural education, and for the relevance of education in a diverse society (cf 1.3).

1.1.3 Alternative education

Diversity is a fact of life in South Africa and is reflected in the multiplicity of racial groups, cultures, and languages (cf 2.4.2 & 4.5.1). It is also noticeable in the wide variety of economic and educational standards, demographic patterns and ideologies (Heese & Badenhorst 1992:91). According to Badenhorst (in Heese and Badenhorst 1992:91), this diversity has not been accommodated for, and instead a commonalty/unity was imposed by means of legislative coercion from above. Engelbrecht and Niewenhuis (in Marais 1988:151) assert that the demand for improvements and changes to

the education system, and particularly for black education, have changed considerably over the past few years. Many of the initial demands such as free text books and parity in salaries have been met and the current demand is no longer for equal education or even for desegregated education but for **alternative education** (cf 2.6 & 4.3).

Alexander (1990:166) considers strategies that should be implemented "... in the dynamic reality of the present ..." in order to transform black education. He contends that the process has to be transformational, and that account must be taken of the complexity of the historical process throughout all of southern Africa. He argues that a revivalist or rhetorical approach cannot be taken. Instead, states Alexander (1990:166):

we have to try to capture in words the subtlety that characterises the South African reality if we are to provide strategists and activists with tools that can be relied upon to impact in the desired manner on the present situation.

He (1990:166) further states (words in brackets writer's own):

We have the power to alter both the dynamic and the direction of the totality that confronts us ... provided we realise that the educational arena is one of many such totalities which are themselves dynamically interconnected ... (and in so doing) ... gain a realistic idea of the possibilities as well as the limits open to educational activists.

Alexander is fairly radical in his views. He propagates the thesis that spaces must be found, created and exploited within the education system so that educational activists will be able to shift the balance of power in the system and so take control of additional areas. He feels, therefore, that any strategies developed will have to be subtle if they are to be effective. He uses the trade-union movement as an

analogy and explains how the movement used its economic role during the 1970s to shift the balance of power in commerce and industry while at the same time creating space for itself within the political arena (Alexander 1990:167). Alexander promotes the idea that a similar move should take place within the educational scenario.

1.1.4 The pivotal role of the teacher

It is the right of every child to be given an education which will not only fit him for life in the society to which he belongs but which will enable him to develop his innate talents and skills and to enlarge his life world when and if he so wishes. According to Van Schalkwyk (1986:193), the right to receive an education must be qualified. He maintains that "... it is only a right (or privilege) when there is also the opportunity to use it meaningfully in a suitable occupation." (cf 2.2.2 & 2.8). The child's education should, therefore, prepare him for incorporation into the job market (cf 2.6.2) but at the same time it must not have Verwoerdian overtones of relegating black people to the lower echelons of South African society by limiting educational opportunities in any way whatsoever (cf 2.2.2).

If the child's education is to be grounded in the ideals of the community into which he was born, then the ground motive of the community must form the basis of its educational policy (cf 2.7.5, 3.2.4 & 4.3.1). The community is under an obligation to safeguard its own norms and values by ensuring that educational activities adhere to universally as well as individually accepted principles, and are of the required standard (Van Schalkwyk 1986:51-52; 171-172). At the same time, educational standards must conform to the growth needs of the South African economy and society as a whole (cf 2.6 & 4.5.5). The teacher plays an essential role in the attainment of the above objectives as he/she is the pivot around whom educational objectives revolve and on whom they depend for fruitful application.

1.1.5 Equal educational opportunities

According to the Universal Declaration of Human Rights, Article 26 number 3, taken from the United Nations Charter of 1945, all children have a right to education and parents have a prior right to choose the kind of education that shall be given to their children (*Encyclopaedia Britannica* 1968 (11):828d; 1968 (5):838a) (cf 2.4.2 & 2.8.1). Dr Ken Hartshorne, a member of the De Lange Committee on Education, in his testimony at the Delmas treason trial in 1988 stated that it was naive to believe that politics could be kept out of education and that the crisis in black education could only be understood if there was an awareness of political ideologies and practice in South Africa. He went on to say that black parents had very little choice with regard to the education of their children and certainly had no democratic say in educational decision making (*The Star* 1988.06.09:6).

All children must be given equal educational opportunities (cf 2.4.2, 2.4.3 & 4.5) so that they can ultimately succeed in enriching their own lives and those of others. Equal educational opportunities must be made available to every student in South Africa (cf 2.3), and the rights of children and their parents with regard to educational integrity, secured. These educational opportunities should be found within the ambit of the child's life world where both informal and formal teaching play an essential role in the education and the becoming of the child. Community-centred education is essential if the ethos of individual communities is to be upheld (cf 4.3.1) and if communities are to recognise their corporate responsibility in the education of the youth of the nation (cf 2.7.3, 3.3.2 & 3.6.2). The parents (as primary educators) and the community (as an interested party) are part of the informal social structure and are fundamental components of the education system. They are essential to the child's well being and must, therefore, play a direct, if unofficial, role in choosing and training the teachers who are to play a part in the formal education of their children. The informal educators can then be assured that the ethos and ground motive to which they subscribe as a particular society is upheld. (Van Schalkwyk

1986:171-172;182). Once the child becomes part of the formal learning situation, and while he is in the care of the teacher/educator, his education and training becomes the teacher's responsibility. Consequently, the teacher must not only be adequately trained as a professional person in all the universal aspects of educational teaching (cf 3.3), he/she must also be aware of the philosophy of life and the life ethos of the particular community in which he/she serves, and be committed to passing on a specific ideology (cf 1.1.4 & 4.3.1). *Teacher training* must, therefore, be community centred (cf 3.6.2) and be of the highest quality if the teacher is to function effectively and pass on the essence of a community's ethos and ground motive to the child (Van Schalkwyk 1986:236-237).

A prevalent major problem in black education is the large number of *underqualified* teachers in the schools. Related to this is the problem of teachers who were not properly trained in the first place, or were trained so long ago that they feel hopelessly inadequate in this technologically progressive age (cf 3.2.5 & 3.3.4). If South Africa is to produce its own indigenous skilled manpower, able to keep up to date and to cope with first world technology, instead of importing foreign expertise, then there is an especially pressing need to upgrade those facets of teacher education which will facilitate this aim (cf 2.6.1). The *ERS Discussion Document* (1991:66) recommends that both in-service and pre-service teacher training programmes include modules on the use of the various types of educational technology. The role of the teacher in formal education cannot be emphasised enough. Quality education is the birth-right of every child and this can be achieved by offering more easily available upgrading courses for in-service teachers (cf 3.7.8 & 4.6), new and improved methods of pre-service teacher education (cf 4.7), and teacher training, resource and upgrading centres that are nearer to rural and small-town schools (cf 4.8).

There should be parity in educational standards (cf Tables 5, 6, 7 & 3.2) and, where necessary, radical action must be taken to implement these changes. This will help to induce stability in the

political and economic arenas, and to effectively bring about the desired social changes as equal educational opportunities become available to all South Africans (DET *Annual Report* 1992:24;26; *The Star* 1990.01.09:14) (cf 2.5.3 & 2.6). *Privatisation and deregulation* of education is one way in which at least some of the problems in black education can be solved (cf 2.5 & 4.3).

1.1.6 Teacher-pupil statistics

According to a report in *The Star* (1990.12.11:14), South Africa will have an estimated fourteen million children at school by the year 2 000 of which at least ten million will be black. The biggest growth rate will be at secondary level for which an estimated 147 secondary schools will be needed every year. Approximately 3 800 teachers will have to be trained in order to fill the available posts at these schools (cf 2.4).

Elaine Cosser, research officer for the South African Institute of Race Relations (in Graham & Siebert 1990:39), stated that despite the improvement in teacher qualifications, "... only a fifth of black teachers hold the minimum qualifications required by other (education) departments." In other words, the majority of black teachers in the Department of Education and Training are under qualified compared to the majority of teachers in the other education departments (cf 3.2.1). In the same article, Cosser further pointed out that once education has been made compulsory for all children, the backlog of qualified teachers will worsen. 1988 statistics provided by the Institute revealed a shortage of 5 531 primary school teachers and 1 350 secondary school teachers in public and farm schools controlled by the Department of Education and Training. These figures represented an increased teacher shortage of 27 per cent in 1988 compared with 1987 even although the total number of teachers had grown by 7 per cent over the intervening year (Cosser in Graham & Siebert 1990:38-39). One of the few success stories in black education has been the improvement in the training of teachers over the past decade. The percentage of matriculated black teachers has increased from less than 20 per cent

in 1980 to about 60 per cent in 1990. The percentage of teachers with degrees has likewise risen from 2.4 per cent to 4 per cent over the decade (NEPI 1992g:24). However, it is obvious from the above statistics, that under the presently accepted method of selecting and training teachers, and with the government's limited means, the supply of newly qualified **quality** teachers cannot keep up with the increasing demand without input from the private sector (DET *Annual Report* 1992:2) (cf 2.4.3).

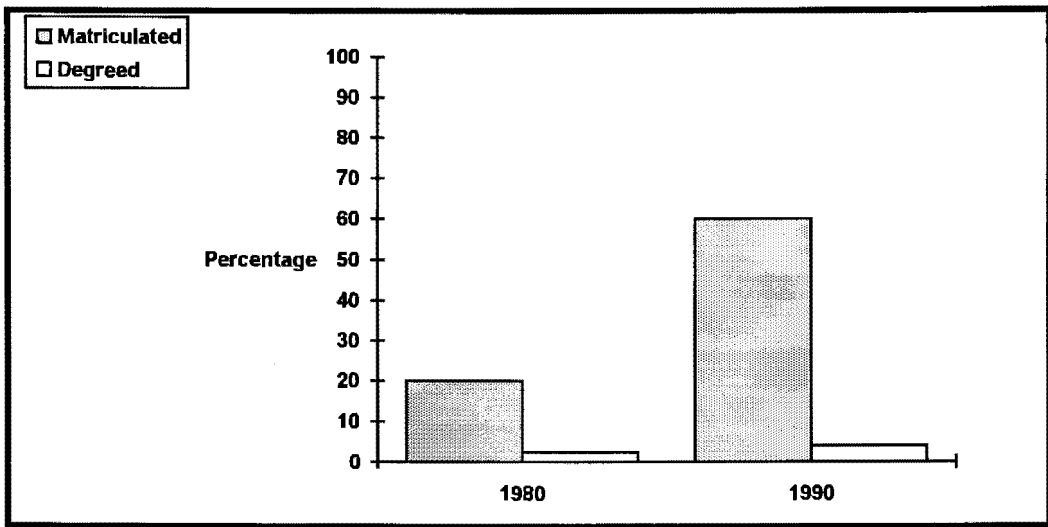


Fig. 1: Showing increased percentage of matriculated and degreed black teachers in 1980 and 1990

Source: NEPI 1992g:24

Overcrowding of classrooms is an ongoing phenomenon in black education. Graham (1990:39) estimates that if all black children of school-going age were to attend school, the teacher-pupil ratio would be 1:48. According to Van Heerden (*Sunday Times* 1990.07.08:21) (cf 2.4), the problems of overcrowding, a too high teacher-pupil ratio, and inadequate facilities, have not been solved despite an increased total government expenditure on education from 2.1 billion rands in 1980 to more than 10 billion rands in the 1989-1990 financial year. His stated teacher-pupil ratio figures are slightly different from those of the *South African Institute of Race Relations*, but are still educationally unacceptable: viz. the recorded teacher-pupil ratio of 1:45 in 1980, and 1:41 in 1989 (for black children). Some areas, such as Transkei, had a teacher-pupil ratio at primary

schools of 1:62 (*Sunday Times* 1990.07.08:21). Such ratios make a teacher's job almost impossible and certainly prevent children from getting the best possible education. This appalling situation can only be remedied if more teachers are trained and made available to every black school in the country. Whether this takes the form of improving the qualifications of teachers already employed by intensive in-house training, by training new teachers in colleges, or by a combination of these two methods, is a moot point. The fact is that the situation needs urgent rectification (cf 4.6 & 4.7).

According to Schoemann, public relations officer of the Department of Education and Training, (*The Citizen* 1987.12.28:5), the number of teachers without matriculation in the Department had dropped from 73.6 per cent in 1983 to 46 per cent in 1987. He maintained that this considerable improvement was possible because teachers were able to take the opportunity to study for a matriculation certificate and to use the facilities made available to them by the department's adult education section at the fifty one circuit centres spread throughout the country. There are thirteen colleges of education catering specifically for pre-service teacher training while the College of Continuing Training is responsible for both further and in-service training (*DET Annual Report* 1992:146). According to the same report (*DET Annual Report* 1992:258), 40.2 per cent of black teachers were unmatriculated in that year showing an improvement of only 5.8 per cent over a period of five years. This slow improvement may be ascribed to many factors. One of the factors being that some teachers are denied the opportunity to improve their qualifications because of reluctance on the part of the department and/or school principals to allow teachers to take the necessary time off to study for the matriculation certificate at full time institutions such as the Promat Colleges (cf 3.2 & 3.7). It appears from the *DET Annual Report* (1992:144;146) that the Department does not see the **matriculation** of non-matriculated teachers as one of its priorities although it provides programmes for upgrading teachers in other areas where they are lacking and emphatically declares its policy on this matter (*DET Annual Report* 1992:152).

The reluctance of the authorities to grant study leave is understandable, however, when it is realised that **good** teachers are in such short supply in the Department's schools that every one who is away for any length of time leaves an enormous gap which somehow has to be filled. This usually means an even heavier load on the remaining teachers and an even bigger teacher-pupil ratio in the classroom.

In light of the crisis in black education, the involvement of *non-governmental* agencies is essential (cf 4.6.2). It is in this regard that *privatisation* and *deregulation* in black education will be discussed in the following sections (cf 2.5 & 4).

1.1.7 Privatisation and deregulation of industry

Privatisation and deregulation are popular buzzwords which are currently in vogue (cf 1.3 & 2.5). These words have important implications for this dissertation and need to be understood in a broad context so as to be able to apply them to education and to judge whether the implications inherent in these words are relevant for education in the South African context and for black education in particular. In an address given by Dr Gerhard de Kock, the late Governor of the South African Reserve Bank, he stated categorically that "sub-Saharan Africa needs an unshackling of its human energies in a system of free private enterprise" (De Kock 1989:13-17). He maintained that privately-owned and managed businesses should be free to respond to the opportunities, the incentives and the disincentives of fluctuations in relative prices and wages, as determined in free and competitive markets. Such changes in relative prices should reflect fluctuations in relative scarcities and surpluses, preferences and needs (De Kock 1989:17). The *deregulation* of commerce and industry would mean a more democratic, less authoritarian, non-prescriptive approach by the state and the removal of inhibiting restrictions allowing freedom to diversify and innovate. In relating such observations to the educational scenario, it is acknowledged that the *deregulation* of education followed by

private initiative and *investment* in the particular area of black education become of crucial importance when consideration is given to the necessity of fulfilling the educational needs of the black population and the economic needs of the country (cf 2.5, 2.6 & 4.5). Too many people are living in educational poverty and so far the educational needs far outstrip the present available resources.

In general, the South African government is making serious efforts to move away from absolute control over many previously state monopolised concerns. Apparently successful examples of privatisation and deregulation over the past few years has been that of *Iscor* (the Iron and Steel Corporation) (1989) and *Escom* the (Electricity Supply Commission) (1990). These previously government owned corporations were turned over to the private sector and shares were bought by the general public (Dannhauser 1989:15). According to this article, privatisation appears to have turned out to be one of the most successful economic strategies of the nineteen eighties as more than fifty countries have advantageously adopted some form of privatisation. By the middle of 1988, Britain had privatised about one third of its work force by transferring state-owned companies to the private sector. (Moore [S.a.]; Dannhauser 1989:15). The strategy behind deregulation and privatisation appears to be that of removing administrative and financial pressures from the government by opening previously closed government controlled businesses to the general public. It appears that when privatisation is properly handled it benefits all concerned: governments, the organisations themselves, as well as employees. Privatisation has thus proved to be a spur to economic growth in a freer economy (Dannhauser 1989:15). The undoubted success of all these ventures has led many educationists and other interested persons to believe that a similar move in the field of education would perhaps enable South Africa to overcome some of the major problems which at present appear to be entrenched in black education (cf 2.7.6 & 4.3.2).

1.1.7.1 The rationale for privatisation

Privatisation refers to changing the status of a business, service or industry from state control to private ownership or control (Clarke & Pitelis 1993:440). In short, privatisation stimulates the economy to become richer, more productive, and provides more employment to the populace (Minford *et al.* 1986:1). Privatisation must of necessity go together with deregulation as there must be freedom to move in such ways as to satisfy the customers. Business cannot be bound by restrictions which will make it impossible to achieve maximum profit (Minford *et al.* 1986:3)(cf 1.1.7). To this end, privatisation aims at (Clarke & Pitelis 1993:444-446):

- relieving the financial and administrative burden of the government in undertaking and maintaining a vast and constantly expanding network of services and investments in infrastructure;
- promoting competition, improving efficiency and increasing the productivity of the services;
- stimulating private entrepreneurship and investment and accelerating the rate of growth of the economy;
- assisting in reducing the presence and size of the public sector with its monopolistic tendencies and bureaucratic support in the economy;
- freeing state resources so as to better meet essential commitments; and
- contributing towards meeting the objectives of the new economic policy of South Africa.

Van Brabant (1992:10; 282-283) maintains that :

The immediate effect of privatisation is to substitute shareholder for state monitoring and control of management. The impact of that shift in monitoring depends on the degree to which the new shareholders can motivate management to become more receptive

to maximising net asset values. The efficacy of privatisation will, however, ultimately be judged on its contribution to economic efficiency. Private initiated projects would probably proceed faster than if the same projects were to be initiated by the public sector where bureaucratic, labour, vested management and some political interests would continue to oppose transformation.

The above explanation of the benefits of *deregulation* and *privatisation* could just as well refer to *education* and will be taken as such by the writer in this dissertation.

1.1.7.2 Assessment of privatisation as a strategy

Arguments refuting the above claims are worth noting. It is claimed by critics of privatisation that (Clarke & Pitelis 1993:450;455)(cf 4.3):

- the public sector can be run more efficiently than it is at present;
- privatisation would increase costs to the general public;
- two sets of services would emerge: that is, one for those who can afford privatised services and the other for those who cannot and who have to continue to rely on public services;
- privatisation will not provide a miracle cure for all the problems (especially the inefficiencies) associated with the public sector;
- private enterprise cannot guarantee that the public interest will be served more efficiently and effectively by private interests;
- by diverting private sector capital from productive new investments to buying over public sector assets, economic growth would be retarded rather than encouraged;

- greater public accountability and a more transparent public sector would ensure greater efficiency in achieving the public and national interest while limiting public sector waste and borrowing; and lastly,
- privatisation may postpone a fiscal crisis by temporarily reducing fiscal deficits but it would not necessarily resolve the problems because the public sector would lose income from the more profitable public sector activities.

The above arguments (cf 1.1.7.1 & 1.1.7.2) are of value when discussing the pros and cons of *privatising education* and should be noted (cf 4.3). Clarke and Pitelis (1993:61) bring a well balanced viewpoint to the pros and cons of privatisation when they state that:

Dynamic efficiency refers to the ability to generate new resources in contrast to the good use of the existing resources which is static efficiency.

Black education in South Africa must generate **new** resources in order to meet the current challenges with dynamic efficiency (cf 4.3.2). This, the writer believes, may be achieved by *deregulating* and *privatising* or *semi-privatising* black education. Research on deregulation and privatisation by Savas and Stevens (Minford *et al.* 1986:14-15) has proved that private service is more cost effective than public service and that there is a higher level of efficiency and effectiveness. Deregulation and privatisation can achieve much as the stimulus of competition cuts costs and improves standards (Minford *et al.* 1986:27).

1.1.8 Privatisation and deregulation of black education

Dr Gerrit Viljoen, former Minister of Education and Development Aid (1988), stated in his opening address at the Department of Education and Training's Macro-planning Conference on 1 December 1988 that: "There are occasions when it is advantageous to move away from the traditional and investigate new ways to confront challenges ..." and "... to address them" (Viljoen 1989b:6). "We can only discover new seas if we have the courage to lose sight of land" (André Gide in Viljoen 1989a:6). Professor Owen

van den Berg (1990:9) of the Department of Education at the University of the Western Cape said that one way of reducing educational inequality is by:

... the gradual attrition of services for the best endowed group, while increasing the resources of the disadvantaged groups towards a mean that is common, but less opulent than the previously applying norm of the best endowed group.

With the best of intentions, however, the state cannot provide all the necessary educational infrastructure, and the basic resources provided by the state are woefully inadequate (cf 2.7.1). It is, therefore, incumbent upon any concerned community to make up the shortfall and to provide the additional resources that will give their children the quality of education considered adequate by that community (cf 2.4.2, 2.7.3 & 3.3). Van den Berg (1990:9) proffered the thought that although this might be an option which is feasible for the economically and educationally advantaged sectors of society, it would really only serve to perpetuate inequality if a pseudo attainment of equal educational opportunity for all was achieved. It is, therefore, essential that local businesses become involved in the supply of quality teaching-manpower and other resources (cf 2.7.4) and that foreign investment is encouraged (cf 2.7.2).

1.1.8.1 Advantages and disadvantages

The advantages of deregulating and privatising and/or semi-privatising black education are numerous (cf 2.7.6). The following are a few examples of how privatisation can enhance black education and help to eradicate some of the problems:

Parents will be forced to take a diligent interest in their children's education as they are assigned the task of personally ensuring that their children are being taught according to the community ethos and groundmotive in an acceptable social milieu (le Roux 1993:23-24),

and that high standards of teaching are maintained (cf 1.1.4, 3.3.1 & 3.3.2); all facets of the community will be morally obliged to become actively involved in the education of their children as community money is spent on necessities such as school buildings, supplementing teachers' salaries, buying essential hardware and seeing to the upkeep of the school (cf 2.7.3); business will be constrained to accept certain responsibilities for the education of its future employees as it too invests money in education (cf 2.7.4 & 3.3.3). Many members of the above mentioned components of the education system are not at present as actively involved in education as they ought to be and play a passive role in education. Being actively involved as a group and having a common aim, builds a good community spirit and draws a community together (cf 3.5).

There are complex practical issues involved in the privatisation of black education. These issues pose problems which would have to be overcome before privatisation could be successfully implemented (cf 2.7.7). A few examples will suffice:

The majority of the black population is poor. If they, as a community, are to take over most of the responsibility of running community schools, and if they are to be involved in the training of teachers who would fulfil all the educational needs of the black community, then they would have to be financially as well as morally committed to the task (cf 3.5 & 3.6). Such people would not have the financial means to be able to cope with such a heavy financial obligation. The black population is growing at such a fast rate that local communities would not be able to keep up with the need for new schools and more teachers; schools in the wealthier areas would have much more in the way of amenities than those in the poorer areas, and farm schools in particular would suffer lack. It is evident, therefore, that if the needs of black education are to be met, then private enterprise needs to become more involved in community efforts to upgrade the standard of black education in South Africa (cf 4.5).

In this regard, piecemeal efforts have been made by various non-governmental organisations such as the Tertia King Learning Academy in Tembisa (cf 3.5), the Project for the Establishment of Pre-primary and Primary Schools (PEPPS) (cf 3.6.1), the Teachers Opportunity Programmes (TOPS) (cf 3.4.1), the South African Council for Higher Education (SACHED) (cf 3.4.2), the St. Alban's College teacher upliftment programme (cf 3.4.3), the Natal University's part-time BA courses for African teachers in Pietermaritzburg (cf 3.4.4), the Molteno Project (cf 3.4.5) and the Promat College organisation (cf 1.3 & 3.7).

1.1.9 Summary

In summary, the whole concept of the *deregulation* and *privatisation* and/or *semi-privatisation* of education needs to be examined very carefully. The proposal by government concerning deregulation and privatisation of education must be examined with an open mind (cf 2.5.1), and it must be understood for what it is worth. "Privatisation must benefit the people" (De Villiers 1989:2). It must provide "... incentives to achieve productive efficiency (the achievement of profits) and allocative efficiency (the keeping of prices close to consumer product valuations)" (De Villiers 1989:2). Without the help of the private sector this is an impossible goal because of the current poor economy. In an address given at the annual conference of the Free Market Foundation in June 1984, O'Dowd (1984:1), posed two questions relevant to this discussion: should the government pay for education or at least make a substantial contribution towards it, and should the government actually run schools? Or, should these responsibilities be taken over fully or in part by other interested bodies such as parents who have a more personal vested interest in education? (cf 2.7, 4.2.1 & 4.3).

The DET's *Annual Report* (1992:2) states categorically that:

... the sources of State revenue are insufficient to meet all the expectations and demands for social services to be provided for South Africans. Education

... is one of the fastest growing Government services. With an annual increase in the number of pupils currently in the region of 5.5 per cent, the need to build more schools, appoint more teachers and provide other resources makes almost impossible demands on the Treasury.

According to the above statement, the state does not have the monetary resources to properly address the problems in black education, therefore the community at large will have to become more involved (cf 2.7.1)

1.2 PROBLEM FORMULATION

In view of the present crisis in black education described above (cf 1.1.1) there is a need to move away from the almost absolute control of black education by the state (cf 2.2.2) to a more community controlled education (cf 2.7.3, 3.3.2 & 4.4.2). Such a situation may be aided by the *deregulation* and *privatising* and/or *semi-privatising* of black education, specifically of *teacher training* (cf 3.3 & 4.3), which will assist in apportioning equal educational opportunities to all members of South African society (cf 1.1.5).

In order to facilitate research, the problem has been subdivided into several related problems identified below:

- What is understood by privatisation in general?
- What attempts have been made to implement privatisation abroad and in South Africa?
- What is the role of the state as instigator of deregulation and privatisation?
- What is the current role of commerce, industry and the community in the implementation of privatisation with particular reference to education?

- What are the advantages and disadvantages of privatisation in general, and specifically to education?
- What is the current provision of teacher training for blacks, inclusive of pre- and in-service training in South Africa and what are the present and future needs of the black population for quality teacher training?
- What private endeavours are currently being employed to upgrade black teachers in South Africa and what models of privatisation are currently being employed by non-government institutions and organisations to upgrade various facets of black education? What particular role is Promat College playing in these endeavours?
- What strategies should be devised for involving private enterprise in black education with a view to training teachers of quality?

1.3 AIM OF INVESTIGATION

The aims of this investigation are formulated as follows:

- Privatisation and deregulation are first of all discussed from a general perspective (cf 1.1.7, 2.5 & 2.5.1). Brief mention is made of examples of privatisation or semi-privatisation of education in foreign countries while particular reference is made to South African examples (cf 1.1.7 & 2.8). The role of the state as the instigator of deregulation and privatisation, with particular regard to economic policy, is examined (cf 2.4.3 & 2.5.1). The role of business and industry (cf 1.1.7, 2.5.1, & 2.7.4), as well as community participation (cf 2.7.3), is deliberated upon. Secondly, privatisation of education, with particular reference to black education, is discussed (cf 2.5). Some advantages as well as disadvantages are noted and considered (cf 2.5, 2.7.6 & 2.7.7).

- The present provision of black teacher education is discussed in the light of the future needs of the black population for quality teacher training institutions. Recognised institutions, (universities and teacher training colleges), currently offering pre-service teacher training courses are mentioned (cf 3.2.1 & 4.1.2).
- Privatisation or semi-privatisation of teacher training is considered as an alternative to monopoly by the state. Various private endeavours offering matriculation courses as well as various in-service training courses for the enrichment and upgrading of black teachers are discussed with regard to policy, financing, and accreditation (cf 3.4, 3.5 & 3.6). The Promat College organisation is used as a case study and is examined with regard to policy, legislation, financing, management, and accreditation (cf 3.7).
- Finally, educational strategies will be proposed whereby black education, and teacher education in particular, may be deregulated and privatised or semi-privatised so as to be released from the constraints of tight governmental control and thus provide more adequately for the educational needs of the black population (cf 4).
- An overview of the research problem is given (cf 5.2), final conclusions are reached (cf 5.3) and areas for possible further research are identified (cf 5.4).

1.4 METHOD OF STUDY

The principal method of investigation used in this dissertation was a literature study (Schumacher & McMillan 1993). There is a paucity of recently written material on topics relating to the particular problems discussed in this dissertation. Consequently, recent articles written by educationists, pedagogicians, and economists, in local newspapers, magazines, and journals, were of greatest value to the investigation. Care has been taken not to transport ideas indiscriminently because of the dual nature of South Africa's

economy (being a mixture of first and third world). Instead, an attempt has been made to gain understanding and insight from the successes and failures of other countries and to profit from their experience (cf 2.8 & 4.4.2).

The literature study was supplemented by various kinds of informal interviews that were conducted by the researcher with experts in the field of education and economics. Because of the writer's position as Principal of Promat College Springkell at Modderfontein, observations and interviews with underqualified teachers studying at Promat College Springkell were also a valuable source of information (cf 3.2.4 & appendix). It must be noted that the views expressed are those of the writer and are not necessarily in agreement with those of Promat management and trustees. The writer has been Principal of Promat Springkell since 1989 and as such holds a position of trust within the organisation. For this reason it is requested that confidential and sensitive information dealing with internal affairs and problems at the colleges remain so (cf 3.7.12 & 3.7.17).

The writer acknowledges that her professional position as part of Promat management and her intimate involvement in the administration and policy-making of the matriculation colleges is a possible disadvantage as this could cause a lack of objectivity when assessing the quality and success of the matriculation colleges.

Positive attributes of the writer's position within the organisation are: access to data that is not available to people outside the organisation, access to inside information that is discussed at management and principals' meetings, and direct access to the students, on both an academic and social level, who are studying at the colleges.

The interviews took various forms: person-to-person, telephonic, and unstructured questionnaires. (Examples of the questions posed in interviews and the unstructured questionnaires are given in the appendix).

1.4.1 Presuppositions

The dissertation was written from a point of departure shaped by the following pre-suppositions.

- The writer firmly believes that every child has the right to quality education and equal educational opportunity taking into consideration the following pre-suppositions:
- The universality and individuality of all persons is recognised. This implies that the black child has an undeniable and incontestable right to a quality of education which will enable him to attain self-responsible adulthood and make him a valuable member of modern society. An accountable education must, therefore, acknowledge and provide for the universality and individuality of the black child's educational rights. There must be a balance of commonality and diversity. Diversity must be accommodated according to the natural bases arising from society itself and must not be contrived (ERS 1991:20-22).
- The ontic features of universality and individuality are also recognised. Thus, while universal principles regarding the right of the child to an equal and fair education can be derived from the study of various education systems, the opportunity to achieve as much as his or her innate ability will allow, and the means by which this can be achieved, depends on the particular circumstances of the child's life-world. An accountable educational strategy must, therefore, comprise universal requirements as well as situational demands (Van Schalkwyk 1986:303-318).

- Constancy-change is recognised as important to this dissertation and must be considered as essential in deciding what can be altered so as to fit in with changing situations. Accountable educational practice must take into consideration the changing circumstances in South Africa and allow for the academic development and subsequent utilisation of black potential as determined by the demands of change in South Africa.
- It must be noted that the term 'black' as used in this dissertation refers in particular to members of the Negroid race and does not refer to persons of mixed race or to South African Asians.

1.5 CHAPTER DIVISION

The second chapter deals with a literature review considering deregulation and privatisation from both the general economic and the specific educational point of view. Privatisation in education is viewed from an historical perspective. Reference is made to all the various phases of education, including pre-school, primary, secondary, special schools, and adult education as well as teacher training. Relationships between the various sectors with regard to the extent of involvement and financial responsibility are discussed. The possibility and extent of foreign investment is discussed. Examples of privatisation are taken from abroad and from the South African scenario. Some advantages as well as disadvantages are outlined.

The current and future provision for quality black teacher education is discussed in light of the prevailing structures with regard to institutions, policies, legislation, management, financing, and accreditation by government. The involvement of commerce and industry and the community are noted. Full-time studies are seen as only a part solution to the problem of upgrading, and recognition is given to the need and importance of part-time, in-service training. The pros and cons of the Zimbabwean education system are briefly discussed.

In the third chapter, reference is made to various private enterprises that are concentrating on the upgrading of black teachers in the Republic of South Africa. The Promat organisation is used as a case study and is discussed in detail and evaluated as a working example of the privatisation of teacher education and the in-service upgrading of black teachers in South Africa.

In the fourth chapter, strategies are suggested that should lead to quality education for black children. Broad recommendations are made as to policy, legislation, finance, resources, and community commitment to teacher upgrading.

Finally, in the fifth chapter, an overview is given of the pertinent points regarding the privatisation and deregulation of black education and of teacher training in particular in South Africa. Final conclusions are drawn and some suggestions for further research are made.

1.6 IN CONCLUSION

The investigation endeavours to pinpoint one of the root causes of the poor quality of education received by many black children in South Africa today. Society can not afford to ignore the situation nor allow so many of its bright young people to be lost to the economy because of inadequacies in the education system. Instead, society must take on the responsibility of ensuring that every child has the opportunity to develop to his or her full potential and to become self-reliant, responsible and worthwhile members of the community. Children can only achieve the goal of self-responsible adulthood and fulfil their mandate if they are given the opportunity of a good education. This means that they must be taught by teachers who are thoroughly conversant with their subject matter, professionally well trained, and have the welfare of the child at heart. To this end, strategies must be devised that will allow the realisation of such a task so that both the child and society as a whole will benefit. The deregulation and privatisation and/or semi-privatisation of teacher-

education has a key part to play in the attainment of quality education for black children in South Africa.

The following chapter will give a brief historical overview of black education and will endeavour to clarify the need for privatisation or semi-privatisation of black education in South Africa.

CHAPTER 2

STATE AND PRIVATE UNDERTAKINGS IN BLACK EDUCATION

2.1 INTRODUCTION

The crisis in black education is exacerbated by numerous problems underlying the communities' dissatisfaction with the black school system (cf 1.1.1). It is clearly evident that for the crisis to be properly resolved, something has to be done about the negative features in black education. Perhaps more than the importance of quantity, **quality** in and of education needs to be addressed (cf 1.1.2).

In order to understand why the quality of contemporary black education is so poor, and to recognise the feasibility and wisdom of deregulating and encouraging privatisation or semi-privatisation in black education in order to improve the quality, it is necessary to have a brief look at the historical background of black education in South Africa (cf 2.2). One must note how in the change from community control to private control and ultimately to state control, an authoritarian and paternalistic attitude emerged that prevented black people from receiving an education that was on a par with that of whites thus laying the foundation for much that troubles South Africa today.

South Africa's educational problems are not unique. Many countries encounter or have encountered similar problems. It will, therefore, be helpful to take a glimpse at some of the educational problems and achievements of other countries (cf 2.6.2 & 2.8).

Demographic trends has led to an unprecedented growth in numbers of school-age children (cf 2.4.1) leading to various state initiatives to research the problem (cf 2.4.1 & 2.4.2).

The deregulation and privatisation and/or semi-privatisation of black education is a possible method of improving both the quantity and quality of education in the shortest possible time (cf 1.1.8). This method of improving education has implications with regard to the economy (cf 2.5.1), to the current relevance of the curriculum (cf 2.5.2 & 2.6), to the financing of education (cf 2.7) and to a higher quality of community involvement in education (cf 2.7.3).

2.2 AN OVERVIEW OF THE ROLE OF THE STATE IN BLACK EDUCATION

Formal education for blacks was first held in the *private hands* of missionaries for the express purpose of bringing Christianity to the indigenous peoples of southern Africa. Between approximately 1904 and 1953 the administration of black education was the joint responsibility of the churches and of the provincial education departments. During this period, the financing of black education gradually became the responsibility of the central government. The responsibility for black education was removed from the care of the church in 1954 and placed under state control where it has remained until the present time (1994)(*National Education Policy Branch* 1991:2-3) (cf 2.2). This dissertation argues for deregulation and a return to the private and/or semi-private ownership and management of black education (cf 1.1.8, 4.3 & 4.5).

2.2.1 Early historical background

The state-controlled education system of South Africa is little more than a century old. It was only towards the end of the 19th century that the state began to assume responsibility for secular education. As was noted (cf 2.2), the education of black people was left mainly to missionary societies and churches until well into the 20th century although there was increasing involvement by the state in financial aid and supervision (South African Bureau for Information 1985:1; Mawasha 1969).

2.2.1.1 Community control

Previous to the coming of missionaries to Southern Africa, education was traditional and informal in nature and emphasised the importance of the group. Education responded to the needs of the society in which it functioned and was, therefore, as diverse in practice as there were tribes in southern Africa at that time (Stone 1984:76). Continuity was an overriding factor in educating the young of a particular society as conservatism preserved and maintained the established norms and values of the community. Change was permissible and inevitable but was slow and took place within the limitations of the dynamics of a particular society and time (Stone 1984:90-92). The community as a whole was responsible for, and involved in, the education of its young.

2.2.1.2 Missionary control

The control of formal education for blacks was first held by the missionaries with little interference from the state. Informal, community controlled education, as for example in 'initiation' or 'bush schools', carried on alongside the missionaries' endeavours. A statement by the Select Committee on Native Education (Cape) of 1908 sums up the days of missionary education in South Africa thus (Nutt 1957:1):

The present situation cannot be understood without recalling that the education of the Bantu was begun by missionaries working in isolation from each other and from the Government, and the system that thus sprang up, while much modified by State superintendence, consequent on the giving of grants from the public treasury, is still, in the main a missionary undertaking, so that there is neither a purely missionary system nor a purely State system of Bantu education.

From this, it appears that the formal education of blacks was the prerogative of the select few (South African Bureau for Information 1985:20).

2.2.1.3 State control

According to Ruperti (1983:293), black education in South Africa has passed through many transitional stages: first came a long period of 'Native' education which ended in 1954, then followed a shorter period of 'Bantu' education during which a separate system of education for blacks developed. It was only after 1950, however, that the demand for formal education surged, and various acts of parliament were passed which assigned full responsibility for the education of the various population groups to different ministries. To date, black education is under the control of the Ministry of Education and Training (South African Bureau for Information 1985:1).

2.2.2 Black education under state control after 1950

One of the primary aims of state education in the early years of control by central government was to eradicate illiteracy among the black population. This aim was more or less achieved by 1959, whereafter the emphasis shifted firstly to the provision of higher primary education and later, in 1967, to secondary education. The provision of technical education (1972) and adult education (1975) followed. University facilities were extended from 1960, and because the development of teacher training was considered an essential component in the facilitation of providing education to as many black students as possible, attention was given to this area of black education (South African Bureau for Information 1985:21). The overriding factor, however, was to give the black person the kind of education thought to be in keeping with his status in life according to apartheid policy.

2.2.2.1 Verwoerdian policy on black education

In June 1954 Dr Hendrik Verwoerd (1954:5-24) addressed the South African Senate about government policy on black education. Verwoerd (in Harrison 1985: 191), in his address to the Senate, explained his policy thus:

The school must equip the Bantu to meet the demands which the economic life of South Africa will impose on him...There is no place for him in the European community above the level of certain forms of labour. Within his own community , however, all doors are open ... Until now he has been subject to a school system which drew him away from his own community and misled him by showing him the green pastures of European society in which he is not allowed to graze ... What is the use of teaching a Bantu child mathematics when it (sic) cannot use it in practice?... That is absurd. Education is not, after all, something that hangs in the air. Education must train and teach people in accordance with their opportunities in life ... It is therefore necessary that native education should be controlled in such a way that it should be in accordance with the policy of the State.

Education was thus recognised as the key to preparing black persons for the position accorded them in South African society as dictated by the Nationalist philosophy of apartheid (cf 1.1.4). The fact that most black schooling and nearly all black teacher training was in the hands of the mission schools was seen as threatening because of the danger of liberal ideas being absorbed by ‘untrained minds’ and the undermining of black African culture (Harrison 1985:190). It was believed “... that the academically educated non-European, with no roots in reality and his head full of book learning could be ‘a social misfit and a political danger’ ” (in Harrison 1985: 190).

In order to gain control of black education and to install the apartheid philosophy, Verwoerd's Bantu Education Act was passed in 1953. This Act removed control of black education from the provinces and placed it under the control of the Department of Native Affairs in central government (Harrison 1985:190). Mission schools were forced to close as government aid was first reduced then stopped altogether. According to Harrison (1985: 190), only the Roman Catholic schools out of some forty denominations were able to raise enough funds to continue as independent schools. All schools were required to register with the Department and to follow the syllabus as laid down by the government (Harrison 1985:190).

a Teacher training

The next move was to take over the *training of black teachers*. The mission colleges, such as Kilnerton in Pretoria, were given few options: they could either rent or sell their premises to the government, or they could withdraw entirely from teacher training and use their premises for primary or secondary schools (Harrison 1985:190). The missions were allowed to continue training teachers but it was to be at their own expense and Verwoerd made it very clear that there was no guarantee that employment would be made available to mission graduates (Harrison 1985:191). Coupled to this was the announcement that salaries would probably drop because, according to Verwoerd (Harrison 1985:191): "The Bantu teacher serves the Bantu community and his salary must be fixed accordingly." This announcement caused an almost immediate drop in the number of black teachers in training: from 8 817 in 1954 to 5 918 in 1961. This had a detrimental effect on pupil-teacher ratios in the classroom: 40 to 1 in 1953 and 50 to 1 by 1960. It had a correspondingly adverse effect on examination results: 259 black candidates passed the matriculation examination in 1953, while only 115 passed in 1961 (Harrison 1985:191).

The removal of black education from private to state control and from the oversight and concern of the community was a leading factor in the degradation of black education.

2.2.2.2 Effects of Verwoerdian policy on education

The immediate effect of the Verwoerdian policy was a *numerical expansion* of black education (cf 2.4). However, other less positive effects that are of significance to the current situation in black education are well documented.

According to Harrison (1985:191-192) the number of black children at school doubled between 1954 and 1965. Despite this increase in the black school-going population, government expenditure on black education actually decreased from 8,7 rands per child to 4,9 rands per child, whereas expenditure on white education increased from approximately 50 rands to 75 rands per child during the same period. Government spending on black education had increased enormously by 1975, but as Harrison quite rightly says (1985:192), the legacy of those years of purposeful neglect is not easily expunged. Only four and a half million of the approximately eight million black children between the ages of six and nineteen were in school, and of these, one in four was being taught in double sessions because of the shortage of teachers and classrooms. Teachers were forced to teach double sessions of one group of children in the morning and another group of children in the afternoons. Of these teachers few were properly qualified as by 1977 only one in fifty black teachers had a university degree and only one in nine had passed matric. According to Professor Chris Cresswell, former head of the Department of Botany at the University of the Witwatersrand, most of the able black men in modern contemporary society, such as Dr. Nthatho Motlana and Gatsha Buthelezi, "were brought up pre-Bantu Education" (Harrison 1985:192).

An observation made by Michael Cork, headmaster of St. Barnabas College in Johannesburg (Harrison 1985:192), pinpoints a problem that the teachers of the Promat matric colleges have proven true: Bantu Education has produced black people who suffer from a great lack of confidence when dealing with anything new. Their skills in communication and understanding are poorly developed, and their command of English, even as a second language, is most

unsatisfactory. Most black people show a marked neglect of the early development of conceptual thought.

a Effects on teacher education

A further inroad into the efficacy of black education was made by another government decree: integrated university education was no longer to be allowed and blacks were to have their own ethnic universities. It was made a punishable offence for any black person to register at any white university without permission from the Minister of Education (Harrison 1985:192-193). The courses offered at these ethnic universities were limited mainly to arts and humanities. Little science was offered, and no engineering. Should a black student wish to study a course which was not offered at an ethnic university he could apply to study at a white university, but of the one hundred and ninety applications made in 1960, only four applications were approved (Harrison 1985:194-195). This resulted in fewer mathematics and science teachers graduating and as most graduates opted for professions with higher status and more pay than was offered to teachers, an increasing depletion of well-qualified mathematics and science teachers resulted in fewer pupils able to study these subjects and pass them at matriculation level. The perpetuation of the cycle has resulted in further depletion of teachers of these subjects in the schools.

The Verwoerdian policy of education for blacks was authoritarian and rigid in application. The black community was not able to express its views as to the type of education nor to the standard of teaching given in its schools. This education policy has left a legacy of thousands of *poorly trained, ill-equipped teachers* and poorly educated students that has, since its inception, had repercussions for all of South African society and still remains a negative influence on the education of black teachers and therefore on the children they teach. The Department of Education and Training Act, No 90 of 1979 (NEPI 1992g:7), regulates black teacher education and, although not nearly as repressive as the 1953 Bantu Education Act, is not particularly progressive in its application to current

technological and economic needs.

According to the *National Education Policy Investigation* (1992e:13), the key ingredient in the process of preparing pupils for the workplace is the acquisition of good language, mathematics, and science capabilities. Statistics in 1990 showed that only 8 538 Department of Education and Training (DET) matriculants out of a total of 58 986 enrolled for mathematics and only 17 per cent passed (NEPI 1992g: 20)(cf Tables 2 & 3). The need for more and better qualified mathematics and physical science teachers together with an improvement in the instruction of mathematics and physical science in schools throughout the country is therefore self-evident.

Table 3: Standard 10 DET 1990 maths and science results

Subject	No. of candidates	No. of A passes	No. of passes	% passes	No. failed	% failed
Mathematics	8538	15	1485	17	7053	83
Science	7107	2	2744	39	4343	61

Source: DNE, NATED 02-212(92/01) (in NEPI 1992g: 20)

The DET, although controlling only about 15 per cent of all teacher trainees, exerts an enormous influence on black teacher education through direct and indirect links with black teacher training colleges. The four universities under the control of the DET offer degree courses for secondary school teachers and therefore has a dominating influence on the courses offered and the standard of the graduates passing through (NEPI 1992h:7) (cf 2.7.4).

2.2.2.3 Effects of Verwoerdian policy on the economy

The effect of Verwoerd's Bantu education policy has had a rippling effect not only on the quality of black education up to the present time (1994), but also on the South African economy (cf 2.5.1). Dr. Ampie Roux, President of the South African Atomic Energy Board in 1979, drew attention to the fact that there was a shortfall of seventeen thousand engineering technicians in South Africa and that

the annual output of three thousand technically trained people fell far short of the need (Harrison 1985:195). He went on to say that "...it is evident that South Africa will increasingly have to rely on its own resources... One solution to the shortfall is to train blacks as technicians" (Harrison 1985:195)(cf 3.2.1.1). Little, if any, improvement had been made by 1980, and Professor Gideon Jacobs, director of the Graduate School of Business Administration at the University of the Witwatersrand, (in Harrison 1985:96), estimated that one hundred thousand jobs remained unfilled with the lack of skills as being the most serious problem facing industrial development in South Africa (cf 2.6.2). Harrison asserts that by refusing to develop the potential of its black population through quality education, South Africa has stultified its own economic growth and has, moreover, opened the country to political disaffection (Harrison 1985:196) (cf 1.1.1).

According to Hartshorne (1992:23), the history of neglect, inferiority, inequality, and discrimination in black education has led not only to frustration, anger and a wastage of human potential but has also cost South Africa dearly in economic terms. He contends that the money spent on primary schooling has been unproductive because children have not stayed long enough to achieve even basic literacy and numeracy skills. This has led to a loss of economic growth and development as well as to social and political unrest. *Inadequately trained teachers* who themselves have a poor standard of education cannot motivate children to stay at school.

It was pointed out in Chapter one that many factors bedevil South African education (cf 1.1.1). Heese reiterates this conclusion when he summarises these same factors. He goes further, however, when he says that the political cry for 'liberation before education' has had important repercussions on the economy of the country and on the individual lives of thousands of people. One of the consequences of this injunction has been the virtual cessation of the education process in some places. At the same time, a generation of pupils has been created who have no formal schooling, no regard for authority, and are therefore either unemployable, or if employed, are easy to

incite to civil disobedience (cf 2.3): the so-called 'lost generation' (Heese & Badenhorst 1992:viii). This breakdown in the education process has added impetus to the call for change (cf 1.1.3). Another consequence of the 'liberation before education' cry has been the erosion of educational standards. Complaints are made every year about the generally inferior matriculation results of black students writing with the Department of Education and Training (cf Tables 1 & 2; 3.7.5). Recriminations are made but all this serves to prove is that there is a great need to identify and rectify particular problems and to pursue without delay the ideal of making equal educational opportunities available to all peoples in South Africa (in Heese & Badenhorst 1992:viii) (cf 2.4.2). The pursuit of this ideal is more difficult than would appear at first glance. As has been noted, the government is committed to parity in the funding of education and making equal educational opportunities available to all (cf 2.4.2) but although much progress has been made in this area, great disparities in financing education still exist between the various racial groups. This bone of contention has prevented factors such as demographic trends and historical development from being taken into consideration and the progress that **has** been made is largely ignored and tends to exacerbate educational anomie. New educational policies need to take these factors into consideration (in Heese & Badenhorst 1992:viii) (cf 4.3).

2.2.2.4 Conclusion

As previously stated by Hartshorne the underlying rationale of black education in South Africa is often more overtly political than educational, and dissatisfaction with educational matters is invariably linked to the political dispensation (cf 1.1.2 & 1.1.5). Addressing the issue of *quality* in black education in South Africa will therefore not only require additional resources but perhaps more importantly, it will require profound changes in educational policy (cf 4.3).

2.3 EDUCATIONAL ANOMIE

The market for education in South Africa is nowhere near saturation point. Instead of lessening the need for educational resources, statistics reveal a growing need for more educational facilities and teachers, especially by the black population (cf 1.1.5 & 2.4.1). Over the years there has been a growing demand for more resources as educational institutions become increasingly less able to cope with the demands made on them (cf 1.1.6 & 2.7.1). South Africa has a dual economy with many aspects of the developed world, but to all intents and purposes it is considered a third world developing country as it has a per capita income of only one-seventh that of developed countries. This, concludes Van Vuuren (in Heese & Badenhorst 1992:66), infers that "...we cannot spend what we do not have."

Demands for racially desegregated education, growing numbers of adults and children looking for equivalent education (cf 1.1.5), shrinking supplies of money (cf 2.7.1), and pupil and teacher unrest (cf 1.1.1), are all part of the problem and lead to a state of society in which normative standards of conduct have weakened or disappeared and a state of lawlessness and normlessness exists (DET *Annual Report* 1992: 8;10)(cf 1.1.1). In order to remove this educational anomie, an aberration induced, according to Adey (in Heese & Badenhorst 1992:66), by socio-educational manipulation and the ravages of apartheid that did not take the particular life values of various cultures into account (cf 4.3.1), South Africa will have to be both moral and pragmatic. Reducing spending, as Adey points out (in Heese & Badenhorst 1992:66), may be a pragmatic solution in the short term but in the long term it cannot work, nor is it ethical or moral and may even be dangerous. He does not explain why this may be so but it is fairly obvious that if South Africa is to develop economically, and be on a par with the highly economically developed countries, then spending on education, especially in the technical fields, must be a priority.

2.4 GROWTH IN BLACK EDUCATION

The state has not made the upliftment of black education in all its various facets an overriding priority. It has aimed at providing primary schooling for as little cost and for the largest number of black children as possible (cf 2.2.2). It has, however, according to Hartshorne (1992:24), resorted to quantifying: quoting enrolment figures, growth figures, and increases in expenditure without assessing the *quality* and *relevance* of what is being learned, its value to the students and the communities from which the children come, or to the economic development of South Africa as a whole [Useful comparisons can be made with other countries (cf 2.6.2 & 2.8)]. Deregulation and privatisation and/or semi-privatisation of education should bring about more efficient management of resources in black education. Schools and teachers that are funded by the private sector and managed by the community (cf 2.7.3, 2.7.4 & 2.7.5) would be accountable to their benefactors thus ensuring the maintenance of quality output.

2.4.1 Demographic trends

According to the March 1994 Central Statistical Service (1994) the total South African population, excluding Transkei, Bophuthatswana, Venda & Ciskei (the former TBVC states) is currently judged to be approximately 32 589 million. Approximately 12 million people are under the age of 15 years. Only 8.5 million of these children attend school. Of these scholars approximately 73.6 per cent are black. It is projected that by the year 2 000, 85 per cent of the school population will be black. According to the *Education Renewal Strategy Discussion Document* (1991:7), student numbers in schools and colleges have increased annually over the past five years by an overall annual average of 4.3 per cent. This meant an 11.50 per cent growth rate of students in Department of Education and Training schools and colleges. Because of the high population growth rate of the black student population, the state has been unable to maintain an adequate supply of educational resources. The ERS document (1991:8) estimates that in 1990, apart from physical facilities, textbooks and other supplies and services, an additional 10

000 (mostly black) additional teachers should have been employed if educational standards were to have been maintained. It is clear, therefore, that the sustained annual growth in student numbers is making almost impossible demands on the education system as regards achieving and maintaining high quality education and preventing further backlogs from occurring (ERS 1991:8). This has resulted in the education and training needs of the black population not being met (cf 1.1.5), which in turn has had a detrimental effect on the South African economy (cf 2.6.4).

Demographic trends for the black population of South Africa therefore indicate an enormous growth in the school population with the concurring demands that this will place on the education system (cf 2.4 & 2.7.2). Dr. G N van Viljoen, former Minister of Co-operation, Development and Education, made the following statement about educational policy (in Marais 1988: 161):

There is one independent demographic factor which has a very important influence on the provision of education for blacks who currently constitute 75 per cent of the total school population of South Africa, and that is the enrolment explosion at all educational institutions.

This 'enrolment explosion' is aggravated by factors such as current backlogs, rising costs, the need for more balance between a general formative academic education, and a general formative career oriented education. There is a need for increased numbers of well-trained, experienced professional teachers, for compensatory education, and for a balanced development of educational services for black people throughout the country. It is essential to eradicate the high failure rate in all standards, as well as to raise the level of achievement in all standards, particularly in crucial subjects such as the natural sciences, mathematics and English (cf Tables 2 & 3; 2.5.1 & 3.2.5). Teacher and student boycotts must not be allowed to disrupt the education process (Engelbrecht & Niewenhuis in Marais

1988:161) (cf 2.3, 2.6.3 & 3.2.5).

Engelbrecht and Niewenhuis (in Marais 1988:162) suggest that certain immediate measures can be taken which will make up some of the lost ground: adequate provision can be made for increased enrolment in terms of teacher-pupil and pupil-classroom ratios, further expansion of teacher training by establishing a number of smaller teacher training colleges, the recruitment and training of a larger number of black administrative staff, the improvement of training and vocational opportunities for blacks in education, the acceleration of a programme of upward mobility for blacks in the decision-making strategies of the department for educational affairs, acceleration of the process of decentralisation and social involvement, increasing the pass rate for all standards by, for example, better and more professional teaching, and most important of all, according to Engelbrecht and Niewenhuis, is the establishment of a formula for the financing of education for all departments and all population groups to be administered by the Minister of National Education (in Marais 1988:162) (cf 2.7, 4.2 & 4.3).

Demographic factors demand that all possible methods and mechanisms be put into play as soon as possible in order to meet the growing demand for education at all levels. As Engelbrecht and Niewenhuis assert (in Marais 1988:162), the critical factors are the generation of sufficient funds with which to put the planned programme into operation, and the recruitment and training of sufficient teachers (cf 3.2 & 3.3). Engelbrecht and Niewenhuis suggest (in Marais 1988:162) that the state's contribution to education as a percentage of the total budget will have to rise considerably if educational parity is to be realised. This is not really practical considering that the state is already paying the maximum it can afford (cf 2.7.1). They qualify their proposal (in Marais 1988:162), by remarking "... that the realisation of parity will be retarded by the process of recovering lost ground and the sheer number of black pupils." The researcher suggests that *deregulation* and *privatisation* and/or *semi-privatisation* of the black education

system be considered a priority. This could be accomplished fairly quickly with many positive characteristics and hopefully very few negative aspects if properly planned and managed (cf 4.3).

Candidates for teacher training are no longer accepted without a matriculation certificate and are selected on the basis of their suitability for the teaching profession (Van Vuuren 1994). According to Engelbrecht and Niewenhuis (in Marais 1988:162), the growing number of black matriculants and graduates at both under- and postgraduate level indicates an increasing supply of well-qualified teachers in another ten years or so. Only then, he says, can black education come into its own from a *qualitative* perspective (in Marais 1988: 162). The fact is, South Africa cannot afford to wait another ten years to bring black education into line with the rest of the country. It appears to the researcher that *deregulating* and *privatising/semi-privatising* all aspects of black education, especially *teacher training*, is of the utmost urgency (cf 4.3 & 4.4).

2.4.1.1 Enrolment statistics

Since the introduction of Bantu education in 1953, the number of black pupils enrolled at school has increased considerably from 882.7 thousand in 1953, to 7 027.6 thousand in 1988 (Unterhalter *et al.* 1991:36-37). Of these, 50.5 per cent were enrolled in lower primary school in 1988, while only 6.3 per cent, were enrolled in senior secondary school in the same year. However, of the 344 367 standard six pupils enrolled in 1984, 55.6 per cent of these pupils remained enrolled in standard ten in 1988. This shows a substantial increase in enrolment figures since 1953 (Unterhalter *et al.* 1991:42-43) (cf 2.7.2 & 2.8). This growth in enrolment needs to be put into perspective. School enrolment increases in relation to the population growth rate. In the black population it is normal for children to start school between the ages of six and seven years and complete primary schooling at the age of twelve. There is, however, a high drop-out rate after the first year of primary schooling. According to Landman (in Heese & Badenhorst 1992:37), one out of every six

black children drops out of school during the first year. There is a further exit of children at the end of the junior primary phase, i.e. after the first four years (Unterhalter *et al.* 1991:43). Many children later return to complete their primary schooling and it is not uncommon to find teenagers at primary schools. For example, according to Unterhalter *et al.* (1991:38), there were 267 850 children aged fifteen and older in primary schools in 1985 (excluding the former black homelands). There is a similar situation at secondary schools with many scholars in standards nine and ten over the age of nineteen (Unterhalter *et al.* 1991:38) (cf 1.1.6 & 2.2.2).

Such an abnormal situation leads to problems of logistics. Space is already at a premium with the normal yearly intake and promotion of children without having extra numbers of older children coming into an already crowded system (cf 1.1.6). There is also a social problem of having vastly different age groups together in one class, especially at primary and junior secondary level.

Only 22 per cent of black scholars persevere through the school system while 40 per cent of black pupils leave school with only a standard two qualification, leaving a huge section of the black population essentially unschooled (Heese & Badenhorst 1992:37). This bleak picture becomes even more depressing when account is taken of the fact that not even half of the black matriculation candidates pass (cf 1.1.2), and to add to this, poor subject choices lead to the acquiring of matriculation certificates which are unmarketable in the labour market (Heese & Badenhorst 1992:38) (cf 1.1.2, Tables 1 & 2).

The concern felt by the state, educationists, parents, commerce and industry, led to the setting up of state policy initiatives to investigate various aspects of the education system:

- the De Lange Commission in 1981 (Human Sciences Research Council) and the Education Renewal Strategy (ERS) investigation committee in 1990.

2.4.2 De Lange Report

An in-depth investigation into all facets of the education system was undertaken by the Human Sciences Research Council in 1981. The research was comprehensive and scientific, and covered areas such as principles for the provision of education, educational needs and problems, proposals for reform with regard to education management and finance, educational structures, and educational support systems. According to the Publications Division of the South African Department of Foreign Affairs (South African Bureau for Information 1985:1), the findings of this commission "may be regarded as a blueprint for a new education system with equal educational opportunities and standards for all pupils." A White Paper on the Provision of Education in South Africa was issued by the Government in 1983 and various recommendations made by the Education Working Party were accepted (South African Bureau for Information 1985:20).

The De Lange Report makes it quite clear that equal educational opportunities must be the prerogative of every child in South Africa (cf 1.1.5). It upholds the right of the community to share in the responsibility of providing education and to protect the cultural, social and religious views and beliefs of its members. It does not denegate the right of the community to be involved in the education of its children and goes so far as to support the right of the individual, parents and organised society in shared responsibility, choice and voice in the education of the young. In this regard, *privatisation* and/or *semi-privatisation* can be perceived as not only justifiable, but as a basic right of the community and should be recognised as such. The importance of the *teacher* as a highly qualified professional is emphasised.

The Report lists eleven general principles which reflect a set of diverse interests and particularistic appeals some of which are of interest to this dissertation as they emphasise the need for *well-trained, highly qualified teachers* in order for there to be *quality education* in all black schools. It also encourages *community*

involvement (privatisation) in education (HSRC 1981:14-16)
(Writer's own emphasis):

Equal opportunities for education, including **equal standards** in education, for every inhabitant, irrespective of race, colour, creed or sex, shall be the purposeful endeavour of the state (cf 1.1.2 & 1.1.5).

Education shall afford **positive recognition** of what is **common** as well as what is **diverse** in the religious and cultural way of life and the languages of the inhabitants (cf 1.1.3 & 4.5.1).

Education shall give positive recognition to the **freedom of choice** of the individual, parents, and organisations in society (cf 1.1.5 & 2.8.1).

The provision of education shall be directed in an **educationally responsible manner** to meet the **needs of the individual** as well as those of **society** and **economic development**, and shall, inter alia, take into consideration the **manpower needs of the country** (cf 2.5 & 2.6).

Education shall endeavour to achieve a **positive relationship** between the formal, non-formal, and informal aspects of education, in the school, society, and family (cf 2.5 & 2.7).

The provision of formal education shall be the **responsibility of the state**, provided that **the individual, parents and organised society** shall have a **shared responsibility, choice and voice** in this matter (cf 2.5, 2.7, 3.3 & 4.3).

The **private sector** and the **state** shall have a **shared responsibility** for the provision of non-formal

education (cf 1.1.4 & 4.2.2).

Provision shall be made for the **establishment and state subsidisation of private education** within the system of providing education (cf 1.1.8, 3.3 & 4.2.1).

The **professional status** of the teacher and lecturer shall be recognised (cf 3.2).

Effective provision of education shall be based on **continuing research** (cf 5.4).

Principles 6, 7 and 8 of the above recommendations propose privatisation within the education system with the state retaining responsibility. Thus parents, the community and business, as well as the state, would decide on important educational issues such as curriculum content and acceptable social mores and values. (It is interesting to contrast these recommendations with those of the NEPI recommendations 1992d:23-24) (cf 2.6, 2.7.5 & 4.3). The importance of the De Lange Report is that it presents a workable educational alternative to that currently in use.

2.4.3 Education Renewal Strategy (ERS)

The ERS document was published by the Department of National Education in 1991. The committee consisted of the heads of all education departments (CHED). Its directive was to design a future policy for education and training in South Africa. It dealt at some length on teacher education (ERS 1991:39-44; NEPI 1992g:34). State proposals for a new model for teacher education were made in the framework of this document (ERS 1991:93-94; NEPI 1992g:34-35). Two of the points that of particular relevance to this dissertation are mentioned:

maximal devolution of power to the community or individual institution, with funding to be handled accordingly (cf 2.7.3 4.3. & 5.4); and

shared responsibility between political authorities and educational stake-holders, parents, and the organised teaching profession (cf 1.1.8, 4.6.2 & 5.4)

The ERS document recommends full community participation in education thus tacitly advocating privatisation of or in education (ERS 1991:25). One of the eleven principles states unequivocally that there must be 'State support for private education' (ERS 1991:21). It does not, however, according to the NEPI document (1992h:37), appear to have a policy position on the ongoing professional development of teachers although distance education for in-service training as well as suggestions for a period of paid internship is recommended (ERS 1991:32;42;85)(cf 4.1.2 & 4.7.1). It does, however, emphasise the need for quality teachers and acknowledges the poor training of the majority of black teachers when it states that (ERS 1991:12):

If 12 years of schooling and three years' further teacher training are regarded as necessary for good quality teaching, approximately 45% of the teachers in the RSA in 1989 did not meet this requirement.

It is further stated that (ERS 1991: 12): "Apart from the need for a large number of well-qualified teachers ... (there is) the need for a revision of the present teacher training programmes and structures" (cf 4.6 & 4.7). However, such improvements relate to the financing of education and, according to the ERS document (1991:13), the total education budget increased by 57 per cent between 1987 and 1990 which, if the increasing cost of education is taken into account, represents a decrease of 6 per cent in real terms (cf 2.7). Thus, despite earnest efforts, the state has not been able to avoid the build-up of further backlogs in black education and practical strategies will have to be advanced if high quality educational standards are to be maintained while providing equal education opportunities to all (ERS 1991:15-18)(cf 2.5, 2.7 & 4.5).

Both the above investigations have implications for the privatisation

of education and are supportive of the concept.

2.4.3.1 Implications for privatisation

P W Botha, a former Prime Minister of the Republic of South Africa, stated in May 1980, that: "The Government pledges itself to the goal of equal education for all population groups but emphasises that the historical backlog cannot be overcome overnight" (South African Bureau for Information 1985: 21). He went on to say the Government would accept a programme whereby equal educational opportunities for all population groups could be implemented but that such a programme would be dependent on South Africa's economic means (South African Bureau for Information 1985:21-22). The outworking of this programme has resulted in the *expansion of state controlled education facilities* for blacks: it includes an increase in primary and secondary education, trade and vocational training, higher commercial and technical training, adult education, teacher training, and technikon and university education (South Africa Bureau for Information 1985-86:22). However, because of the tremendous numerical increase of the black population the augmentation of educational resources has not been able to keep up with the demand (cf 2.7.1). *Privatisation* or *semi-privatisation* of black education could play an important role in augmenting educational resources (cf 1.1.6 & 1.3).

Compulsory primary education for black children is not at present enforced. It has not been adopted as a policy anywhere in South Africa although the Department of Education and Training stated in 1988 that there are 254 155 pupils listed as being subject to compulsory education. This cannot be enforced, however, because nothing has as yet been gazetted. The new government (1994) has promised to introduce compulsory primary education up to and including standard seven for all South African citizens in the near future. It is an exciting concept but promises of this nature are easier to make than to fulfil: sufficient funds are still not available to meet the need and the writer sees no other alternative but to include the private sector in all aspects of education (cf 2.5). A further setback

to compulsory primary education for black children is the unwillingness of parents to comply (Hartshorne 1992:44). The core of the problem, however, appears not so much to be getting children into the classroom but keeping them there long enough to ensure the value and relevance of schooling to each child. Over and above issues such as the socio-economic circumstances of a family, children will remain at school if they and their parents feel that the education they are getting is relevant to their needs and is of good quality (Hartshorne 1992:44). "Central to the quality of the school is the quality of the teacher" (Hartshorne 1992:44) and it is in this area that black education is most limited (cf 1.1.2 & 3.2). Permitting *privatisation of teacher education* would enable many more teacher training colleges to be established (cf 3.3). Because teacher training colleges are amongst the most expensive of tertiary institutions to maintain (Van Vuuren 1993), privatisation would relieve the financial pressure on government resources while fulfilling an urgent need in the black community (cf 2.7.1).

Most of the demands made for black education could be met by policy changes and legal amendments but the economic realities found in South Africa at present force a different path. According to Engelbrecht and Niewenhuis (in Marais 1988:150), the total educational budget for 1988 was 19.3 per cent of the national budget. This percentage, economists maintain, is the maximum that any country can afford. Approximately 17 400 additional teachers would need to be trained annually (this does not include backlogs that have to be made up) should education be made compulsory for everyone under the age of sixteen years, be free and have similar teacher-pupil ratios, assert Engelbrecht and Niewenhuis (in Marais 1988:150). Approximately 1 000 schools would have to be built every year, free text books would have to be supplied, and the necessary infrastructure set up (Marais 1988:150). Such a situation is not economically viable and cannot possibly be met without financial help from other sources besides the state (*National Education Policy Branch* 1991:43). *Deregulation and privatisation* and *semi-privatisation* of education could be the answer to **quality education in quality schools with highly qualified, professional teachers** (cf 4.3 & 5.4).

2.5 PRIVATISATION IN EDUCATION

As mentioned in Chapter 1 (cf 1.1.7), privatisation is a concept that has its origins in business and industry, lending itself to various interpretations. In this dissertation, it is understood that privatisation in education applies to the financial and practical resources that parents, the community and business plough into education in order to enhance it (cf 1.1.8 & 2.7). It does not mean the complete take-over of education by the private sector. The state is, and must remain, the responsible *caretaker* of education (cf 2.7.1 & 5.1).

The education policy of a country usually has two main objectives: to meet the individual demands of people for their own becoming and to meet the needs of society for its general development (in Nasson & Samuel 1990:45-46). The first objective is fulfilled by ensuring every person a basic education and the right to study further if they should so wish. The second objective is served by ensuring that commerce and industry as well as cultural and public institutions are provided with qualified and skilled workers. Rautenbach (in Christie 1988:13) notes that:

South Africa is facing a shortage of skilled workers. We need more technical and vocational education so that we can have more skilled workers. Then we will have greater economic growth in the country.

Education and economic development are inextricably linked together and any analysis of a country's education system must take economic realities into consideration (in Nasson & Samuel 1990:46) (cf 2.6.2). *Privatisation* and/or *semi-privatisation* of education would enable both the above mentioned aims to be accomplished.

Privatisation in black education should enable the upgrading of black teachers to be accomplished more quickly than if government was left to its own devices (cf 1.1.7). The private sector could also provide the necessary financial incentives that would entice young and capable black mathematics and science graduates into the

teaching profession. The privatisation/semi-privatisation of black education could uplift the status and salary of the teacher thereby making the profession more desirable to graduates.

Privatisation can therefore be viewed as making positive contributions to the upliftment of black education as well as to the South African economy (cf 2.7.6). The writer consequently regards the *deregulation* and *privatisation* and/or *semi-privatisation* of black education as essential to the well-being of the black population and to the nation as a whole.

2.5.1 Economic realities of privatisation

Privatisation is sometimes viewed as "... the selling off of the State silver and as a source of further discrimination against the majority" (Heese & Badenhorst 1992:59). According to Henning, however, (in Heese & Badenhorst 1992:59), privatisation could provide the most likely route for success in *co-operative ventures* between the private and public sectors (cf 1.3).

In 1987 the South African Government released a White Paper on *privatisation* and *deregulation* which spelt out the issues involved in taking such a step (cf 1.1.9). It was becoming increasingly apparent that South Africa's isolation from the rest of the world was having a progressively negative effect on the economy and the government was therefore unable to maintain the supply of necessary services to the fast growing population. The state thus decided to re-examine its policy with regard to public sector participation in the economy and to reduce or limit its contributions, seeing *privatisation* as an appropriate route to take (Heese & Badenhorst 1992: 61) (cf 1.1.7).

According to Henning (in Heese & Badenhorst 1992:61), the argument in favour of privatisation starts when the demands for social services lead to an increase in public expenditure as a percentage of the gross domestic product. Such a situation is not considered to be conducive to efficiency in the economy and adjustments have to be made which will promote performance in the

economy (in Heese & Badenhorst 1992:61). Privatisation, which encourages private initiative and the generation of wealth, is such an adjustment and can be the means whereby the required social services are able to be financed. Constraints have to be placed on public spending and more efficient utilisation made of resources. Such measures are difficult to install because, according to Henning (in Heese & Badenhorst 1992:61), it is not possible to cut government expenditure by much: budgets are constantly being overstepped and inefficiencies are difficult to identify (cf 2.7.1).

Most of the developing world has experienced serious economic problems and South Africa is no exception. The question that arises is whether privatisation has a role to play in boosting the economy and improving people's lives. Henning (in Heese & Badenhorst 1992:61) suggests that foreign investment, the creation of jobs, and keeping skilled people within the country, could be promoted by means of privatisation. "Privatisation can take many forms" (Heese & Badenhorst 1992:61). It allows for the implementation of strategies which can improve the efficiency of public services, and/or enable the state to create opportunities by which the private sector can be strengthened by means of co-operative ventures. Henning (in Heese & Badenhorst 1992:62), further states that privatisation will be affected by both the nature of the public sector and by regulations within a country (cf 1.1.7 & 4.3).

Furthermore, new production technologies have enabled production processes to become highly automated, making them very flexible and much smaller in scale. This new technology, with the resulting demand for product variety and quality that can respond to rapid changes in market conditions, now demands a highly-trained workforce with greater knowledge and skills than before. Workers need to be able to perform a wide range of both manual and mental tasks as part of a production team. They have to be able to 'think on their feet' so as to respond quickly to problems as they arise and must, therefore, not only have the necessary technical skills, but must also have social skills, be flexible, and have a broad holistic understanding of the production process. All this has profound

implications for the education and training of black people in South Africa as the country moves into a new political and economic era (NEPI 1992e:5-6).

The poor quality of black education is a contributing factor to South Africa's worsening economic situation and the high unemployment rate. The NEPI document (1992c:38) states clearly that:

Inadequate mathematics and science teaching in schools constrains the growth of high-level expertise in business, engineering and the sciences. Poor language and communication skills undermine training, social mobility, and cultural development.

The document goes on to say that the necessary development of high-level skills within the workforce can only be accomplished if there is mass access to high-quality general education that will serve as an essential foundation for further education and training (cf 2.6.2 & 4.5.3). The fragmented, low-quality nature of the current education and training programme is an obstacle to development in all its dimensions (NEPI 1992c:38) (cf 1.1.2, Tables 1 & 2; 2.2.2).

2.5.2 Privatisation from an educational viewpoint

Education must be seen as part and parcel of a wider society which should be prepared to accept certain responsibilities towards education. Privatisation becomes a favourable option when the demands for social services, of which education is an essential part, leads to an increase in public expenditure as a percentage of the gross domestic product (Heese & Badenhorst 1992:61). Such an increase does not contribute to efficiency in the economy. Since the state cannot afford to increase expenditure on education (cf 1.1.8 & 2.7.1), adjustments should therefore be made which are directed towards promoting *private initiative* in order to improve performance in the economy and education in particular (cf 1.1.7 & 1.1.8). *Privatisation* and/or *semi-privatisation* of education could play an important role in the education of black children especially if

private enterprise becomes **financially** involved in setting up quality teacher training institutions for blacks in South Africa (cf 3.3). Commerce and industry should be allowed a voice in curriculum planning seeing that they are the future employers of the graduates of schools, colleges, technikons and universities (cf 2.9 & 4.5.5). The danger attached to private involvement and investment in education through undue interference in curriculum planning by business can be avoided if all participants know exactly what is expected from them and do not overstep the line. Teachers should not be trained according to the dictates and selfish needs of big business. *Pedagogic criteria* (cf 4.9) must be adhered to otherwise educationists will be in danger of losing their professional autonomy and integrity and children will not be educated in the true sense of the word. If such safeguards are adhered to, privatisation of black education, and teacher education in particular, would be a positive move in supplying quality education to all black children in South Africa (cf 1.1.5 & 1.1.6).

2.5.3 Privatisation and training

The consequence of a poor and inadequate education is a cycle of poverty out of which it is almost impossible to climb.

Poor people are very often unable to escape the cycle of poverty through their own resources and may even form a culture of poverty by living together with people of like ilk. According to Mauer *et al.* (in Marais 1988: 214), this 'cultural poverty' is actively passed on to the next generation because the children of such a deprived group are not adequately trained to function and produce effectively in a scientific-technological society. The cycle of poverty is thus perpetuated because such poorly educated people cannot find steady work and are almost certainly condemned to relatively permanent poverty. This leads to crime and civil unrest. Another result of 'cultural poverty' is the "...relationship between children's problem solving ability (intelligence) and the socio-economic deprivation to which they are exposed" (Mauer in Marais 1988:215). According to Sadie (in Marais 1988: 215), an estimated 53 per cent of

economically active male South Africans can be classified as unskilled, peasants and unemployed, and are therefore unable to function effectively in a scientific-technological milieu. This once again shows the deprivation of education in black schools and of rural schools in particular. Teaching in these schools is often below standard simply because the *teachers are inadequately trained* and the schools have no proper equipment. *Privatisation* could be the answer to this problem (cf 1.1.2). Funding from the private sector would not only supply the physical needs of the schools but would allow teachers, through sponsorships, to attend upgrading courses such as the INSET programmes (cf 4.6). Teachers in rural areas could be trained in **vocational** skills supplementary to their professional and academic knowledge. These skills could then be passed on to the unskilled, unemployed adults living around the school who would be able to use these skills to break out of the cycle of poverty, and the whole community would benefit (cf 1.1.5 & 2.6).

At the time of writing (1994), it appears that only the Private Sector Education Foundation (PRISEC) has made any input into education in this regard and this was in the form of certain statements that were made with regard to policy changes in reply to the *Education Renewal Strategy Discussion* document of 1991 (NEPI 1992f:64). It is thus apparent that very little, if anything, is currently being done to break the cycle of poverty in South Africa by purposefully encouraging the private sector to invest in education and training. Privatisation would enable teachers in the rural areas to play a significantly important role in the economic development of these areas and the general upliftment of the people living there. Education would then become of significance to the community, children would not drop out of school, the cycle of poverty would be broken, and the South African economy as a whole would benefit.

In the following sections the role that *privatisation* could play in terms of improving the relevance of education to the South African economy (cf 2.6.) and of enhancing private funding to black education (cf 2.7) is discussed.

2.6 RELEVANT QUALITY EDUCATION FOR BLACKS

If the South African economy is to flourish education needs to be relevant to the job market and teachers must be trained in accordance with the needs of the country and its people (cf 2.5.1, 2.6.2 & 4.5.3). This issue of relevant education is discussed in the following sections (cf 2.6.1 & 2.6.2).

2.6.1 Relevance of education to the job market

According to Heese (in Heese & Badenhorst 1992:52), there are numerous mismatches between the manpower produced by the South African education system and that which is required if the economy is to flourish. He likens the educational output in South Africa to "... a pyramid standing on its head." He makes the point that although this gives the country an adequate supply of university graduates, it does not meet the real practical needs South Africa requires at the present time. Heese's assumption (in Heese & Badenhorst 1992:52-53), that more people need to be trained at diploma level and as artisans so that more people come into the market equipped with the knowledge and expertise to participate in primary and secondary production, marketing and management, is a valid supposition. Acting on this assumption, more teachers would need to be trained in practical, technical and business related subjects instead of in the more general academic subjects as is the case at present. Teachers ought to know the job market, including the salary ranges, for the skills they are trying to impart to their students so as to help students prepare for their future careers. This knowledge should be combined with their personal goals for a good life and self-esteem (Conklin 1990:13). Young people need to be encouraged to opt for the more difficult yet increasingly important subjects such as mathematics, physical science, accountancy and the various technical subjects as major courses at secondary school level (cf 1.1.2 & 3.2).

2.6.2 Importance of education to the economy

The relevance of the education system to the economic realities of a country is essential if that country is going to make the best use of its working population. This is a crucial issue for South Africa as the production of manpower needs must be in accordance with the economic needs of the country if the country is to grow economically (cf 1.1.7 & 2.6). The training of pupils in the necessary skills, values, attitudes and knowledge required by employers is a basic necessity especially for an economically emerging country and it is essential, therefore, that education becomes more divergent, less tied to the academic output of matriculants, and more concerned with vocational education. Pupils need to be equipped with the means to function usefully and intelligently in society. Far too many black students have no idea of the uselessness to their future careers and livelihood of the courses they take at school and leave school with a matric which is of no use to them in the job market (cf 1.1.2). The Walters Report of December 1990:1 (in Heese & Badenhorst 1992:53), recommends that a far greater proportion of young people ought to be channelled into vocational and pre-vocational training than has been previously attempted. It is clear, therefore, that education that is relevant to the modern job market is crucial to the economic development of South Africa (cf 2.6.2 & 4.5.3). The Verwoerdian assumption that black children required a different education to that of white children led to the belief that a black child should be trained as an unskilled manual labourer and not taught to think for himself (cf 2.2.2). The natural outworking of this policy was that the majority of black school teachers were under qualified because of inferior black teacher education and were therefore unable to give the children in their care quality teaching. With hindsight, it can be seen how morally and educationally reprehensible this manipulation was, for the South African education system as well as the economy is still suffering from the results (cf 1.1.2 & 3.2.1).

According to Heese (in Heese & Badenhorst 1992:vii), education is being given an increasingly important place in the thinking of economists of many countries world-wide. He gives examples: Hong Kong is giving priority to the expansion of educational opportunity.

The economic successes of Taiwan and Korea are often related to the educational policies followed by these two countries. The relationship between the education system and competitive ability on world markets is also given serious consideration in the United States of America. The interest of the private sector in education and training in these countries is significant and should be noted by the South African private sector as a positive push towards privatisation or semi-privatisation of education (cf 2.8.1).

Heese points out that South Africa is following suit and increasingly more emphasis is being placed on the importance of a good education for all people for the good of the economy (Heese & Badenhorst 1992:vii). The current concern with education is evidenced by sporadic outbursts from South African businessmen and economists lamenting the poor state of education particularly for blacks. Criticisms are made regarding the relevance of the education being given to young people in the schools. It is accused of being too academic and therefore impractical, and producing too many technologically unskilled and therefore unemployable people. According to many critics young people are ignorant of the life skills necessary for participation in modern society. A further criticism made against the present education system is that not enough is done to inculcate a proper work ethic. A high level of productivity is therefore not achieved, and few young people develop a true entrepreneurial spirit, all of which is essential if South Africa is to compete on the international market (Heese & Badenhorst 1992:vii). The **teacher** is the core of this argument (cf 1.1.2, 1.1.4 & 4.4).

2.6.3 Relevance of quality teaching to the job market

It is an unfortunate truism that many of the young black people who leave school are not properly literate or numerate. Heese points out (in Heese & Badenhorst 1992:53), that many school-leavers can neither read effectively nor write a clear and concise report. Few are genuinely numerate with the ability to quantify information or solve problems by using numerical analysis (cf 2.2.2). It thus appears that the crucial factor in the provision of skilled and professional workers

is quality education by well-qualified, professional teachers. As long as the number of quality teachers remains low, the cycle of poor teaching, a high drop-out rate, few graduates and an in-flow of quality students into the teaching profession will remain (Mncwabe 1990:51).

Many of the black teachers have exacerbated the situation of poor quality teaching as they have not behaved in an acceptably professional manner (cf 1.1.1). It is generally known, and accepted as almost inevitable, that many black teachers absent themselves from their classes or even from school whenever they feel like it or have assignments to catch up on for some course they are studying. They, the teachers, have taken part in mass action situations such as 'stayaways' and 'chalks down' because of some true or imagined wrong done them by their education department or principal (DET *Annual Report* 1992:10)(cf 1.1.1). One would not like to argue the rights or wrongs of such mass action, suffice it to say that such actions have a detrimental effect on young minds and are not professionally ethical. Young people who are exposed to this type of action come to regard such methods as the normal way to solve problems and when they in turn go into the job market they find it difficult, if not impossible, to solve problems by negotiation. They lack self-discipline, have no negotiating skills, demand their rights without respecting the rights of others, and have no idea how to solve problems in a mature and civilised manner. This type of action not only destroys good working relationships, it loses money for the company and ultimately affects the lives of all the people in the country as the economy flounders. The **teacher** in the classroom holds the key to the problem. Good classroom management is essential to the teaching of good behaviour standards. The teacher must be absolutely *au fait* with his subject, he must be enthusiastic and teach well-prepared lessons in an exciting and innovative manner. He should set a good example to his students by diligently practising his profession in an exemplary fashion so that pupils can learn how to cope with all situations and so behave with integrity when they enter the business world. In order for teachers to learn correct professional behaviour, a standard of professionalism should

be set at **teacher training level** so that when the graduate goes into the classroom he carries with him an aura of professional competence. Just as businessmen behave in a professional and dignified manner so should teachers. If the private sector was to pour funds into the education and training of teachers it could demand a certain standard of professionalism and behaviour from the beneficiaries (cf 4.4 & 4.5).

Some of the blame for youths' poor conception of correct behaviour can be laid at the door of archaic teaching methods still used by large numbers of black teachers. Young people do not learn self-discipline because most classroom discipline in black schools is maintained through fear of punishment (personal interviews with Promat students 1993). Most teaching is still done using the old fashioned method of rote learning and 'you sit still while I instil.' Learning in this manner does not lend itself to the creative development of the child, nor does it lend itself to developing skills in decision making. Instead, it develops a dependency on others and a lack of trust in one's ability to make decisions. It leads to a fear of making mistakes and looking foolish in the eyes of others. Much of the education in South Africa, primary, secondary and tertiary, has been highly authoritarian and has trained students for passivity and dependency. This is the legacy of Verwoerdian education (cf 2.2.2) that has to be eradicated if South Africa is to surge forward economically and make a better life for all its peoples (cf 1.1.2 & 3.1).

2.6.3.1 Revised teacher education

Teachers are at the heart of any education system. Any changes made to educational policy, or any new direction envisaged for the future, must take the teaching profession into account because an education system relies on its teachers to implement policy changes and support new directions taken (cf 3.2, 4.3 & 4.4). An holistic approach to teacher education is therefore essential (McGregor & McGregor 1992:146).

The education and learning experience of most teachers in contemporary South Africa has been tied to the apartheid system through Christian National Education (cf 2.2.2). The factor of apartheid education has led to disillusionment with the system as a whole and with subjects such as fundamental pedagogics and, because it is linked to fundamental pedagogics, didactics or methodology are also suspect (McGregor & McGregor 1992:150-152). There is, according to McGregor & McGregor (1992:152), uncertainty as to what will or should replace the Christian National Education ideology. He infers that a pedagogy grounded in Marxist ideology is a likely contender as this would appeal to the majority of the black people as it offers empowerment to teachers and students. If the result of such a policy was educational anomie as described earlier (cf 2.3), and if the experience of the Promat College of Education with its 'democratic' style of governance is taken into account (cf 3.7.17) educational planners would need to be very careful before introducing such a strategy. As has been seen over the past few years, and more especially during the last two years, giving **unlimited** empowerment to teachers and students is not a good thing for education. Undisciplined demands based on emotional excesses leads to chaos in the classroom, disruption of the school programme, and to disastrous examination results as an end product, without having achieved anything of real value to education or to the general student body (cf 1.1.2, 2.3 & 3.7.17).

McGregor & McGregor (1992:153) observes that:

... if schools are expected to equip their students with the attitudes and understanding of people and the world which will qualify them for jobs or further study, then the style of teaching and pedagogy employed is most important.

This observation is further backed up by a statement in the *ERS Discussion Document* (1991:40): "South Africa has to meet the demand for high calibre teachers during the next few decades. For this reason our present teacher training programmes will have to be

reviewed fundamentally". Teachers presently employed, as well as prospective teachers, must be given a new professional vision so as to transform teaching and bring it out of its present state of despondency.

The economic survival of South Africa depends to a large degree on sufficient numbers of students taking and passing subjects such as mathematics, science and technical drawing. In 1988, the percentage of black pupils taking the above-mentioned subjects at matriculation level was (*National Education Policy Branch 1991: 36*):

- Physical science 15.1%
- Mathematics 32.3%
- Technical drawing 0.3%

In order to meet the technological challenges of the nineteen nineties, South Africa will have to train many more engineers, high-level technologists, technicians, draughtsmen and artisans than it is doing at present (*National Education Policy Branch 1991:36;46*). The academic performance of the students who do take these subjects is usually of a very low standard. This can be laid at the door of poor and inadequate schooling in these subjects from primary school upwards. Thus the need to train good, quality teachers in these disciplines and to upgrade the quality of those already in-service teaching these subjects (cf 3.2 & 4.5.3).

Discussion on the future of teacher education in South Africa frequently focuses on the need to have **enough** teachers for when the present unequal teacher-pupil ratios between black and white education is equalised and schooling is made compulsory for all children. Sufficient attention has not, however, been given to the need for supplying enough **quality** teachers (McGregor & McGregor 1992:152). The problem of providing quality teacher education can be approached from two sides: the *re-education* of teachers already in service, and *improving the quality of initial teacher education* (cf 4.4). "Compared to skilled and motivated

teachers, buildings, desks and schoolbooks are easy to provide” (McGregor & McGregor 1992:169).

2.6.4 Implications of privatisation

The lack of educational relevance and quality teaching with all the inherent consequences has serious economic repercussions for South Africa (cf 2.5.1). The country cannot become economically prosperous nor the quality of life of its people enhanced if its workers do not have the necessary knowledge and ability to become part and parcel of the economic growth of the country. According to Mncwabe (1990:51), the education system is not meeting either the short- or long-term needs of the private sector. However, *privatisation* or *semi-privatisation* of black education should encourage a more progressive education in line with the growing technological and economic needs of the country as more funding, together with less regimentation, is brought into the education system (cf 3.2 & 4.5.3).

The black teacher has a critical role to play in the education of the black child and the upliftment of black education in general. In order to carry out this role successfully it is necessary that *black teachers* be given every opportunity to get the best education possible. With enough quality teachers and satisfactory facilities, no more young lives will be wasted because of bad and inadequate education and all efforts can be geared to one end, that of giving every child the opportunity to achieve the very best of his or her potential. If the state is unable to adequately finance sufficient *quality black teacher education* then it is high time to look at other means of doing so (cf 2.5 & 2.7). *Privatisation* appears to be a suitable method of achieving the desired end and is discussed in the ensuing paragraphs.

2.7 FINANCING OF BLACK EDUCATION

Privatisation is a means whereby the enhancement of adequate funding for quality education can be assured. Private funding can be

channelled into education by means of foreign investment, through contributions from business, and through parental and community contributions (cf 4.5).

2.7.1 Inadequacy of state expenditure

The sources of state revenue are insufficient to meet all the expectations and demands of black education in South Africa (DET *Annual Report* 1992:2). It is gratifying, however, to note the increased monetary provision for the educational needs of the black community over the years:

Expenditure on black education grew from 16 million rands in 1953 to 4 096.6 million rands in 1988 (Unterhalter *et al.* 1991:53). The Department of Education and Training has, according to its *Annual Report* (1992:2-3), increased its total budget from 52 128 million rand in the 1990/91 fiscal year to 93 085 million rand in the 1992/93 financial year: an increase of 57.6 per cent over this period (cf 2.7.1.3). According to Unterhalter *et al.* (1991:64-66), this monetary reform aims at providing a better educated workforce, higher levels of productivity and economic growth, and a more stable political climate (Unterhalter *et al.* 1991:64).

Financial sanctions had a devastating effect on the economy as the South African government struggled with a heavy burden of foreign debt repayment. The economy declined, and there was a very low real growth rate in the GDP between 1985 and 1988 of 2.3 per cent per annum. During the same period there was an estimated population growth rate of 2.3 per cent per year (cf 2.4.1). A combination of these two factors caused an overall decline in living standards (Unterhalter *et al.* 1991:66). Coupled to this was a further increase in school enrolments and by 1988 there were nearly a million more black children going to school than in 1985 (Unterhalter *et al.* 1991:66). Expenditure on black education in general more than doubled between 1985 and 1988 with a proportionate increase during this period of 5.8 per cent to 7.6 per cent of total state expenditure. At the same time, the per capita

expenditure on education for each black child doubled (Unterhalter *et al.* 1991:66-67). Taking into consideration the above factors, Unterhalter *et al.*(1991:68) asserts:

... that it was objectively impossible for it (the state) to provide either the financial or human resources for the kind of education system that would enable the mass of the people to 'realise their aspirations'.

Solutions to the problem are not clear cut. Efforts to tackle social problems in countries such as Tanzania have often failed even when based on sound scientific principles because of particular circumstances in those countries which were not properly accounted for (Snyman & Lötter in Marais 1988:118) (cf 2.8). To find solutions to South Africa's educational problems that are both affordable and fair is difficult. The state is the final protector of its people and is placed in power to serve the needs of all its people (cf 2.5 & 5.1). However, there are times of economic crisis when the state is not able to properly fulfil its function and is limited in its funding of even the necessary services (in Marais 1988:118). This is true of South Africa at the present time (1994). Consequently, it has become necessary to find other means of funding essential social services, and in the context of this dissertation, of black education in particular. Strategies have to be devised which will enable black education to prosper despite poor economic conditions (cf Chapter 4). *Privatisation* in the form of self-help and community involvement is one way of achieving this as is foreign involvement and investment (cf 2.7).

2.7.1.1 Distribution of the education budget

Over a three year financial period (1987/1988 and 1990/1991) the total education budget increased by 57 per cent. If the increasing cost of education is taken into account it can be seen that this nominal increase actually represents a decrease of 6 per cent in real terms. The annual increase of 4.4 per cent in pupil/student numbers requires a real increase of 14 per cent over this period of time. Thus,

if inflation and the annual growth in the number of pupils and students is taken into account, there is an annual decrease in the real size of the education budget. The nominal increase for the Department of Education and Training over the three year period was 73 per cent compared to the Department of Education and Culture (House of Assembly) of 43 per cent (*National Education Policy Branch 1991:32 & 43*).

The remuneration of college and school (CS) educators absorbs the largest part of the education budget: an average of 70 per cent of the total allocation for all the education sectors (excluding the former TBVC states). Thus a general increase of only 1 per cent for all educators (including university and technikon educators) would cost the state approximately one hundred million rands at present costs (*National Education Policy Branch 1991:32*).

2.7.1.2 Per capita expenditure on college/school education in 1989

Table 4 : Per capita expenditure in 1989:

Departments	Rands
Education and Culture (House of Assembly)	3 572.00
Education and Culture (House of Delegates)	2 645.00
Education and Culture (House of Representatives)	2 115.00
Education and Training	927.00
Former Self-governing Territories	647.00

Source: National Education Policy Branch (1991:47)

It appears from the above statistics that there is a very large discrepancy in the *per capita* allocation of funds to the various education departments. It is, however, worth taking a closer look at some of the factors determining the allocation of funds before making conclusions. In the case of black education only about 30 per cent [59.8 per cent according to the *DET Annual Report (1992:210)*] of all teachers are suitably qualified compared to most of the teachers in the other departments. The disparities in the *per*

capita expenditure are based on the fact that the salary structure for CS educators is based on the level of qualification and this contributes greatly to the disparities in the *per capita* expenditure. Approximately 74 per cent of all black pupils are at primary school compared to only about 59 per cent of pupils in most other departments. The cost of primary school education is substantially lower than secondary education, therefore the overall costs in black education are substantially lower than that of other departments (*National Education Policy Branch 1991:42-43*).

2.7.1.3 Relative expenditure on college/school education

The relative size of the education budget in South Africa as a percentage of the total budget or as a percentage of the Gross Domestic Product (GDP) at market prices increases annually. Economists and educationists have warned that the country has reached its limit as far as the relative amount of money spent on education is concerned (cf 2.7.1). In 1986 South Africa spent 16.2 per cent of the total budget and 4.6 per cent of the GDP on education. In comparison, New Zealand (a First World country) spent considerably more than South Africa, 20.9 per cent of its total budget and 5.3 per cent of its GDP, on education, while Ethiopia (a developing country), spent much less than South Africa on education, 9.9 per cent of its total budget and 3.9 per cent of its GDP. In studying these statistics it appears that South Africa is definitely at its limit with regard to education spending. It is primarily a developing country and does not have the economic power or financial resources to spend more heavily on education at the present time (*National Education Policy Branch 1991:43-44*) (cf 2.7 & 4.3).

The present and expected growth in the numbers of black pupils and students (cf 2.4.1) indicates that the formal education system as provided by the state will not be able to cope with the demand for school, college and university enrolment. At the same time there are increasing demands for in-service training for teachers which the state is not able to completely satisfy (cf 3.2, 3.7.8 & 4.6).

However, despite the reality of the above factors, the government has committed itself to bringing about equal educational opportunity for all the inhabitants of South Africa (cf 2.4.2 & 2.4.3) and the disparities in education expenditure must therefore be eliminated as soon as possible. This will not be easily accomplished because of a shortage of funds (cf 2.7.1) but it is imperative that it is done as soon as possible (*National Education Policy Branch* 1991:43). **How** this is to be accomplished is the problem facing all concerned about the future of South Africa (cf 4.2 & 4.3). The strategy of *privatising* and/or *semi-privatising* black education appears a feasible and desirable alternative to the present educational mayhem. In order for black education to profit as fully as possible from privatisation, and to structure the best education system for the needs of all South Africans, educational planning with new strategies is essential (cf 4.2, 4.3 & 4.5).

2.7.2 Foreign investment and involvement

Private sector involvement in education implies looking outside of the country for funding of educational projects. This sometimes entails an investigation by foreign businessmen and/or educationists who assess educational needs and allocate funding accordingly (cf 2.7.2 & 4.3).

The United States South Africa Leader Exchange Program (USSALEP) university team visited South Africa in 1981 with the purpose of investigating the situation with regard to black education. They reached the conclusion that educational development is the strongest force for social change in South Africa. The findings of the team led to the opinion that although South Africa did not as yet have a single, emergent vision or a set of national priorities to guide the development of education, there was plenty of evidence to show that there was a positive commitment by the government to bring parity to black education (cf 2.4.2 & 2.4.3). An example of such commitment has been the massive government funding given to the Human Sciences Research Council (HSRC) resulting in an accumulation of data, directed discussion, and the promise of new

governmental initiative (Marcum 1982:12-13). As has been seen, economic (cf 2.6) and demographic pressures (cf 2.4.1) have caused an increase in black enrolment at all levels of education. This has fostered increased concern and anxiety, both at home and abroad, as to the **quality** of black education as well as the possible long term socio-political consequences of its expansion (Marcum 1982:13).

The investigations of USSALEP led to the finding that an acute shortage of skilled manpower was causing the South African government to rethink its policy on black educational needs and provide for black aspirations. According to the National Manpower Commission, (Marcum 1982:15), "South Africa cannot 'realise its development potential and offer its people an acceptable standard of living if it persists in trying to draw its (high level manpower) mainly from the white population' ". The black population is expected to grow from approximately 19.5 million in 1980 to approximately 29 million by the year 2 000, while the white population will only increase from 4.5 to approximately 5 million. Whites will compose about 13.2 percent of the total population while blacks will make up roughly 75 percent of the total population (cf 2.4.1). It is, therefore, of utmost importance that the black population be properly educated and trained so as to provide enough high level professional, technical, and managerial manpower in order to sustain and expand a complex industrial economy (Marcum 1982:15). The Department of Manpower contends that priority must be given to developing professional and technical education for blacks so as to make more black manpower available for managerial positions (Department of Manpower 1989:4-5).

2.7.3 Community involvement and investment

Privatisation also implies community involvement and investment of money and expertise (NEPI 1992a:7) (cf 2.7.3, 3.3.2 & 4.4.2):

Community education stresses that all education should originate in and be designed to meet the

interests of the community ... Community education is not merely of and for the community; instead, the community is seen as having important powers of decision-making over education and a high degree of responsibility for its provision.

South Africa's economic leaders have repeatedly stressed that education is central to the economic future of South Africa. Harry F. Oppenheimer affirmed this view in a statement to the Anglo American Corporation in 1981 when he said that "... the gap between black education and white remains the most serious obstacle to economic growth and better race relations in South Africa" (Marcum 1982:10). He went on to say that although the government had pledged itself to the equalisation of education and training for all race groups in South Africa (cf 2.4), the rate of advancement was "... painfully slow and gross inequities persist" (Marcum 1982:10). The problem of unequal training and the shortage of well-qualified black teachers is, according to Oppenheimer (1982:11), compounded by the expense of building and staffing separate, and less adequate, facilities for black trainee teachers (Marcum 1982:11). In order to achieve proper educational goals for blacks as well as whites Oppenheimer asserts that "... the government must adopt 'an altogether more urgent, bolder approach'" (Marcum 1982:11). The government has taken a step in this direction by allowing a certain degree of deregulation and privatisation in the education system (cf 2.5.1, 3.3 & 4.2). This change in the attitude of government has led to an increased interest in privatisation and a growing commitment by the community (viz. business) and parents to bring about quality education.

2.7.4 Business involvement and investment

Privatisation also implies involvement and investment in education by commerce and industry but whilst business is often willing to fund educational needs it expects and demands some return from its investment. The expectations of business are best achieved by getting involved with education at grass-roots level, that is, with the

training of teachers (cf 1.1.8, 3.3.3 & 4.5.5).

The Department of Education and Training has 13 pre-service teacher training colleges, 4 universities and 1 technikon under its direct control. At seven of the thirteen colleges of education part-time training courses are offered for the Primary Teachers' Diploma. In addition, Vista University continues to offer the Senior Primary Teachers' Diploma on an agency basis (DET *Annual Report* 1992:142, 144, 150 & 152). With the burgeoning population growth rate (cf 2.4.1) there is an urgent need for many more new black teacher training colleges. The state does not have the necessary funding to fulfil the need (cf 2.7.1). Thus when a non-governmental organisation (Promat) took up the challenge and proposed building and administrating a non-racial teachers training college, the state, after much negotiation, eventually agreed. The first, and as yet only, private, non-racial college of education in South Africa registered its first students in January 1991 (cf 3.7.12). The private sector was involved with the college from the outset. The land was donated by the Murray Trust and funding for the building of the College was donated by socially conscious companies such as ANICHEM and Anglo American.

2.7.5 Parental involvement and investment

Privatisation may also imply parental involvement in funding education in order to bring about quality education in the schools.

Parental (and community) involvement and investment in education is essential if children are to be educated according to cultural and social needs as well as the economic needs of the country (cf 2.4.2 & 2.5). In 1990 the government proposed a new system of governance of white schools that would allow parents the option of gaining more control over their children's education (cf 1.1.8). Schools were given the option of assuming one of three proposed new governance models, A, B or C, or retain the status quo. **Model A** provided for the conversion of the school into a private school. This required the purchase of the school buildings by the community

from the government. The school would then be subsidised as a private school. **Model B** provided for the continuation of the school as a state school but with the proviso that the management committee, elected by the parents, would, subject to certain limitations, determine admission policy. **Model C** provided for the conversion of the school into a state-aided school under the control of a governing body elected by the parents. The state would cover the cost of salaries only. Recurrent costs such as textbooks, educational materials, maintenance and insurance of buildings, rates and services, and all capital costs would have to be met by fund-raising activities of the parent body (NEPI 1992d:21).

The NEPI document (1992d: 23-24) (cf 2.4.2), states that:

... in the devolution of financial responsibility for schooling to individual schools, the school is now expected to treat its affairs as a commercial enterprise, subjecting itself to the play of market forces. 'Good' schools would by implication no longer mean those schools that have a good academic record, but would increasingly refer to those that are economically profitable and able to attract investment. ... The commercialisation of schooling in one sector of the system cannot but lead to further inequalities, ...and with distinct consequences for the rest of the system.

The government's announcement must be seen in the context of declining white school enrolments with the consequent closure of many schools and the critical shortage of accommodation shortages in the other departments. There was increasing pressure from many communities for the occupation of these schools by black children and political pressure was being put on the government to accommodate these requests (NEPI 1992d:22). The writers of the NEPI document are persuaded that the introduction of Model C schools appeared to be a ploy by the government to accommodate these pressures without compromising its commitment to providing

an 'own education' for white children (NEPI 1992d:22). They believe that it was an effort by the state to contain the fiscal burden by spending less on white education and redirecting this 'extra' funding to black education. A significant reduction in the education budget meant a loss of more than 11 000 teaching posts in white schools unless schools opted for Model C status. By May 1992, 2 044 previously whites only schools had opted to become semiprivate. These schools could therefore devote their entire budgetary allowance to staffing costs and would not have to dismiss any teachers (NEPI 1992d:22-23). A positive feature of the Model C status allows parents a greater and more meaningful say in the administration of school affairs. It allows parents to comment on the type of education their children receive and makes teachers more accountable to parents. Such power may, however, be misused or abused because although teachers are paid by the state they may be employed or dismissed on the recommendation of the school's management council and/or community (NEPI 1992d:23-24).

Although Model C status schools were viewed as a commendable aim many doubted that it would work (*The Star* 1992.12.04:14). Cost factors in education are daunting and many white parents are unable to meet the rising costs of educating their children. Model C schools in wealthier neighbourhoods are able to call upon the professional skills of parents (such as accountants and businessmen) to help in making the schools cost effective. Bureaucracy is jettisoned in favour of improved administrative procedures and a more business like approach. In poorer neighbourhoods however, most parents do not have the necessary skills or expertise to help effectively and the schools cannot therefore compete and offer the same quality education as those of the schools in wealthier areas and some are having to close their doors at the end of 1992 (*The Star* 1992.12.04:14).

Model C schools are so called 'open' schools and are allowed to take a quota of black children. (This ruling has not as yet been changed by legislation but will probably fall away shortly). The few black children attending these schools are usually from privileged

homes and their parents can afford to pay the much higher fees demanded of them. The majority of black children, however, are still caught in the web of the old system. Should black education have a Model C type system imposed upon it, many black parents would be unable to pay the fees and their children would still receive an inadequate and poor education or perhaps none at all. The Model C system imposes new hardships on parents as they are asked to sign contracts requiring them to pay compulsory school fees and to face legal action if they do not. According to the article in *The Star* (1992.12.04:14), the Model C system can only be used as an interim measure because the right to a good basic education should not be dependent on the ability of the child's parents to pay for his schooling nor on the child being forced to travel long distances to school (cf 4.2). The system of Model C schools does not, therefore, eradicate the problem of poor education for the majority of black children. These schools can afford to employ well-qualified teachers and dismiss those who do not act professionally whereas the black schools are stuck with what they have. Because most of the black schools are understaffed (especially in the rural areas), they cannot afford to dismiss even the worst teacher (Cf 1.1.4 & 1.1.6).

2.7.6 Advantages of private community oriented investment in education

There are many advocates of the privatisation of education who see privatisation as the only way in which every child in South Africa can be given quality education (cf 1.1.8 & 1.3). It is understood that it is beyond the means of government to train the necessary number of new black teachers and to upgrade those who are under qualified and are already in the system (cf 2.7). Privatising education would bring much needed money into the education system and with it would come the business acumen necessary to make schools and teacher training colleges cost effective (cf 1.1.8). An example of possible methods of reducing running costs is given in *The Star* (1992.08. 24:11): a bulk buying facility is being set up by the *Association of Semiprivate Schools* whereby any of the associated schools will be able to buy stock at very much reduced

rates. *The Association* is able to negotiate better deals and will charge a small membership fee. The *Independent Schools Association* have a similar bulk buying facility for their members.

According to an article by McDonald in the *Sunday Star* (1992.08.23:30), there is a need at this point of political transition in South Africa for a nationally focused approach rather than the piecemeal approach that has been evident up to now as manifested by the government's recommendations and independent initiatives many of which are educationally unacceptable (this is as true in 1994 as it was in 1992). Private involvement and investment could give education a national focus if properly thought out and put together (cf 4.3, 4.5 & 4.9).

2.7.7 Disadvantages of private investment in education

One of the biggest disadvantages of privatisation in education as recognised by the writer is the possibility of interference from sponsors in curriculum setting (cf 1.1.8 & 1.3). 'He who pays the piper calls the tune.' This being so, the needs of commerce and industry might possibly take precedence over the educational needs of the child. The becoming of the child in his intellectual, physical and spiritual being is accepted as an educational absolute by educationists world wide. People such as businessmen who are outside of the actual education situation, who have no real knowledge or understanding of what true education actually entails, may not be prepared to allow educationists to educate, or may try to install, or even demand, that only courses applicable to commerce and industry and pure economic development be taught. Such a demand would be detrimental to the educational well-being of the child. To prevent such a 'take over', pedagogically recognised controls would have to be built into any agreement so that education *per se* is left in the hands of competent educationists who would agree to take the needs of the economy into consideration when planning curricula (cf 2.5.2 & 4.9). It might be wise to have a committee composed of **all** interested parties who would agree to put the education of the child and his becoming at the forefront of

any proposals.

Another problem visualised by the writer is that foreign investors do not have an in-depth knowledge of South Africa's needs nor of its education system. It would be unwise, therefore, to implant foreign ideas and standards without proper regard to the particular educational and economic needs of South Africa. An example of such a transplantation of ideas and curriculum is that of the *Accelerated Christian Education Schools* that is based on the American education system (Howard 1987:i-5). In some cases the ACE system has been used without due regard to South African circumstances and has not proved to be overly successful.

The problem of providing quality education is shared by other countries. Many of the educational problems found in countries overseas and in Africa are applicable to South Africa with some being more relevant than others. According to Engelbrecht and Niewenhuis (in Marais 1988:149), the more significant problems are:

- educational expectations that are too high;
- an extraordinary increase in the number of pupils;
- increasing unaffordability of education;
- inadequate facilities and untrained teachers;
- uneducated unemployed persons;
- inappropriate curricula and an over emphasis of academic oriented education;
- a shortage of certain categories of manpower (particularly by the technically skilled) in the face of mass unemployment; and
- questionable standards of education.

According to Coombs (in Marais 1988:147), the world-wide crisis in education has worsened and although there are problems unique to each country, specific socio-economic and socio-political factors cause particular educational dilemmas in a country. The international educational crisis is identified by problems which are universal to all education systems and must needs be solved in such a way that education systems in all countries can learn from each other as they share their successes and their failures.

Since the Second World War, and particularly since the sixties, a concerted effort has been made by countries world-wide to eradicate illiteracy and to provide basic education to all people. The idea behind this was to enable all members of a society to contribute to the development of a country. It has not been completely successful. According to Dore (in Marais 1988:147), by the seventies, many countries had spent as much as 25 per cent of their total budget on education without getting much return from the investment. This caused governments to conclude that education, particularly formal education, was becoming prohibitively expensive and could not continue to be expanded indefinitely to an ever increasing population at the expense of the state (cf 2.7). This has led to a search for other ways of providing education (cf 2.5).

The drive to provide equal educational opportunities to the masses has had definite disadvantages, notably to a drop in educational standards. In an effort to supply the educational needs of growing populations, bigger teacher-pupil ratios have been introduced, use is made of *teachers with inferior qualifications*, and only basic literacy and numeracy skills are taught. This has resulted in an inferior and often irrelevant education (Spring 1972:151). Consequently, many people leave school without the knowledge and skills to make a good living for themselves or their families (Engelbrecht & Niewenhuis in Marais 1988:148; Nkabinde 1992:8).

“Without education, development will not occur. Only an educated people can command the skills necessary for sustainable economic growth and for a better quality of life” (World Bank 1988:v)(cf 2.6).

According to this report, sub-Saharan countries cannot afford to substantially increase the resources they devote to education as many already allocate more than 20 per cent of their budgets to education and any further increases would delve too deeply into public funds needed elsewhere. The report thus calls for supplemental steps requiring an **incremental** inflow of resources to improve the **quality** of education. According to the report policies need to be determined along three dimensions: an adjustment to current demographic and fiscal realities; revitalisation of the existing educational infrastructure; and selective expansion to meet further demands (cf 4.3). It was hoped that the study would serve to provide a common ground for *donors*, especially *international donors*, enabling them to see their way clear not only to increase their assistance but more importantly, to increase the **effectiveness** of their assistance (World Bank 1988:v-vi)(cf 4.3)

The World Bank report (*Education in sub-Saharan Africa* 1988:xi) remarks pertinently on investment in education in sub-Saharan Africa. Remarks made with regard to the deterioration of the quality of education, unprecedented population growth and mounting fiscal austerity are particularly applicable to the South African education scenario. It is, therefore, of value to quote from the report (words in brackets are researcher's own):

... the ensuing deterioration in educational services has made it more difficult to solve the region's economic and social problems. To break this cycle of eroding prospects for the people of the region, policies need to be identified that will renew progress in (South) Africa's (black) education. The role of human skills in development is critical.

Engelbrecht and Niewenhuis (in Marais 1988:149) pin-point four overriding problems with which education systems throughout the world are currently struggling and which are of particularly significance for South Africa:

- the provision of prohibitively expensive education;
- the decline of educational standards;
- the relevance of education to real life situations and a country's own ideological viewpoint with reference to,
- the provision of equal educational opportunities for all.

Each country, including South Africa, will, however, have to find its own solutions against the background of its own particular educational, socio-economic and socio-political ideology, to these problems (Marais 1988: 149).

However, despite the very real problems stated above, equal educational opportunities have to be introduced as quickly as possible if South Africa is to uplift the quality of life for the majority of its inhabitants and progress economically. It would be profitable, therefore, to investigate the efforts made by Zimbabwe, a developing country with a similar background to that of South Africa, to provide adequate, **quality** education for its people. Principles (cf 4.9) for the *privatisation* of black education and *teacher upgrading* in South Africa may be derived from the Zimbabwean model and help in the development of sound educational strategies (cf 4.3, 4.4 & 4.5) by referring to both the positive and the negative aspects of the Zimbabwean model in the following section (cf 2.8.1).

2.8 THE ZIMBABWEAN MODEL OF EDUCATION

In 1981, when Zimbabwe became independent and the first black government took over, the importance of education as the most effective means to bring about socio-economic changes and achieve qualitative development in the country was recognised (Botha in Unterhalter *et al.* 1991:205)(cf 1.3). The state took it upon itself to

provide free and compulsory primary school education for all children and this has been largely successful. Free education was to have been made available for children of senior school age as well, but this aim has not as yet been achieved. According to Reynolds (in Nasson & Samuel 1990:141), the rapid expansion of the Zimbabwean education system since 1980 has caused grave concern over falling pass rates (cf 1.1.2) and led to questions regarding economic efficiency. The expansion of educational opportunities for black children in Zimbabwe should have opened up many more avenues to advancement for black Zimbabweans but the government has been criticised for concentrating on the **quantity** of education and not on **quality** (cf 1.1.2). Many young black Zimbabweans have been unable to find work and the country has had a high unemployment rate (30 per cent in 1988) (Botha in Unterhalter *et al.* 1991:205-206) (cf 2.6.2).

According to Chung (in Unterhalter *et al.* 1991:206), there is a mismatch between education and the needs of industry with a resulting negative effect on the economy (cf 2.2.2). Chung claims that educational expansion in Zimbabwe has not considered the developmental needs of the economy and sufficient thought has not been given to supplying the technical, managerial, and administrative training which is required for economic development and the creation of job opportunities (in Unterhalter *et al.* 1991:206) (cf 2.6.2 & 4.5.3). The limits of government funding for education have been reached (cf 2.7.1), and parents and local authorities have been roped in to play a greater financial role (cf 1.1.8 & 2.7). According to Reynolds (in Nasson & Samuel 1990:145), inequities and social inefficiencies will arise if parents are asked to play a dominant role in financing primary education (cf 2.7.5). To counteract the growing crisis in employment creation and to enable the increasing number of school-leavers to find employment, Reynolds proposes a national finance and management system for education that will evolve from that which is already in place (Nasson & Samuel 1990:141) (cf 4.3, 4.4 & 4.5). He maintains that the proposed system will allow for a multitude of decisions at grass-roots level and should involve parents, children, teachers, and

school associations as well as the government (Nasson & Samuel 1990:141) (cf 1.1.8, 2.4.2 & 3.3). He attempts to reveal the present dichotomy of public and private school systems as spurious and in its place proposes a national system which will provide a variety of controls within a decentralised system which will be both socially and politically acceptable (Nasson & Samuel 1990:141). Private schools have an important role to play in educating black children as they "... have much to offer in connection with adaptive management models ..." and "... innovative techniques which address specific problems within the school environment ..." (Davies 1993:10).

Zimbabwe has similar problems to South Africa: there is a shortage of qualified teachers, ever increasing student numbers, and increasingly poor school-leaving examination results (in Nasson & Samuel 1990:144) (cf 1.1.2 & 1.1.6). The aim of the present (1994) Zimbabwean government when it first came to power was to use education to raise literacy (cf 2.2.2), to sustain economic growth, and to achieve a more equitable distribution of income (Nasson & Samuel 1990:142). There has been a remarkable success with regard to the first goal as the number of children in primary school rose from 820 000 in 1979 to 2 230 000 in 1985 while secondary school enrolments rose from 74 000 to 498 00 during the same period (Nasson & Samuel 1990:142) (cf 2.4.1). The second and third goals have, however, not been attained. Reynolds' contention is that Zimbabwe has misplaced its priorities. He suggests that it would be better to reverse the relationship: that an employment-first and not an education-first strategy would be more economically efficient and result in a more efficient education system (Nasson & Samuel 1990:142). He uses Great Britain as an example: here children are streamed to write examinations which lead them into vocational training (cf 2.6, 3.2 & 4.5.3). He suggests that Zimbabwe could try going this route but qualifies his suggestion by remarking that if vocational training is to be successful, it requires careful attention to status and to adequate financing as it is often more expensive per child than an academic education (cf 4.8).

Another difficulty facing Zimbabwe is the declining proportion of trained teachers due largely to the rapid growth in school numbers (Nasson & Samuel 1990:142) (cf 2.4.1) and the initial loss of well-qualified white teachers immediately after independence. This could be a cause of the increasingly poor examination results as reduced numbers of well-qualified, trained teachers would lead to overcrowded class-rooms and high teacher-pupil ratios neither of which is conducive to good teaching and learning. According to Reynolds, the government has been forced to transfer many of the best primary school teachers to the upper top schools, undermining the quality of primary schooling and causing numbers of children to leave school functionally illiterate (in Nasson & Samuel 1990: 142) (cf 2.2.2 & 4.5.2).

With the general decline in educational standards, many parents chose to remove their children from state schools and enrolled them in private schools (cf 2.7.5). As a result of this move, the *private sector* became more involved in education as *parents* and the *community* showed their concern in the provision of **quality** education for their children (cf 2.7 & 3.3).

2.8.1 Private involvement

The Zimbabwean government based educational reform on the premise that education is a basic human right (cf 1.1.5). As such, education was viewed as an effective vehicle for promoting many of Zimbabwe's aims. The government gave priority to reopening and reconstructing rural schools that had been forced to close because of the civil war and to the expansion of education at all levels, more especially at senior school level. *Private support* for and involvement in the expansion of education was seen by the willingness of *parents* and the *community* to contribute financially and in manual labour towards the success of this goal (cf 3.3). Motivation for this support stemmed from the belief that education and training is the key to obtaining work in the modern sector of the economy and leads to an improvement in the general standard of living (World Bank 1988:30). Riddell and Nyagura (1991:1) came to

the conclusion that student achievement was attributable to the type of school attended. Examination results were higher in schools with a higher proportion of well-trained teachers (amongst other factors).

As stated, because Zimbabwe's educational problems are so akin to those of South Africa, it is worthwhile using Zimbabwe's experiences as a source towards attempting to solve some of South Africa's own educational problems. (Cross-references have been added throughout the above discussion as a means of comparison). Achievements can be used as positive examples and by recognising the obstacles that Zimbabwe has encountered in attempting to upgrade black education, South Africa can avoid making similar mistakes (cf 5.4).

2.9 IN CONCLUSION

Suppression of quality education for blacks was a deliberate political move on the part of the Verwoerd government (cf 2.2.2). It was perpetrated as a means of keeping the black population at a fairly low level of intellectual development. Its authoritarian and rigid approach is still apparent in black education today (cf 2.2.2). The poor quality and ineffectiveness of much of black education has had a detrimental effect on the South African economy (cf 2.2.2). It is only in recent years that this negative aspect of apartheid education has been fully recognised by the government and steps taken to try to offset the years of educational neglect (cf 2.4.2 & 2.4.3). Unfortunately, despite the good intentions of the Nationalist government (1993), sufficient funding has not been available to implement striking changes to the system (cf 2.7). *Privatisation* appears a viable and vastly superior alternative to the present system of total government control over black education (cf 2.4.2 & 2.6.4): it would include the pecuniary input of commerce and industry (cf 2.7.4), foreign investment (cf 2.7.2), community involvement in management and administration of local schools (cf 3.3, 3.6 & 4.4.2), a curriculum planning committee that would involve parents, business people, teachers and the state (ERIN 1990:1)(cf 4.5.2), as well as teacher training and upgrading

programmes (cf 3.3, 3.4, 4.6 & 4.7). *Privatisation* appears to be the best answer to a pressing problem (cf 2.4.2, 2.5 & 4.5). Zimbabwe's successes and failures may be used by South Africa's educational strategists as a prototype on which to build (cf 4.3, 4.4. & 4.5).

The crux of the changes to black education appears to lie with the *upgrading of black teachers*. Without *quality teachers* there cannot be *quality education* no matter what other improvements are made or how much extra money is poured into educating black children.

In the next chapter *privatisation* and/or *semi-privatisation* of black education will be discussed with the emphasis on *teacher education* with the view to introducing quality education for all children in South Africa as quickly as possible. The Promat model will be discussed in depth and evaluated as a possible working model for the privatisation or semi-privatisation of black education with particular regard to all aspects of teacher education.

CHAPTER 3

PRIVATISATION IN BLACK TEACHER EDUCATION

3.1 INTRODUCTION

The history of black education in South Africa shows a deliberate manipulation of the system that purposed to keep blacks at a low educational and economic level of development (cf 2.2.2). The De Lange Report of 1981 outlined very clearly the urgent need for black education to be upgraded (cf 2.4.2). Many independent investigations pointed to the poor standard of education as being an attributive factor to the economic woes of South Africa. Economists as well as educationists reiterated time and again the urgency of upgrading the standard of black education throughout South Africa (cf 2.6.2 & 2.6.3). The upgrading of poorly qualified black teachers as well as quality pre-service training is seen as essential to the success of any project (cf 2.5.3). The state, however, cannot afford to spend more on education (cf 2.7) and has instituted schemes whereby private enterprise and communities will become more heavily involved in education (cf 2.7 & 4.2). This appears to be a short-term policy and affects white education rather than black although there are aspects of this policy that can be useful in reorganising and restructuring black education.

“...the greatest single challenge facing South Africa in the longer term is to put to rights the black (African) educational system” (McGregor & McGregor 1992:169). The state, for various reasons (cf 2.2.2 & 2.7), has failed in the challenge to upgrade black education. The writer believes that the upgrading of black education can best be achieved by upgrading all aspects of black *teacher* education. This can be accomplished most expeditiously by inviting the *private sector* to take a more active part in the funding and training of black teachers (Hofmeyr & Pavlich 1986:17).

In the following sections an attempt is made to present an overview of existing private facilities, to briefly describe a selection of private endeavours and to make an in-depth case-study of Promat College as an example of private involvement in education and in teacher upgrading and training in particular. The material used is based on available literature, supplemented by various types of interviews and a video tape (The Video Lab 1991)(cf 1.4).

3.2 TEACHER TRAINING

The quality of initial teacher education is of great significance because the teacher is of central importance to the education system (McGregor & McGregor 1992:146). Unfortunately, the majority of black teachers presently in employment have not had initial quality training (cf 2.2.2), and therefore, changes in educational policy will only be successful if this lack of **initial** quality training is recognised and made of account in any attempt at upgrading teacher quality (Hofmeyr & Pavlich 1986:13). Teachers are recognised as being at the heart of the education system, for it is the teachers on whom the system relies to implement any changes in policy and direction. They are the primary agents in education and if there is to be a general teaching corps of quality and substance, black teacher training and upgrading must be made an essential priority. This is a necessary condition for educational transformation and "... makes teacher education and development the pivot of a coherent and viable national policy" (NEPI 1992h:1).

It is, therefore, important that there is a holistic approach to teacher education and to their professional preparation and that the overriding aim of a new teacher education policy should be first to improve the quality of the black teaching corps in South Africa (cf 1.1.1, 1.1.4 & 4.3). The NEPI document (1992h:1) states that:

This will require attention being paid to an on-going process of pre-service teacher training (PRESET) and in-service teacher education (INSET), as well as to

the quality of teacher educators, the reconstruction of teacher education institutions, and the minimum basic pre-conditions for competent practice. At the very least, such pre-conditions include an adequate number of classrooms, adequately equipped; an adequate supply of teaching materials; and manageable class sizes.

Demographic changes necessitated an expansion in the number of teachers being trained in South Africa (cf 2.4). The government made an effort to increase the number of trainee black teachers but was limited in its efforts by the application of the apartheid 'own affairs' system. The state system of formal education has been directed according to the constitution of 1983 (Act 110 of 1983) and the National Policy for General Education Affairs (Act 76 of 1984) which made teacher education an 'own affair'(NEPI 1992h:4). Teacher education is thus characterised by fragmentation, discrimination and difference, and there is no coherent teacher education policy or plan for national development (NEPI 1992h:4).

The following statistics (see Table 5) reveals the extent to which the principle of equality in education has been violated in South Africa with regard to financing:

Table 5: Average government per capita subsidisation of schooling and teacher training, 1990

Schooling			
	Primary	Secondary	Teacher Training
White	2 910	4 170	17 060
Indian	2 020	3 340	18 400
Coloured	1 450	2 630	15 240
Black	660	1 300	5 430

Source: Donaldson (in NEPI 1992h:4)

3.2.1 Current position of black teacher training

According to the NEPI researchers (1993i:236):

Teacher education in South Africa is characterised by fragmentation and deep disparities in the duration and quality of pre-service education for teachers (PRESET) and in the regional supply of teachers at different levels and for different subject areas. Some 30 000 teachers are unqualified, and another 45 000 have less than matric.

Most of these un- and underqualified teachers are concentrated in rural areas (cf 2.5.3, 3.7 & 4.1.2).

Inadequate secondary teaching and a poorly designed school curriculum, coupled with ongoing political conflict at schools, have obliged *colleges of education* to devote most of their curriculum time to providing basic subject knowledge to prospective teachers because student teachers come to them with very little foundational knowledge. One result of the fragmentation of education departments, compounded by an unwieldy bureaucratic control and a culture of secrecy, is that there is little agreement on the **number** of teachers required to meet present and future needs. One projection model shows that if an average teacher-pupil ratio of 1:35 is assumed, and if all existing colleges operate at maximum capacity, the total number of primary teachers supplied would be sufficient for the implementation of universal primary education only up to 1994. This model assumes an even distribution (or redistribution) of teachers across the country, which in itself would be hard to achieve. Another projection model shows that if present trends continue, Venda, QwaQwa, Lebowa, Ciskei, and Bophuthatswana are likely to have a significant **oversupply** of teachers by the year 2000, while Transkei, KaNgwane, Gazankulu, KwaNdebele, and especially KwaZulu, may have serious **shortages** (NEPI 1993i:236).

There is also a disparity in the supply of teachers for different subjects, with an acute shortage of properly qualified mathematics and physical science teachers at the secondary level (cf 2.6.1 & 3.2). The lack of a co-ordinated plan is a serious weakness in the current system. There is no proper budgetary provision for in-service education for teachers (INSET). Non-government organisations play a major role in supplementing gaps in the state provision of in-service training, especially for science, mathematics, and English teachers (cf 3.7.8). Distance teacher education is at the time of writing still fragmented by the 'own affairs' education policy (Graham & Siebert 1990:38-39; Hofmeyr & Pavlich 1986:14; NEPI 1993h:236-237).

Teacher education is institutionally located within colleges, universities, and technikons (cf 4.8). There are a total of 14 colleges of education currently controlled by the DET offering a range of qualifications. Of these, three are in-service training institutions (INSET) (DET *Annual Report* 1992:150; 319). The DET approach to INSET is centralised which makes it very difficult for some teachers to attend. The courses are firmly syllabus-based, planned by the staff running the centre, and "...transmitted to the participating teachers who have very limited input into the nature of the courses" (Hofmeyr & Pavlich 1986:14). According to the NEPI document (1993h:237), the greatest strength of the education colleges is their wide geographic distribution, which brings tertiary education closer to far-flung communities and enables a sensitive response to local needs. However, a negative aspect of this wide distribution is the academic isolation of the colleges. Also, they are small, poorly equipped, and ineffective in the provision of **quality** teacher education (cf 2.2.2). Few are cost-effective (cf 3.7.8 & 4.6).

Enrolments at black teacher training colleges doubled from approximately 18 000 in 1986 to nearly 36 000 in 1991 (NEPI 1992f:27). Along with this huge influx of trainee teachers is the fact that at the present time there are major inequalities in teacher training in South Africa and the majority of blacks have inferior training. A teacher in a primary or secondary school is considered

qualified only if he or she holds at least a four-year post-school qualification. Any teacher holding less than a four-year post-school qualification is considered underqualified and does not receive the same salary benefits as the 'qualified' teacher (Hofmeyr & Pavlich 1986:11-12). According to the NEPI document, (1992f:27), 99 per cent of students in black teacher training colleges were following a three year diploma course compared to only 6 per cent of students at white colleges. This leaves the majority of black teachers at a major disadvantage from both the academic and the professional point of view.

There is, therefore, a great demand for effective in-service teacher education that will raise the standard of un- and underqualified black teachers to the same academic and professional level as that of their white colleagues (cf 3.7.8 & 4.6). Apartheid education has led to a situation where the majority of black teachers are not only inadequately trained but as a consequence, have a poor understanding of the concept of professionalism. The quality of black education continues to decline at an alarming rate and much of this is related to the poor quality of teaching and teachers in many, if not most, of the black schools (Hofmeyr & Pavlich 1986:12-13)(cf 1.1.1) . Against this background, the **prime strategy** for furthering the **academic and professional development of black teachers** is for teachers who are currently employed to have recourse to *in-service teacher education* (INSET) programmes (McGregor & McGregor 1992:169-170) (cf 3.4, 3.7.8 & 4.6).

The majority of black teachers are well aware of the deficiencies in their academic and professional training and would be only too pleased to have the opportunity to upgrade their qualifications and the standard of their methodology/didactics. Herein lies a dilemma: to go back to school full-time, whether to study for their matric or to gain a better teaching diploma, is beyond the means of many teachers. They cannot afford to take off a year or more and to be unemployed while upgrading their qualifications or improving their subject and professional knowledge. At the same time, if they do not upgrade their qualifications they have little hope of promotion and

their salaries remain very poor. The obvious answer to the dilemma is for teachers in this situation to make use of the INSET programmes available to them (cf 3.7.8 & 4.6).

One of the reasons why comparatively few black teachers make use of INSET programmes can perhaps be explained by the following: The retrenching of teaching staff at colleges of education as well as the closing or amalgamation of facilities at white colleges has meant the potential loss of expertise and accommodation which could have been channelled towards INSET programmes (McGregor & McGregor 1992:171). This is an extremely short-sighted action considering the shortage of quality teachers in black education and the desire on the part of these teachers to upgrade their qualifications. According to Hofmeyer and Jaff (in McGregor & McGregor 1992:171), approximately 78 000 potential students have been turned away from black colleges many of whom could have been accommodated if the policy of closure and/or amalgamation had not been effected. INSET programmes which are currently in progress are provided by a wide variety of agencies both public and private but are not co-ordinated (Hofmeyr & Pavlich 1986:16-17)(cf 3.4, 3.7 & 4.6).

There is considerable disparity in the decision-making powers of the different colleges falling under the various education departments: those under the House of Assembly and House of Delegates have a fair measure of autonomy, whereas the House of Representatives and the Department of Education and Training permit little academic or administrative autonomy (cf 2.2.2). Universities are empowered by statute to award teaching diplomas and degrees. Within the constraints of the national criteria for teacher-education qualifications, universities have the autonomy to shape their own teacher-education programmes. While some use this autonomy to encourage critical pedagogy, most, according to the NEPI researchers (1993i:237), have maintained conservative teacher-education programmes dominated by Fundamental Pedagogics and its part disciplines. Twelve technikons offer teacher education programmes accredited by SERTEC, the Technikon

Certification Council. However, the present structural isolation of technikons makes it difficult for their students to transfer to universities or colleges (NEPI 1993h:237). Buitendacht (1994:15) strongly advocates the mobility of students between tertiary institutions according to the specific needs of individuals. The responsibility will then rest with the student to manage his own educational career. He further asserts that recognition should be given for prior learning as this will allow (teachers) to return to study subjects that he finds relevant to his career at a later stage(cf 4.8). (Word in brackets writer's own).

The majority of black teachers in South Africa are disadvantaged by their conditions of work, as well as by the poor quality of their training (Hofmeyr & Pavlich 1986:9-13). Many schools are poorly managed and under-resourced, with limited and sporadic, if any, in-service support (cf 1.1.1). Political conflict and the breakdown of a learning culture have ravaged teaching in much of the country (cf 2.3), further undermining the motivation and morale of teachers (NEPI 1993h:237).

3.2.1.1 Expansion of teacher training

In South Africa, with its fragmented educational structure, there is a need for expanding all facets of teacher education and training, both pre-service and in-service. There is, however, a large discrepancy in the resources designated to the various education departments. The current situation with regard to state funding and provision of black teacher training institutions in South Africa can be seen in Table 5 above and Table 6 below. The numbers of students enrolled for teacher education with each department is shown.

Table 6 shows the current high level of fragmentation of pre-service teacher education in South Africa. It is organised mainly on ethnic lines and is controlled by fifteen different ministries in terms of various acts of parliament (NEPI 1992h:5)(cf 2.2.2).

Table 6: Pre-service teacher training by education sector

Department	Teachers' colleges	Universities	Technikons	No. of students enrolled for teacher education
Education & Culture (Assembly)	16	11	8	8 766
Education & Culture (Delegates)	2	1	1	1 726
Education & Culture (Representatives)	13	1	1	7 851
Education & Training	71	8	5	9 965
Private	1			350
Total	101	21	15	76 260

Source: Compiled from National Education Policy Branch (1991:10); NEPI (1992h:5)

According to the NEPI document (1992h:18), the Department of Education and Training is attempting to stabilise the number of black candidates entering the teaching education institutions. It is argued that there is no shortage of teachers and the large number of unemployed teachers has been cited as evidence of this. The Minister fails to say, however, that most of the unemployed black teachers are un- or underqualified and few, if any, of these unemployed teachers are mathematics, science or accountancy teachers.

Most technical and scientifically based tertiary courses require mathematics and science (cf 2.6.1). If it is considered that only a very small number of matriculants pass mathematics and science (cf 1.1.2, Table 1 & Table 3), and of these only a very small number of teaching candidates take mathematics and science as part of the course (see Table 7), then the argument that there is no shortage of teachers has no real substance. Furthermore, the consequence of poor teaching together with low numbers of mathematics and

science black graduates, leads to very few black people in high-level occupations where mathematics and science are prerequisites (NEPI 1992h:20).

Table 7: Subjects selected by newly qualified black secondary diploma and certificate teachers 1985-89

Subject	% of teachers
Indigenous language	28.1
Biology	24.8
English	22.3
History	20.3
Mathematics	13.4
Physical science	8.7
Economics	5.7

Source: Compiled from Orbach (in NEPI 1992h:21)

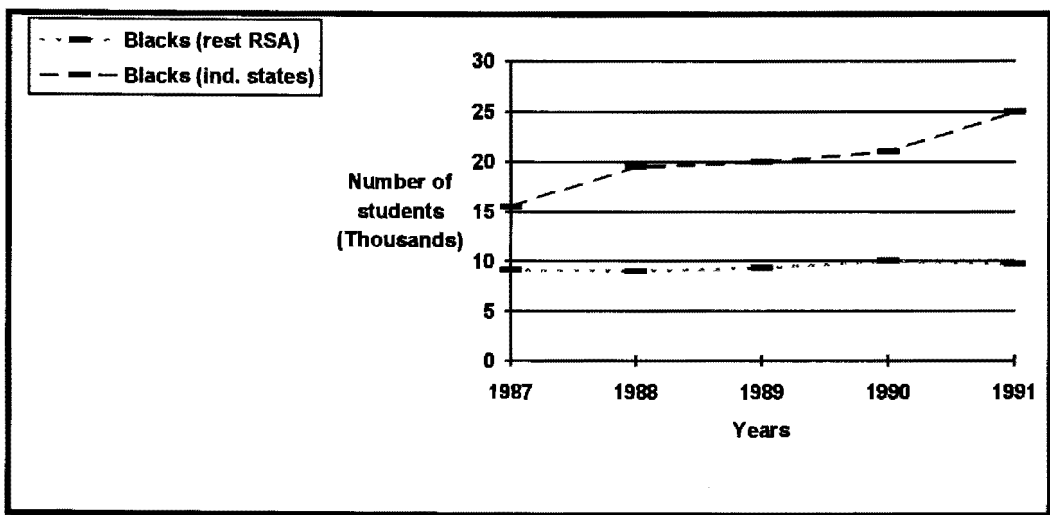


Fig. 2: Number of black students taking mathematics and science, 1987-1991.

Source: Kotecha (in NEPI 1992h:19)

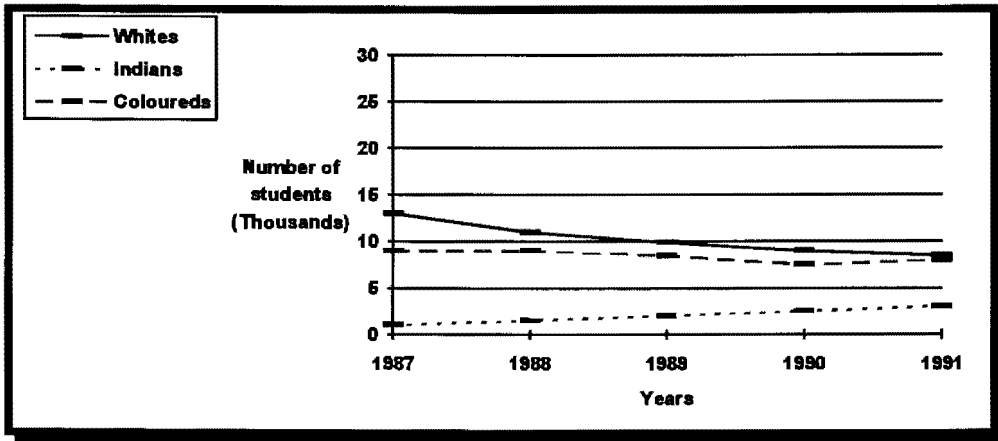


Fig. 3: Number of other students taking mathematics and science, 1987-1991.

Source: Kotecha (in NEPI 1992h:19)

[This dissertation refers specifically to *black* teacher education in South Africa although some statistics from other race groups are used as comparisons].

3.2.1.2 New trends in black education

In order to meet the rising demand for education in the black community, the state, in 1977, embarked on the construction of new universities and teacher training colleges for blacks. Vista university was established as a series of satellite campuses around a central administration and offered part-time degree and correspondence courses with the focus on teacher training (Unterhalter *et al.* 1991:77) (cf 4.1.2). At the same time, an increasing number of state bursaries and loans were offered to black students at tertiary institutions. By 1989 bursaries worth R15 million were paid out to students at tertiary institutions of which R14 million was spent on teacher training (Unterhalter *et al.* 1991:78).

By the late 1980s, the vast majority of students at teacher training institutions were receiving either state or private bursaries. It should be noted, (Unterhalter *et al.* 1991:79), that although both the state and the corporations made reformist interventions, mainly through funding, there was no indication that these strategies would succeed in their aims to restructure black education. Pouring resources into a

system that has been shown to produce mainly non-qualitative output cannot bring the desired results of reconstruction and reform in black education. Quality teachers have to be produced if quality teaching is to take place. The Department of Education and Training has not generally succeeded in raising the quality of its teachers (Hofmeyr & Pavlich 1986:17), therefore, privately funded and administered teacher education institutions, in partnership with the education faculties of established universities, should be given the opportunity to prove their worth to education in general and to black education in particular (cf 4.5.2 & 4.8).

At present there are very few multiracial teacher training colleges in South Africa. Government recently allowed teacher training colleges to decide on their own admissions policies but has continued to retrench staff at white colleges and to close or amalgamate facilities (McGregor & McGregor 1992:171-172). The few previously 'whites only' institutions which have opened their doors to black teacher trainees, such as the Johannesburg College of Education, are few and far between and limited in the number of black students they are able to accept. This is probably because of the poor standard of education received by most black pupils and extensive 'bridging' courses have to be given to black students from disadvantaged backgrounds (ERS 1991:53). According to Mohapi a former senior lecturer at Soshanguve Training College (1990) (now the College of Continuing Education), the black teacher training colleges have more applicants than they can accommodate and are forced to turn away hundreds of prospective students. The De Lange Commission (HSRC 1981:180) stressed that "... no other factor determines to such an extent the quality of education in a country as the quality of the corps of teachers, lecturers and instructors." It is, therefore, imperative that black teaching standards are raised.

3.2.2 Raising teaching standards

In order to provide blacks with the 'absolutely equal standard' of education promised by the government (ERS 1991:74)(cf 2.4.2), extensive disparities in the quality of education have to be overcome

(Marcum 1982:18).

Government policy in the 1950s and 1960s was intended to further develop the 'Bantu' education system (cf 2.2.2). This system was based on vernacular languages and ethnic cultures and was designed to prevent blacks from fully partaking in a modern technological society. This led to a steady deterioration in the quality of black education, and although extensive changes have been wrought to the black education system over the last few years (1989-1994 at time of writing) (cf 2.7), the years of deprivations have taken their toll (Hofmeyr & Pavlich 1986:8-13; Marcum 1982:18-19)(cf 1.1.2 & 2.3).

3.2.3 Declining quality of education

The rapid growth in the black population (cf 2.4.1) together with economic stagnation (cf 2.5.1) has probably had the most detrimental impact on the quality of education. The quality of an education system is probably best defined by assessing the output of the students. This is usually done by checking the scores of cognitive achievement tests. As indicated by the World Bank (1988:32), cognitive skills such as literacy and numeracy are not inherent, they must be learnt, and in order to learn essential cognitive skills the years spent at school must be productive. Innate talent is not sufficient, it must be converted to cognitive skills through the vehicle of education. It is true that the goals of education must encompass more than the acquisition of academic material. Young people must be educated to become responsible citizens with mores and values that reflect the society in which they live (cf 4.3.1).

When black children enter school they face a situation that is often foreign to their home environment (World Bank 1988:31-32). Thus, one of the greatest challenges facing a black child entering the formal school system is the adjustment to a totally new environment. In addition to teaching basic cognitive skills such as literacy and numeracy, teachers also have to help the child integrate the known

with the unknown as they progress through the education system (World Bank 1988:32).

Quality education enables the child to develop life skills that will empower him with modern market oriented skills yet at the same time will not detract from the child's home-taught mores and values (World Bank 1988:32).

3.2.4 Second language as medium of instruction

The current education policy in South Africa is for black children to learn in their mother tongue for the first four years of formal schooling or until they are ten years old (South Africa Yearbook 1991-92:173). In normal circumstances this is a sound didactic principle. As Heiberg points out in Heese & Badenhorst (1992:32), the mother tongue is particularly important as a vehicle for the education of the child: "It's axiomatic that the best medium for teaching the child is his mother tongue " (UNESCO in Heese & Badenhorst 1992:32). However, although this is an educationally sound practise, (as parents and teachers must convey everything they want to impart to the child as clearly and unambiguously as possible), because of the necessity for the black child to change over to either English or Afrikaans to complete his schooling, the child's proficiency in English or Afrikaans is essential if he is to make satisfactory progress. Most black people consider English as an "... indispensable window on the world ..." (Marcum 1982:19), and therefore consider English to be the best medium for learning. English teaching in black schools is usually of an inferior quality and a lack of real fluency in the language constitutes a handicap for most black students particularly when it comes to studying further at tertiary institutions or for climbing the corporate ladder. According to Marcum (1982:19), black resistance to studying in either the vernacular or the Afrikaans language, necessitates a vast improvement in the standard of English being taught in black schools from kindergarten through to matriculation level. In order to achieve such an aim, it is essential to raise the standard of the qualifications of thousands of English language black teachers because it is **these**

teachers who must assume most of the responsibility for raising the standard and developing black education. The ability or inability of the teacher and pupil to use English effectively is a decisive component in the educational factor (Hofmeyr & Pavlich 1986:11).

From interviews held over the years with black teachers who have come to Promat College in order to upgrade their qualifications (1986-1993), it is clear that they find themselves at a great disadvantage in the classroom. They are aware of their inadequacies and know that they are poorly trained. As a result they feel very insecure as illustrated by the following quotes (informal interviews):

Without a proper qualification I cannot get better promotions. I do not feel capable of teaching in a senior school although that is where I would really like to teach (A male teacher).

I teach standard four and five. The lessons are given in English and my English it is (sic) not good. I want to help the children to improve but I struggle to find the correct words to use and the children cannot learn so well (sic) from me as they should (A female teacher)

This is particularly true of senior school teachers who, as Marcum (1982:19) says, practise "... survival teaching." This does not allow for discussions, questions, problem-solving approaches, pupil participation and critical thinking. Very often the only method of control is the cane (Hofmeyr & Pavlich 1986:12). These teachers are faced with a generation of young people who are far more socially and politically aware than their teachers were at their age. Many of these children have grown up in politically volatile situations, have been exposed to the mass media, and are questioning the old norms and values of their societies. The teacher who is educationally disadvantaged has very few means at his disposal to control the classroom and the learning situation of his pupils and will, in despair, resort to the least threatening method of teaching. He

therefore turns to textbook teaching and uses old-fashioned traditional didactic teaching methods (Marcum 1982:19). Such teachers are afraid to innovate and to try new teaching techniques. They cling to what they know in order to survive in the classroom, but in so doing they lose the respect of their pupils, the pupils' parents, and that of their better qualified colleagues. This in turn leads to a loss of self-respect and an increasingly low morale (Marcum 1982:20).

3.2.5 Low standards in black education

Black education is at present (1994), characterised by old fashioned pedagogy, low standards of teaching, an impoverished understanding by most pupils in subjects such as mathematics, physical science and accountancy, and general under achievement (Marcum 1982:20) (cf Table 3). Black education is thus unable to prepare enough quality black students for careers in professions such as engineering, business management, and electronics for which there is a dire manpower need. According to a statement made by M.C. Botha in December 1976, (in Marcum 1982:21), all students since 1976 have been writing the 'same' senior certificate matriculation examination. This should have brought forth a crop of high quality black matriculants but this has not happened. A possible reason for this may lie in the fact that at the present time pupils do not actually write the 'same' matriculation examination. Very little attention has been paid to the values and educational needs common to all population groups. Consequently, there are at present approximately 1 400 core syllabuses (*National Education Policy Branch* 1991:19). Matriculation examinations are set and marked by each education department within the education system, thus causing a variation in standards (*National Education Policy Branch* 1991:3-5). Political upheavals and teacher 'stayaways', together with a child's natural desire to take advantage of such situations, has led to a dearth in actual teaching time and this has been particularly detrimental to the black matriculation student (cf Table 1 & Table 2).

3.2.6 Quality of educational opportunity

Although the criticisms of black education (cf 1.1 & 3.2) remain true to a large degree, it is also true to say that much has been done by the state during the last few years to try to overcome these problems (cf 2.4.2, 2.4.3 & 4.2). Much of what has been achieved, however, has been offset by the continued political unrest that has affected education (cf 1.1.1 & 2.3).

3.3 PRIVATE ENDEAVOUR IN BLACK TEACHER EDUCATION

Privatisation and semi-privatisation of education implies a **moral obligation** by the **community** to become more heavily involved than is presently the case (Sunter 1990). If education is to be part and parcel of the outworkings of a community, and if it is to serve the interests of the community, it (the community) must shoulder much of the responsibility for the provision and quality of education (cf 2.5 & 2.7). The essence of providing quality education lies with ensuring that every school is staffed with high quality teachers who will adhere to the values, norms and ethos of the community (cf 1.1.4 & 4.3.1).

Quality teaching is always a problem and the need for *in-service* education and training (cf 3.4, 3.6, & 3.7) in order to bring teachers up to date with the latest teaching methods and make them *au fait* with new discoveries and knowledge of their subjects is an essential service. For most of the black teachers the continuing contribution of the INSET programmes is an essential service. Bot states (1986:1):

The problem of under-qualified teachers (i.e. teachers who are professionally qualified but have no senior certificate) and unqualified teachers (i.e. teachers who are professionally unqualified) ranks among the major problems, and it is one of the areas where people *outside the education system* can try to make

a relatively direct contribution to alleviating problems and to eliminating inequalities in the provision of education.

3.3.1 Parental involvement and responsibilities

According to Engelbrecht and Niewenhuis (in Marais 1988:153), the fact that education has become increasingly politicised (cf 1.1.1, 1.1.5 & 2.2.2) is manifested in parent groups which act on behalf of their children and who impose their own political views on what education ought to be. He emphasises the tremendous power wielded by parent pressure groups which should not be underestimated and states, furthermore, that government must accept that parents, who are the primary and natural educators of the child, should have the right to be heard when it concerns the education of their child (in Marais 1988:153). At present, however, there is no involvement by parents in *teacher* education which means that the community is not generally involved with the essence of education at grass-roots level: that is, with the education and training of teachers for schools within a particular community. The right of the community to ensure the passing on of its ethos to its children (cf 1.1.5 & 4.3.1) is not therefore guaranteed because the state (which does not necessarily adhere to a particular community's ethos) is overall in control of the training of teachers and therefore of education *per se* (cf 2.2.2). State schools are not run as autonomous administrative institutions. They do not, says Badenhorst (in Heese & Badenhorst 1992:89):

- pay teacher's salaries;
- maintain school buildings;
- pay their own accounts;
- determine the syllabus or prescribe the textbooks.

According to Badenhorst (in Heese & Badenhorst 1992:89) many educationists argue that the school should mirror the community it serves (cf 1.1.5 & 4.3.1) and this is seen in the trend towards increased parental involvement (cf 2.7.5 & 4.4.2) and a movement away from bureaucratic structures (cf 4.5.2, 4.6.2 & 4.9). Badenhorst's comment (in Heese & Badenhorst 1992:89) on parental involvement thus makes a lot of sense:

If devolution of organisational authority is to have any meaning, then a local answer must be found to the age old question: who defines the common good? Clearly in the case of a school, the parent community has a central role to play in this respect. This is one of the reasons why the world-wide trend to involve more parents more closely with the educational process is strongly supported. However, research results exist which indicate that the role of the parent is even more important. It suggests that the involvement of parents in the learning process itself can lead to very positive results.

This would lead to the supposition that parental involvement in the *training of teachers* is very important. Parents could, for example, be involved in the selection of suitably qualified lecturers, in evolving a curriculum in keeping with the needs of the community and the economy, in the administration of the colleges, in fund-raising, and in ensuring the upholding of the norms and values considered as important by a particular society (cf 2.7.6 & 4.4.2).

3.3.2 Community involvement and responsibilities

The involvement of the community in black education must, however, be carefully monitored by educationists (cf 2.7.3 & 2.7.7). It would be relatively easy for individuals or groups with plentiful resources but with the wrong motives and little understanding of the child's *educational* needs to insist on programmes that may be detrimental to the proper education of the child (cf 1.4.1). Careful

controls would have to be built into the system in order to avoid this. If, however, the community is to be persuaded to fund education then it has to be given the right to **active** participation in the decision-making process (cf 4.4). The key to responsible decision-making is *community accountability* with the welfare of the child as the overruling factor.

Thus, although a community has the right to insist on quality teaching for its children it must be prepared to involve itself in the process of training and employing teachers and to raise funds for the continual upgrading of teachers already employed in its schools.

3.3.3 Corporate involvement in teacher training

Recognition of the economy as the end user of the educational system makes it imperative to listen to and take note of the voices of commerce and industry (cf 2.5.1 & 4.5.5). As Heese contends (in Heese & Badenhorst 1992:111):

Where in the past they would have been studiously ignored, representatives of the economy at large are now involved in curriculum development, in educational planning, and in the provision of education services in a way which was undreamed of even a decade ago.

He, (Heese in Heese & Badenhorst 1992:111) makes a pertinent point when he says that:

... education must never be reduced merely to a process designed to provide manpower in accordance with the needs of the economy, ... (but at the same time) ... it is equally true that the needs of *Homo Faber* cannot be totally ignored by the educational system.

The quality of teachers is undoubtedly one of the main determinants of the quality of education and is central to raising educational standards and so supplying the needs of commerce and industry. Taking into account the above statement (that business should not tamper with educational matters about which it knows very little), at the same time it appears essential that it becomes involved in a practical way. This of course leaves the door open for more interference from business than may be wise. Limits would have to be set as to how much input would be allowed by commerce and industry in the setting of curricula so that universally accepted educational norms and values would not be abrogated. Care would have to be taken that our schools are not turned into tools of commerce and industry (Corke in Christie 1988:13) (cf 3.3.2, 4.3 & 4.10).

A boost was given to black teacher training in the 1970's with the injection of corporate capital into black tertiary education. Large donations were made together with calls to modify policies on black tertiary education including the need to upgrade teacher training qualifications. An example of such involvement was the establishment of the Soweto Teachers Training College which was opened in 1977. It was financed by the Anglo American Corporation and the De Beers Chairman's Fund, but administered by the Department of Education and Training and the KwaZulu Department of Education respectively (Unterhalter *et al.* 1991:78). Large donations were also given to already established institutions with the proviso that black students were to be allowed access. Courses beneficial to business were promoted. For example, in 1985, the University of Cape Town was given substantial support by various corporations in order to establish the Centre for African Management. This centre was purposefully established to train and develop black managers (Unterhalter *et al.* 1991:78).

At the present time, teacher training colleges, controlled by the state, have very little autonomy. A total of ten ministries of education share responsibility for teacher training in South Africa. The training colleges are directly responsible, through a council, to one of these

ministries for all administrative, financial, and academic matters (NEPI 1992f:19).

Le Roux (1982:20) asserts that teacher education colleges be given more autonomy in administering themselves and in choosing the courses to be followed by the students. Linked to this is the importance of receiving input from the private sector as to the economic needs of the country (cf 2.5.1, 2.6.2 & 2.7.6). Funding would have to come from the private sector (cf 2.7) so that teachers can be trained in the subjects that are particularly relevant to the economic growth of the country as well as in pedagogically sound educational principles (cf 4.9).

3.3.4 The need for upgrading black teachers

All teachers with the same or similar qualifications are now earning equal wages (ERS 1991:70). Hopefully this will make teaching a more attractive career option to the black intelligentsia for this will undoubtedly help enhance teaching in black schools thus improving the quality of education and ultimately of black matriculants. However, because many black teachers, especially in the primary schools, are underqualified (cf 2.2.2, 3.2.5 & 4.6), their remuneration is very meagre for the exertion and dedication they put into their work. It is *these* teachers who lay the foundation for the child's future, and it is these teachers especially who need to be upgraded both in subject knowledge and teaching skills. If the child does not get the best education at pre-primary and primary level, then no amount of 'making up' will undo the harm done to his intellect in these early years (ERS 1991:62). Teachers at the Promat matric colleges have found time and again that simple basic steps in learning have been neglected at primary school level, and no matter how hard the student tries there are certain concepts and ways of thinking that appear to be completely outside of the student's experience. These 'missing links' appear to stem from a lack of sound teaching at primary school. This is particularly true of the mathematical and scientific subjects although it is evident in the general subjects as well (cf 3.7.5).

3.3.4.1 Grading of college and school related (CS) educators

The professional personnel of schools and colleges are commonly known as CS educators. Of these the majority are teachers at schools and lecturers at colleges of education and technical colleges. A significant number of these professionals are employed outside of the classroom as school psychologists, educational media experts, superintendents of education, researches and educational planners. All CS educator posts are graded and divided into seven different post levels according to the seniority of the educator. Although there is a fair amount of autonomy in the allocation of posts to a certain post level according to the discretion and needs of individual departments, a large amount of uniformity exists. There are eight post levels. A teacher usually comes into the profession at post level one, and may, with the improvement of qualifications and experience, as well as the occurrence of opportunity, rise through the system to higher post levels (DET *Annual Report* 1992:12;14; *National Education Policy Branch* 1991:23-24).

The number of CS posts at any educational institution is governed by the number of pupils served by that particular department. The total number of posts is then divided amongst the eight post levels according to a prescribed post level ratio norm. There are limitations as to the number of post levels available and promotional possibilities are therefore limited (*National Education Policy Branch* 1991:24). The qualifications of CS educators are evaluated and subsequently divided into one of eleven categories, each with its own salary scale. Thus a CS educator with high academic qualifications can earn substantially more than a colleague with lower qualifications. The category assigned to qualifications is determined by the minimum period of study required for obtaining them. For example, one year of training is required after standard ten for a category A allocation, two years for category B, and three years for category C. A significant number of black teachers still have lower qualifications than are required for category A and therefore four more categories have been made to accommodate

these teachers (DET OO/ET 230:1-2 & DET OO/ET 230 Annexure B:1-2; *National Education Policy Branch* 1991:24-25).

In order to encourage CS educators on level one to improve their performances and qualification, above average achievements are recognised and rewarded biennially with the restriction that such rewards may be awarded no more than three times to the same person. Each achievement recognition is accompanied by a notch increase in salary (*National Education Policy Branch* 1991:25).

Although a three year teacher training course after standard 10 is regarded as the minimum requirement for teaching in both primary and secondary schools, there are still large numbers of teachers (mainly older black teachers) whose qualifications fall below the minimum requirement. Efforts to upgrade these teachers by offering in-service training and having more stringent selection processes have improved the statistics over the past few years (*National Education Policy Branch* 1991:25-26) but there is still much room for improvement in this regard (cf 4.6). The Department of Education and Training (DET 1994a:1-2) advised the rectors of colleges of education, that study grants for in-service training would be phased out as from 1994. This will not encourage teachers to upgrade their qualifications and many will, therefore, remain poorly qualified to the detriment of black education.

An education system is only as good as the teachers it employs. According to Pillay (in Nasson & Samuel 1990:37), the 1981 investigation of the education system by the De Lange Commission of the Human Sciences Research Council (cf 2.4.2) stated that:

without a corps of well-trained and talented teachers any endeavour aimed at a system of education by means of which the potential of the country's inhabitants is to be realised, economic growth promoted, the quality of life of the inhabitants improved, and education of equal quality provided for everyone, cannot be successful.

It is an accepted fact that South Africa has a deficiency in both the *quantity* and the *quality* of teachers for black education where there is a very high teacher-pupil ratio and a dearth of well qualified teachers (cf 1.1.6). As Pillay points out (in Nasson & Samuel 1990:37), this causes a cycle of poorly qualified teachers producing poorly qualified pupils who in turn become poorly qualified teachers thus perpetuating the cycle.

3.3.4.2 Comparison of qualifications of white and black teachers

A comparison (see fig. 4 below) between the qualifications of black and white teachers as it was in 1988 will give some understanding of the problem (Nasson & Samuel 1990:40) (cf 4.6.1):

White teachers: All white teachers in South Africa are matriculated; 97 per cent of white teachers have a professional teaching qualification; 34.3 per cent of white teachers also have a university degree; of the white teachers who do not have a professional qualification, 32.2 per cent have a university degree.

Black teachers: 38.5 per cent of black teachers are not matriculated; 81.4 per cent of black teachers have a professional teaching qualification; of the black teachers with a professional qualification 25.7 per cent are not matriculated and 5.15 per cent do not have a standard 8 certificate; 2.3 per cent of all black teachers have a university degree; of the black teachers who do not have a professional qualification, only 0.7 per cent have a university degree. Bearing these factors in mind, current private endeavours in upgrading programmes are discussed in the next section (cf 3.4 & 3.7).

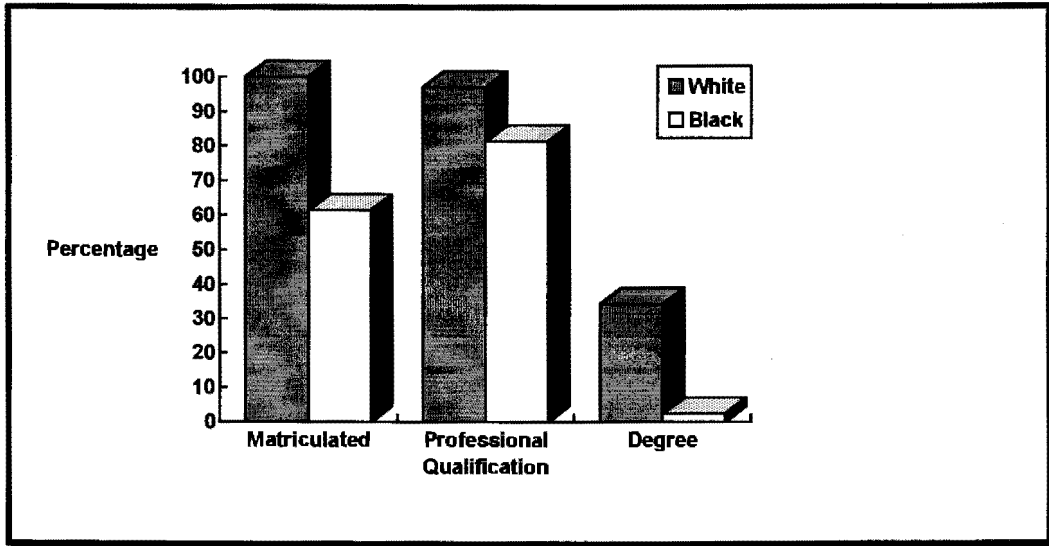


Fig. 4: Qualifications of black and white teachers in 1988

Source: Nasson & Samuel 1990:40

Although these statistics have changed and some improvement has been made they still give some idea of the magnitude of the problem facing black education today (cf 4.6.1). It was clearly apparent that as the state was unable to properly address the problem (cf 2.7), concerned members of the community, and commerce and industry, would have to step in and take the initiative (cf 3.4 & 4.5.5).

3.3.5 Conclusion

Considering the situation discussed in the previous sections, it is evident that there is a definite need for earnest attempts by the private sector to become involved in both pre-service and in-service teacher education and upgrading programmes. In the next sections (cf 3.4, 3.5, 3.6 & 3.7) current private endeavours in teacher upgrading programmes are discussed.

3.4 A BRIEF OUTLINE OF A SELECTION OF TEACHER UPGRADING PROGRAMMES

A selection of teacher upgrading programmes is discussed below: These include the Teachers Opportunity Programmes (TOPS)(cf 3.4.1), the South African Council for Higher Education (SACHED)

(cf 3.4.2), the St Alban's College programme (cf 3.4.3), the part-time BA course for African Teachers in Pietermaritzburg (cf 3.4.4) and the Molteno Project (cf 3.4.5).

3.4.1 Teachers Opportunity Programmes (TOPS)

The formal aim of the Teachers Opportunity Programme is to provide an academic in-service programme for **qualified** and **underqualified** black teachers. The programme has been operating for approximately ten years. It provides tutorial assistance and material to teachers attempting to acquire a matriculation certificate or to otherwise upgrade their qualification and attempts to upgrade teaching ability and professional competence in subjects taught at school. There is also a school management component aimed at principals and inspectors of schools at which the teachers work. TOPS has centres in the Transvaal in places such as Johannesburg, Alexandra, Sebokeng, and Kathlehong. It also operates in the Orange Free State, the Eastern and Western Cape, and in KwaZulu. Teachers who attend the courses offered by TOPS are drawn from the areas around the centres and attend classes in the afternoon or evening. The project is financed by the private sector and participants fees (Bot 1986b:Appendix D).

3.4.2 South African Council for Higher Education (SACHED)

This programme has been operating for ten or eleven years. It is based in Johannesburg and draws teachers mainly from Soweto. The aim of the programme is the academic upgrading of **underqualified** black teachers, assisting them in obtaining a matriculation certificate. The programme is financed by the private sector, private fund raising and donations, and participants fees (Bot 1986b:Appendix D).

3.4.3 St. Alban's College

The programme has been operating for seven or eight years in Mamelodi and Tembisa and draws teachers mainly from these areas.

The aim of the programme is to help **un(der)qualified** black teachers obtain a matriculation certificate. It is an academic programme which is curriculum related. Classes are run on Friday afternoons or Saturday mornings. The programme is financed by the private sector and by private fund raising and donations (Bot 1986b:Appendix D).

3.4.4 Part-time BA course for African Teachers

The programme has been operating for approximately eight years in the Pietermaritzburg area. The aim of the programme is the academic upgrading of **qualified** black teachers. Teachers attend lectures after normal school hours. The programme is financed by the private sector and participants fees (Bot 1986b:Appendix D).

3.4.5 The Molteno Project

The project is a non-profit making research, development, and implementation project that has led the field in improving language education for black South Africans since 1975. One of its aims is to train **all** teachers in the principles and practices of learner-centred methodology that provides teacher education as well as early learning for children. It has established a localised, school-based training programme with strong ongoing support for teachers with the help of materials designed for use in small groups. To date, more than 18 000 teachers, trainers, advisers, inspectors, and other educators have been trained in various Molteno courses in almost every region and territory in southern African.

The Molteno Project is financed almost entirely by donations from the private sector by companies and trusts. Support also comes from foreign aid such as the British Council and the United Kingdom Overseas Development Administration whose technical assistance has included sending some 200 primary educators who are working with the Project to Britain for specialised training (Burmeister 1993)

3.4.6 Conclusion

These non-governmental organisation teacher up-grading programmes are all very worthy in their own right but are a somewhat piecemeal effort at upgrading black teaching standards. There has been no concerted effort to share knowledge or experiences, with the result that black education has not benefited to the degree that it could or should have done.

The next paragraph (3.5), briefly discusses a community self-help project that was initiated by Tertia King, a former Member of Parliament who is concerned about and involved with the educational needs of the black community of Tembisa (Van Vuuren 1994).

3.5 COMMUNITY SELF-HELP SCHOOLS

The Tertia King Learning Academy is a community self-help school that is in the process of being built by the black community near to Tembisa Hospital in Hospital View, Tembisa. The project consists of, among other things, a training college for pre-primary, pre-service teacher training (Van Vuuren:1993). The pre-primary and primary blocks have been completed as has the principal's office, administration offices and staff room. The school is used for teaching practice by the training college. The researcher visited this school and was impressed with the community spirit and pride of achievement evident in the staff, pupils, parents and the community for their school.

3.6 PRIVATE ENDEAVOUR IN PRE-PRIMARY AND PRIMARY EDUCATION AND IN TEACHER UPGRADING

If relevant quality education is to be experienced by every child in South Africa it has to start at pre-primary level. For various reasons the majority of black parents are not able to give their children an educationally stimulating environment at home. It is essential,

therefore, that every black child has the opportunity to attend a pre-primary school where he/she will be able to develop the skills which are necessary for social and intellectual becoming and will not be disadvantaged when attending primary school with children from more advantaged backgrounds. The quality of the teacher is of utmost importance in this instance (ERS 1991:62). The Project for the Establishment of Pre-primary and Primary Schools (PEPPS) came into being as a private organisation with the aim of addressing this problem and providing hope for the future to the many thousands of black children involved in the project (Mthembu 1993).

PEPPS is a community-based organisation whose concern for and involvement in the uplifting of teaching standards has made a small but positive contribution towards upgrading black education in South Africa. It is briefly discussed in section 3.6.1 below.

3.6.1 PEPPS as a model for the privatisation of pre-primary and primary education

PEPPS was established as a non-governmental, non-profit, community based organisation by a group of people who were deeply concerned about the lack of easy access to quality education for the majority of black children in South Africa. These people believed that South Africa's post apartheid future depends on today's children being provided with a solid educational foundation from the earliest possible age. They realised that despite the recent positive political changes, together with some movement towards positive educational changes in South Africa, a large majority of black children still have access only to a low standard of education, provided in overcrowded classrooms by under- or even unqualified teachers (Mthembu 1993; PEPPS 1992:1) (cf 1.1.1 & 3.2.4).

The 'freeing' of admission restraints on Model A schools (private schools) and the introduction of non-racial 'open' Model C and Model D (cf 2.7.5 & 4.2) schools by the government was a worthy move, but only gives access to a very small and somewhat privileged section of the black community. It is numerically impossible for

these schools to allow entry to every black child who applies. There is an entrance examination which puts paid to the aspirations of most of the candidates. The low standard of the applicant's English as well as a generally poor academic standard makes admission into a Model A, Model C or Model D school unattainable for the average black child. A good quality education, relevant to current needs, is therefore still unattainable for thousands of black children who continue to suffer the consequences of years of educational neglect (PEPPS 1992:1)(cf 2.7.5 & 4.2).

PEPPS was established as a non-racial, English-medium educational organisation aimed at providing low cost, quality education to pre-school and primary school children at the request of members of the black community. Concerned about the low standard of state education being provided for their children, parents asked Hamilton, former Headmaster of Waterkloof House Preparatory School, a non-racial private school in Pretoria, to investigate the possibility of opening similar independent schools in their areas. The schools were to be established in areas where educational needs had long been neglected and would provide excellent, quality independent education similar to that of Waterkloof House Preparatory School (PEPPS 1992:1).

PEPPS teachers are encouraged to upgrade their teaching skills and are offered courses that improve and hone teaching methods and update subject knowledge (PEPPS 1992:1).

The PEPPS organisation is an example of how privatisation in black education can be efficiently managed and administered by parents and the business community when guided by knowledgeable and concerned educators (cf 3.3.2).

3.6.1.1 Funding

A Trust Fund was registered and the organisation became known officially as PEPPS. Parents who had been involved with the groundwork and who were prominent in their communities, were

invited to join the Board of Trustees. A PEPPS fund raising campaign was launched in order to recruit donor support for the project. Community support at that stage was greatest in Attridgeville, a black township west of Pretoria, so it was decided to start the first school there (PEPPS 1992:1-2).

PEPPS is funded by donations from the private sector and from school fees paid by parents. School fees cover the cost of teachers' salaries only. Administrative costs, buildings, equipment and other costs are financed by donations from the private sector. PEPPS is considering applying for a government subsidy as this will help considerably in meeting the expanding costs and maintaining the excellence of education offered by the organisation. The cost of keeping a child in pre-primary or primary school is (at 1992 reckoning) approximately R1 200 per child per annum. Thus approximately R1 million has to be raised for the 800 pupils presently at school before capital costs are found (1992 figures). An overseas bursary campaign was launched in 1992 from which it was hoped to cover the cost of educating a large number of scholars who would otherwise be unable to attend the schools because of financial hardship (PEPPS 1992:8). An intensive fund raising campaign to raise bursaries from private schools and other educational institutions in the United States and Great Britain is in progress. It is hoped that these establishments will 'adopt' one or more of the PEPPS schools for a minimum period of three years and provide bursaries for some 30 per cent of the pupils. The 'open to the community' policy of PEPPS will hopefully encourage people from all economic levels of the community to make use of the facilities offered by PEPPS and that more funding will become available from the wealthier members of the communities PEPPS strives to serve (PEPPS 1992:8). If **quality** teachers are to be attracted to the scheme and if PEPPS is to help in the **upgrading** of black teachers through the medium of the schools, then adequate funding is essential (cf 4.4).

3.6.1.2 Aims

The aims of the PEPPS organisation is:

- to establish **quality** pre-primary and primary schools for children aged three and a half years and over in areas which, despite recent moves away from apartheid policy, continue to be affected by the arrears in education caused by years of discrimination (cf 2.2.2). PEPPS schools are currently based only in the Transvaal but ultimately it is hoped to expand on a nation-wide basis.
- to employ **well-qualified, professional teachers** and to maintain a high standard of teaching through **in-service teacher-training programmes** so that the education provided is always of excellent quality. This will result in greatly improved opportunities for South Africa's future black adults (cf 3.3 & 4.6).
- to **provide an alternative** to the established private Model A schools which are not affordable for the majority of black parents, the Model C and Model D schools which have limited space, and the poor quality, generally over-crowded black state schools (cf 1.1.5 & 4.2.2).
- to establish a system of education which is **child centred** and offers opportunity for the fullest development of individual potential to all children (cf 1.1.5 & 1.4.1).
- to **involve the community** by utilising existing premises, preferably church premises, for pre-schools. These will be upgraded for the benefit of both the church communities and the PEPPS pre-schools (cf 2.7.3 & 3.3.1).
- to **avoid high capital costs** at primary school level by erecting buildings which are cost effective and functional and by

involving the community and business in the funding, building and management of the schools (cf 2.7.3, 2.7.4 & 3.3.2).

- to have no more than 25 children per class in both pre-primary and primary schools to ensure that **high academic standards** are maintained and individual attention is given (PEPPS 1992:2 & 4) (cf 1.1.6 & 2.4.1). This will also ensure **cost-effective use of teachers**.

The **long-term aim** of PEPPS is to reach as many educationally disadvantaged children as possible by establishing one new centre per year. If this goal is realised, PEPPS will be providing a sound educational foundation for more than 7 000 children by the year 2 000 (PEPPS 1992:9).

3.6.1.3 Philosophy

PEPPS is a privately administered organisation that will not accept material support from any source that endangers the concept of independence and the lowering of educational standards, nor will it associate with any organisation, regime or religious sect which infringes on the dignity, integrity and rights of the individual (PEPPS 1992:2-3). The attributes of **privatisation** (cf 2.7.6 & 4.5) are seen in this philosophy.

3.6.1.4 Administration

a The Central Directorate

The Central Directorate functions as an umbrella body for the whole organisation. It is responsible, together with the local communities, for the administration of the project, curriculum development, methodology used in the schools, in-service teacher training of its teaching staff, and major fund raising for all the PEPPS schools.

b Community involvement

There are three separate Management Councils. Each one consists of 50 per cent parents' representatives, 25 per cent community elected representatives, and 25 per cent representation from PEPPS. The representatives from PEPPS include experts in finance and law from the local communities in which the schools are situated. Community and parental involvement play a major role in the control and running of the schools.(cf 2.7.3, 2.7.5 & 4.4). Each school has its own Management Council (PEPPS 1992:3). From the inception of the PEPPS programme community input and acceptance by the community have played a major role in the administration and organisation of PEPPS. PEPPS will not start a school in an area without **first** receiving a request from the community itself and believes that consultation with the community is essential at all stages if the project is to succeed (cf 3.3.1). PEPPS believes in the universal right of all children to quality education without hindrance (cf 1.1.5).

The importance that PEPPS places on **community involvement** is seen in their willingness to share their facilities with the community: classrooms are used after school hours by organisations such as *Project Literacy*, for illiterate adults, and *Supedi*, which upgrades English, Maths and Science and which require classroom space; the use of its sports facilities by individuals as well as sports teams is encouraged; the resource centres, which will eventually include computer centres and well stocked libraries, will be available to individuals and organisations as well as local black schools whose facilities are often inadequate; the buildings and grounds of PEPPS' campuses are available to the community for use as meeting places for social and business purposes. It is the belief of PEPPS that by involving the community as fully as possible, a meaningful role will be played by the schools in the lives of the residents of the communities where PEPPS schools exist (PEPPS 1992:7) (cf 3.3 & 4.4.2). The successful involvement (and the willingness to be involved), of parents and communities in all aspects of PEPPS'

projects has positive repercussions for the development of like projects in the future.

3.6.1.5 Curriculum development

The curriculum is presently being developed in consultation with parents, teachers, the community and educational experts. It is being designed to discourage rote learning and will teach the children to ask questions, to think for themselves and will encourage problem solving. The aim of the curriculum is to produce caring, thinking, self-sufficient students who are able to interact with the whole cross-section of South African society (PEPPS 1992:3) (cf 4.5.5).

3.6.1.6 Community-based projects

In 1990 PEPPS was approached by the Pietersburg Private Schools Committee, a group of concerned black parents, who wished to investigate the possibility of establishing a non-racial school in this area. As a result of various meetings three pre-primary schools and one primary school were established and have been in operation since January 1991. The business community and town council of Pietersburg was sympathetic to the cause and a site on which to build a school was made available to the community. Community participation was also seen in action when the Atteridgeville community 'owner-built' nine fully functional, aesthetically pleasing classrooms at lower than normal building costs.

When Promat College was given land on which to build a matric and teacher-training campus, they agreed to maintain the small farm school which had been started many years previously by German missionaries (Hofmeyr 1993) (cf 3.7.10). PEPPS agreed to administer this primary school from January 1992 and to convert it to one of the same standard as other PEPPS schools. The school was subsidised and administered by the Department of Education and Training until the end of 1991, but PEPPS and Promat have agreed to jointly operate the school independently of the DET. It is therefore a fully privatised concern. Six highly qualified and competent teachers were appointed as well as teacher-aides. The

senior teacher is responsible for the management of the school as well as **in-service training** and the constant **upgrading** of the teaching staff. The three previous teachers who were asked to stay on, were given the opportunity to upgrade their qualifications (PEPPS 1992:4-6).

3.6.1.7 Current position

PEPPS currently employs 35 qualified, full-time teachers, 2 part-time teachers, and 6 teacher aides (1993). All the pre-primary schools are supervised by a group senior pre-school teacher who is highly qualified, experienced and competent. This is a non-teaching post so as to allow the incumbent time to supervise and maintain high standards at all the PEPPS pre-school venues. **Teachers** are encouraged to attend seminars, and new teaching aids and materials are regularly supplied to the schools.

By January 1992, nine pre-school and primary school campuses had been erected. These schools are providing **quality**, reasonably priced education for more than 800 children in areas which have not previously had access to schools of high standard and fulfil all requirements for competent, educationally sound institutions. Two heads of departments have been appointed at the Pietersburg primary school and a senior teacher (principal) has been appointed at the Promat/PEPPS campus. The Director is overall in charge of academic standards at all the campuses and is currently the Headmaster of all the PEPPS schools (PEPPS 1992:6). All PEPPS schools are thus staffed by highly qualified, competent, professional personnel.

3.6.2 Evaluation

The success of the PEPPS project in bringing affordable quality education to black pre-primary and primary school children points to the efficacy of parental and community concern and involvement in the education of black children as well as the commitment of concerned educationists. The determination of the parents, together

with the willingness of the community and concerned individuals, was the pivot on which the success of the project turned. Current PEPPS projects are further examples of the efficacy of parental and community involvement in black education.

The success of PEPPS has proved the viability of *privatising* and *deregulating* education. It has also proved the importance of employing only *quality teachers* in schools in order to bring quality education to children in the black community. The need to upgrade present teaching staff and to ensure quality future staff is thus determined. *Privatisation* as portrayed by the PEPPS organisation is thus seen to be having a positive effect not only on the education of children but also on the communities in the areas in which it operates.

The writer believes that the most important aspect of the PEPPS programme is the emphasis on **quality teaching** by means of the employment of **quality teachers**. Emphasis on the professional growth of the teacher by encouraging **upgrading** programmes is important in the general raising of standards in black education and is clearly recognised in the validity of the PEPPS programme. The quality of the teacher is thus seen as essential to the success of the project, as is wholehearted involvement and commitment by parents and the community. Without this, PEPPS will not succeed in its aims (cf 3.3, 4.4 & 4.5).

PEPPS is a remarkable and notable achievement and worthy of much acclaim but it is not meeting the *reality* of the problem: the thousands of black children for whom quality education remains unfulfilled. The number of children reached through the PEPPS programme is very small when the entire black education scenario is considered. It is noted that the PEPPS programme for upgrading black teachers is limited as it only caters for PEPPS teachers. It is, therefore, mainly advantageous to that organisation's programme and the people involved with it. Thus, although the PEPPS programme has been very successful in the areas in which it

functions, the majority of black children are still left with a poor-quality education.

The writer believes there is a preferred way of achieving the goal of quality education for all black children in South Africa and that is:

- to deregulate and privatise or semi-privatise all teacher education (cf 1.1.8 & 4.3);
- to encourage only quality students to become teachers and to give them excellent pre-service training (cf 4.7); and
- to upgrade the quality of serving teachers as quickly as possible (cf 4.6).

In this way **all** children in South Africa will enjoy equal educational opportunities and quality education (cf 1.1.5). *Privatisation* and *semi-privatisation* of education is viewed as one method of achieving quality education for the black population as quickly as possible.

The following section is a fairly in-depth case study of a project that was started in 1983 with the aim of meeting some of the needs of black education especially with regard to the training and upgrading of black teachers. [It must be noted that the writer's position as Principal of Promat College Springkell (cf 1.4) contributed towards research of the stated problem (cf 1.2) and the following discussion (cf 3.7)].

3.7 PROJECT MATRIC (PROMAT) AS A CASE STUDY

The Promat organisation recognised the insufficiencies within the above-mentioned projects (cf 3.4, 3.5 & 3.6) to **fully** meet the needs of black education at this time (1983). It was thus decided to approach the problem from a different angle: to provide a way whereby the thousands of poorly trained and inadequately academically equipped teachers could upgrade their qualifications,

thus reaching to the root of the problem in black education (Robertson 1991).

3.7.1 Introduction

The Promat organisation, as a non-governmental organisation funded largely by the private sector, is used as a case in point.

The name '*Promat*' is derived from the term '*Project Matric*'. Project Matric (Promat College), was established with the aim of upgrading as many black teachers as possible in as short a time as possible. Larry Robertson, Promat's Executive Director, had the foresight to see what could be achieved in the upgrading of black education if given adequate financial and professional resources and if quality teaching could be introduced into every black school throughout the country. It was his contention that *quality education* in black schools could only be achieved if the *quality of the teachers* was raised (Robertson 1991).

Robertson promulgates the belief that the welfare of the nation depends on the education of the people (cf Chapter 1). Promat's mission is grounded in this belief (cf 3.7.4). He maintains that if the hitherto educationally underprivileged members of society, *viz.* the black population, are given the same educational privileges that the more educationally privileged members of society enjoy (and have always enjoyed) in the way of teachers, teaching methods, facilities and other educational opportunities, then black society should achieve the same standard as that of white society with regard to education at all levels, but chiefly at the matriculation level. With this in mind, and with the acknowledged needs in black education, especially in the mathematical and physical sciences, he decided, with the help of like-minded concerned citizens, to open a school specifically for matriculants in 1983 that he called *Project Matric* (Promat College). The success of the first matriculation college led to the opening of another four colleges of a similar nature (cf 3.7.5). A non-racial college of education was opened later to try to redress some of the discrepancies found in black teacher education and

training in South Africa (cf 3.7.12). Additional issues incorporating a mathematics and science or accountancy project (cf 3.7.6), an in-service training centre (cf 3.7.8) and a distance learning project (cf 3.7.9) were addressed (Robertson 1993).

3.7.2 Aims

The belief that the essence of good, quality education lies with the quality of the teachers is held by all who hold education and learning dear. Promat's decision to become involved in the upgrading and pre-service training of quality black teachers was the result of deep conviction on this point. The economic necessity of having many more technical, science and commerce black professionals than are presently graduating (cf 2.6) convinced donors and trustees of the urgent need to assist with Promat's mission and to further pursue this aspect of black education (The Promat Credo 1986:1-4).

3.7.3 Mission statement

Promat's mission statement has many facets. Emphasis is placed on the belief that the welfare of the nation as an entity depends on the quality of the education awarded its people (cf 1). Promat's aim is to serve all the people of South Africa in an open, non-racial, democratic society. The trustees, directors and teachers of Promat College have dedicated themselves to the realisation of this objective.

One of Promat's chief objectives is to offer under and unqualified black teachers and young men and women the educational opportunity they most need in order to achieve their academic potential - a year or two's intensive tuition in preparation for the matriculation examination. Promat ensures that this tuition is only of the best quality and that graduates of Promat may proceed with their chosen careers at university or college, in commerce or industry, with every chance of advancement and success.

A further objective is to establish colleges throughout the length and breadth of South Africa, wherever communities require them and whenever funding is available. To this end Promat is committed to improving the quality of education in South Africa by actively encouraging under and unqualified black schoolteachers to enrol at the matric colleges by taking a year's study leave and to study full-time for the matriculation examination. Despite the setbacks experienced (cf 3.7.12) Promat as an organisation remains convinced of the efficacy of privatised teacher education and the need to establish teacher education colleges where the country's educational needs can be tackled at tertiary level. This aim has, therefore, only been temporarily shelved (cf 3.7.16).

Promat is an independent non-governmental organisation registered as a non-profit-making body partially subsidised by the state (cf 3.7.5). It owes no formal allegiance to any political party or sectional group and is therefore able to make policy decisions quickly and productively (cf 4.3). It is unique in that no state-directed or private educational institution as yet offers the same service (Promat College mission statement 1983).

3.7.4 Promat's vision

In 1972 Robertson, together with a group of concerned South Africans, recognised that the quality of examination results from black schools was poor compared to that of white schools. The results of the students at Capital College, a 'cram' college for white students who did standard nine and ten in one year, were very good and it was believed, that given the same opportunities and quality of teaching enjoyed by students at Capital College, black students would achieve similar good results. It was thus decided to open a college for black matric students and in January 1983, ninety seven black students were enrolled. The first classes were held in a disused furniture store just outside of Mamelodi near Pretoria. That first year got off the ground in a most unusual way. Most of the students were 'pulled in' off the street after being asked whether they would like to study for their matric at a very special college for

black adults! The 'furniture store' matric college later moved to an old factory next to Waltloo station near Mamelodi. There were no desks or chairs and the building was still in the process of being renovated. The enthusiasm of the members of staff and the eager students was outstanding. All the students who registered with Promat during that first year had the same handicap - all had only passed standard eight. The teachers who taught them had one goal in mind, to bring the students up to matriculation level in just one year. This was achieved and the first year was a resounding success with a pass rate of 75 per cent and a matriculation exemption rate of 37 per cent. The success of the first College led to the opening of the second College in Kempton Park in 1985 and thereafter to the opening of another three Colleges in quick succession. Promat is now looking at establishing a sixth matriculation college as soon as funding becomes available. The site under consideration is an old Methodist mission station near Alice in the eastern Cape (Robertson 1991).

At present (1994) Promat has five matriculation colleges (cf 3.7.5). Each of the matric colleges runs a two-year standard 9 and 10 mathematics and science/accountancy project (cf 3.7.6), and a methodology project for the teachers studying for their matric (cf 3.7.7). An in-service teacher's training (INSET) two-year course is held on the Edendale campus, where practising teachers who already have a matriculation certificate are able to come to upgrade their qualifications (cf 3.7.8). A distance education college is organised from the Promat office in Bank Lane, Sunnyside, Pretoria (cf 3.7.9), a primary school of 180 pupils is run in conjunction with the Project for the Establishment of pre-primary and Primary Schools (PEPPS) (cf 3.7.10) and a R6 million media centre at the main campus at Edendale has been funded by the Anglo American and De Beers Chairman's Fund and is used by all members of the Promat organisation (Page 1991; Robertson 1991)(cf 3.7.12).

The unique, independent college of education that was housed on the main campus at Edendale between Mamelodi and Cullinan was forced to close its doors in December 1993 because of financial

restraints and other problems (cf 3.7.12). The college would have reached its full complement of 450 student teachers in 1994 (Bertelsmann 1993b).

3.7.5 The matriculation colleges

The Promat organisation in an effort to try and help eradicate some of the problems which impede black education (cf 1.1.1) started with the upgrading of unmatriculated teachers in 1983.

3.7.5.1 Aim

Promat is attempting to fill the need for an intensive and prolonged school experience for un(der)qualified black teachers so as to enable them not only to study for the matriculation examination in an environment conducive to good learning but also to give them some insight into the qualities of a good teacher by employing only the highest calibre of lecturers for the colleges.

The purpose of the Promat matriculation colleges is to enable unmatriculated black teachers to enrol for a year's full-time course and gain a senior certificate that will enable these teachers to go back to their schools, not only better qualified, but with the incentive to study and further improve their qualifications. Promat urges teachers who matriculate via the colleges to study further and upgrade their teaching qualifications. This may be done through recognised part-time or full-time INSET programmes such as that offered by Promat and other organisations (cf 3.4 & 3.7.8). Once matriculated, teachers may study for a degree through universities such as the University of South Africa, Vista University College and Natal University (Robertson 1991)(cf 3.4.4 & 4.1.2).

It is believed that the high standard of teaching given to students at the Promat matriculation colleges has a positive effect on the standard of teaching that the newly matriculated teachers take back to their schools (cf 3.7.5). Promat's aim is to upgrade all black primary school teachers, thus reaching many more children than

would be achieved by accommodating a few privileged black children at private schools such as PEPPS (Motlana 1986:4)(cf 3.6.1 & 3.7).

Consistently exceptional matriculation results have spurred growing numbers of under or unqualified teachers to apply for places in the matric colleges. Of the approximately 10 000 applications for the 1993 academic year, only 920 applicants could be admitted because of lack of space and insufficient funding from the private sector (Holmes 1993:41; Robertson 1993). It should be noted, however, that in recent years only about 45 per cent of students at the matric colleges have been teachers with the numbers steadily decreasing each year. Promat has been admitting young adults and youths who, because of the chaos in state schools opt to matriculate through Promat. Included in this group are nurses wanting to upgrade their qualifications as well as young businessmen and women who desire to climb the corporate ladder and cannot do so without a matriculation certificate (Holmes 1993:42; Robertson 1993).

3.7.5.2 Student perceptions

The following excerpts are taken from questionnaires filled in by under and unqualified teachers studying at Promat Springkell and express some of the reasons for the popularity of the programme offered to black teachers at Promat College (anonymity was promised):

Here at Promat College there is enough time for study and it is very quiet here. All our teachers are very active. They give us advice when necessary. No class boycotts whatsoever. Every student is keen to learn.

Teachers are keen to help all the students who need help.

The teachers are very helpful. They do their job perfectly. The tests they give us make us to improve (sic) our work.

Teaching methods and time allocation for periods are particularly helpful.

The teachers are capable and teach very well.

We have good and hardworking teachers who are devoted in (sic) their work.

... they (the teachers) are friendly to students.

The teachers are doing their best in their teaching and are supplementing the students with notes which they do on their own besides textbooks (sic). That makes it easier for the students to understand because the textbooks are sometimes very difficult.

The above quoted remarks were repeated in different ways by the students. It is of special interest to note that the **high quality** of the Promat teachers appears to be most important to the students. This gives credence to Promat's stated belief that *upgrading the quality of the teacher* is the most important factor if the ultimate end of upgrading black education is to be achieved quickly and efficiently (Promat students 1991 to 1993)(cf 3.7.1).

3.7.5.3 Matriculation results

The pass rate of the matriculation colleges has regularly topped 80 per cent. In 1991 it climbed to 88 per cent and it was thought that a ceiling had been reached, but in 1992, Promat recorded an outstanding 93 per cent matriculation pass rate and a matriculation exemption pass rate of 52 per cent. A high pass rate was again achieved in 1993 with an average pass rate of 95 per cent for the five colleges and a matriculation exemption pass rate of 51 per cent.

When compared with the Department of Education and Training schools' 1992 average pass rate of 43 per cent and the 1993 pass rate of 35 per cent, the Promat Colleges have achieved a spectacular success. Distinctions of more than 80 per cent were obtained in 51 subjects in 1992 and in 65 subjects in 1993 (Robertson 1994). Despite these achievements, however, Robertson (1993) notes that over the past ten years more than two million of the three million blacks who wrote the matriculation examination, failed. Furthermore, he believes that almost 50 000 black teachers still have only standard eight certificates (cf 4.6.1). Robertson paints a candid picture: Promat, with its limited resources, would only be able to upgrade the standard of approximately 10 000 teachers over the next ten years. There is, therefore, no room for complacency or undue pride and a great need to extend the programme so as to incorporate as many under- and unqualified black teachers as possible in as short a time as possible (Holmes 1993:41; Robertson 1993). The accomplishment of this aim of upgrading and stimulating black teachers is slow and frustrating. The Promat matric colleges find time and again that teachers who have applied during the year to attend the colleges do not enrol, and when inquiries are made it is found that these people have been denied study leave (Page 1993; Writer's personal knowledge as Principal).

However, the more than 3 000 to 3 500 teachers who have graduated from the Promat matric colleges during the past decade have returned to their teaching posts and are doing their part to counteract the calamitous education policies of the past. Most of these teachers are teaching in rural primary schools where the problems of poor quality education is most severe. The problem of underqualified teachers remains enormous. It is estimated, however, that Promat graduates are teaching up to **one million children every year**. Thus, the annual graduation of matriculated teachers who go back into the system better equipped in so many ways, is having a ripple effect throughout South Africa by spreading good quality teaching into black primary schools (Holmes 1993:41; Robertson 1993).

In general, many of Promat's graduates have gone to or are attending universities throughout South Africa, while a number have gone on to study overseas in Britain, the United States of America, Australia and even Greece. The Greek Government is presently (1994) sponsoring three Promat graduates and these students are pursuing their studies in the Greek language. Promat is building a list of alumni that in time will give a good indication of post matric achievements and the fields entered into by Promat graduates. Promat, however, seeks more than academic achievement for its students. It strives not only to uphold a good standard of education but also to teach values and sound principles to the students who attend the colleges (Holmes 1993:42; Robertson 1993).

3.7.5.4 Funding

The first venture by Project Matriculation (Promat) in the makeshift 'furniture store' was started with modest but significant financial support from the private sector, and none whatsoever from the state. The success of the matriculation colleges proved the concept viable and prompted a sharp increase in financial support. The Promat Trust was established and funding began flowing in from corporations, trusts, philanthropists and even foreign governments. Promat, as an independent, non-profit institution, has increased its annual budget from R90 000 in 1983 to R17 million in 1993 (Holmes 1993:41; Robertson 1993).

Fund raising is done by fund raisers employed by Promat who visit various companies and individuals to raise initial support and then visit these donors on a regular basis. A report is sent to the donors at least twice a year and they are encouraged to visit the colleges to see what 'their' money is helping to achieve. Some companies are quite intimately involved with a particular college and have taken that college under their wing. An example of a company giving such support is Amalgamated Beverage Industries (ABI). This company is particularly involved with Promat Springkell at Modderfontein and with Promat Durban and has donated in money and kind. The relationship between ABI and Promat Springkell is particularly

good. ABI sees the overwhelming need for quality education for black people in South Africa as one of its major social support programmes because most of their black workers come from the same areas from which Promat Springkell draws its students. The same applies to Promat Durban.

The cost of putting a student through matric increases every year. The student is expected to pay one third of the total fee and is subsidised by contributions from generous donors in the private sector. A proportion of the fee is paid on registration with the remainder of the fee broken up into smaller amounts which the student pays monthly. All fees have to be paid by the end of September. Some companies sponsor students by paying the full fee. This is usually because a parent works for the company or the company 'sends' the student to school. Under- and unqualified teachers who have a Primary Teacher's Certificate (PTC) or Senior Primary Teacher's Certificate (SPTC) are eligible for a loan which covers their fees plus a small amount of money each month for living expenses. The loan is administered by Promat and funded by USAID. The loan is repayable when the student has obtained matric and has returned to his/her teaching post. The loan is repaid over two years in monthly repayments at a small interest rate (Page 1993).

The poor economic climate in South Africa as well as the reluctance of foreign donors to continue sponsoring education projects has led to a decrease in the numbers of donors. This, plus the positive political changes taking place in South Africa, led the Trustees and Directors of Promat to look into the possibility of getting government subsidies for the matric colleges. To date (January 1994), four of the five colleges have received a 45 per cent state subsidy and the fifth college has recently applied. This is greatly beneficial to the furtherance of Promat's stated aims of opening more colleges and increasing the effectiveness of the present colleges whenever funding permits (Bertelsmann 1994:1-4).

3.7.5.5 Registration with Government

The College was registered with the Department of Education and Training as it was felt that the study programme, internal college examinations and the end of year final external examination had to be familiar to the students if they were to be successful in the matriculation examination (Robertson 1991).

3.7.6 Science and accountancy project

Concerned at the low number of black students taking mathematics, science and accountancy at matriculation and post matriculation level, the private sector has spent vast amounts on university bridging courses. Despite these efforts, and for many various reasons, there is still a very low number of students taking these subjects and **succeeding**. This was a matter of great concern to Promat and it was decided to provide a bridging course in the pre-matric rather than post-matric year. The result of this thinking was the introduction of the innovative two year Promat science/accountancy project (Holmes 1993:53; Robertson 1993).

This course is designed to prepare mathematically skilled students for careers in science, engineering or commercial fields as well as for the teaching profession where there is a dearth of skilled teachers in mathematics, science and accountancy (cf 2.6).

Students who have passed standard eight mathematics at Department of Education and Training schools are accepted after writing and passing a Promat mathematics test. The test given to prospective standard nine science/accountancy students is a basic mathematics test. This test shows that most of the candidates who pass Promat's test only have about a standard six understanding and knowledge of the subject and sometimes not even that (Page 1991).

In the first year of the course students study English, mathematics, science or accountancy as well as technical drawing. Students are entered for the National (N1) examination in engineering drawing at

the end of standard nine. Technical drawing is considered a good discipline for all the standard nine students as it teaches values such as neatness, carefulness and pride in a job well done (cf 4.5.5). Computer classes are given where the students learn computer literacy, and computer-aided learning is used to revise or extend their understanding and knowledge of mathematics, science and accountancy. Laboratory work is viewed as an essential part of the science course and students are given every opportunity to gain hands-on experience. The English course is fundamental but is designed to enhance the students ability to think creatively and laterally, and to introduce them to technical terminology and subject jargon. Career guidance is given on an ongoing basis with arranged talks and visits to places of interest where the students' practical knowledge and understanding of the work place is enriched and stimulated. Visits to places of interest such as the science and technology museum, various faculties at universities, engineering works, the Council for Scientific and Industrial Research, Mintek, various mines, the Stock Exchange, and other places of interest are made at least two or three times a term. Field trips, such as to Suikerbosrand, are undertaken when students are taught how to observe, evaluate and report in a scientific manner.

In the second year, the students cover a full matriculation syllabus, adding three additional subjects. They may continue with technical drawing as a matric subject if they wish but it is not compulsory.

The project was started at two of the five colleges as a pilot project. It was so successful that it was extended to all five colleges. Results from all the colleges have been outstanding and have proved the worth of the pre-matric bridging course. The groups are kept fairly small so as to facilitate individual attention. All the students who went through the two-year course and who wrote matric in 1993 passed with outstanding results. Twenty one passed with university exemption, and five physical science students were placed in the Department of Education and Training's top twenty. An example of student achievement and Promat's success is seen in the matriculation results and career choice of sixteen year old Innocentia

Moshwana who achieved a 'C' on higher grade for mathematics in 1992 and intends studying materials science at Mintek in Randburg (Page 1993). Two Promat Springkell students are studying chemical engineering at Cape Town University, one is studying electrical engineering at the University of the Witwatersrand, another is intending to study architecture at the same university, and three are studying engineering at Technikon Witwatersrand.

3.7.6.1 Evaluation of the programme

It is obvious that the quality of the teaching and the professionalism of the teachers concerned has led to the success achieved by these young people. When they first came to the college they were motivated but undisciplined. Study habits were appalling and self-discipline non-existent. However, with continual encouragement and the right kind of discipline, all of the students improved to such an extent that all passed matric although all did not continue through standard ten with mathematics and science. Some opted for a different line of studies because of changes in career choices.

3.7.7 Methodology project

In 1992 a pilot methodology programme was started at the college in Durban whereby underqualified black teachers studying at the college were given the opportunity on a voluntary basis to study methodology applicable to their teaching circumstances. The course proved very popular and was introduced at all the colleges in 1993. The course is non-examinable and participation has been made compulsory for all underqualified teachers studying at the matric colleges (Robertson 1994). The course is structured and is the same as the first module of the Promat INSET course. If the student passes the required examination he/she is exempted from that module when doing the INSET course. (Although the course is compulsory, the examination is not, and is only taken if the student **and** the teachers think it can be managed without damaging the matriculation results of the student). (*Edesa* 1993. 2(1):8); Grant 1992).

3.7.8 INSET (In-Service Training)

The discussion on curriculum-making by the National Education Policy Investigation team (NEPI 1992b:24-25), further emphasises the need for INSET programmes that will enable teachers to take control of the learning situation in the classroom as having been an essential part of curriculum-making. They (teachers) will, however, have to be re-trained in many aspects of teaching in order to get away from the old-fashioned methods of teaching by rote and being enslaved by the textbook.

South African teachers work in authoritarian and bureaucratic education departments which largely exclude them from curriculum decision-making. The result of this is that teachers are the receivers and not the creators of the curriculum. Overloaded syllabuses and prescribed texts further restrict their autonomy, discouraging classroom initiative. Black teachers in particular work in a highly politicised environment, and face large classes with poor resources (cf 1.1.6). Traditional authority has broken down in many schools, with the result that relations between teachers and students and teachers and principals are often hostile. Examination results, which are the visible indicators of success (or failure), offer little encouragement to teachers and their students because of the absence of a culture of learning that is currently prevalent in black schools (cf 1.1.2 & 2.3). Other indicators of assessing effective learning and teaching have not, and cannot, develop under these circumstances ((Hofmeyr & Pavlich 1986:12-13; NEPI 1992b:24).

Such a situation means that teacher-centred classroom activities predominate. Most South African classroom practice depends on strict adherence to prescribed syllabuses, a heavy reliance on textbooks and other forms of 'received knowledge'. There is an emphasis on factual information and rote learning with little place given to extending the child by allowing a free flow of ideas in the classroom. This is particularly true of black schools (NEPI 1992b:24).

These trends are intensified by assessment practices which are geared towards selection rather than progression through the system, and by the "... backwash ..." effect of the matriculation examination on the senior school curriculum (NEPI 1992b:24-25).

"There can be little doubt that teaching and learning practices in South African schools need revitalising ..." (NEPI 1992b:25).

3.7.8.1 In-service training at Promat

The largest number of under and unqualified teachers are found in the black population group and it is to this large number of un(der)qualified black teachers that the Promat organisation has attempted to reach out (*Edesa* 1993.2(1):8)(cf 3.7).

A satellite Promat in-service training college for black teachers opened in 1993. The college was situated in the historic diamond mining village of Cullinan but has since relocated to the main campus at Edendale. The college is specifically for **practising** teachers who have a senior certificate and a year or two of teaching qualifications. These teachers take a year's leave from their posts (usually unpaid), in order to upgrade their qualifications. The course not only helps them acquire new teaching skills, but also enables them to earn a better salary by moving onto a higher salary scale, thus bringing them closer to parity with their white colleagues. The emphasis throughout the course is on learner-centred teaching. This is an altogether new approach to teachers used to the fundamental pedagogic approach favoured by government institutions and issues many challenges to them. English, education and combined mathematics and science courses are compulsory subjects. To complete the programme, other choices are made from a variety of subjects. Trainees receive tuition in music, drama, physical education, guidance and the use of media. Teachers therefore go back to their schools better equipped academically and professionally. Regular refresher courses will be offered so as to bring teachers up to date on new methods, to remind them how to put the teaching methods they learned while on the course into

practice, and to explain to them in more detail how to solve classroom problems (Campbell 1993).

A part-time in-service training course started in 1994. The course is offered during school holidays and extends over two years. The primary focus is on isolated rural teachers. Underqualified teachers who matriculate through the Promat matric colleges are encouraged to upgrade their qualifications through the INSET programme (cf 3.7.8). Many are taking advantage of the opportunity (Campbell 1993).

The upgrading of academic and professional qualifications is very important from a teachers' point of view especially since the government introduced parity with regard to salaries and has laid down the identical requirements for professional recognition (DET 1993a; DET 1993b). As a result all teachers have to meet the same requirements if they wish to progress professionally. There are also direct benefits such as appointments to permanent posts, promotion, and salary increases. It also opens avenues for further study with similar benefits (Bot 1986a:8).

3.7.9 Promat Distance Learning College

A very large number of black teachers work in rural areas and teach at farm schools. As many of these schools are situated far from towns, teachers have no access to INSET programmes offered by the Department of Education and Training or by private concerns. The teachers cannot take time away from their schools to study full-time as the schools only have one or two teachers and cannot spare the ones they have. Every year, thousands of applicants have to be turned away from the five full-time matric colleges. Thousands of others simply cannot afford the fees or the time to attend full-time studies. This applies particularly to the rural teachers who would like to upgrade their qualifications but cannot for the above reasons. Many of these teachers wrote in desperation to Promat begging for help in some form or another. The solution to these problems seemed to be to try to help as many as possible of these teachers

(and others outside of the teaching profession), by offering them a course of studies that they could study on their own, at their own pace and in their own time and yet still remain employed. The result of this thinking was the Promat correspondence college for distance learning. It is hoped that many of the rural black teachers who are unable to attend a full-time course of matriculation studies will be able to upgrade their qualifications through the medium of distance learning. By December 1992 there had been close on 11 000 inquiries and by January 1993, the first 217 students began their studies. Running costs are kept to a minimum as a large staff is not necessary. Once students are registered and have received their books it is mainly a case of processing the assignments. Approximately 2 000 students are currently registered with the college and will write matriculation examinations as part-time candidates in May/June 1994. Matriculation college teachers are employed to mark assignments to further pare costs (Mays 1993).

Promat teachers who are teaching at the matric colleges were approached and asked whether they would write course notes specifically for distance learners. Knowing the language difficulties experienced by the students studying full-time, the writers of the course notes were able to simplify the language without losing meaning and content. The notes are easy to read, are illustrated throughout to capture interest, and are interspersed with questions and assignments for self-testing exercises. Assignments are set and marked by tutors as and when the student feels competent with a section of the work. Feedback to the student is made as personal as possible. Students have access to tutors by appointment at any time and there is a 24 hour answering service to reply to any queries. Students will be registered to write the matriculation examination as private candidates with the Department of Education and Training. The project took off fairly slowly at first but is growing in numbers as it becomes more generally known (Mays 1993).

The Promat course material has tried to help the correspondence student by having a telephone answering service available twenty four hours a day, by offering winter and summer schools, and by

dividing the course material up into daily workable units. The best distance learning involves a component of face-to-face contact. The college therefore offers occasional group tutorial sessions. Distance Learning College students will also be allowed to participate in the part-time in-service training programme if they so wish (Campbell 1993; Mays 1993).

One of the main objectives, and problems, in writing the course material was to simplify the language without losing the essential content and to keep the needs of English second language students in mind (cf 3.2.4). The notes are therefore easy to read and understand. Many standard textbooks are not geared to the needs of learners with English as a second language as they are far too detailed and pedantic. In the conventional classroom the teacher interprets the textbook for the students but the distance learning study material has to serve as both textbook and teacher. The study material features many diagrams, self-testing exercises, and sample examination papers, most of which has already been tried and tested in the classrooms of the writers. Many of the teachers at the matric colleges are now using the correspondence college notes as part of their teaching strategy (Mays 1993).

The course notes *cum* study guides are based on the Department of Education and Training matriculation syllabi and incorporates Promat's philosophies and instruction methods. The current cost of individual courses is between R125 and R135 each. Students who register with the Distance Learning College are given a package consisting of the study guides, guidelines on how to study effectively and a copy of the *Oxford Advanced Learner's Dictionary*. As stated, a twenty-four telephone help line is available to all registered students. Questions and problems can be recorded and a tutor will get back to the student as soon as possible (Mays 1993).

3.7.9.1 Type of students making use of the Promat Distance Learning College

Distance Learning College students generally fall into one of three

categories:

- Students who have never before attempted matric. These students need to write six subjects and usually take three subjects a year over two years. For a senior certificate without a matriculation exemption, a student may gather as many credits per year as he wishes over a period as long as ten years if necessary. For a matriculation exemption pass, however, the Department of Education and Training requires the student to make the attempt over two years.
- Students who have already written the matriculation examination but who either did poorly or failed. These students usually enrol for one, two or three subjects in order to upgrade their results or to obtain a senior certificate.
- Students who have passed matric but whose results were not good enough to open doors to further study or the job market (Mays 1993).

3.7.9.2 Advantages of distance learning

The advantages of distance education are many (Lemmer 1993):

- It enables teachers to upgrade their skills without taking them out of the classrooms.
- It is an ideal way of reaching out to the five to eight million youths and adults who have had no chance to complete their schooling.
- It is an 'open' learning system that anyone can use, regardless of age, gender, race, creed or situation.
- An important plus factor is that the student can continue working while he/she is studying and is not a drain on the economy during this time. Their families continue to be financially supported.

- It reaches places where there are no educational facilities.
- It encourages students to become more independent and self-disciplined: firstly, because **they** choose the subjects they want to study and secondly, because they have to **make** time to study.
- Students at schools in the black townships suffer many disruptions throughout the year and often do not have the necessary textbooks. The Distance Learning College can help such students overcome the difficulties of their situation (Mays 1993).

3.7.9.3 Disadvantages of distance learning

Some of the disadvantages of learning by correspondence are (Lemmer 1993):

- the loneliness of the distance learner;
- the difficulty of understanding difficult concepts without having someone on hand to explain; and
- pacing oneself correctly so as to either cover the material in time or not to go too quickly so that the material is not properly understood.

3.7.9.4 Assessment of the Promat Distance Learning College

The only courses currently available for distance learning through the college are standard ten subjects. Once the infrastructure is properly in place and is seen to be working well, it will then be feasible to introduce a number of economically relevant short courses, such as introductory business management. This type of short course will help the college pay for itself as well as be of benefit to the community at large (Robertson 1993).

As stated previously, it is envisaged that approximately two thousand students will sit the 1994 matriculation examinations. The

Promat matriculation colleges have earned a good reputation for success among the black population and this success is rubbing off on the Distance Learning College. As no examinations have been written as yet it is not possible to assess the success of the Distance Learning College. The success of this facet of the organisation will be better assessed once the results of the first students are known (Holmes 1993:49; Mays 1993).

3.7.10 Primary education

When Promat acquired the ten hectare property between Cullinan and Mamelodi for its education centre it inherited a dilapidated primary farm school. The German missionaries who had originally owned the property had stipulated that whoever took over had to continue with the school. For a while it was run by the Department of Education and Training but passed into Promat's hands when the Edendale campus was built. The school was re-housed in new buildings as part of the Promat Edendale project and has more than doubled in size since 1992 (Edesa 1993.2(1):8; Hofmeyr 1993; Robertson 1993)(cf 3.6.1).

Promat is working in conjunction with the non-governmental Project for the Establishment of Pre-primary and Primary Schools (PEPPS) to administer this school. PEPPS agreed to provide the primary school teaching expertise while Promat provided the land and the buildings. A new school was built using funds from a donation by the British government (Page 1993) (cf 3.6.1).

The three existing teachers were invited to stay on the staff of the school and their proficiency was upgraded. They were joined by five other teachers experienced in PEPPS' teaching methods (cf 3.6). When Promat took over the school from the Department of Education and Training there were fewer than 50 pupils. The school is currently catering for 200 pupils from the surrounding area (Mamelodi and neighbouring farms) and hopes to increase its intake as soon as more buildings are erected. Extensions to the primary school are planned as soon as funds are available. The school will

then cater for between 350 and 400 children (*Edesa* 1993. 2(1):8; Page 1993).

3.7.10.1 Results

The results have been dramatic. Eleven of the fourteen standard fives were tested and accepted into Model C high schools while two of the Grade 1s have gone into Grade 2 at Model C primary schools. Many DET teachers from township schools are trying to get their children into what is considered a model school. From the beginning of January 1992 the Grade 1 pupils were taught in English. The children had no English and no pre-school experience. The teachers worked on a programme tailor-made for them, and by October all the children could read, write and speak English (Mthembu 1993).

A good primary education helps children develop a positive self-image and good, healthy working habits and this in turn enables them to achieve their best at senior school. It is a truism that the foundation of the new South Africa lies in the achievements of the primary schools (*Financial Mail* 1993:57) (cf 4.4.1).

3.7.11 Computer centres

Promat co-ordinator, Brenda Page, is adamant that students at the Promat colleges should have the opportunity to become computer literate. She argues that people need to feel at home in a world increasingly dominated by information technology. In education, rote learning is out; information processing is in. Computers should be harnessed to cope with the explosion of knowledge and to speed up and enrich the learning process. This is especially true of mathematics and science (Page 1993).

The first colleges to acquire computers, Durban and Modderfontein, found them of inestimable value to the teaching programme. Promat Springkell at Modderfontein is used as an example of the usefulness of computer-aided learning in teaching second language students. Every student at Promat Springkell has an hour's general tuition on

the computer per week. Subject teachers are at liberty to take their students into the computer room whenever it is free. Many teachers, especially the maths and science teachers, use the computers for remedial or enrichment work. Each student works through the program at his or her own pace while the teacher is able to concentrate on helping the weaker students where necessary. No student is bored at going too slowly and no student feels threatened because he/she cannot keep up. A few of the teachers are busy writing programs for their particular subjects. These programs will be far more applicable to the needs of the black students than most bought programs that do not take the problems of second language students into consideration.

A computer centre was opened at the Edendale campus. This centre consisted of a network of thirty-three workstations plus a teacher console for demonstrations. Two stand-alone computers were for use in the science laboratories, and three computers were for streamlining Promat's administration. The hardware was accompanied by associated software, printers and other equipment. All this equipment was destroyed by rioting students in 1993 and has not yet been replaced (Bertelsmann 1993a)(cf 3.7.12).

If South Africa is to compete internationally on the open market then information technology is essential in developing the economy, building modern infrastructures, and developing trade links through electronic communication both within and outside of the country. No student who has passed through Promat College will be ignorant of modern technology, its uses and importance to the well-being of the new South Africa (Holmes 1993:57; Page 1993).

3.7.12 Promat College of Education

The first independent, autonomous, teachers' training college in South Africa opened with 120 students in February 1991 as a logical extension of the matric college concept. The non-racial Promat College of Education, had to prove itself as a viable institution capable of succeeding with its stated aim of providing well qualified

primary school teachers with an internationally recognised teaching diploma. Unfortunately, because of unforeseen difficulties in obtaining verbally promised funding and because of students' and workers' excessive demands and unwillingness to negotiate in a truly democratic way, the college closed at the end of December 1993 without having been fully tested and tried. Despite this negative outworking, however, Promat College of Education can be used as a possible working model for the privatisation of non-racial teacher training institutions, specifically for training teachers for employment in black education where the need is greatest (Robertson 1994).

3.7.12.1 Introduction

The Promat College of Education was part of the main campus at Edendale near Cullinan and Mamelodi. It operated under the patronage of the University of the Witwatersrand, whose faculty of education helped draw up the syllabi for the College. The programme covered four years and at the successful completion of the course a University of the Witwatersrand-backed Promat Higher Diploma in Education was to be awarded (Robertson 1991). A four year course of studies was a new innovation for black student teachers. All other black teacher training colleges currently offer two or three year courses only. Promat graduates, who were to have been appointed to posts at senior primary school level, would have received a two year credit towards a BA in education. The Promat College of Education attempted to give its students a thorough grounding in all subjects but concentrated on producing quality teachers in English, mathematics and science. The aim was to graduate teachers equal in quality to those trained at the education colleges of the other education departments. Promat graduates would have been appointed to black schools throughout the country and high standards of teaching would have been injected into hitherto poorly resourced black schools. It also aimed to raise the general level of professionalism of black teachers (Robertson 1993).

With the closure of the Promat College of Education at the end of

1993, it was hoped that most of the students would have been able to enrol at colleges such as the Johannesburg College of Education in order to finish their courses. This has not been altogether possible as the 'better' colleges insist on the ex-Promat students starting from the beginning as it is presumed that the Promat students would not be able to cope with the different curriculum (Bertelsmann 1993b). The country can ill afford the loss of potentially excellent higher primary black teachers and some effort at compromise should be made by these colleges (Robertson 1994).

In many ways the Promat College of Education experiment has been a deplorable waste of money and human potential but it has given insight into the problems that abound when taking a new road in teacher education.

3.7.12.2 Aims

The aim of the College was two fold:

- to increase the number and quality of primary school teachers, particularly in rural areas; and
- to produce teachers who are able to lay a solid foundation in mathematics and science at primary school level.

Research undertaken by Promat indicates that only about 2 per cent of black pupils pass matric with mathematics on either the standard or higher grades, and only 1 in 10 000 black matriculants achieves a matric exemption with a higher grade pass in mathematics and physical science (NEPI 1992c:38; Robertson 1991) (cf 2.5.1). There also appears to be a tremendous gender bias in the teaching of mathematics that stems from a pervasive but erroneous perception amongst black people that women are not good at mathematics and should not therefore bother to learn it. If such thinking is engendered in young girls from an early age they will grow up believing that they cannot cope with the subject and the result of such thinking will deplete the pool of potential teachers skilled in mathematics and

physical science even further (Page 1991).

Robertson (1991) believes that the continually bad mathematics and science matriculation results of black students are the consequence of employing insufficient and poorly qualified primary school teachers who are incapable of laying a proper foundation in these subjects. Taking the above into consideration, and with the needs of the South African economy in mind (cf 2.6.2), the College course was designed to 'demystify' mathematics and science. Student-teachers were taught to teach these subjects in a non-threatening and imaginative way and so lay a solid foundation for learning maths and science at primary school level. It was felt that young learners should not feel that they are helpless victims of things that happen in mysterious and unfathomable ways. They should be able to participate in classroom activities, and learn how to discover and solve problems. At the end of the four years, all Promat College of Education graduates would have been qualified to teach mathematics and science at senior primary level (i.e. from standard three to standard five) in an exciting and innovative way. Hopefully this will still be the case for the majority of Promat students who are able to complete their training at another institution. The excellent methods of teaching taught to Promat student teachers, will, it is believed (should they go on to complete the programme), ensure that all children who pass through the hands of these teachers go on to secondary school with a solid foundation in all subjects, including maths and science. Robertson's stated belief in the efficacy of the Promat College of Education student-teacher programme is grounded in reasoned common sense: if student teachers are well trained they will pass the benefits of their training on to the pupils they teach. The benefits of the Promat teachers' course was meant to snowball as more and more students matriculated with mathematics and science. It is hoped that this will still be the case at some future time (Robertson 1993). Charlton (1994:7-8) emphasises the fact that universities, (and, the writer believes, technikons and colleges of education as well,) should not have the responsibility of repairing shortfalls in students' pre-university education but are forced to do so because of poor teaching in black schools, particularly in the

sciences.

More than half the country's children live in rural areas. Estimates of the number of children not at school vary between one million and three million. The day when primary schooling is not a privilege but is compulsory for every child is not far off and South Africa will then need many thousands of well qualified teachers with high professional standards and ethics. The newly elected government has promised to introduce compulsory education up to and including standard seven as soon as possible. However, the task of reconstructing black education is so enormous that government will not have the financial resources to tackle the problem on its own. What is needed is an effective partnership with NGOs (cf 2.4.3 & 4.6.2). Robertson points out, (in Holmes 1993:42) that the rate of illiteracy is increasing by approximately 250 000 a year. Millions and millions of rands have been spent in a effort to redress this problem but Promat's contention is that the way to prevent illiteracy is to **keep** people at school until they have learned enough of the basics of reading and numbers to cope in a modern technological society and be able to learn a marketable skill (cf 2.4.3). There are many reasons why children leave school, such as poverty, malnutrition, home circumstances and the medium of instruction. A good teacher, however, plays a significant role in persuading children to remain at school as he or she must be able to deal with all the factors contributing to the high drop-out rate. Rural schools often have no electricity or running water. Promat students are taught to cope in these circumstances and to improvise; to devise experiments and teaching aids which do not need such amenities (Robertson 1993).

Language was given a place of great importance in the College curriculum. Although English was a compulsory subject at the College, and the medium of instruction was in English, all students were expected to study an African language. It is firmly believed that language is the key to most learning and proficiency in the mother tongue of children being taught at primary level is of particular importance (cf 3.2.4). Concepts which children find

difficult to understand when taught in a second language such as English, will more easily be understood if explained more fully in the vernacular. (The writer has used this method when teaching difficult concepts to black matric students whose home language is not English and has proved by experience that it works).

3.7.12.3 Student Practice

A unique experiment took place in September 1992, quietly initiated and organised by Campbell, consultant to Promat's INSET programme. The participants in the experiment were second year Promat students and certain Model C schools in Pretoria and Johannesburg. For student teachers and pupils it was an excursion into a new world - "an unknown and rather frightening world for the participating student teachers" (Robertson 1993). It was the first time in the history of South Africa that black student teachers were allowed to go into previously 'whites' only public schools in order to get practical experience in the classroom. The response from the pupils, principals and staff at the schools was overwhelmingly enthusiastic and everyone involved in the experiment benefited. The students were well received and the experiment was declared a resounding success (Campbell 1993). According to Robertson (1993), by this action, the Promat students have not only extended the frontiers as pioneers of a new era in teacher training but proved the truth of Promat's assertion that **quality teaching produces quality teachers**. The students were given glowing reports by the principals of the schools and were described as being on a par or even superior to trainee teachers from other colleges. A sample of comments from participating students, pupils and their teachers was read out at the Promat general staff meeting. Some examples are given below (Robertson 1993):

- Student teacher:

When I first got there I was quite scared. I thought I would be rejected. I even imagined seeing parents marching to the school to protest against our

presence. How wrong I was. The pupils in my classes worked hard and respected time. I also noted that teachers at my school acted more like facilitators than instructors. If I had the opportunity I would bring pupils from our (black) schools here to see what is happening.

- Student teacher:

The reception we got was unbelievable. These people are really liberated.

- An un-named Model C school teacher:

Skin colour never entered the picture. This is something of which adults and those in authority in education should take note. We can save this country from unnecessary racial hatred by enabling people to get to know each other as human beings.

Robertson (1993) commented that during their three to four weeks of elementary teaching experience, second year trainee teachers visited a number of private schools. In their third year, trainee teachers were assigned to rural schools and in the fourth year, were to have been assigned to township schools. Thus, by the time they qualified, they would have been exposed to the entire range of primary schools currently found in South Africa.

Current projections indicate that 300 000 extra pupils will enrol at primary schools between 1993 and 2001. This means at least 10 000 extra primary school teachers will be needed annually (Holmes 1993:45). Present teacher/pupil ratios of 1:49 in black primary schools will probably be reduced to 1:30 when parity between the various school systems is brought about. This will undoubtedly increase the need for more teachers. The College Of Education admitted 120 students from approximately 4 000 applicants in each of 1991 and 1992, and accepted 110 students from approximately

the same number of applicants for the 1993 academic year. The student population was drawn from all areas of the country. The admissions policy, however, favoured applicants from rural areas who intended to return to these areas, as it is in the rural areas that the most critical shortages occur (Holmes 1993:45-46; Robertson 1993).

The College recognised that its graduates would be hampered by limited facilities, particularly in rural schools, and therefore tried to teach the students how to deal effectively with virtually any shortcomings. The students were offered a vision of a new generation of educated young people who are able to think and act independently because of progressive and quality teaching. This vision will not bear fruit, however, if graduates end up in schools hostile to their 'new' educational philosophy.

3.7.12.4 Facilitation of aims

In order to facilitate acceptance of its philosophy, Promat has decided to (Holmes 1993:45; Robertson 1993):

- Set up in-service training (INSET) courses enabling rural primary school teachers to upgrade their qualifications. These teachers will assimilate much of the Promat ethos, thus making the particular schools where they serve more receptive to the ideas and methods of Promat graduates who teach there.
- Promote the idea of rural 'out stations': centres where teacher-tutoring can take place as an adjunct to Promat's distance learning programme for teachers. The centres could be used for many other educational and non-educational purposes and could be open twenty-four hours a day. The centres could be used for activities such as primary health care, adult education and literacy programmes, vocational training, or other any need identified by the local community.

3.7.12.5 Commitment to furtherance of quality education

Promat hopes to work together with a network of people from non-governmental organisations (NGOs), universities, teachers' colleges and educational agencies who are committed to the reconstruction of the education system in South Africa. By linking with other organisations of like philosophy significantly large areas of the country can be covered. This will mean that upgrading opportunities can be taken to the teachers in the rural areas so that they do not have to apply for study leave, which is often very difficult for them to procure, considering the acute shortage of teachers in the rural areas (Page 1993).

Promat has committed itself to a research programme to learn as much as possible about black rural primary education in order to improve the teacher training courses offered by the College. In the initial stages of the research programme, teachers attending the INSET programme will be interviewed by senior college staff and students. The findings will be available to any interested parties in the educational community (Holmes 1993:50; Robertson 1993).

Promat also continues to tap numerous sources of information on the future of education in South Africa. The state's educational renewal strategy (cf 2.4.3) has been examined as has proposals emerging from the private sector. Promat is in touch with the thinking of progressive teachers' organisations and is willing to learn from and share with any organisation intent on a similar programme of teacher upgrading (cf 4.6.2).

Although Promat was developed in opposition to former official educational practices in South Africa, greater compatibility with state educational policy is foreseen for the future (Robertson 1993).

3.7.12.6 Educational democracy

In general, Promat has tried to practise educational democracy. Major decisions are only implemented after consultation and

negotiation with staff, workers, and students. It is considering expanding the representation of communities and teacher organisations on the council and in the senate. At the College of Education there was a fully functional Student's Representative Council, a Parents' Association and a Staff Association. The latter three organisations formed the basic elements of the parent-teacher-student association advocated by the 'peoples' education' movement (Bertelsmann 1994). (The writer does not altogether approve of such an inclusive approach to management and administration of educational institutions as it could lead to educational mismanagement)(cf 3.7.17).

The matric colleges have an informal students representative council which is made up of representatives from each class. They are known as 'class representatives'. This term was requested by the students in preference to the more common term of 'students representative council' which has unpleasant connotations for many of them. The students choose two representatives for their particular class group, a male and a female, so as to have fair representation. The class 'register' teacher is always available for consultation and informal meetings are held with the principals and deputy principals of the colleges when necessary. The principals and student councillors at the colleges are always available to the students either through the class representatives or personally. The majority of the students are adults and so there are no discipline problems at the colleges. Students are serious about their studies and do not waste time in unnecessary grumbling or fault finding. At the same time, college authorities try to solve any problems as soon as they arise. This results in an extremely pleasant atmosphere and an academic aura.

The College of Education had a formally constituted Student's Representative Council. The 1993 president of the Council came from a Department of Education and Training school where the function of the student representatives was to confront and challenge the authorities. He claimed that his previous ideas of the function of such a student body changed radically while studying at the College

of Education and especially after he was elected to the Council. He stated that he found Promat's ways truly democratic "because Promat management listens to the students when they discuss their problems and because they listen and take positive steps to rectify the problems, the students are prepared to listen to management" (*Edesa* 1993. 2(1)7). (Unfortunately the latter statement proved untrue as the students did not 'listen to management'. Management was prepared to listen to the students' complaints and try to rectify problems but the students appeared to believe that their demands would be met no matter how ridiculous (cf 3.7.17). It must be noted that this 'democratisation' of the College of Education has been the root cause of the problems encountered at the College. As Bertelsmann (1993:5)(deputy executive director), pointed out in a letter addressed to the board of directors and trustees, principals, all members of staff, parents and students:

there are students and staff on the college of the education campus who are unable to air views that are contrary to the vociferous critics who act as spokespersons for these groupings, ... because of the ... peculiar interpretation of democracy that prevails in some quarters on the campus

Examples of the problems brought up by the Students Representative Council was that of insufficient accommodation, no air-conditioning in their rooms, and no sporting facilities. The students demanded accommodation on campus so as to be able to make better use of the facilities and save transport costs. They said they could not study properly because their rooms were too hot, and they felt that as they were going to be primary school teachers, sport would be a major component of their future work. Promat management acceded to the truth of some of the complaints and promised to accommodate the students in these areas as soon as money became available. The students were not satisfied and continued grumbling and having meetings. The end result was a boycotting of classes, intimidation of lecturers and of students who disassociated themselves from the trouble-makers, and general

anarchy at the College. The trustees and management refused to be intimidated although every effort was made to placate the students without compromising Promat's principles. A further problem was the inability or refusal of students to pay their fees and the College plunged further into debt (Bertelsmann 1993a).

3.7.12.7 General evaluation of the College of Education

Promat does not wish merely to produce competent educational practitioners. In order to be truly effective, the organisation is conscious of the need to be acutely aware of what is happening in schools and communities throughout South Africa and to be actively involved in bringing hope to educationally beleaguered black communities (Robertson 1994).

The graduation of the first students was to have taken place at the end of 1994. All Promat graduates would have been competent to teach English, mathematics and science up to and including standard five. Approximately twenty-five final year students were expected to specialise in maths and science which, because of the multiplier effect, augured well for the future of these subjects in black schools in South Africa (Robertson 1994). It is hoped that the closing of the College will not put an end to this aim and that these students will be able to complete their studies elsewhere (cf 3.7.18).

3.7.13 Communication channels

Robertson (1993), believes that communication, both internal and with the community it serves, is the key to progress within the organisation and in the wider sphere. It is felt that consultation at all levels is important and structures have been introduced to cater for this. These include:

- A consensus forum where representatives from every group and college is able to debate issues freely.

- The *Edesa* newspaper that is edited by author and former *Sunday Times* assistant editor Hans Strydom, a founder trustee of Promat. This is perhaps the most effective communications channel of the organisation. Approximately eight thousand copies of the eight-page tabloid are distributed quarterly to alumni, non-government organisations, universities, colleges of education, private companies, donors, trustees, Promat students and some schools in Mamelodi and Tembisa. *Edesa* serves as a debating forum on pertinent educational issues, such as the involvement of parents in the education of their children, and the relevance of community colleges in South Africa. The alumni form an important part of the Promat organisation. Approximately 6 000 students have graduated from Promat over the past ten years. These students represent a vast network of community contacts around the country. They also represent a source of financial and other support.

A number of Promat alumni are or were employed in various capacities by the organisation:

- Nthabiseng Mmatli, who completed a BA social science degree at the University of the Witwatersrand and an honours degree in industrial sociology at the University of Cape Town, was one of four people employed in fund-raising for the organisation. She perceives an important secondary role for Promat as trying to reconcile views, values, norms and perceptions from its diverse communities.
- Peter Kutumela was the community affairs officer for the organisation. His main task was to form liaisons within the greater Promat community and with local communities. He sees the need for much greater communication between people both within and outside of the organisation and for greater parent involvement in the education of their children. With greater communication comes better understanding of the needs of the community and knowledge of how best to serve those needs. Promat is already involved in the Mamelodi Education Forum

which is looking into ways and means of spreading scarce resources more effectively.

- Abraham Maclean was doing research and public relations work for Promat. He was the news editor of *Edesa*, the organisation's newspaper, working together with Hans Strydom, an experienced journalist, to propagate the organisation's ethos and *raison d'être*.

All the above people have since left the organisation in order to enhance their careers. They acknowledge that Promat provided the stepping stones for further success (Page 1993).

Promat would like to offer its facilities to outside organisations and communities for supplementary education, conferences, and workshops. Protec, the science and technology organisation, already holds classes on a Saturday morning at three of the colleges. Promat would like to project the image of being a microcosm of the type of society for which the majority of South Africans are striving (Holmes 1993:53-54).

3.7.14 Future development aims

The main bushveld campus at Edendale stands on ten hectares of land. A further eight hundred hectares was bought in October 1991 without tapping any sources of educational funds and is intended for further development. The Promat Farm Development Committee, chaired by trustee Des Lindberg, thoroughly investigated the implications of developing the land. Research showed an alarming pace and pattern of urban sprawl predicted for the Pretoria area. The farm is bounded to the west and east by other farms, while to the north is the Pretoria-Cullinan road that gives ready access to the campus. On the southern boundary is 'Promat Mountain' that is a part of the Magaliesberg range. The farm consists of prime bushveld and grassland, a river, and five dams fed by clear streams in a natural catchment area. Students from rural areas feel at home in the bushveld environment while students from towns and cities

experience the tranquillity and peace of the bushveld for perhaps the first time in their lives. All these factors are conducive to good learning. Conservation, ecology and agriculture will be experienced first hand by all students on the campus (*Edesa* 1993 2(2):6).

A master plan has been drawn up for the campus and the farm. Among the priorities are:

- Enlargement of the present primary school by building a new 'model school' for 350 - 400 pupils;
- A community hall and sporting facilities, such as a soccer-cum-cricket field, and tennis and netball courts, that will serve the people of the area as well as Promat students and staff;
- Farm problems that need tackling, including a former sand quarry in need of rehabilitation, severely overgrazed land and an invasion of exotic plants, will be given to students as project work;
- Game may also be introduced, bringing about a long-term vision of turning part of the farm into a nature reserve that can be educational and enjoyed by the people living nearby at Mamelodi for example; and
- An opportunity will be given to the private sector to construct more student housing nearby but not on the farm itself (Holmes 1993:56-57).

3.7.15 Promat's place within a national education policy

It is still unclear how the national education policy will change in future years. It is uncertain as to what the state will be able to afford. If, as envisaged, primary education is freely available to all children up to and including standard seven, while those seeking to go further pay for their senior school education, assumedly there will be a major exodus at the end of primary school. If this happens then it is

essential that:

- All children, by the time they have completed primary school are literate, numerate and capable of making reasonable choices; and
- Children with the potential to study further are motivated to do so.

If the above goals are to be accomplished, and if the standards of secondary education are to be uplifted, then it is essential that children are given the highest quality education at primary school level. Funding and donor organisations, both public and private, must realise this and work towards the goal of quality teaching by every teacher in every school in the country.

The poor results of the Department of Education and Training (cf 3.7.5) clearly indicates a pressing need to overhaul the education system. Robertson calls for the urgent implementation of a national education action plan and lists priority issues (*Financial Mail* 1993; Robertson 1993):

- All education should fall under a single education department as soon as possible. This will imbue teachers, pupils and parents with a new spirit. It will not, however, bring about Utopia. The disparity in opportunities and standards is so wide that it will take decades to create a levelling off;
- Equalisation of per capita funding is imperative and budgets should be directed towards effective and productive education (cf 4.6.2);
- **Parental and community responsibility** for the maintenance of standards and educational property is essential. The character of many schools that have up until now been exclusively white will change. If the high standards of these schools is to be maintained then parents and old student's associations will have to be

strongly supportive with expertise and funding (cf 4.4);

- The objective of the education system should be to identify the direction and potential of children in the higher standards at primary school. It should be possible to spot a child's potential for ongoing mathematics and science development at secondary and tertiary levels (cf 4.4 & 4.5);
- Large-scale, imaginative **teacher training schemes** should be instituted because there is no substitute for a well-qualified and motivated teacher (cf 4.6 & 4.7);
- More emphasis should be placed on subjects like mathematics, science and accountancy, that are relevant to the **needs of the economy** (cf 4.5); and
- All available human skills and facilities should be fully put to work. What is needed now is action (Holmes 1993:57-58; Robertson 1993)(cf 5.4).

A future government may well want to tap into the experiences of the non-government sector of education and Promat may have an even wider role to play than at present. Care must be taken, however, that Promat is not sucked into state bureaucracy as this would undermine the achievements of the past and prevent success in the future. Promat operates with a high degree of freedom from red tape and much of its success can be attributed to this fact (cf 3.7.3 & 4.6.2). It is clear that Promat's success in the first decade of its existence has proved that a private-sector, non-profit-making initiative can make a positive contribution and a notable difference to the education scenario in black education (Holmes 1993:57-58; Robertson 1993).

3.7.16 Future challenges

Education in a settled school environment with good teaching is essential if a child's inherent ability is to surface. Promat's attempts

at upgrading black education are minuscule compared to the need. The recession and lack of funds is hitting black students hard and many who would like to study at Promat are unable to do so because of financial hardship. Promat would like to see more individuals and private enterprises making bursaries available to promising students. Approximately one third of the R17 million budget for 1993 was supplied by fees. Substantial help is still being received from three hundred donors. These include eight foreign governments (the United States of America, Finland, Britain, The Netherlands, Spain, Canada, Australia and Japan), 194 corporations, 67 trusts of which about half are corporate trusts, 32 individuals, and 2 ecumenical bodies. Pleas to open more matriculation colleges countrywide have come from people desperate for the opportunity to further their studies. Promat would like nothing more than to oblige, and open more primary schools as well, but funding is not available for such expansion at the present time (Robertson 1994)(cf 4.6.2).

Promat's independence, integrity, credibility and flexibility have enabled the organisation to address needs as they are identified, to adapt programmes to circumstances, and to share experiences with others. Qualities such as these are essential in an emerging democracy where practical examples of alternative curricula and different educational models are available to be used as blueprints. The challenges are: to re-open the college of education when the economic climate guarantees adequate funding and to evolve a critical pedagogy, to establish satellite campuses, to identify the needs of rural black primary education as articulated by communities, teachers and students, and to help develop courses that will address these needs (Robertson 1994).

The South African economy can best develop in a free and flexible environment where well-educated people work together to build a prosperous nation. The private sector can help nurture such a climate by supporting independent educational institutions and the spirit of freedom and independent thought they generate.

3.7.17 Problems and perspectives

The road forward has not been without problems. Promat has had difficulties finding and keeping donors because of the economic and political climate of the times. Academic recognition was not easily come by, particularly with the Department of Education and Training. It was the first experience that the Department had had of the private sector wanting to become involved in an area that was considered their special domain. These earlier problems were surmounted, however, often after much hard negotiation, and Promat went from strength to strength, earning a well deserved reputation amongst the black community for quality education and first class results (*Edesa* 1993 2(2):4).

a The matriculation colleges

The matriculation colleges, with their special standard nine projects, are particularly successful. Thousands of potential students apply each year to the colleges from all over the country. Many thousands are turned away and told to re-apply for the next academic year simply because there is not enough room to accommodate every candidate who applies. The selection tests are used merely as a means to admit the maximum number of eligible students who can be accommodated at each college. Once the quota is full, the admission list is closed. Each college caters for approximately 180 to 200 standard ten students while those colleges involved in the special maths/science/accountancy courses accept approximately 35 to 40 standard nine students. This restricts the number of standard ten students per class to a maximum of 26 for subjects such as English and Afrikaans and fewer in the vernacular (except for Zulu in Natal that also has maximum numbers per class) and other subjects (depending on the popularity of the subject). There are 15 to 20 students per standard nine class. The advantage of small classes is the individual attention given to students. Discipline is not usually a problem because of the small classes and because the students are serious about their studies. When necessary, however, disciplinary action is taken quickly and efficiently. There is no room

at the matric colleges for undisciplined and disruptive students and such people are asked to leave if they do not change their behaviour. When this has happened at any of the colleges it has served as a warning to students that bad behaviour would not be tolerated. The students understand what is expected from them and co-operation is excellent. Good discipline results in a relaxed and happy atmosphere at all the matric colleges tempered with respect for all persons irrespective of position or authority status. This brings about a proficiency of learning that is the key to Promat's success in the matriculation examinations (Robertson 1993).

The students who complete their matric through Promat College become part of a larger Promat 'family' and take their successes into the wider community. Promat alumni are proud of the college and keep in touch with the staff, often visiting the colleges and renewing old friendships. The students leave the colleges at the end of the matric year with much regret and often mention the desire to return and teach at Promat. Many wish there was a post-matric year just so as to remain at the college for another year. This attitude on the part of the students shows an influence far beyond that of mere academic learning and it is one of the aspects of Promat of which the staff feels most proud. The Promat matric colleges reach out beyond the walls of the colleges into the communities. Parents are encouraged to become involved in their children's education; donors are encouraged to visit the colleges and meet the students; students are encouraged to go beyond the search for examination success and to reach out and discover a new world of learning that is opening for them; staff are encouraged to see beyond academic results and become involved in the total learning programme (Robertson 1993).

The matric colleges are not content to remain stagnant. New ideas and methods are constantly being tried. Some work and some do not. With the emphasis on vocational schooling, the colleges are attempting to guide students in their subject choices so that the matriculant can make educated career choices (cf 2.6.2 & 4.5.3). There is a qualified career-guidance/life-skills teacher at each college and every effort is made to expose students to a variety of

career choices by inviting speakers from various disciplines to the colleges. Underqualified teachers are shown exciting new ways of enlivening their lessons that are easy to apply in rural areas where there is no equipment or electricity (cf 3.7.7). They return to their schools filled with new enthusiasm and with the desire to 'teach like the Promat teachers teach' (*Financial Mail* 1991). What better advertisement for the colleges! (Page 1993).

Donors see tangible results and are willing to give more. An example of donor generosity is that of the African Explosives and Chemicals Industries (AECI), donors to Promat Springkell since its inception. This company has doubled its contribution to R150 000 for the next three years because they have witnessed first hand the dedication of staff and students and have seen the results put out by the college over the years (Robertson 1993).

This is privatisation in education at its best and should be an encouragement to others to participate in like schemes in like manner.

b College of Education

The College of Education had problems of one kind and another from its inception. The idea of **total** democracy in education appears meritorious in theory but does not appear to work in principle.

Promat, which has an excellent record in upgrading unmatriculated black teachers, had to make a stand on principle against appeasing the wild demands of militant students at the teachers' training college on the Edendale campus. College authorities were faced with physical intimidation when students demanded the dismissal of two senior lecturers. The College Council, with the support of the University of the Witwatersrand (which was to validate Promat qualifications), was able to defuse the situation but had to lay down the heavy hand before students would listen to reason. This was not the first time student discontent had arisen at the college. Students had previously complained about issues such as the standard of

catering at the canteen and lack of air conditioners in their accommodation (cf 3.7.12). These early problems were solved after much negotiation between the students representative council and Promat management. Compromises were made on both sides and it appeared that students would settle down to their studies without further major complaints. This was not to be. Discontent at procedures for examining, assessing, promoting and excluding students came to a head. A meeting was held between the Principal, the six most senior staff members and the seven members of the students representative council. The Principal accused certain members of the teaching staff of arrogance and fear and expressed the view that "... the senior staff have forfeited their right to lead on their own " (*Financial Mail* 1993). Staff took exception to the fact that these remarks were made in the presence of the students and the Principal was asked to retract his allegations. He declined to do so even although the staff concerned had expressed the fear that they had lost the respect of the students and that future good relationships would be jeopardised because of the allegations. The Principal subsequently apologised "... for unintentionally casting doubt on the professional integrity of the heads and instead accepts that all mistakes and errors of judgement affecting the disclosure of students' results were not made intentionally " (*Financial Mail* 1993). He also apologised for not including himself consistently in the criticisms. He did not, however, apologise for making the remarks in the presence of the student representatives (*Financial Mail* 1993). There was much unpleasantness over the next few weeks with unreasonable and unrealistic demands being made by the students and boycotting of lectures. At one stage Judge John Trengove, on behalf of the Promat Trustees, issued a statement that threatened the closure of the college if the students did not resume normal activities. Students became more militant and brought a load of old tyres onto the campus and made threatening gestures towards two of the heads of department. The atmosphere was extremely volatile. A meeting was then held to discuss the students' demands. Representatives from all sides were present: the Principal, the students' representative council members, parents, and two members of the Council executive committee. Certain resolutions were

passed. It was agreed that a forum consisting of student and staff representatives would look into the matter of student assessment procedures, that there would be an independent inquiry into all aspects of college life since January 1993, and that there would be an 'open hearing', chaired by an independent party, into the 'conflict' between the students and the two heads of department (*Financial Mail* 1993). The students were given the right to "... make a fair assessment of the position of the two lecturers in the light of the findings of the two investigative processes ..." and agreed to attend lectures while the investigations were in progress (*Financial Mail* 1993). The Council agreed that the two lecturers would not be allowed to return to the campus "... if the student body was still adamant in its rejection of their presence on the campus ..." (*Financial Mail* 1993). The entire rationale of the resolution was undermined by this clause. Firstly, it was not clear exactly what charges were being made against the two heads of department, and secondly, there was no point in having an inquiry if these two lecturers were to be summarily dismissed regardless of the outcome of the investigation. It was an unjust and an untenable agreement made in order to placate the students and defuse an ugly situation (*Financial Mail* 1993). The University of the Witwatersrand made its views clear in a letter from the Dean of Education, Professor Peter Randall, that was fully supported by the Principal, Robert Charlton. (*Financial Mail* 1993):

We view the recent developments at the college in a most serious light, since they have implications for its association with the university ... We are distressed that fully two weeks have been allowed to elapse since the students first stayed away ...

We cannot associate ourselves with (the agreement that) if the student body is 'still adamant' even after a fair assessment, the lecturers concerned will not return to the campus.

The students did not keep their side of the bargain as they did not return to classes on the agreed date. Therefore, the terms of the agreement with the students became null and void. The Council then ratified the original decision to appoint an independent commission of inquiry and requested the students to resume lectures. This effectively removed the commitment to an 'open hearing' and cancelled the undertaking that students' demands regarding the two heads of departments would be met regardless of the outcome of the investigation. An ultimatum was issued to the students to return to classes or face immediate suspension and expulsion from the campus and residences (*Financial Mail* 1993). The result was an immediate resumption of classes and a quiet campus.

The particular problems of the College of Education remained largely unresolved and did great harm to the concept, ideals and philosophy of Promat College as well as to its good name. Years of hard work by the matric colleges in building an excellent reputation and winning the support of the black community and donors was almost destroyed. Added to this, was the threat from the University of the Witwatersrand to remove its academic support and accreditation from the College, and the knowledge that donors would refuse to fund and support an institution that was not achieving its full potential and promise (Bertelsmann 1993a).

In view of the above possibilities, a memorandum, dated 7 August 1993, was sent to all members of the Promat organisation by the chairman of the Promat College of Education Council, Justice Trengove, stating that a meeting had been convened to discuss the complaints received against the principal and two lecturers of the College of Education, as well as to investigate the series of crises that occurred during the first half of 1993 on the College campus. It was decided to appoint a formal commission of enquiry to investigate, report on, and make recommendations with regard to accusations of certain irregularities supposedly perpetrated by certain College staff members, the enforced, prolonged absence of the two lecturers from the campus, and the conduct of all parties concerned in the allegations of irregularities and misconduct on the

campus. The purpose of the formal investigation was to establish facts and causes underlying a variety of conflicts on the campus in order to recommend resolutions as well as improvements to structures and procedures at the College (Bertelsmann 1993b).

Further memoranda established a date for an open commission of enquiry to which any interested party could submit written evidence of misbehaviour and suggestions as to what should be the fate of the College. Persons wishing to give evidence *in propria persona* could so do (Bertelsmann 1993b). A unanimous resolution was passed by the Promat Board of Trustees on 30 October 1993 in which it was stated that "... the College of Education in its present form will be closed at the end of 1993 " but that all the other facets of Promat would continue as before, *viz.* the matric colleges, the science/accountancy projects, the distance education college and the in-service training project (Promat Board of Trustees 1993).

In a letter sent to all personnel connected to the Promat organisation (Bertelsmann 1993a) the position of the executive directors and the Promat Board of Directors and Trustees with regard to the proposed closure of the College of Education was made very clear. Accusations made by some students, some parents and some staff members of the College of Education that the Board's decision to close the College of Education was reached unilaterally and without consultation of interested and affected parties was 'undemocratic' were refuted in the strongest terms. It was claimed that such criticism was based on a lack of understanding of managerial responsibility and accountability and a lack of knowledge of the process envisaged by the Board in its handling of highly sensitive matters.

During 1992, the Promat development 'fund-raising' department forwarded applications for a total amount of over ten million rand in support of the College of Education to a large variety of donors. By June of 1993 only nine hundred thousand of the ten million rand had been donated for the running of the College of Education. A major donor, whose annual donation was considered as secure, intimated

that no funds would be forthcoming during the 1993/1994 financial year. It was this that caused the executive directors to start assessing the sustainability of the College of Education. It was clear to the executive directors that the financial situation of the College had become so serious that it would be impossible to maintain the College in its present form for another year. It was proposed by the executive directors that the closure of the College of Education and the use of the premises for an INSET centre were the best possible solutions to the financial crisis facing Promat with regard to the College. After much consultation and deliberation the Board decided to go along with this proposal. As this implied the retrenchment of staff there was a legal obligation to consider any credible proposals which members of staff might make to enable them to retain their posts. This invitation was extended to the whole Promat community so that the Board's decision was open to revision (Bertelsmann 1993b).

During its ten year's history, Promat has developed a corporate culture, a system of values and a management style that is unique to its particular needs and functions. This has produced what has been termed by many educationists and concerned community members, an 'educational miracle'. It is well known and accepted that Promat's contribution to black empowerment is probably unparalleled in the history of non-governmental organisations in South Africa. Criticisms and accusations levelled at the directors and the Board of using the unfortunate events on the campus as well as on discomfort with the ideological directions increasingly embarked upon are spurious. It is plain to see that the difference between the ten million rand applied for and the nine hundred thousand that was actually received was a deciding factor in the decision to close the College. The anticipated running costs of the College until the end of 1993 was three and a half million rand. Of this only one and a quarter million rand was promised for 1993. Both the former Nationalist Government and the African National Congress were approached with regard to the possible allocation of adequate funding to the College but neither saw the necessity for a private college of education. They refused financial aid on grounds that as

all colleges of education are now open to persons of all races there was no longer a need for private teacher education colleges. There was, therefore, a clear financial crisis against which the Board of Directors and Trustees had no other choice but to close the College at the end of 1993 (Bertelsmann 1993b).

The decision was an extremely difficult one to make. The need for such an institution has **not** diminished while the intellectual, linguistic and mental growth of the majority of College students over the three years has proved that the vision (cf 3.7.4) held by so many is perfectly possible of achieving. The outstandingly glowing reports that have come back to the Board with regard to the practical teaching experiences of the students has been overwhelming positive (cf 3.7.12). The original vision, that of educating soundly trained and developed teachers for a hitherto educationally deprived community, still holds true (cf 4.6 & 4.7).

3.7.18 Evaluation of Promat as an NGO

The principles of *privatisation* in black education have worked well in the Promat matriculation colleges (cf 3.7.5), the Distance Learning College (cf 3.7.9), INSET (cf 3.7.8) and Promat/PEPPS (cf 3.7.10). However, too much student participation in the management of the College of Education, together with an attempt to implement total educational 'democracy', endangered not only the success of the College of Education but that of the entire Promat organisation (cf 3.7.12). The problems on the College of Education campus could be a possible reason why funding dried up so suddenly and radically. Private sources of funding demand a high level of return and any possibility of this not being so would result in the removal of such funding to more viable and reliable projects. It is also possible that the poor economic climate is to blame. It is difficult to fully assess the reasons for the lack of contributions, however, as donors will not commit themselves to a direct answer as to why they declined to contribute for the 1993/1994 fiscal year. The trustees and directors of Promat were aware of the negative repercussions of the College of Education fiasco and have striven to

defuse the situation and bring the organisation back onto the right track by inviting independent evaluation of the organisation. Because of the problems experienced, it was decided to employ professional evaluators whose job it was to ascertain the reasons for the problems and to offer suggestions as to how this could be avoided in the future. They were also employed to assess the relevance of the subject choices at the matric colleges and to investigate the admission policies, management and administration of the colleges in order to appraise the value of the work being done at the colleges. Trustees and directors are convinced of the need to keep abreast of new developments in South Africa both educationally and economically which is why the evaluation was considered appropriate at this time (Robertson 1993).

The unpleasant experience to which the Promat organisation was subjected should serve as a warning to all who would attempt to effect privatisation in black education. When sound pedagogic principles of freedom and authority are violated, and students are allowed too much voice and authority in the running of an educational institution, the result could be the denigration of legitimate authority. Learning comes to a standstill, the institution no longer fulfils its intended purpose and its name is brought into disrepute. Donors refuse to give funds to such a (dis)organisation, and everyone loses. However, sight must not be lost of the positive aspects of privatisation and the experiences, both negative and positive, of the College of Education should be used as building blocks for future reference (cf 4.6.2).

3.8 IN CONCLUSION

State provision of education for blacks is inadequate (cf 2.2.2). Funds are not available to spend more on education than is already being spent (cf 2.7). The state has attempted to provide more funds for black education by semi-privatising or privatising 'white' schools (cf 2.7.5 & 4.2). This has not solved the problem because the South African economy is depressed (cf 2.7.1).

Private efforts at upgrading black education have been piecemeal and uncoordinated (cf 3.4). Individual efforts are praiseworthy and beneficial but nothing tangible has been done to share knowledge and experience. It would be of great benefit to black education and to all those involved in the effort to raise the standard of teaching and the quality of black teachers if each private school or college involved with black education would be prepared to share experiences with each other on a regular basis so that lessons could be learned and possible mistakes avoided.

It is accepted, however, that there is no short cut. The majority of black primary school teachers are poorly trained (cf 1.1.2 & 2.2.2). A start has to be made at grassroots level and the process of producing **quality teachers en masse** will thus take many years. It will take at least a generation before tangible results are noticeable and filter through into the economy.

Promat College has been used as an in-depth case study of privatisation in black education. Successes and failures have been noted (cf 3.7).

Strategies need to be devised whereby *privatisation* or *semi-privatisation* in black education could become a normal method of upgrading black educational standards. The state would act as caretaker and provide some of the essential funding without being dictatorial or authoritarian (cf 2.5.1 & 4.3) while business would need to be involved both in funding and in drawing up the syllabus (cf 2.5.2 & 4.5.5). True democracy in education would be achieved in this manner and parents and the community as a whole would once more be in charge of their children's education (cf 1.1.3 & 2.2 & 4.4). Engelbrecht & Niewenhuis (in Marais 1988:161) state that:

To propose any significant macro-strategies in any country is an act fraught with risks ... Basically the problem is that we do not understand - do not know with any clarity or precision the answers to questions

about almost every imaginable aspect of innovation in education.

It is, however, a risk that must be taken if **quality education** is to become the accepted norm for every child in South Africa (cf 1.1.2 & 2.6). The purpose of the next chapter is to recommend strategies that are realistic and attainable.

CHAPTER 4

STRATEGIES FOR THE PRIVATISATION OF BLACK EDUCATION WITH SPECIFIC REFERENCE TO TEACHER TRAINING

4.1 INTRODUCTION

Black teacher training expanded rapidly after 1977 (cf 3.2.1). Many students received bursaries that enabled them to study for a teaching qualification at tertiary institutions (cf 3.2.1). The rapid growth in the pupil population had led to an increased demand for teachers, particularly at primary school level (cf 2.4). Unfortunately, graduating quality teachers was not a priority at this time and did not appear as essential as increasing the number of teachers as quickly as possible. In order to meet the demand, qualifications for entry into black teacher training colleges were lowered, as were selection requirements, allowing admission to applicants with the minimum entry requirements (cf 2.2.2 & 4.6.1). Another injustice done to black education was the fact that most black teacher training colleges were of inferior quality, overcrowded and limited in the variety of subjects offered to students (cf 2.2.2, 3.2.1 & 3.2.2). The result of this strategy was the graduation of a substantial number of teachers who qualified as primary school teachers with only a standard six or eight certificate and a basic teacher's diploma. These teachers were not well trained in the teaching of the mathematical and physical sciences nor were they made proficient in English (cf 3.2.1 & 4.6.1). Very few black students were admitted to 'white' training colleges where the standard of teacher education was far superior (cf 3.2). The years of student-teacher education deprivation has led to a continual decline in the standard of black education and increasing frustration on the part of teachers, students and parents leading to educational anomie (cf 1.1.2 & 2.3).

The state has devised certain strategies (cf 3.2.1, 4.2 & 4.5) in order to circumvent particular problems in education as a whole but nothing has as yet been formulated to overcome the particular

problems in black education. It is important at this juncture to affirm Disraeli's words (cf Chapter 1) and to recall those of Gide (cf 1.1.8).

4.1.1 Chapter aims

Educational strategies as discussed in chapter 4 refer to a broad plan of action for achieving chosen educational objectives for black education with specific reference to teacher education (cf 1.1 & 1.3). An overview of interim strategies is given (cf 4.2) and recommendations for long-term strategies are made (cf 4.3). Broad recommendations with regard to policy, legislation, funding, resources, international contributions and community commitment for the improvement of education in sub-Saharan Africa as proposed by the World Bank are assessed as to their relevance for and incorporation into black education in South Africa (cf 4.3). The essential aspects of a strategy for the privatisation of black education are briefly discussed (cf 4.4). General recommendations with regard to entrepreneurial and functional approaches and actions for the privatisation or semi-privatisation of black education in South Africa with particular reference to teacher education are suggested (cf 4.5.5). The role of the state in upgrading black teacher education is discussed (cf 4.6). Strategies are proposed for the inclusion of the private sector in:

- pre-schools,
- primary and secondary schools,
- tertiary education,
- teacher education (both pre-service and in-service),
- adult education, and
- curricula development (cf 4.6.2).

The importance of collaboration between the various tertiary institutions involved in teacher education is emphasised (4.8). Criteria for the implementation of pedagogically sound strategies are suggested (cf 4.9). Conclusions are made (cf 4.10).

4.1.2 Distance learning as a strategy for the upgrading of black education in general and teacher education in particular

The ERS document (1991:28-29) recommends distance learning as an alternative and cheaper method than that normally provided. The recommended target group covers virtually all sections of normal society: pre-schoolers, primary school learners, secondary school students, young learners not attending school for whatever reason, illiterate adults, adults wishing to gain a formal school qualification, and adults who wish to become teachers or who wish to improve their qualifications. Teacher education was found to be particularly suited to distance education provided that students were regularly exposed to class-room situations so that they developed practical skills. It was felt that because of the relative maturity of teachers distance education was a feasible proposition and would produce teachers of high quality (ERS 1991:29-30). It is recommended by the ERS (1991:32) that:

The various education departments responsible for education should urgently appoint a task team to formulate proposals for the establishment of a national distance teacher training model for teachers of all population groups. Practical aspects of the training of teachers, including a period or periods of teaching experience, should be dealt with in conjunction with schools and technical colleges. This task team should also formulate proposals regarding the possibility that students in training who so wish, could complete some of their training through contact education and thereafter undergo the remainder of their training by means of distance education while already employed in some teaching capacity by an education department.

It is acknowledged that the state has made an effort to upgrade the standard of both pre-service and in-service black teacher education (cf 3.2) in order to deal with the essence of the problem in black

education (cf 1.1.2 & 3.3.4). It has, for example, instituted part-time degree programmes for serving teachers through the medium of Vista university (cf 3.2.1). The programme has proved beneficial and could easily be extended to other areas of the country. The state, however, does not have the necessary funding to institute such an expansion programme (cf 2.7) and should, therefore, make a more concerted effort at initiating other such distance learning projects by encouraging the *private sector* to donate to such undertakings (cf 2.5.3 & 3.3). Distance education should be viewed as both a short-term strategy for upgrading under- and unqualified black teachers (cf 3.4) and a long-term strategy incorporating on-going teacher refresher programmes in subject matter and methodology (cf 3.2, 3.3 & 3.4) and quality pre-service training (cf 3.2 & 3.7.12). The shortage of well-qualified teachers and lack of facilities, together with increasing pupil numbers, makes distance or independent learning a distinct possibility (cf 3.7.9). This is particularly true for teachers, especially those living in areas far from an in-service teacher education (INSET) centre. There is a vast need for programmes like INSET and distance learning could do much to alleviate such needs. In order for distance learning to function effectively, Bot (1986:133-134) has made certain recommendations which should be kept in mind when setting up a distance learning INSET programme:

- the programme must be responsive to the needs of teachers and actively involve them;
- the programme should work together with teachers' centres, and tutorial groups so as to provide 'people support';
- all available resources (such as the media) must be utilised and work together, and
- it must serve the interest of education.

4.1.2.1 Feasibility of distance learning youth programmes

Distance education for children is possible if there is a suitable venue, a teaching medium, such as television or radio so that the teacher is 'brought into' the room with the child, and if suitable tuition packages are available. Distance learning is available to children in Australia and Zimbabwe who live on farms that are remote from normal schools (cf 2.8). It has been quite successful although it is admittedly not the ideal way for children to study and children are sent to boarding school as soon as they are old enough (Edington 1980:1-17; Hedberg 1986/87; Western Australia Education Dept. 1968).

4.1.2.2 Assessment of distance learning in relation to black educational needs

The writer suggests that distance learning would not be the ideal method of teaching the **majority** of black children in South Africa. A comparison between the type of community using distance learning in Australia and Zimbabwe (mainly educated white farmers, missionaries, businessmen and professional people living in remote areas) and that of black rural South Africans who would be the main beneficiaries of such a system, reveals the difficulties that would be encountered in successfully implementing a system of distance learning for rural black South African children who are part of a rural peasant community: factors that favour the implementation of distance learning in Zimbabwe (Edington 1980:1-17) and Australia (Hedberg 1986/87) is that the parents of the children using these facilities are fairly well educated and belong to first-world societies. They are not only aware of the need for consistent, daily learning but ensure that their children receive the necessary encouragement and stimulation. Rural black South African parents, for whose children this method of schooling would be the most useful, usually have little or no education themselves and would probably be unable to help their children should any difficulties arise with the learning material. There is also the problem that at the present time most rural black South Africans are subsistence farmers and in such

communities the children are needed to work the land or tend the animals and cannot be spared from these daily chores. To overcome this negative aspect *well-qualified itinerant tutors* would have to be employed who would visit outlying areas on a regular basis in order to help the distance learner and monitor his or her progress, but the learners would still be left very much on their own to fend for themselves. The parents of the children would have to be educated to understand the implications of schooling on their traditional lifestyle and this could cause problems within the family structure (cf 1.2).

Distance learning is, however, a good method of reaching **adult** learners who cannot for one reason or another attend classes and who already have a firm foundation of knowledge on which to build. Adults wishing to further their studies are self-motivated and disciplined and are aware of the need to study consistently. Distance learning is therefore a feasible and realistic method for **teachers** living and working in remote rural areas who need to upgrade or improve their qualifications (cf 3.7.9). The *private sector* could be brought into the scheme of things by being encouraged to finance or semi-finance INSET centres that are serving the particular area in which they carry out their business. Tax relief would be an example of the type of encouragement that could be given to private enterprise to encourage participation. The centre would be of advantage to the whole community as it could be used for other types of training that would benefit the community as a whole. A small fee could be charged that would cover the cost of materials and a teacher's salary, or knowledgeable members of the community could volunteer their services free of charge on a kind of 'barter' system. A few examples of courses that could be offered will suffice: literacy and numeracy classes, needlework and cookery classes, first aid classes, motor mechanics courses, *ad infinitum*, taking cognisance of the needs of the particular community and available expertise.

4.1.2.3 Conclusion

The inference is that distance learning is not really suitable for the teaching of the majority of black **children** in South Africa at the

present time but is not without possibilities as a solution in helping to overcome the shortage of *well-qualified teachers* in the rural areas of South Africa. It is an acceptable method whereby in-service teachers may be permitted to upgrade their subject knowledge and methodology without having to take leave of absence from their schools (cf 3.7.9). INSET programmes must cater for all levels of teaching - from pre-school to senior secondary. *Privatisation* in the context as outlined later in this chapter (cf 4.2) is therefore seen as a good option for the *upgrading of inservice black teachers* in South Africa.

4.2 INTERIM STRATEGIES

Efforts have been made in the past few years (1991 to 1994) to overcome some of the problems discussed in the above passages (cf 1.1.1 & 2.3). One of the more apparently acceptable efforts by the state to overcome problems such as financial shortages and accusations of racism was the full recognition of private 'Model A' schools, recognition of *Status Quo* or Model B schools, the introduction of semi-private Model C schools and the opening of state schools, Model D, to children of all races (cf 2.7.5). The state has, therefore, made certain interim efforts to try to solve South Africa's educational anomie (cf 2.3) but this has affected white children more than black and has left the problem of sub-quality education for the large majority of black children largely untouched.

The following section deals with the extension of schooling to selected black pupils by the state (cf 4.2.1), assesses the interim strategies (cf 4.2.2), and briefly discusses the lack of provision for black teacher upgrading and possible ways to circumvent this problem (cf 4.2.3).

4.2.1 Examples of state-aided and community-aided schools

The following examples are models of previously 'white' only schools that have been 'opened' to all races:

4.2.1.1 Model A schools

Model A schools are private schools and are run as private organisations. The state subsidy varies from school to school but is less than half the amount received by other types of model schools. Fees are relatively high compared to Model C and D schools and very few black children have the privilege of attending these schools. Included in this group are church-run schools. Teachers are sometimes paid more than the recognised government scale of salaries (cf 2.7.5).

4.2.1.2 Model B schools

Model B or *Status Quo* schools are those that voted against changing to Model C schools. These schools are 83 per cent funded by the state but funds must cover all the running costs of the school. Fees are lower but teacher/pupil ratios per class are greater than the other models because funds much stretch further (cf 2.7.5).

4.2.1.3 Model C schools

Model C schools, an alternative to private and wholly state-aided and funded schools, currently comprise the vast majority of schools. They receive an 83 per cent state subsidy that pays the salaries of teachers. The shortfall of 17 per cent, formerly paid by the state, has to be raised by the community. Model C schools are entitled to pay their teachers over and above the recognised government salary scale if they so wish. The schools set their own enrolment criteria (cf 2.7.5).

4.2.1.4 Model D schools

Model D schools are 100 per cent state funded. These schools are zoned and there are no restrictions on attendance. All children living within the zoned area are obliged by law to be admitted, regardless of race or creed (Department of Education & Training 1993) (cf 2.7.5).

4.2.2 Assessment of state-aided models in relation to black education

Model C schools have not proved to be the success it was hoped they would be. Many white parents are unable to pay the fees to keep their children at school. They are obliged by law to send their children to school yet are unable to do so because of personal financial constraints. Model C schools were given a subsidy of R70 million by the government in 1992, but despite this, many model C schools are in dire financial straits. An investigation by the *Saturday Star* (1992.10.28:1-2) showed that as parents' resources dwindled so they moved their children out of the more expensive schools to the less expensive, with the result that many of the schools at the top end of the fee scale were having to close down. The strategy cannot succeed because the majority of black parents are not able to afford the relatively high school fees demanded by Model C-type schools thus effectively keeping out the majority of black children. The situation of poor-quality schools with poor-quality teachers for the majority of black children therefore remains largely unchanged (cf 1.1.2 & 3.2).

It seems logical to the writer that if black education is to be improved and normalised then *private enterprise*, which would be one of the main benefactors of such upliftment, should become more financially and administratively involved in the upgrading and normalising of black education (cf 1.1.8, 3.3 & 4.2.2). This would ensure necessary **funding** to the educational needs of the black community and would contribute a pool from which essential **administrative expertise** that is not at present available throughout the black community could be drawn (cf 2.7.3). (The writer is not advocating pecuniary handouts or paternalistic overseeing. The **black** community must be the main players in any educational scheme with which it as a group is personally involved). The confidence of teachers, parents and the community would be enhanced, an *esprit de corps* would develop that would make it easier to accept and implement necessary and viable changes to the

education system as well as ensure the implementation and continuation of high educational standards for black children.

4.2.3 Conclusion

Interim measures devised by the present government to overcome the inequalities in black education in South Africa have not been overly successful (cf 2.7.5 & 4.2). They have not overcome the desperate need for quality teachers in quality schools in and for the **black** community (cf 3.2 & 3.3.2). It is therefore essential that the *upgrading* of *black teachers* becomes a priority (cf 3.3.4). Adequate funding, however, is not available for upgrading teachers and schools to an acceptable standard (cf 2.7.1), thus *privatisation* and *semi-privatisation* must be encouraged. Both short-term and long-term strategies discussed above (cf 4.1.2 & 4.2) have possibilities but are not encompassing enough to satisfactorily solve the problem on all levels.

Parents and the *community* have a right to participate in educational matters in order to uphold a particular philosophy of life (cf 1.1.2 & 3.3). They have the right and the duty to contribute financially and in expertise to the school of their choice (cf 2.4 & 2.7), and they have the right to ensure that every teacher who is employed to teach their children has the highest possible academic and professional qualification necessary for the standard that he or she is teaching so that **quality** education becomes the norm for every child in South Africa (Muller 1990:62)(cf 2.4.2, 2.5.3 & 3.3). In order that the above requirements are facilitated it is essential to devise and implement new strategies that will ensure the upgrading of **all** facets of black education in the long-term as well as the short-term. Such an aim requires adequate **funding** (cf 2.7) so as to ensure **quality teachers** in quality schools (cf 3.3). *Privatisation* and *semi-privatisation* of black education is viewed as a necessary long-term strategy in order to *upgrade* the *quality* of the majority of *black teachers* in South Africa.

4.3 RECOMMENDED OPTIONS FOR NEW STRATEGIES IN POLICY, LEGISLATION AND FUNDING FOR THE PRIVATISATION OF BLACK EDUCATION

In devising new strategies cognisance must be taken of: the incorporation of life values to the educational system (cf 1.1.2), the feasibility of privatising and/or semi-privatising education (cf 2.5), the upgrading of black teachers in both PRESET and INSET programmes (cf 1.1.8, 3.2 & 3.7.12), and community participation in education at all levels (cf 2.7.3, 3.3.2 & 3.3.3).

4.3.1 Incorporation of life values and changes in policy within the education system

There are many different philosophies of life among the black people of South Africa. New educational strategies will have to take account of all these various ethnic life-values so as not to cause offence to any one group (cf 1.1.4). There are, however, many socially relevant values including equality of gender, race, colour, language and religion that are important basic principles applicable to all people. Such values can be built into the policy of a new education system without fear of offending any particular group of people.

Alexander (1990:168), maintains that all educational activists believe in a co-operative ethos which plays down individualist tendencies. This may be a questionable philosophy. Such a concept, if included as part of a new strategy, might well be offensive to a great number of people. Many black people hold strongly to the Judeo-Christian work ethic whereby hard work brings reward both to the individual and to society as a whole. People holding this viewpoint would want their beliefs incorporated and guaranteed in a new education system as this would give people greater control over their choices and aims. *Privatisation* would enable communities to exert such control over the education of their children (cf 3.3).

Society, as communities of people, needs to be involved and feel responsible for the education of its young (cf 2.4.2, 2.7.3 & 3.3).

Place must be made for the incorporation of different points of view as long as these viewpoints do not vitiate the basis on which the new society is built (Alexander 1990:168). Alexander (1990:168) points out the need to identify and relate subsystems of values to the larger concepts of equality, liberty, participatory democracy and co-operation so that educational anomie can be avoided (cf 2.3).

Changes to the policy of an education system cannot, therefore, be made without careful consideration being given to the intrinsic life values of various communities (cf 1.1). If care is taken to ensure the right of a group of people to uphold a particular philosophy of life peculiar to its community, and if this entitlement is built into a new education policy so that individual life values can be upheld and strengthened by such guarantees, then individuals and communities will probably be prepared to become fully involved in the education and training of the youth of the community. The *training and employment of teachers* is an inherent part of such a policy as teachers should be an integral part of a community, helping to instil life values that are recognised by, and are beneficial to, the community in which they are serving and by whom they are employed (cf 3.3).

4.3.2 Feasibility of privatising black education

As noted earlier (cf 2.7.1), the state has limited financial resources to spend on education. It is imperative, therefore, to look elsewhere for the necessary funding in order to upgrade all aspects of black education, particularly that of teacher training. The deregulation and privatisation or semi-privatisation of black education appears an acceptable method of achieving this aim. In order to bring this about, however, changes to present educational policy must be established (cf 2.5).

4.3.2.1 Recommended policy changes

According to the World Bank (1988:27) education is dealing in the realisation of human potential and because of this it is one of the

most favourable areas in which to invest because of the usually favourable rates of return and the feasibility of implementing projects. Many of the recommendations made by the World Bank for the upgrading of education in Africa as a whole can be applied to the South African education system, and to teacher training in particular (cf 2.2.2 & 3.2).

In order to introduce the desired changes in black education current policies would have to be changed fairly radically. *Deregulation* of education would be necessary in order to institute these changes (cf 1.1.8). The state has an obligation to work together with the black population and the business community to come to an equitable solution. The following remarks are suggestions as to how this can be achieved:

a Recommendations for the implementation of state initiated policy changes

Difficult decisions on a new policy for education in South Africa should not be disregarded or even postponed. The initiative to move for change lies with the state, however, because it alone currently holds the power to make the necessary changes. The cost of disregarding the urgency for changes to the present educational policy would be overwhelmingly detrimental in terms of human and economic development. It will lead to educational and economic stagnation and a further decline in educational standards, especially black education. Policies must be formulated and implemented which will reflect the unique history, culture and aspirations of each section of the population (cf 1.1.4). Policies must **effectively** address the complicated problems in black education and training.

According to the World Bank (1988:2), there are three dimensions to any policy package: adjustment, revitalisation, and selective expansion. None of these dimensions will be easy to carry out in the current South African scenario. Adjustments to economic (cf 2.2.2) and current demographic (cf 2.4.1) realities will be politically difficult and sometimes painful but will serve to relieve the burden of

education and training on the public budget. Revitalisation of the existing education infrastructure involves a commitment to **quality** in black education. This involves a commitment to high academic standards by, for example, strengthening examination systems, ensuring an efficient combination of inputs into the education system such as a minimum package of textbooks and other essential learning materials, a greater investment in the operation and maintenance of buildings and equipment, and greater expenditure on other inputs that would increase the utilisation of capital assets.

The selective expansion of educational services is only viable after adjustment and revitalisation has taken place. Progression towards universal primary education, together with efforts to combat the high incidence of disease and malnutrition that affects the intellectual development of young children, should have high priority. Distance education (cf 4.1.3) at secondary and tertiary levels, especially for selected subjects and courses, should be expanded. In order to accommodate increases in primary enrolment (cf 2.4.1), alternative methods of financing extended educational services should be looked into (cf 2.5.1). Greater use should be made of media such as radio and television. New examination systems will have to be planned covering a much wider field of vocational training as well as academic learning. Training for people who have already entered the labour market should be increased so as to enable individuals to acquire job-related skills throughout their working life in response to changing market conditions (cf 2.6). Researchers and graduates with post-graduate qualifications are needed to fill key positions in scientific and technical fields as well as in educational institutions, government departments, and in commerce and industry (cf 2.6.2). In order to achieve these aims, *greater non-governmental provision* of education services will have to be provided so as to raise the proportion of *private resources* to at least equal the increase in public resources (cf 2.7).

Policies on crucial issues must be considered if education is to be reconstructed. These are; efficiency in education; financial adequacy; the relevance of the curriculum to the needs of the

individual as well as society; and equity in education (World Bank 1988:2-3). All these issues can be dealt with if *privatisation* or *semi-privatisation* of black education becomes a reality. According to the World Bank (1988:5-6), policy reform should seek four objectives:

- to improve the quality of education;
- to increase efficiency in all aspects of education;
- to change the output mix by smaller enrolments in certain subjects;
- to increase the participation of beneficiaries and their families and so relieve the burden on the state of financing education and training.

However, in order to achieve the first objective, the last three will have to be brought about first (World Bank 1988:6).

Educational policy-making should, therefore, not be left solely in the hands of the bureaucrats. The extremely poor quality of black education is a central problem of national importance and it is important that political leadership at the highest levels should ensure that comprehensive and fundamental **qualitative** upgrading of the education system is made an integral part of national development strategies. Educators from all levels, parents and the community (particularly economists) should contribute their expertise by means of elected committees in the making of a new educational policy (cf 1.1.7 & 2.7). This is essential to the development of a thriving economy and a democratic society (NEPI 1992c:46;104). The experience of other countries has shown that qualitative upgrading can best be served by the *empowerment* of teachers and school principals, school committees and any other party with a vested interest in education to bring about change and to encourage innovation (cf 2.8). *Deregulation* of education is important so that local and regional support structures can enjoy flexibility and freedom in exercising their initiative as privatisation or semi-

privatisation of black education becomes the norm (NEPI 1992c:104) (cf 1.1.7 & 2.7).

In its 1986 study, *Financing education in developing countries*, the World Bank (1986:29-34), suggests various ways in which the scope and nature of government involvement in education could be changed in order to improve efficiency and give equal educational opportunities to all people. Three policy options were suggested. The state should:

- recover the public cost of higher education and relocate government spending towards the level with the highest social returns;
- develop a credit market for education, together with selective scholarships, especially in higher education; and
- decentralise the management of public education and encourage the expansion of private and community-supported schools.

According to an earlier survey by the World Bank in 1980 (Heese & Badenhorst 1992:59), seventy-six developing countries throughout the world have a private-school sector. Of these, thirty-four are in Africa. It appears that there is nothing unfamiliar about the private sector taking on the responsibility of helping finance education and in some countries, particularly those with a British background, a portion of public money is channelled through private or locally financed schools into education. The World Bank contends that governments which encourage the setting up of community and private schools make additional monies more readily available for education. In addition to this, efficiency is increased by the competition which arises between schools in vying to be the best (Henning in Heese & Badenhorst 1992:59). What can be achieved with schools can also be achieved with teacher training institutions.

b Practical aspects regarding the implementation of recommended policy changes for black education in general

The World Bank report, *Financing Education in Developing Countries* (1986:1) emphasises the potential gains that would occur from efficiency and competition that is brought about by privatising or semi-privatising education. There is evidence to support the accusation that schools are not using resources as efficiently as they ought. According to this same report (World Bank 1986:1):

In many developing countries, public spending is channelled to schools according to standard funding formulas that do little to encourage efficient use. Staffing rules, pay scales, and allocations for other school inputs are fixed so that school principals have little budgetary leeway. And often, too little is spent on these other inputs relative to teachers' salaries. Similarly, school principals have little flexibility to adapt centrally set norms (regarding teachers' qualifications, curricula, textbooks, timetable, and so forth) to suit local conditions. The problem is reinforced by the lack of competition between schools: because school managers are only remotely accountable to students and their parents, they have little incentive to find the most cost-effective way to provide the type of education families desire.

According to Henning (in Heese & Badenhorst 1992:63), without any change in educational policy, South Africa is in the position to be able to transfer some of the activities in schools to parents or to the private sector. Henning maintains that this can be done merely by altering management procedures but he does not explain what these alterations are. He does, however, suggest some policy changes such as: the allotment of some services to the private sector, tax credits, and educational vouchers for independent schools (Henning 1990:74; West 1970:xlix). He advocates the democratic right of a community to have private schools and to determine how

future citizens are to be educated (Henning 1990:78). He offers various examples, such as the voucher system, as to how privatisation in education can be brought about by means of alternative funding of education (Henning 1990:126) (cf 2.5).

In South Africa, as elsewhere, there are fairly strong feelings that private schools should not be allowed because it reinforces differences between the privileged and the underprivileged. It is a widely held belief that privatisation in any form is based upon the idea that equality is at least as important as liberty in a truly democratic society. However, financial constraints make it almost impossible for governments of developing countries to provide the necessary social services as widely as possible and to strive for a balance between quantity and quality. Financial resources are stretched as far as possible but still do not meet the growing need (cf 2.7.1 & 4.3.1). The South African state cannot maintain a realistic growth rate in social services because of the rapid increase in population (cf 2.4.1) and therefore has to find an alternative funding approach to education (Henning 1990:9). Viewed from this angle, *privatisation* may be viewed in a more favourable light and not seen as elitism (Henning 1990:74; in Heese & Badenhorst 1992:63). As Henning points out (in Heese & Badenhorst 1992:64): "The real causes of inequality in societies lie in the sources of power, and schooling is greatly exaggerated as a means of access to this." Those who attack the privatisation of education need rather to examine the other sources of elitist practices in society (Henning 1990:74). The impossibility of the state as sole provider in affording quality education for all in South Africa has been recognised since the publishing of the De Lange report in 1981 (Henning 1990:127-128) (cf 2.4.2). In accordance with this opinion, Henning therefore affirms the viewpoint that privatisation is the answer to this problem as it is able to contribute a great deal to the development of (black) education in South Africa. (Henning 1990:127-128) (cf 1.1.7, 1.1.8 & 2.5).

Henning's strategy for the privatisation or semi-privatisation of education in the South African framework is based on the premise

that privatisation must be introduced in the correct context and should evolve from systems already in place. Thus no great disruptions to education would take place. He contends that privatisation is an option which can assist in providing a better quality of education as well as a greater quantity. The introduction of privatisation of education in multi-cultural societies can, he asserts, assist in recognising diversity in ways which are both equitable and supportive of national unity (Henning in Heese & Badenhorst 1992:65) (cf 1.1.3). He suggests that with the introduction of privatisation of education the role of the state in education can be limited to key issues such as the admission age, core curricula, and certification. Parental and community involvement should be encouraged as this would add vigour and resources to the education system (Henning 1990:78; in Heese & Badenhorst 1992:65) (cf 2.5.1 & 2.7).

c Key policy changes suggested for teacher education

The NEPI document (1993i:235-236) suggests seven key policy changes for improving teacher education. These are:

- the planning and provision of quality teacher education institutions;
- the sensible location and control of such institutions;
- planning a relevant teacher education curriculum;
- access to teacher education by quality applicants only;
- high standards of certification and assessment of graduate teachers;
- the organisation, accountability, and professional development of teachers; and,
- ensuring a high quality of graduate teachers by demanding high quality teaching from teacher educators.

It should be noted that in the above recommendations the emphasis is on **upgrading the quality of the teacher**.

If the existing conditions of teacher education and the work that a teacher does is taken into account, two important aims for a future teacher education policy should be considered:

- to improve the overall quality of the South African teaching corps (particularly the black teaching corps); and
- to reconstruct teacher education institutions to enable them to develop beyond the vestige of apartheid (NEPI 1993h:237) (cf 2.2.2).

The significance of **quality** teacher education cannot be overemphasised. According to the NEPI document, (1993i:235), education policy for a new era of education in South Africa cannot be done on an *ad hoc* basis if present deficiencies are to be corrected. A policy will have to be conceived and implemented that will bring about radical changes in the structures, institutions, governance, agents and content of education. However, no matter how grandiose the visions and plans may be, little change can be made if the people who are to implement the changes, (in this case the teaching corps, teacher educators, and the training institutions), are limited in their capacity to do so. "Teachers are (the) primary agents in education; the development of a quality teaching corps is (thus) a primary condition for education transformation" (NEPI 1993h:235). Teachers will therefore have to be trained or re-trained to fit into a new education system that incorporates the aspirations of all South Africans. An alternative and more open method of teacher education to that which is presently in use will have to be brought about so as to bring about positive changes in the schools. This can be accomplished by passing legislation that will allow *privatisation* of both *pre-service* and *in-service teacher training* (cf 3.3.3).

4.3.2.2 Recommended changes in legislation

Present restrictions on the activities of the private sector with regard to the activities of private schools and on both pre-service and in-service teacher education will have to be lifted so as to allow more freedom for expansion and innovation. This would shift more of the

costs towards the beneficiaries while government subsidies would help ensure fairness and quality at relatively low unit costs. *Deregulation of private initiative* will ensure decentralisation of resources, greater autonomy and contribute to more efficient management but government subsidies will be essential in order to ensure an equal spread of resources and consistency of quality (World Bank 1988:37-38; 83).

Laws will have to be changed to allow privatisation and semi-privatisation of education to take place without undue hindrance. The state will have to legislate many changes to existing laws to facilitate privatisation and semi-privatisation of education. Care must be taken, however, that private concerns do not become autocratic and checks and balances must be installed in any policy changes to prevent this from occurring (cf 2.5).

Money, however, is the criterion. Most African countries are having economic difficulties (World Bank 1986:1) and do not have money available to invest in programmes such as those discussed above even although it is to the countries' economic benefit. South Africa is in such a fiscal position and will have to adjust its educational policies to suit the changed and changing political and economic situation.

4.3.2.3 Financing education

Education is an economically and socially productive long-term investment. In South Africa, as in other developing countries, it is currently provided and financed mainly by the state (cf 2.7). The expansion of education thus depends on fiscal resources. Because of the current adverse macroeconomic conditions and the pressing need for funding of other essentials, the government is not able to allocate more funds to the expansion of education (cf 2.7), and because of the poor state of the economy, the potential ability of parents to pay higher school fees is limited (World Bank 1986:1).

The root of the problem in bringing about the equalisation of financial resources and reallocating adequate funding to black education appears to be the inability of the economy to keep pace with the growth in pupil and student numbers in the black population (cf 2.4.1). The only solution is a more cost-effective education system for all population groups. This must not mean the lowering of standards as this would be detrimental to education, the public and the economy. Education must be offered at the same or even higher standard but at a lower cost (National Education Policy Branch 1991:31). Increased spending on black education should be a priority but in order to spend wisely and profitably efforts must be made to improve the efficiency and financial viability of education in general and black education in particular.

The costs of schooling comprise the **capital costs** of educational infrastructure, the **investment costs** of training sufficient teachers, the **recurrent costs** of remunerating teachers in employment, **recurrent outlays** on supplies and services to schools, and **administration** and **miscellaneous departmental service costs**. In order to meet these costs and to supply quality education to every student, each household, community, or other private source would need to contribute approximately R50.00 per primary school child and R300.00 per senior school pupil per annum (at 1990 prices) to make up the shortfall between the costs of upgraded schooling and available government funds (McGregor & McGregor 1992:318) (cf 2.7).

The *private sector* could play an increasingly more important role in educational funding, especially if it sees a more **vocation-oriented** curriculum emerging (cf 1.1.7 & 2.6.2).

In the new South Africa it is very likely that school building funds will come almost entirely from levies or collections from the local community. Encouragement could be given to the local collection of funds by matched government grants. Such a method of financing school improvements would give the local communities a stake in the education of their youth and increase community responsibility.

There would, however, have to be an elected management body of competent and knowledgeable people with clearly demarcated functions to administer the finances and other resources (McGregor & McGregor 1992:331; Muller 1990:58-59) (cf 2.7).

A reduction in state subsidies for schools in wealthier areas would mean added subsidies to schools in poorer areas (McGregor & McGregor 1992:322)(cf 4.10). This would help towards equalising facilities although absolute equality could not occur under the suggested policies. What would happen, and this is perhaps the most important eventuality, is that good, well-qualified teachers would be assigned to every school so that each child, no matter whether schooling in a wealthy suburban area or at a poor rural community farm school, would have the opportunity of enjoying excellent teaching (cf 1.1.5).

All the above recommendations pivot around the central principle that the *per capita* state subsidisation of basic schooling should be the same for all South Africans (McGregor & McGregor 1992:331) (cf 1.1.8).

a Budgeting for education

Although common basic principles are used to allocate money to the various education departments in South Africa, different subsidy formulae are used to allocate money to the various education sectors. The funds allocated to private ordinary schools, individual universities, and technikons are restricted and have to be applied for every year (*National Education Policy Branch* 1991:31). [Four of the Promat matriculation colleges have been granted a subsidy of 45 per cent of their total budgets. The fifth college that fell under the former KaNgwane government, was not eligible for a subsidy from the Department of Education and Training but has since applied] (Robertson 1994)(cf 3.7.5). The funds allocated to education sectors within the departments of the state are unrestricted and may be allocated according to the priorities of individual departments (*National Education Policy Branch* 1991:31).

The financing of education and training must reflect the diversity of interests and needs to be met by education institutions and training programmes. According to the NEPI document (1992c:91-92), **private financing** makes sense if the benefits are largely appropriated by the individuals or enterprises involved. **Public (state) financing**, however, is warranted if the benefits are widely dispersed and needed for ensuring a fair share of the funds to every citizen. The report further states that (NEPI 1992c:92) (cf 2.7):

The ownership and management of the 'supply' of education and training are strongly influenced by financing arrangements, but there is no necessary relationship between financing and ownership. Firms or individuals can purchase education or training from public suppliers ('fees' for courses offered by colleges or universities, for example) and the government can purchase from private suppliers ('per capita' subsidies or vouchers for schooling, or contractual training schemes). 'Private' institutions or programmes need not be profit seeking, furthermore: ownership of colleges or projects can vest in trusts, non-profit ('section 21') companies or other forms of NGO (cf 3.6.15).

Clearly there are many options for improved financing of education. Privatisation and semi-privatisation are one of the better and more feasible options although the state could allocate its education budget more equably.

b Improved state funding of education

The NEPI document (1992c:92-94) offers some suggestions as to how education in general can be better financed by the state. Various options are put forward. The state could:

- finance education **directly** through on-budget departmental outlays with cost being wholly or partially recovered through user

charges;

- finance education **indirectly** through on-budget transfers to education institutions, or training subsidies, based on budget costs or enrolment-based subsidy formulae. Ownership of indirectly funded institutions could vest in the state, local authorities, private companies, or trusts;
- subsidise students by means of bursaries (vouchers), grants, low-interest loans, or loan guarantees for approved programmes;
- provide subsidies for approved education or training activities through income tax deductions or allowances either to companies or individuals;
- provide capital funds, or guarantee loan-funding, for off-budget development programmes that provide support for education and training programmes.

There are negative aspects to the above suggestions: increases in state spending lead to tax increases; increased user charges or graduate taxes lead to higher salary demands; employer-financed training tends to be associated with reduced wages and taxes (NEPI 1992c:94). The application of the above proposals may, therefore, provoke resistance on the part of the general public. It appears to the writer that *privatisation* or *semi-privatisation* is therefore a more sensible way to go (cf 1.1.7 & 1.1.8). Davies (1993:3-4) suggests that the amalgamation of education departments would facilitate the calculation of subsidies and be fairer to independent schools in that all would have to pass the same 'tests'.

c Private funding as a recommended option

If equable spending on education is to become the norm, then consideration should be given to further privatisation of the financing and management of secondary schooling and tertiary education on the assumption that private provision might be more flexible and

responsive to public needs than state subsidisation. The complete withdrawal of state funding, however, is neither politically nor economically viable because the only the state has the political clout to institute radical changes. During the past few years a number of countries have reduced state subsidisation of post-basic education and removed bureaucratic regulation and restrictions on education and training institutions. These countries have successfully increased the participation of employers, parents, students and communities in the financing and management of schools and post-school education and training (NEPI 1992c:94).

If the South African government targeted its financial support explicitly for grants, bursaries, or loan guarantees for needy students, a shift towards *private funding* could be strongly redistributive. If education institutions became autonomous, (although still governed by a common higher education policy framework), rivalry between institutions for staff, students and funding could lead to progress in educational quality and the redress of educational opportunities (NEPI 1992c:94) (cf 2.5.1 & 2.5.2).

However, a note of warning: if privatisation involves the replacement of ability to learn with the ability to pay as a criterion of access to education then it will be the downfall of economic growth and equal educational opportunity in South Africa. The state will, therefore, have to remain the watchdog of educational excellence in South Africa and ensure that the quality of the teacher remains of paramount importance (cf 2.7.2) .

4.3.2.4 Role of international donors

International funding is a requisite if there is to be any hope in bringing about parity of quality in black education. Sufficient financial resources are not available in South Africa from either the government or private companies (cf 2.7.1). Extra funding from outside the country is therefore necessary in order for adequate changes to be made in black education (cf 2.7.2).

Adjustment measures are needed in order to alleviate the strain of almost totally financing education and training from the national budget. The adjustments, already suggested in this dissertation, of lowering unit costs, increasing cost sharing, and greater tolerance for the private provision of educational services (cf 4.4.1), particularly in teacher education, is not sufficient to provide the complete revitalisation and expansion of education and training. In order to achieve this aim, international aid as part of a *privatisation* strategy is essential.

The future development of South Africa depends to a very large degree on the level of education and training of the general population. As a developing nation South Africa is unable to meet all the education and training needs which are so vital to the economic development of the country. The participation of the international community is therefore a critical determinant of the pace of progress not only of education and training in general but also for economic development and the general welfare of the people of South Africa (World Bank 1988:6).

The World Bank (1988:6), suggests that the most pressing need "... is for aid in support of policy reform"(cf 4.3). The donor community should therefore offer three related kinds of support for designing a national education policy:

- 'seed' money to cover both the local and extraneous costs of developing policies and improving management;
- provide ready access to the experiences of other countries in formulating and implementing policy reform;
- help to bring about collaboration amongst countries with like problems in order to share accumulated experiences;
- high quality technical expertise should be made available and financed by the international donor community. This should be devoid of any political or financial ties or pressures. This

expertise should be freely available for the monitoring, evaluating, and correcting of reform policies while they are being implemented (World Bank 1988:6).

Another area in which international donors could be involved is that of financially assisting with the implementation of sound education programmes such as the building and staffing of numbers of small teachers' training colleges countrywide. Such colleges could be used for the training of new teachers as well as for in-service teachers' training programmes both full-time and part-time. These colleges need to be as accessible as possible to the teachers most in need, that is, those teachers teaching in rural areas and in small towns.

International aid should be flexible and have a long-term focus so as to allow for differing needs and changes. Aid should also be categorised so that each facet of education has a fair proportion of the available money and expertise.

An important caveat was given by the World Bank (1988:7) with regard to the potential economic benefits of greater investment in education: all studies undertaken in African countries to examine the welfare and economic benefits accruing from revised education policies are based on historical evidence. New investments in education may not, therefore, have as much impact on the economy as envisaged unless raising the quality of education through revitalisation is made a prerequisite and is complementary to further expansion. Raising the **quality** as well as the **quantity** of black teachers is the crux of the problem and the key to further improvement in black education (cf 3.3.4).

Although adjustment measures to alleviate the burden of education and training on the South African national budget will generate substantial savings, such savings will not be sufficient to fund the revitalisation and expansion of education. Substantial aid (perhaps on a matching basis) will have to be given by the international community to finance the implementation of various education programmes, especially that of policy reform. Money is needed to

cover both the local and foreign costs of developing policies and improving management. The international community should ensure ready access to the experiences of other countries in formulating and implementing policy reform so that accumulated experience could be shared by all countries with similar educational problems. " The international donor community should establish and finance a source of high-quality specialised technical expertise without direct financial or political ties to any government or international donor " (World Bank 1988:6).

4.4 FURTHER GUIDELINES FOR PRIVATISATION

Reynolds (in Nasson & Samuel 1990:146) recommends two solutions to South Africa's education problems: firstly, that **parents** become more involved financially, and secondly, that education beyond primary level be financed increasingly by parents and by means of **loans** to those students who are the beneficiaries (cf 3.3.1 & 4.2.2).

Reynolds (in Nasson & Samuel 1990:146) is not, however, advocating out and out *privatisation* but rather *semi-privatisation* within the education system as it stands at present. He proposes using that which is already in place. He argues that management status agreements between the Ministry of Education and properly constituted parent bodies have within them the germ of a larger national system and that such a system would be better able to call upon the financial resources, management and other skills which are available among the parent body than is presently possible (cf 2.7.3. & 3.3.2). Under the present system parents' expertise and resources are not being utilised efficiently and many parents with much to offer are removing their children from state schools and placing them in private schools because of the poor standard of teachers and teaching in many state schools (Nasson & Samuel 1990:146). The private schools then benefit at the expense of the state schools.

The results obtained by a candidate in the matriculation examination, whether good or bad, are often the result of the quality of the pre-school and primary school education received by him/her. The quality of education given to the child during these early years is of utmost importance to his/her future success. Excellence in quality of the teacher and the teaching given during these years is, therefore, fundamental to the ultimate outcome (cf 3.3). It is, therefore, essential that the educational and professional standard of black teachers is raised to an acceptable level by means of new and better PRESET and INSET programmes.

4.4.1 PRESET and INSET programmes for pre- and primary school teachers

Pre-schools and primary schools are the foundation of any education system because the child's mould is set in these early years. Because of this, the training of pre- and primary school teachers should be of paramount importance (cf 3.2). Teachers who have not been properly and realistically trained cannot be expected to function adequately in the classroom and resort to 'chalk and talk' methods, teaching the way they were taught and 'forgetting' all that was learned while in training (cf 2.6.3). Both PRESET and INSET must, therefore, aim at the institution of **quality** education as well as reducing inequalities and increasing efficiency. Reynolds (in Nasson & Samuel 1990:169) suggests that training and retraining programmes can be organised on an informal basis by teachers' unions, parent/teacher associations and governing bodies, educational service organisations, and subject teachers' associations. These programmes could be carried out over weekends and holidays and the cumulative effect of such programmes could do much to enhance the quality of teaching in the schools. Reynolds (in Nasson & Samuel 1990:169), claims that on-going re-education programmes for teachers are necessary because they bring about more **effective** teaching which is essential in this day and age when young people are becoming more critical, sceptical, blasé, and even cynical. He further claims that teacher re-education is essential because it is the only way teachers, and specifically black teachers, "...can be helped

out of the systemic dilemma in which they are trapped" (Nasson & Samuel 1990:169). Political innuendoes aside, teacher re-education programmes must have the upgrading of academic and professional qualifications as the major components as this will attract teachers to it and will enhance their (the teachers') status. Another essential of re-education programmes is the establishment of large numbers of teachers' resource centres throughout the country from which teachers can draw teaching aids and be shown ways of making their own aids. Such establishments should be open to any teacher and be free of charge.

Reynolds' view (in Nasson & Samuel 1990:169) that in South Africa programmes such as these would probably not be approved and would have to be done without the consent of the state in an underhanded manner may have been true in the past but is not true of the present time. If it is accepted that a democratic government elected by the people is the caretaker of the education system then it stands to reason that the state will do everything in its power to ensure that all its citizens receive quality education. This means that any organisation, group of people, or individuals who desire to set up schools, training centres or teachers' in-service training programmes as has been suggested, will have to apply to the state, outline the proposed programme, and, if passed, comply with given regulations in order to maintain educational standards. It appears to the researcher that the present South African Government (1994) is not averse to the idea of private efforts at raising educational and teaching standards but retains the right to veto any programme and to close down any institution that does not meet the required standard. This is acceptable as the state must be the watchdog of the people and care for the rights of its citizens including the right to quality education (cf 2.5 & 4.5.2).

The Promat organisation struggled for many months to obtain approval from the Minister of Education for permission to establish the Promat College of Education. Approval was granted but only after much hard negotiation. Certain conditions were laid down and had to be met by the organisation. It was a frustrating period for the

directors and trustees who saw the need as urgent but at the same time it must be acknowledged that it would not be educationally healthy or prudent if schools, colleges, or training schemes could be set-up arbitrarily without the approval of a caring government. There must be safeguards to protect the right of every person to **quality** education (cf 3.7.15). Many unscrupulous people have exploited the situation of black education (cf 1.1.1 & 1.1.2) and have established private schools in South Africa that have not been registered with the state. Such schools, known as 'street academies,' do a disservice to black education and bring disrepute to the concept of privatisation and semi-privatisation of education (Henning 1990:112; Muller 1990:21-24). Control over private or semi-private schools can be maintained by using the guiding principles set out in the HSRC and the ERS documents (cf 2.4.2 & 2.4.3) as well as by state subsidisation of schools (Henning 1990:105-106).

4.4.2 Self-help and community involvement

The encouragement of self-help is an important strategy in providing affordable social services. There are stumbling blocks that will have to be removed before such strategies can be effectively introduced. Communication gaps, suspicion as to intent, and misunderstandings all contribute to a lack of trust and stand in the way of positive moves in this direction.

The principle of self-help is capital intensive and the amount required is prohibitive in solving the shortage of qualified, good professional teachers, lack of schools and colleges and other resources. However, the implementation of this strategy should take into account the basic principle of community development in which communities should initiate and be responsible for their own welfare, utilise their own strengths, and initiate their own projects (Snyman & Lötter in Marais 1988:119). Every community has people with many and varied talents and resources who are able to contribute to the financing, building and staffing of educational institutions (cf 3.5 & 4.4.2). Technical and professional advice and services by experts in the various fields should be made available to

all communities with particular attention being paid to those with the greatest need (4.5.5). Government could help by supplying the necessary land, easy credit facilities, long-term loans at minimal interest, a possible rand for rand scheme, security of tenure, as well as supplying basic services such as sewerage and water at negligible cost (Snyman & Lötter in Marais 1988:119-120).

However, self-help schemes can only succeed if regulations are relaxed and reformulated, and if the state lets go of the reins (cf 1.1.8). This is essential in the light of the present fiscal situation of South Africa. The government cannot supply all the needs of each community, therefore it must allow the people who are most concerned, (the parents and the community), to take control of their children's education (cf 3.3.1 & 3.3.2). In order that more money is made available to bring self-help schemes to fruition with as little delay as possible, the formal and semiformal sectors of the economy must be expanded. Millions of new jobs will have to be created over the next decade. Furthermore, promotion of the informal sector is desirable because of the increased circulation of money and economic growth this will bring to the poorer areas of the country (cf 2.5.1). Vocational training appears to be the answer but in order to have more vocational-type education, there must be increased funding and more teachers need to be trained for this type of education (cf 3.2.1 & 4.2.2).

4.4.2.1 Community commitment

In many African countries, especially the Anglophone countries, responsibility for the construction and maintenance of school and college buildings has been shifted from central government to parents and local communities. The 'harambee' or self-help movement in Kenya has flourished for approximately three decades. The concept of harambee means 'collective effort' or 'pull together' and incorporates the ideas of mutual assistance, joint effort, mutual social responsibility and community self-reliance (Keino 1980:17). Rural communities are the 'motor-force' behind the movement and consider harambee as '... a necessary "insurance policy" which

provides them with desired social services in spite of the limited capacity of Government in the provision of redistributive resources'(Keller 1980:1). This policy could be implemented in South Africa on a much greater scale, especially in the rural areas. Government funds, which are inadequate to cover all the needs, could then be allocated to supplying essentials such as electricity, adequate numbers of desks and chairs, teaching aids and all the other paraphernalia which goes to make for successful quality teaching and learning situations. Willingness on the part of the government to allow for greater **community** involvement in education and willingness on the part of the community to *be* more involved is essential if quality education for all people is to be brought about.

If school buildings and equipment are owned by the community, then the community would be able to use its own discretion in making use of the facilities, such as renting them out for a nominal fee to members of the local community. Another possibility is for schools within in a local area to share their facilities and so save costs. In other words, school management councils must have autonomy with regard to the distribution and management of the school's finances. The government would not be responsible for the management of school finances but would only be responsible for paying the teachers' salaries and should the school become redundant, the teachers would be moved elsewhere (McGregor & McGregor 1992:323).

The World Bank (1988:53), recommends that there should be no charge for primary school instruction but that "... the judicious use of modest fees might be used for the explicit purpose of increasing accountability in education." It is recommended that textbooks be 'rented' to the student or purchased for a nominal fee. After the student has finished with them the purchased books could be sold by the student and the rented books re-rented to a new intake of students. This would not only save costs but would teach the students practical economics. Such a programme would serve a dual purpose of providing more schools more quickly where they are

most needed, (especially primary schools), and would make for responsible involvement by parents and the local communities. Parents and local communities could 'top up' teachers' salaries thus enticing more and better teachers to the rural areas. If teachers were paid extra remuneration for quality time in the classroom, there would be an incentive to work more efficiently, prepare lessons properly, and absenteeism would probably be considerably reduced .

Should those members of the community who do not have children be forced to pay for the education of other people's children? This is a debatable question and a problem which would have to be resolved before embarking on any scheme involving the entire community.

There is great mistrust in the black community as to the honesty and commitment of the Department of Education and Training towards improving conditions in black education. The Department is looked upon with much suspicion and resentment, especially by the younger generation. These feelings have led to increasing incidents of violence and seemingly pointless destruction of schools and school property as well as threats to the safety of teachers and principals (cf 2.3). The older generation appears apathetic and unable to control or direct the anger of the youth towards more positive outlets. Respected members of the black community, such as Mr T W Kambule (a former mathematics lecturer at the University of the Witwatersrand and currently Principal of Pace College in Soweto) and Dr N H Motlana (a medical practitioner, Chairman of the Soweto Committee of Ten and an advocate of educational excellence), who are prepared to speak out against the violence and destruction, are far and few between and little attention seems to be paid to their pleadings. *Community involvement* in the financing, building, administration and upkeep of schools could have a very positive effect on the preservation of educational facilities and on the safety and morale of educational personnel. The community could contribute in money, expertise and time and should include parents, businessmen and people from different professions (cf 3.3). All have a stake in education as all will ultimately reap the benefits.

This is meaningful *privatisation*.

Hepworth, as quoted in Marais (1988:121): "In confronting intractable social and economic problems ... a mixture of remedies may be required, some strictly short term and palliative, and others long term and radical." If South Africa is to succeed in providing quality education to all its people, then a viable economy is essential (cf 2.5.1). If success is to be guaranteed then individual citizens, private organisations, and public structures all have to make it their responsibility to create a more stable future. "We work day after day, not to finish things, but to make things better for the future, because we'll spend the rest of our lives there" (Snyman & Lötter in Marais 1988:122) (cf 2.6.2). Black South Africans should not depend solely on financial handouts from foreign countries in the long or short-term (cf 4.2 & 4.3) but should be prepared and willing to work together as communities of people in order to achieve the best education for their children (cf 4.4.2). In this way pride of achievement and pride of ownership will be the mainstay of excellence in education.

4.4.2.2 Private education

Parents and organisations with specific requirements about the education of their children must be catered for. The DET acknowledges the right of such groups to have their children educated within the parameters of a particular religious or ideological value system and provides financial support for these schools in the form of subsidies (cf 4.2.2). This type of situation could very easily be extended with more private schools being subsidised by the state.

The DET (*Annual Report* 1992:86) acknowledges the fact that private schools involve parents to a much greater degree than do the state schools. This is probably due to the fact that parents of children at private schools are making a substantial financial contribution to the education and training of their children. It is also probable that parents who are willing to make financial sacrifices in order that

their children may attend a private school are more interested and therefore more involved in the various aspects of their children's education. Private schools actively encourage greater parental participation in school affairs and this results in good attendance figures and a peaceful atmosphere in which a high standard of education can be maintained. It appears to the writer that such positive accolades for private school education by the state department indicates more definitely the appropriateness of pursuing the course of privatisation with more enthusiasm.

4.4.3 Teacher education

Black education will only improve when the general quality of the black teacher is uplifted and on a par with that of teachers of other races. The Human Sciences Research Council based its recommendations for the upliftment of black education in South Africa on an intensive research programme the recommendations of which were published in 1983 (cf 2.4.2).

The Human Sciences Research Council's educational programme concerning the problem of the shortage of adequately trained, well-qualified black teachers recommends the following (in Marais 1988:162) (cf 2.4.2):

- The improvement of the language ability of black teachers by means of communicative training strategies and directive programmes;
- the exploitation of distance education;
- the development of educational leaders;
- the incorporation of facilities from the private sector (privatisation);
- the development of a model for the recruitment and integration of instructors to assist with the in-service training of underqualified teachers;

- the implementation of structured, directive programmes; and
- the implementation of scenario's with reference to the remuneration system for underqualified teachers who improve their qualifications (cf 2.4.2).

When cognisance is taken of the inadequacy of the state to sufficiently provide for the upliftment of black education (cf 2.7) then the fourth principle (as stated above) becomes an essential strategy (cf 1.1.7).

4.5 PRIVATISATION AS A STRATEGY TO ASSIST EDUCATIONAL EQUALITY

Furthermore, the first of the eleven principles as set out by the Human Sciences Research Council states: "Equal opportunities for education including equal standards in education for every inhabitant irrespective of race, colour and creed or sex shall be the purposeful endeavour of the state" (in Marais 1988:163) (cf 2.4.2). Engelbrecht and Niewenhuis admit that this principle is very difficult to bring to fruition and uses the United States of America as an example: after many trials and errors it was found that equality of educational opportunity was an unattainable ideal and in order to facilitate the idea of equal standards, dropped the standard of education which resulted in a drop on student scores on the college entrance examinations and a lack of basic reading and writing skills at both high school and college level (in Marais 1988:163). In order to circumvent the complex problems surrounding the issue of equality of educational opportunity, they suggest that certain broad outlines are followed (in Marais 1988:164-165):

- no form of educational provision should be withheld from any individual or group on the grounds of race, colour, creed or sex;

- all backlogs must be eradicated;
- attempts must be made to overcome the initial disadvantages suffered by the black child as a result of differences in culture and environment;
- reform in the education system must accompany changes in the socio-economic and labour systems, and
- further education must be linked to equal consideration in the labour market without any form of discrimination which may prejudice a person's position on the grounds of race or colour; and finally,
- facilities must be open and available to all persons.

Privatisation appears to be a pragmatic solution to the problems in black education and is advocated as a strategy to assist equalisation of education in South Africa as outlined above.

Equal educational opportunities must take cognisance of the principles of multi-cultural education, proper educational planning, market-related education, revised initial teacher training, the re-education of in-service teachers and the role of commerce and industry in all the above aspects of education. These issues will be discussed in the following sections.

4.5.1 Multi-cultural education

Educational planning (cf 4.5.2) for the future must take cognisance of the heterogeneous composition of the South African population with all its rich variety of language, culture, religion and educational preferences (cf 1.1.3). Most countries such as Britain and the United States of America have the problem of trying to incorporate the cultural life-styles of minority groups into the educational system of a dominant group. South Africa has the problem of establishing harmony between a modern technological Western life-style and a

traditional African life-style as well as incorporating numerous subcultures into the education system (in Marais 1988:165). The commonalty as well as the diversity of the various racial groups must be catered for (cf 1.4.1). According to Engelbrecht and Niewenhuis (in Marais 1988:166), “ ‘people’s education’ should be considered as a definite possibility to cater for the diversity of the population.” Hussey (1983:327-332) makes the following suggestion: “On the whole, the quality of teaching should be improved by making a wider spectrum of skills and knowledge available.” *Privatisation* or *semi-privatisation* of education allows for a multi-cultural education as well as the employment of teachers from various cultural backgrounds. Once the restraints of total state control are lifted from education, and if all schools and teachers’ colleges are allowed to function as autonomous institutions (as private schools and universities presently do), then the institution itself, that is, the parents, school board, trustees and the principal, should be able to appoint whomsoever they wish to teaching posts and admit children from a variety of cultural backgrounds (cf 2.7.5, 3.6.1 & 4.2). This would allow for the diversity of culture in South Africa as well as enriching the experiences of the teachers and the learners.

4.5.2 Educational planning with the view to privatisation or semi-privatisation of education

Henning (in Heese & Badenhorst 1992:62), suggests that education planning can help to meet some of the problems facing (black) education in South Africa (cf 2.5.1). (Words in brackets writer’s own). Some of his suggestions are quoted below:

- Uncertainties and fears can be reduced by developing the system through evolution of what is already in place.
- The dangerous dichotomy of public and private schools is false, and can have in its stead a national system providing for a variety of controls within a decentralised system which is both socially and politically acceptable.

- The government's ability to implement decentralised systems will be dependent upon its ability to demonstrate that it can move away from high tax rates that are inefficient in both revenue and societal terms. The tax question is the touchstone of success in what amounts to a joint venture in education. Parents must feel that they have sufficient disposable income to apportion money for private and public gain.

It is recognised that there are few options open to developing countries in their struggle to finance education. Many of the options advised by the World Bank surveys of 1986 and 1988 are not administratively feasible or politically acceptable. For example, countries with socialist tendencies would probably not accept the concept of private schools, and yet because of the practical advantages, not least the financial feasibility of *privatising education*, it would appear one of the better options currently presented for the South African educational scenario. Thus although education in socialist states will differ considerably from that in capitalist societies, the needs of the majority of South Africans can only be met through a massive redistribution of social and educational resources in their favour and this will affect the historical provision of education in South Africa (Henning 1990:78-81)(cf 2.2). The activities of the state must, however, be limited by the integrity of the academic subjects and the professionalism of teachers (Henning 1990:83) as it (the state) has no inalienable right to exercise monopolistic control over education (Henning 1990:23). Privatisation or semi-privatisation would allow for a massive inflow of resources and place control of education in the hands of the parents and the community with the state acting as monitor (Sunter 1990)(cf 4.3.2 & 4.4.1).

4.5.3 Relevant education

The demand for relevant education is in keeping with modern developments in science and technology, with changes in society, with the demand for appropriately trained manpower, and with the need to make education applicable to the individual whose culture is part of a third-world environment but who is living and working in a first-world environment (in Marais 1988:167) (cf 2.3). Engelbrecht and Niewenhuis (in Marais 1988:167) urge that *vocational* education is of paramount importance and should supply the learner with the skills and knowledge that are necessary for him to function in a changed and changing world. The economic and manpower needs of the country demand an appropriately trained potential labour corps (cf 2.6.2) which in turn demands appropriately trained teachers (National Manpower Commission 1989:4-5). Companies such as Toyota South Africa have instituted vocational schools for their workers as well as normal literacy and numeracy classes (Pienaar 1994). Privatisation or semi-privatisation of education has taken a slightly different road in this instance but is serving the stated purpose of upgrading the level of black education in South Africa and is involving business in the process (cf 2.6 & 4.5.5).

To establish relevant education, strategies must be devised that will ensure a concept of education that is acceptable to all South Africans, including the private sector. The public cannot have some course thrust upon them without their approval (in Marais 1988:167). The following recommendations are made with regard to the above objectives (Marais 1988:167):

- education must be credible;
- it must have status and recognition by the community at large and by the world of the employer;
- it must not be stigmatised as inferior or unequal;

- it must be accessible to everyone regardless of race, colour or creed;
- it must meet the demands of the employer;
- it must be experienced as relevant education by students and parents as perceived in terms of their own educational demands and expectations.

A preoccupation with educational *quantity* inevitably leads to a deterioration in the *quality* (cf 1.1.2). The World Bank's report of 1988 enlarges on the above statement by suggesting that there is no longer a choice between expansion and quality but that the *quality* of **primary** education must be improved along with its expansion. Some recommendations are made:

- external aid could be used to address the problem of insufficient books and other educational supplies (cf 4.3);
- intensive use can be made of radio (cf 4.1.2);
- in-service training of teachers in subject matter can be intensified (cf 3.7.8 & 4.6);
- stronger systems of supervision and inspection instituted;
- reduction of class sizes (cf 1.1.6);
- providing teachers with more than a general secondary education (cf 4.6);
- providing teachers with more than minimal exposure to pedagogical theory (cf 4.8);
- constructing high-quality buildings (cf 4.4.2 & 4.5.5); and

- introducing televisions or computers into classrooms wherever possible (cf 4.4.2 & 4.5.5).

No matter how good intentions may be, however, the World Bank acknowledges that the further growth of primary education in Sub-Saharan Africa can not take place without additional input of resources from the wealthier nations (World Bank 1988:4-5) (cf 4.3). This is very true of South Africa's situation at this present time (1994) and it appears to the researcher that rectification of the problems in black education, over the shortest period of time, can only be achieved if *deregulation* and *privatisation* or *semi-privatisation* is permitted and implemented without delay (cf 1.1.8).

4.5.4 Secondary education

The World Bank report suggests that substantial savings in the running costs of secondary schools can be made by creating a system combining distance learning (distance learning is seen using a variety of media and a system of feedback so as to teach people who are not within reach of an ordinary school) and correspondence techniques, reducing the need for face-to-face interaction with qualified teachers (World Bank 1988:5). Such systems would, according to the report, extend secondary education of reasonable quality to many more communities than could otherwise be reached for the same costs (World Bank 1988:5) (cf 4.1.2).

Secondary education needs to be more **vocationally** specific in its curriculum so as to fulfil the needs of a growing economy (cf 2.6.2 & 4.5.3). It is not enough, however, to offer pupils choices of career-directed subjects (DET *Annual Report* 1992:82). Subjects need to be specifically geared to the job market and the specific needs of the economy. To this end, commerce and industry have an important role to play in delineating the needs of business so that the job market is not flooded with an excess of any one particular skill and yet the needs of business are adequately and constantly met (cf 2.6.1).

4.5.5 Recommended role of commerce and industry in relevant education

An important issue raised by the World Bank is that of the relevance of the curriculum to the needs of individuals and societies. It is recognised by the report that it is difficult to make the transition from programmes and subjects that have a **broad vocational relevance** to programmes and subjects that prepare individuals for **specific occupations** or **clusters of occupations** but it is a very necessary transition (World Bank 1988:5). The report points out that a good general secondary education, including general mathematics, scientific skills and technical subjects, does much to prepare students for the job market and “.. enhances an individuals future trainability” (World Bank 1988:5). It is, therefore, recommended that commerce and industry be involved in **meaningful curriculum planning** (cf 2.5.2, 2.9 & 4.5.2). This would “incorporate facilities from the private sector” as recommended by the HSRC in its 1983 report (cf 2.4.2).

According to the report, international experience shows that **job-specific training** is very important. Job-training should be done **after** the student has made an initial choice of occupation, and training should take place in institutions under, or influenced by, the ultimate employer (World Bank 1988:5). This would ensure that the student gets a good general education, first developing his potential and becoming a self-reliant member of society before narrowing his learning to a specific area or areas. The report points out the high cost and tenuous vocational relevance of much school-based training for specific jobs and occupations and thus proposes the establishment of **industrial training centres**. It also proposes encouraging local enterprises (by offering incentives and technical assistance) to offer on-the-job training in various skills (World Bank 1988:5). In this way the community would be involved in education in a functional and positive way and such programmes would be more conducive to economic growth than in-school vocational training. School-based syllabi could, however, be more job-oriented than they are at present and could easily be made so by using syllabi

that are already in use. For example, the present matric technical drawing syllabus should be changed and the engineering drawing syllabus of the National examinations (N1 to N6), that is far more practical and job-oriented, used instead (personal experience and in consultation with Promat's technical drawing teachers) (cf 2.6.2).

Under state ownership, education is tightly controlled, is subject to direct political management and is statutorily defined. The responsible minister holds formal powers and lays down the objectives and expected performance. He vets and approves all aspects of educational policy and management and issues directives to the various departments that affects the national interest. This allows the state to intervene directly in decision-making by exerting formal pressure on school management councils. Privatisation or semi-privatisation, however, breaks this formal political link and ministerial control is replaced by stakeholder-control (Clarke & Pitelis 1992:127). It is indisputable that the state cannot and should not assume total responsibility for the provision of education (cf 1.1.7 & 2.7). Education should be considered as "... an enterprise in partnerships, involving a variety of partners and stakeholders such as the state, the organised teaching profession, parents and broader communities, industry and commerce and other employer groups, and learners" (ERS 1991:25). Because the stakeholders become shareholders in education a more business-like approach is evident and educational institutions are run more efficiently (Sunter 1990). The shares are in people and the dividends are the employable results.

In all of this, the *teacher* is central to every strategy. Without good, academically and professionally well-qualified teachers no strategy will be of much value. It is around the *teacher* that education stands or falls (cf 2.6.3) and it is in this area of education that business can have the greatest impact on the upliftment of black education.

4.6 RE-EDUCATION OF SERVING TEACHERS (INSET)

The overwhelming need for skilled teachers of high professional quality in black education highlights the importance of **re-educating** large numbers of black teachers. Teachers are in the vanguard to help the processes that will effect positive educational, political and economic changes in South Africa and greater attention therefore needs to be paid to their professional welfare.

4.6.1 State departments

Government departments of education provide INSET through specific INSET colleges as well as through general colleges of education, teacher and adult education centres, universities, subject advisers, and a few private sector enterprises (cf 3.2.1 & 4.1.2). The Department of Education and Training set up the first permanent INSET centre at Mamelodi near Pretoria in 1969 and followed this with various other centres in each of the former black homelands (DET *Annual Report* 1992:138-152; McGregor & McGregor 1992:174). Le Roux (1982:19) suggests that in-service facilities should be established at colleges of education instead of separately as excellent facilities already exist in these places and better co-ordination of teacher education would then be possible.

4.6.1.1 INSET in the Department of Education and Training

The Department of Education and Training has made an outstanding effort during the last few years to upgrade the qualifications of teachers in its employ. It has established fifty-one adult education centres offering instruction aimed at standard ten certification and offers a full-time one-year specialisation course in which approximately seventy teacher-students participate annually. Participation in further training courses leading to degrees or diplomas for teaching in both primary and secondary schools is encouraged. These courses are available at colleges of education or at universities such as Vista (DET *Annual Report* 1992:138-152; McGregor & McGregor 1992:175-176) (cf 3.2.1).

Another major move by the Department is towards increasing teacher competency with a number of INSET courses provided for this specific purpose (McGregor & McGregor 1992:175).

A third important drive has been towards management development. The Department has made a policy shift by using external private agencies, such as African Oxygen Limited, to provide INSET services for management development training courses (McGregor & McGregor 1992:175).

The Department has extended its efforts to the rural areas. It has established centres which offer INSET programmes, advisory, inspection and technical services to teachers and schools in these areas. Malao (1989:18-19) considers teachers' centres as essential components of the education system and advocates extending such facilities throughout the country. Management training has been introduced with particular attention being given to higher technology (McGregor & McGregor 1992:176). It appears that the Department of Education and Training intends to decentralise facilities for the in-service upgrading of teachers, target the trainers of teachers to improve their methods, increase teacher participation in the various programmes, and include evaluation components in all areas of involvement (McGregor & McGregor 1992:176).

An indication of the success of its programmes may be seen in the following statistics issued by the Department of Education and Training (1989:119):

The proportion of teachers without a standard ten certificate dropped from 74 per cent in 1983 to 34 per cent in 1989;

In 1989 5 446 serving teachers took part in 374 INSET courses conducted at the College for Continuing Training.

However, according to the DET *Annual Report* (1992:258) **40,2 per cent** of black teachers were without a matriculation certificate in 1992. (These statistics include both primary and secondary teachers and is inclusive of the former TBVC states). No explanation was forthcoming from the DET as to why there was an increase in the percentage of unmatriculated teachers between 1989 and 1992. (It may be surmised that the collection of statistical data was not accurate). A breakdown of the 1992 statistics as relevant to this dissertation is as follows:

Table 8: Under- and unqualified primary and secondary teachers

Unqualified primary teachers	14.0%
Underqualified primary teachers with std 6 plus a diploma	3.0%
Underqualified primary teachers with std 8 plus a diploma	18.0%
Total	35.0%
Unqualified secondary teachers	4.0%
Underqualified secondary teachers with std 6 plus a diploma	0.0%
Underqualified secondary teachers with std 8 plus a diploma	1.2%
Total	5.2%

Source: Compiled from DET *Annual Report* (1992:258)

Cognisance must be taken of a previous statement indicating the poor initial training of the majority of black teachers and the essential need for INSET (cf 2.2.2). The writer has included the following statistics (Table 9) showing the increased percentage of **qualified** teachers in order to emphasise the continued need for all aspects of teacher upgrading:

Table 9: Qualified primary and secondary teachers

Qualified primary teachers with matric plus 3 years	63.0%
Qualified primary teachers with matric plus 4 years	0.2%
Qualified primary teachers with a degree plus a diploma	1.4%
Qualified secondary teachers with matric plus 3 years	74.0%
Qualified secondary teachers with matric plus 4 years	1.1%
Qualified secondary teachers with a degree plus a diploma	20.0%

Source: Compiled from DET *Annual Report* (1992:258)

According to Hofmeyer and Jaff (in McGregor & McGregor 1992:177), the DET's concentration on **quantitative** achievements has ignored the importance of **qualitative** issues which are central to successful INSET programmes (cf 1.1.2).

It appears that the Department of Education and Training has emphasised the upgrading of teachers from an academic point of view but has not reached the real problem: that of **teacher proficiency** and **professionalism** in the classroom. Many of the teachers, who are under pressure to become better academically qualified, opt for easier subjects such as criminology and mercantile law which are not normal school subjects (McGregor & McGregor 1992:177). It is essential to upgrade teachers academically but they should be guided into choosing subjects which will be of value to them in classroom teaching. They should be able to write a matriculation examination which is geared to their particular circumstances and not be tied into a system which is geared for young people still at school and who may wish to travel paths other than teaching.

4.6.1.2 'Adult' matriculation courses

An alternative curriculum should be devised for in-service teachers that would allow them to study for a **recognised** alternative to the normal matriculation certificate. Adults have the maturity and self-responsibility which enables them to study conscientiously and with purpose. It would not be difficult to formulate a curriculum which

would be more in keeping with their adult status and be more directive in supplying them with relevant job skills. Non-matriculated teachers should be able to study for a more **relevant** matriculation certificate. A course of studies that will hone their thinking skills but at the same time be relevant for the classroom, is essential. Teachers would find their matriculation studies more satisfying and could then proceed with their tertiary studies once they have the necessary basic knowledge on which to build. A strategy must be worked out that is based on the needs as discussed in chapter 3 (cf 3.2.1 & 3.3.4).

The *Education Renewal Strategy* (ERS) discussion document (1991:41) recommends that (emphasis is researcher's own):

... teachers with at least eight years of continuous teaching experience who wish to further their studies for a qualification which stipulates the senior certificate as a minimum entrance requirement, should be **granted** senior certificate status in order to make it possible for them to embark on such studies.

The researcher does not agree with the above recommendation to the Committee of Education Ministers (CEM) by the Committee of Heads of Education Departments (CHED) as this would nullify the stated objective to upgrade the **quality** of black teachers and black education. In ten years of experience at Promat College, many under- and unqualified teachers have come to the college in order to study for the senior certificate examination. Initially the academic standard of the majority of these teachers is extremely low. Their English is very poor because most of them teach in lower primary schools where fluency in English is not required. Many of the teachers come from rural areas where, again, they are teaching mainly lower primary and where English is hardly spoken (Hofmeyr & Pavlich 1986:11). The fact that the majority of these students pass the matriculation examination at the end of the year is due to their dedication and perseverance against seemingly overwhelming odds

and the patience and perseverance of dedicated teachers at the Promat Colleges (cf 3.7.3). There is no way that these under-or unqualified teachers would be able to launch into a course of advanced studies without having had the opportunity to learn **how** to study under the guidance and pedagogical love of concerned tutors. The matriculation examination is thus seen as essential but as stated previously, the curriculum should be made **more relevant** to the needs of the teachers and to that of the classroom (cf 4.5.3).

4.6.1.3 Non-primary and -senior school staff

It is essential to reach groups of educators whose work is not actually in the school classroom but whose expertise and guidance is essential to the welfare of the education system as a whole. Teacher-educators, adult-educators in non-formal projects, technical teachers and instructors, and pre-school teachers are a neglected part of the education system and their inclusion should be considered essential to the success of any new programme initiated for teacher upgrading.

4.6.2 Non-governmental organisations

The need for a fundamental transformation of the black education system is indisputable and the state will have to bear the major responsibility for restructuring black education (cf 2.2 & 4.3). Any effort by the state to do so will, however, be doomed to failure unless there is genuine co-operation and partnership with business, the community and NGO's in shaping, defining and enacting this transformation (cf 2.7 & 3.3). The business community has an important role to play in the restructuring of black education because a better educated workforce will be able to realise substantial improvements in productivity and South Africa will be better positioned to compete in the global market (cf 1.1.7, 2.5 & 4.5.5). No agency has the legitimacy, skills, capacity or expertise to deliver the desired services on its own, particularly in the short-term and it is therefore necessary that a partnership involving NGOs and Community-based Organisations (CBOs) will be important.

According to Abrahams (1994:1), "... it is the state structures that have the mandate from and be responsible to parliament for directing work in this arena." Business, if left to its own devices, often centres its education programmes on skills-based learning that does not empower a dynamic, interactive workforce while the state, under popular pressure for speedy change (cf 2.5.3), is inclined towards policies that bring about large, very visible one-off benefits at the expense of more sustainable long-term projects (cf 4.2.1). NGOs and CBOs are often able to define the most critical areas and the particular interests of a segment of the community (Abrahams 1994:1). In the past, educational NGO's have stepped into the breach where the state has failed or refused to provide adequate resources or opportunities for black South Africans. Because of their history, NGOs are "... in a unique position to facilitate and empower their communities to effectively engage in the education governance, policy development and the broader transformation of our education system" (Abrahams 1994:3). The NGOs have produced an invaluable body of experience that needs to be incorporated into a future education policy and practice. Abrahams (1994:3) expresses the view that the innovativeness of the NGOs with their history of responsiveness to local community needs provides a solid platform for developing partnerships in reconstructing the (black) education system. NGOs have very largely depended on foreign funding. This source appears to be drying up (cf 3.7.16) and it is, therefore, essential that new partnerships are developed around the resourcing of educational NGO activities so that valuable expertise and experience is not lost (Abrahams 1994:5). A number of partnerships are emerging between the educational NGO sector and the private sector which can, according to Abrahams (1994:6), "... be viewed as precursors of partnerships for developing and resourcing a future education system."

NGOs have been fairly active in the upgrading of black teachers. A significant number of INSET centres are provided by non-governmental private organisations (NGOs) that are funded by local businesses or foreign donors (McGregor & McGregor 1992:175). These centres must be extended throughout the country and must

excel in quality.

4.6.2.1 Non-governmental INSET programmes

Rand Mines in-service teachers' programme is an example of a non-governmental INSET programme. It was started because of the need for quality primary school education for black children on the mines. Its aim is to upgrade the facilities and teaching standard in primary schools on mine property and to develop a committed and innovative group of excellent teachers. Increased competency, exposure to new methods and ideas and the opportunity to meet other teachers all tends to motivate the teachers to excel at their job. All teaching staff employed at the mine's schools are expected to attend annual seminars at the training centre in Johannesburg. The programme is financed by Rand Mines and the state and is very successful (Bot 1986a:69-70; Morrison 1988).

There are other as successful projects (see Bot 1986) but the greatest drawback to the real usefulness of all non-government organisation (NGO) INSET programmes is the lack of co-ordination and cohesion between them (Bot 1986a:70; Hofmeyr & Pavlich 1986a:16-17). Although the various projects are currently more aware of one another and there is more collaboration than previously, there is still a lot of ignorance with regard to the scope of work being done and very little sharing of experiences and expertise. The result is a duplication of effort and a dissipation of scarce resources (Hartshorne 1985b). In order to prevent this, there needs to be some sort of co-ordinating body which will keep the various projects in touch with one another. Another factor which will help to overcome the problem of duplication and the dissipation of scarce resources is for the NGOs to have a clearer understanding of their importance in the general scheme of things (cf 3.7.12).

Finding the money to run NGO INSET projects efficiently is a continual problem for individual projects because there are so many projects all demanding money. There is considerable local and foreign funding and support of NGOs because of concern for

improving the quality of black education. Recognition by sponsors, that *INSET* programmes are one of the best ways to achieve quality in black education, is the prime mover in offering funding (McGregor & McGregor 1992:178-180). However, there must be great care not to abuse or take for granted the generosity of sponsors. One of the ways to overcome this possibility is for NGOs to be rigorously and frequently evaluated (cf 3.7.18). Such evaluations will help to weed out the useless and worthless money-wasting projects and enable additional support to be given to profitable and well-deserving programmes. Frequent evaluation also serves to inform the organisation as to the real value of its programme and to force it to keep up with current economic and scientific demands and trends (Muller 1990:54-55).

Non-government *INSET* programmes have contributed both quantitatively and qualitatively to black education in South Africa by demonstrating the feasibility of *INSET* programmes (cf 3.4 & 3.7.8). Programmes have been innovative and have shown that more participative, democratic and school-focused approaches can and do work (McGregor & McGregor 1992:181). If NGOs are properly assessed, evaluated and monitored there is no reason why they cannot be recognised as upgrading institutions in their own right with the ability and expertise to contribute to curriculum-making in the field of general adult education and in particular, to teacher education. If they are to do this, however, they must not only be subsidised by the state but an attitude of partnership and co-operation between NGOs, donors and government departments must be developed. This will produce a synergy that works because NGOs are aware of grassroots problems and often of very practical solutions (cf 2.4.3 & 3.7.12).

4.6.2.2 Teacher organised *INSET* programmes

Various teacher organisations are involved in *INSET* programmes either through organising their own *INSET* courses for their members or by encouraging their members to form subject associations. They also work together with the private, non-

governmental INSET projects (McGregor & McGregor 1992:175). This type of programme should be further encouraged with help in the form of academic and professional expertise freely given by university and college teaching personnel (cf 4.8).

4.6.3 Assessment of validity of INSET programmes

According to Hofmeyr & Pavlich (1986:15-17), there are few coherent policies, either public or private, for INSET in South Africa. Strategic planning and comprehensive, long-term policies are essential if INSET is to serve black education efficiently. INSET requires a distinct conceptual base where a clear and comprehensive definition of INSET is precisely laid out. INSET must be seen as far more than a means of upgrading teachers: it must be seen to cover all aspects of the continuing education and training of serving teachers (McGregor & McGregor 1992:184). Human and material resources must be used realistically. 'Crash' courses must be avoided as being detrimental to the stated ideals of re-educating teachers to become suppliers of **quality education**. Adequate support from all sectors of the local community as well as from foreign donors, and positive co-ordination, is essential in order to push forward the cause of INSET programmes (McGregor & McGregor 1992:182).

The challenge to INSET is to supply (McGregor & McGregor 1992:184):

... the whole range of activities by which serving teachers and other categories of educationists (within formal school systems) may extend and develop their personal education, professional competence and general understanding of the role which they and the schools are expected to play in their changing societies. INSET further includes the means whereby the teacher's personal needs and aspirations may be met, as well as those of the system in which he or she serves.

Two positive steps that could lead to more effective and efficient INSET programmes has been the implementation of formal policy research initiatives; the Government-sponsored *Education Renewal Strategy* (ERS), and the *National Education Policy Investigation* (NEPI) put out by the *National Education Co-ordinating Committee* (NECC) which is a community-based umbrella organisation consisting of parent, teacher and student groups (McGregor & McGregor 1992:182).

Unfortunately, the notion of *continuous teacher education* is not established in South Africa where the idea of **pre-service** education training (PRESET) is foremost in the thinking of those responsible for teacher education. Many forward-looking educationists such as Hartshorne, Van den Berg, White and Hofmeyer (McGregor & McGregor 1992:184), strongly recommend close links between PRESET and INSET programmes. They maintain that teacher education should be a continuum: a sound PRESET programme should be the base for all further teacher education. INSET should never, as it is at present, have to be looked upon as remedial but should be available to meet the ongoing needs of serving teachers. Most INSET programmes view the teachers who come to them for upgrading as defective and lacking in their initial training. Accordingly, the approach to INSET initially serves to put right the deficit. A developmental approach, which affirms the teacher's needs, is only able to be used later, (even although it is a much better approach), because the underqualified teacher is not able to benefit from such an approach until he has learned basic teaching skills and is better acquainted with knowledge of his subject(s). Thus, because of the present situation in black education, INSET has to first use the deficit approach in order to bring the teacher up to a required standard. Once this has been done, then a developmental approach can be implemented. The real needs of under-prepared teachers can then be met, and the desire of competent teachers for professional growth and advancement can be fulfilled (McGregor & McGregor 1992:185).

4.7 INITIAL TEACHER EDUCATION (PRESET)

A change in the style of teaching and pedagogy is essential if a new generation of teachers is to have a fresh perspective on teaching and classroom management and thus raise the quality of their teaching. The increasing democratisation of society requires not only a better quality of teaching but teaching should be "... essentially democratic and enabling in nature" (McGregor & McGregor 1992:153). This would not only improve the quality of education given to students but would enable students to develop self-discipline and have freedom of expression. Such changes would require quite radical moves away from the traditional, conventional teacher education programme. It would mean stepping out and going against presently accepted norms, and institutes and educators who are prepared to innovate and experiment would risk possible censure (cf 1.1.6). Teachers at such institutions would have to become more accountable not only to their students but to the community as a whole (cf 2.7.3). This desired outcome would ensure a more positive awareness of, and response to, the needs of their students as well as to those of the larger community. Teachers would then be able to move out of the exclusivity of their classrooms and would be able to collaborate with the community and their students in a way which would be of great benefit to everyone. They would have the opportunity to develop a corporate sense of involvement and responsibility, and with this a real pride in the teaching profession and their own contribution to the future welfare of the country. Teachers would, in other words, be more effective and would create a learning environment where students would be able to develop socially and emotionally as well as academically. To achieve this, however, black teachers would have to move away from the present teacher-centred approach towards a child-centred more informal style of teaching (cf 2.6.3). This would be threatening to most black teachers because child-centred teaching is more demanding, both intellectually and emotionally, exposing personal inadequacy and insecurity. A teacher with a low self-concept would not find it easy to adopt such approaches and would feel more confident in a more formal context with teacher imposed subject matter and impersonal relationships. In other words, the way the black teacher has been taught to teach will have to change (Hofmeyr & Pavlich 1986:11-13). " South Africa has to meet the demand for high calibre teachers

during the next few decades. For this reason our present teacher training programmes will have to be reviewed fundamentally” (ERS 1991:40).

It is clear, therefore, that if black teachers are to become more effective in the classroom then teacher education must not only seek to enhance the self-esteem of the student teachers but be more selective about the quality of the candidates in the first place.

4.7.1 Selection of trainee teachers

The selection of teachers has much to do with the vision that society has of the profession and with the status accorded to the teaching profession by society. It is, therefore, of the utmost importance that trainee teachers be selected with the utmost care. The demographic forecast for the country (cf 2.4.1) hints at an urgent need to train as many black teachers as possible within a very short period of time. Because of the urgent need for black teachers, it would seem appropriate to accept and train as many black teachers as soon as possible no matter whether the applicants are actually suited to the profession or not. Such a move would be extremely short-sighted, however, because it is **quality** teachers that the country is needing, not teachers *per se* (cf 3.2). It is also of utmost importance that teacher education is realistically appropriate according to the needs of the communities they will serve (McGregor & McGregor 1992:158) (cf 2.6). According to an article in *Educamus* (1987:23), new selection procedures were started for the 1988 intake of students at colleges of education, universities and technikons “... to select the best possible candidates as prospective teachers.” Selection takes place in three phases: at school level by a panel of eight officials appointed by the circuit inspector; at regional level by a panel of five officials with the deputy director of the region as convenor; and finally, acceptance by tertiary educational institutions that is handled by each institution according to its own requirements.

The selection of trainee teachers from aspiring applicants should be managed very carefully. Each applicant should be thoroughly screened in order to choose only those most suitable for the profession. Applicants should be selected not only on their academic ability but also on their ability to work with young people and their desire to contribute to the becoming of the child by being committed to the ideals of the profession (McGregor & McGregor 1992:158). The writer believes that the training institutions, not officials appointed by the education departments, should be allowed the privilege of selecting their students as they are most *au fait* with classroom practice and the needs of teachers in the classroom situation. The writer further believes that the candidate's application should be scrutinised by senior teachers at the school where he or she matriculated because subject teachers know the student fairly well and therefore have some insight into the suitability of the applicant for the teaching profession. The principals of schools are usually asked to fill in an assessment form concerning the applicant, but principals do not always know the student as intimately as a teacher who has taught the student all year (personal experience of researcher).

Many young people fall back on teaching as a last resort. They fail to get into (for them) the more desirable courses at universities or technikons and turn to teaching as a second or third choice. As a result they have a bad attitude towards the profession and end up as atrocious teachers who give the profession a bad name. Others see teaching as an easy means of upward social mobility. To prevent such irresponsible decisions, a compulsory period of *internship* could be introduced whereby a teacher is placed under the mentorship of an older, more experienced teacher and paid a lower salary during this period. Student teachers would only be certified as qualified professionals after they had successfully completed a period of internship (ERS 1991:42) (cf 2.4.3). This would help not only in the induction of new teachers, but would reduce the number of young teachers who leave the profession because they cannot cope with the mental and emotional strain of teaching in the first year of teaching. It would also ensure a supply of good, quality

teachers to rural schools. Hopefully, it would also reduce the number of candidates who take up teaching for the wrong reasons.

McGregor & McGregor (1992:160) have reservations about the introduction of teacher internship programmes. They reason that teacher internship could be seen as little more than a source of cheap labour and a method of keeping new, inexperienced teachers from competing with teachers who have been made redundant. To avoid such claims, and to make the scheme viable, there would have to be convincing **educational** justification showing the merits of introducing an internship program into the training course, and tutor training schemes would have to be incorporated into the overall programme of teacher training colleges.

An interesting suggestion put forward by McGregor & McGregor (1992:160-161) is the concept of *teacher interchangeability* between schools on a vertical level. They maintain that teacher education is too compartmentalised. The four phases of schooling, pre-primary, junior primary, senior primary and secondary, are kept isolated from one another and teachers seldom, if ever, have the opportunity to transfer from one phase to another. McGregor & McGregor (1992:161) express the need for recognition by curriculum planners to incorporate degrees of overlap in the courses offered to students so that all teachers can teach wherever they are needed most. It would be incumbent on the authorities to recognise that teachers earn a **teaching** diploma and not necessarily a primary or secondary school-teaching diploma and treat them accordingly. In other words, student teachers should be taught to **teach** and the result of their years of study should be the ability to teach any age group, anywhere. University graduates who are not exposed to the intensive teaching courses offered to students at teachers' colleges, should consider expanding their qualifications to include technical and vocational subjects by attending a technikon for a year's post-graduate studies. This would allow more leeway for manoeuvrability for the teacher within the school system as well as be of great benefit to the training of young people for careers which are more in keeping with the economic needs of the country.

Differentiated staffing is posited as a model by Shive & Case (in Weis *et al* 1989:129-137) to utilise existing staff more cost effectively while improving the quality of their teaching. Differentiated staffing recognises differences in preparation and teaching skills and allows teachers to function optimally. In this model teachers are not interchangeable, instead, tasks are allocated according to the individual's skills and level of training. It is an interesting idea as it leads to self-enhancement by the teacher yet keeps him in the classroom where he is needed. As Shive & Case point out (in Weis *et al* 1989:130): "This is a break with the existing tradition that the primary avenues of advancement for successful teachers have led out of the classroom." The differentiated staffing model also lends itself to the successful application of an internship programme for newly qualified teachers as experienced teachers can have considerable influence over the successful growth of new teachers (in Weis *et al* 1989:136).

4.7.2 Teaching practice

McGregor & McGregor (1992:155) propose the idea that the blocks of teaching practice should be of longer duration so that student-teachers have the opportunity to become better acquainted with the administration of the school, the staff and the pupils and therefore have a more realistic teaching practice. They suggest devising a year-plan whereby student teachers could spend a short introductory period at one school after which they would return to the training college or university for a series of lectures which would prepare them for a second, longer period of classroom teaching at a different school. This would then be followed by a further period of lectures and a third period of classroom teaching before completing the academic year.

The advantages of placing student teachers in different schools during the year are threefold: they have the benefit of experiencing various types of schools; they are provided with an ongoing opportunity to challenge their coursework by drawing on the experienced reality of classroom situations; they are able to

challenge their own present (and future) practice by observing and reflecting on their teaching experiences. Such a method of teaching practice is managed under the tutorship and guidance of the student's lecturers in co-operation with the school's experienced teaching staff. The student-teacher gains much more classroom experience under the guidance and tutelage of knowledgeable and experienced teachers and is better prepared for the actual **needs** of the classroom. Teaching practice then becomes more meaningful in that it is more than a mere academic exercise to fulfil the requirements for the teaching diploma. Johannesburg College of Education students and the Higher Diploma of Education students of the University of the Witwatersrand are given this kind of teaching practice and benefit greatly from the experience (Manson 1994).

It is fairly obvious that merely increasing the period allocated to student teachers for teaching practice is not a panacea for lack of relevance in the initial teacher education programme. Novice teachers are not usually in the position to give new approaches a fair trial and bad experiences in the classroom during teaching practice, or in the first year of teaching, could have a detrimental effect on a young teacher's future proficiency in the classroom and his willingness to innovate and try new approaches. McGregor & McGregor (1992:157) argue that schools are not, therefore, the best places to push forward the boundaries of understanding what is possible in striving to make learning relevant in the South African context. Schools, they maintain, "... are undeniably inherently conservative environments where there are strong vested interests in maintaining the *status quo*" (McGregor & McGregor 1992:157). It would be better to include an aspect of teaching practice during which a more closely supervised experimental approach could be negotiated and for which teacher-tutors are especially prepared (Gibbon 1987:13-14). This would fit well with the differentiated staffing model proposed by Shive & Case (in Weis *et al.* 1989:130).

An alternative to the established method of arranged blocks of teaching practice is to introduce a more intensive school-based experience. This has been attempted in Kenya with some measure of

success. The BEd (Primary Option) programme offered at Kenyatta University attempts to improve the quality of teaching in primary schools. Student teachers must demonstrate their proficiency as teachers in an apprenticeship at a primary school for a period of one term lasting three months where they are allowed the opportunity to practice and challenge the theory learned in lectures (Okech 1989:247-249). The above programme caters for already qualified primary school teachers but could easily be used as part of the pre-service teacher education programme in South Africa if students were carefully selected beforehand. One of the more attractive aspects of such a system is that students are immersed from the beginning in teaching and get the 'feel' of the classroom. A major drawback, limiting its application in South Africa, is that only schools well-endowed with resources and which have enough enthusiastic and experienced staff who view classroom teaching as their prime concern, will take part efficiently. The success of such training programs depends almost entirely on the resourcefulness, expertise, and mind-set of the teacher-tutors appointed to monitor and act as mentors for the student teachers at the school (Okech 1989:253).

In order to achieve the desired outcome of the above initial teaching practice programme, it is necessary to have larger numbers of smaller teacher training colleges catering for fewer students. Colleges need to be scattered around the country instead of being placed in only a few major centres. It is true that small colleges would not have the facilities or range and depth of academic expertise offered by the larger colleges but this lack would be more than compensated for by the 'hands-on' experience the students enjoyed. Teacher training colleges need to be located near the communities they intend to serve so that smaller numbers of trainee teachers are able to use the local schools for teaching practice (cf 3.7.10). When large numbers of trainee teachers are placed in the same school, quality of experience is forfeited, and teacher-tutors are unable to respond properly to the needs of the student teachers under their mentorship (Gibbon 1987:13).

4.7.3 Teacher-pupil ratios

One of the greatest problems faced by black schools are the unmanageable teacher-pupil ratios (cf 1.1.6). Reducing the teacher-pupil ratio is therefore a desirable objective since teacher-pupil ratios are usually cited as an indicator of pupil performance and a too large teacher-pupil ratio is considered detrimental to good achievement by pupils. McGregor & McGregor (1992:187), however, recommend looking at **actual** classroom numbers as teacher-pupil ratios do not give an accurate picture of the real situation in the classroom: the average size of a secondary school class in the Department of Education and Training in 1986 was 51.6; the average size of a primary school class was 42.5; and the over-all average class size was 43.5 (cf 1.1.6). McCracken (1991:16) uses a teacher-pupil ratio of 1:17 as an example of the inaccuracy of published classroom ratios. He maintains that such a ratio will translate to classes of 25 or more pupils in actuality because the teacher component of the ratio includes non-teaching staff such as librarians, guidance councillors and education department staff. Thus a 1:30 ratio would mean classes of about 40 pupils. In theory, with 33 teachers and a school of about 1 600 pupils, the teacher-pupil ratio in black schools is about twice that of white schools. In practice, classes are often well over 100 pupils and sometimes number nearly 150 (McCracken 1991:21-22). It appears, therefore, that if there is to be a dramatic improvement in pupil achievement then actual class sizes need to be reduced. However, according to Dhlomo (in McCracken 1991:18), the size of the class doesn't necessarily affect achievement because of the teacher factor: a well-trained teacher can do better for 40 pupils than a poorly-trained or un-trained teacher can do for 20 pupils (cf 1.1.6 & 3.2). In any case, it is necessary to consider the current economic situation in South Africa: realism as to what is affordable is necessary. An alternative concept to that which is currently in practice would be to place a well-qualified, experienced **teacher-tutor** in each standard who would work with less well-qualified and experienced teachers and teacher-trainees (interns) (in Weis *et al* 1989:134) (cf 4.7.3). A good, manager-principal would administer the school together with

the support of an adequate, well-trained administrative staff (McGregor & McGregor 1992:188).

There are a number of ways in which the shortage of good well-qualified teachers for black schools could be alleviated:

- Qualified teachers from white, coloured and Indian schools could be transferred to black schools to make up the shortfall of qualified teachers in the black schools, especially in the science subjects. This has been done to a small degree but does not appear to have the support of the majority of the black population who feel that their children should be taught by teachers of their own culture and background.
- Empty and abandoned 'white' schools could be used to house the excess numbers of black pupils. This has been successfully achieved in a limited number of cases. The objection to this scheme is usually based on distance and cost and the logistical difficulty of bussing pupils to and from school every day. This is not a feasible reason for refusing to comply with demands to open empty 'white' schools to black children as many black children already travel long distances to school everyday. Buses could pick children up at designated points and at given times.
- It has been suggested that the period of initial teacher education be shortened to two years and a modified version of teacher apprenticeship be reintroduced. The period of initial teacher education could be shortened by reducing the quantity of academic content and making it more relevant to teaching. After two years of initial training, teacher trainees could serve an internship period at a school under the tutorship of qualified, experienced teachers, after which, they would be granted their teaching diploma (McGregor & McGregor 1992:154;186). In order to ensure continued teacher excellence, **obligatory** in-service training courses should be introduced for teachers. Participating teachers could be released for short periods of time on a rotational basis. This would keep teachers up to date with

advances in their particular subject fields as well as in new developments in teaching methods. In this way, teachers would be intellectually stimulated and revitalised and return to their classrooms with a fresh vision (DET *Annual Report* 1992:154; 156).

- It has been suggested that in order to qualify more teachers more quickly, greater use be made of distance learning. Distance learning could not, however, replace the personal interaction between the student-teacher and his fellow students, or between the student-teacher and his lecturer. It is a method of learning whereby the student studies in isolation and does not benefit from the immediate input of his lecturers or fellow students. However, although there are reservations with regard to the value and efficacy of distance learning to the everyday needs of the classroom, distance learning could be of great value in providing **teachers** with the means of acquiring more extensive academic knowledge and therefore has an important role to play in teacher education (ERS 1991:28-29) (cf 3.7.8 & 4.1.2).

4.8 THE ROLE OF UNIVERSITIES, TECHNIKONS AND COLLEGES OF EDUCATION

McGregor & McGregor (1992:161) ask three pertinent questions on the policy governing teacher education:

- should universities continue to undertake initial teacher training, should it be for secondary teachers only, and should they have the exclusive right to do this?
- should technikons be encouraged to extend their initial teacher training programs independently of universities?
and
- should colleges of education become degree-awarding bodies?

They conclude that most South African universities are not in the position, because of their funding formula, to take on the responsibility of ensuring the maintenance of common standards and professional growth by the affiliation of already established education training colleges. McGregor & McGregor (1992:162) cite the Universities of Transkei and Bophuthatswana as examples of institutions which have attempted to take on such a role but they do not say whether the attempt was successful or not. The case for the continuation of university involvement in **initial** teacher education is clear for such a role is vitally linked to the research and extension activities of universities. McGregor & McGregor (1992:162) advocate that:

... these links should be as strong as possible ... if opportunities to upgrade teacher competence and to provide schools with teaching resources from university faculties of education are to be optimised.

If primary school education is to become compulsory in the near future, it stands to reason that universities cannot remain uninvolved in the education of primary school teachers. Likewise, if the secondary curriculum diversifies into vocational fields of study, and if there is a less rigidly defined structure of educational qualifications as suggested previously, then it appears that universities cannot remain the only source of initial teacher education for secondary school teachers. As regards the involvement of technikons in initial teacher education, the only problem appears to be that of duplication. To avoid this, it would appear feasible to use the facilities offered by universities and colleges of education for courses in the discipline of education and to study the practical and theoretical parts of their courses provided by the technikons (Buitendacht 1994:7). It would appear unnecessary for colleges of education to award degrees to their students as long as students are credited for the courses studied and are able to transfer to a university or technikon if they so wish (Buitendacht 1994:15; ERS 1991:44). Raising colleges of education to a degree-awarding status would be very expensive and cause unnecessary duplication. What

is necessary, is that colleges offer students **professional** courses of the highest possible standard (Le Roux 1978:20). In order to achieve this, lecturers must be appointed who have extensive experience in primary schools and "...access to the theoretical frameworks and research findings that realistically inform primary education practice ..." (McGregor & McGregor 1992:163). A well-trained, professional body of teachers of outstanding quality should be available to teach in any classroom and in any situation. To prevent teachers from sinking into mediocrity they must be capable of sustaining themselves and others in their work. They must be a continuous source of encouragement and upliftment to each other. Gitlin & Bullough (in Weis *et al.* 1989:187-195) advocate the horizontal method of teacher evaluation where teachers evaluate and support each other as colleagues sharing the same aim, that of educating the child (cf 4.7). To this end, universities, technikons and colleges must work together, not considering one institution as superior to another but rather sharing knowledge, expertise, experience and facilities.

To quote Rudduck (in McGregor & McGregor 1992:166):

The distinctive contribution of higher education tutors is to help both new and experienced teachers develop ways of seeing that will help them to keep professional curiosity and learning alive. Most importantly they have to ensure that student teachers experience the excitement of learning through critical reflection on practice.

Tertiary education is expensive so there should be a more rational allocation of teacher education programmes amongst the various institutions in post-secondary education (ERS 1991:35-39). Cohesion of the roles of the private sector (business), the independent sector (projects or NGOs) and government should be recognised as essential in bringing about quality teacher education as this will ultimately effect the entire black community (Abrahams 1994:1; McGregor & McGregor 1992:190-191) (cf 4.4, 4.5 & 4.6). South Africa must have a rational and comprehensible national

policy for teacher education which includes INSET. However, a **multi-faceted approach** to INSET needs is essential with the central government prioritising national needs and the schools determining local community needs. In order for such a policy to be effective, it must be part of a new education system which will be satisfactory for all citizens of South Africa (Niven 1983:40-55; McGregor & McGregor 1992:189) (cf 4.3).

However, no matter how good the intended strategies may be, they will not be successful from an educational point of view unless certain criteria are adhered to. It is essential, therefore, that educational criteria are built into any new educational policy and that these criteria are implemented in order to safeguard and maintain sound pedagogic principles. Suggestions for such criteria are put forward in the following section (cf 4.9).

4.9 CRITERIA FOR IMPLEMENTING NEW EDUCATIONAL STRATEGIES

A strategy is the process whereby long-term direction and specific performance objectives are set. It is developed in order to achieve these objectives in light of all the relevant internal and external circumstances and to execute the chosen plan. A well-conceived strategic plan will point black education in the right direction and produce competent strategy implementation and execution to produce superior performance over the long-term. A good strategic plan that is marred by poor execution reduces performance. Likewise, a superior strategic plan that is not efficiently delivered seldom produces excellent results either (Thompson & Strickland 1994:4).

It is essential that in planning a new strategy for black education in South Africa certain criteria are kept in mind. Education's aims and performance targets must be clearly defined and established and pedagogical principles adhered to.

New educational strategies must (Thompson & Strickland 1994:4-11):

- have purpose and design;
- be dynamic - an active search must be made for innovative ways to improve what is already being done;
- ferret out new opportunities that must be seized when the opportunity arises;
- acknowledge the problem but must blaze new trails without fear and initiate major changes in policy, organisation and funding;
- be acted on decisively and not merely studied;
- have skilled manpower, absolute knowledge of educational needs and behaviour trends as well as emerging opportunities;
- encourage individuals throughout the profession to put forward innovative proposals;
- doggedly pursue ways to do things better and differently;
- listen to the stakeholders - the children, parents, communities, commerce and industry - and pay close attention to the economic needs of the country both present and future;
- persevere despite setbacks - not fear making mistakes because fear of new ideas leads to ultra-conservatism;
- aggressively search out new opportunities and move boldly to pursue the most attractive ones;
- be customer-driven (pupil, student, teacher, community and business) and opportunity-driven;
- be proactive instead of reactive - initiate ideas;
- be strongly results-oriented and performance-conscious;
- not blame uncontrollable factors such as lack of funding for poor performance;

- direct resources away from areas of low or diminishing results towards areas of high or increasing results;
- decide when and how to diversify, choose what to abandon, what to emphasise, what new idea to introduce - always keeping in mind the true educational needs of the child and student;
- not be dogmatic as situations differ from place to place and time to time - for example, rural needs differ from urban needs - but it must be remembered that people's needs change.

It should be kept in mind that South Africa needs customised solutions that fit its own unique educational features. It therefore needs an education department that is capable of carrying out any new strategic plan. A strategy must be developed that has supportive budgets and programmes and that is committed to objectives that are chosen by everyone in the country. Ingrained habits and attitudes that are hostile to change will be at cross-purposes with the needs of the strategy and block its implementation instead of facilitating it.

Strategies often emerge haphazardly or by happenstance historically, occasioned by the experiences, beliefs and personalities of previous political leaders (cf 2.2). Most of the time strategies evolve in an orderly manner but strategies can be crisis-driven (cf 1.1.1) forcing a number of important strategic decisions to be made quickly. Good strategies can be improved and must be open to change. Testing new ideas, learning what works and what does not through trial and error is important but it must not be to the detriment of educational excellence and the good of the child. A new strategy programme must therefore be monitored constantly and corrective adjustments made when necessary. The transition from an old strategy to executing a new plan of action takes time but as Thompson & Strickland (1994:14) succinctly put it "... those who implement the plan must make the plan." This would include all the stakeholders of education (except the children).

4.10 IN CONCLUSION

It is essential that black education in South Africa is upgraded in quantity and quality within the shortest time. It is clear, however, that mere organisational changes or obtaining more funding will not of themselves solve the problems in black education (cf 1.1.1 & 1.1.2). Structural changes as outlined above are essential if equal educational opportunity is to become normal practice in South Africa. Changes to the current educational policy have, therefore, to be made without delay by the state. Legislation must be passed that will facilitate these policy changes so that the state increases its subsidies to private and semi-private schools and the private sector comes to view the funding of education as a desirable objective (cf 4.3 & 4.5.5).

Privatisation or semi-privatisation is advocated as a pragmatic solution to the problems in black education (cf 4.4 & 4.5). Community involvement is essential to the success of any project to upgrade black education and the community must be involved in the selection and training of teachers (cf 4.4). Commerce and industry should be involved in educational planning at all levels so that relevant education can take place (Spring 1972:149-150)(cf 4.5.3 & 4.5.5).

If South Africa wants to produce sufficient numbers of **quality** black teachers, then the present teacher training programme will have to be reviewed and changed (cf 4.4 & 4.6). The curricula for both PRESET and INSET courses must be redesigned so that education theory does not dominate at the expense of subject knowledge, methodology and practical experience (McGregor & McGregor 1992:187) (cf 4.4, 4.6 & 4.7). The state and non-governmental organisations as well as non-school-teaching staff should co-operate in devising relevant curricula and upliftment programmes (cf 4.6). INSET programmes are viewed as being as important as PRESET programmes and should be given much more recognition (cf 4.6). The selection of teachers trainees must be carefully vetted so as to bring quality personnel into the profession (cf 4.7). Teaching

practice should be designed so as to be more meaningful to the student-teacher and to allow for more practical experience under guidance of a qualified and experienced mentor (Niven 1983:41-55)(cf 4.7).

Deregulation of education is considered essential if black education is to throw off the inequities of the past (cf 1.1.8 & 4.3.2). *Privatisation* is viewed as a functional and pragmatic option to total state control (Sunter 1990)(cf 4.3, 4.4 & 4.5). It involves the full commitment and co-operation of parents, the community at large (but especially the black community) and business (cf 4.4). *Semi-privatisation* is seen as an alternative to absolute privatisation. It would incorporate heavier financial subsidisation by the state with subsequently more control (cf 2.7.1, 4.3 & 5.1) but parents, the community and business would still have controlling interest (cf 4.4.2 & 4.5.5).

It appears to the researcher that privatisation and semi-privatisation of black education would not only make state funding more easily available to upgrade the standard of black education but would allow limited state resources to be spread more widely in needy areas if the private sector was to make a more substantial contribution than it does at present (cf 4.3). Reduced state interference in black education may be achieved by the transference of ownership rights from the state to the community. This should generate an incentive effect and create a group of stakeholders with a strong interest in efficiency (Clarke & Pitelis 1993:456) (cf 4.4). At present the state is saddled with an obligation to protect its assets and has to find a way to supply the necessary resources for education (cf 4.3). Teachers are therefore protected from the harsh realities of the market place and the constant need to improve efficiency and responsiveness to changing patterns of consumer demand. This affects the efficiency and quality of the teacher's work as he has no real need to work hard or to improve either academically or professionally apart from his own intrinsic motivation. At present, education is production-oriented rather than market-oriented and must take on a new vision if it is to properly

serve the needs of the economy (cf 4.5). Clarke and Pitelis (1993:456) state categorically that:

... efficiency gains are not simply a product of the transfer of ownership rights from the public to the private sector but ... depend crucially on the extent to which the new owners have a direct interest in managerial efficiency.

Educational institutions must, therefore, be owned and managed by the private sector to a greater or smaller degree so that the state no longer has paternalistic oversight of education. All the various components that make up the private sector, and which have a direct interest in education, will then be free to move as they see fit. In order to achieve managerial efficiency and thus excellence in black education, money must be spent on improving the competence and quality of principals, enhancing the skills of technical personnel by thorough training, and by improving financial management (cf 3.4.2 & 4.3.2). There must be a commitment to the promotion of excellence in education and to upholding high standards once obtained. This will lead to improved management and teaching and inevitably to improved scholastic performance. Clarke & Pitelis (1993:459) infer that (words in brackets writer's own):

Dynamic efficiency gains ... through improved human resource management are difficult to estimate. None the less, they are likely to be the most important source of improved economic efficiency to be obtained from (deregulation), privatisation (or semi-privatisation)

It was recommended that as a safeguard against radicalism in education, criteria for the embodiment of sound pedagogical principles should be accepted before any changes in educational policy were actualised (cf 4.9).

CHAPTER 5

AN OVERVIEW OF THE INVESTIGATION, FINAL CONCLUSIONS AND GUIDELINES FOR FUTURE RESEARCH

“Education without a vision is like a present without a future”
(quoted by Shifman - (s.l.:s.n. source unknown).

5.1 INTRODUCTION

The purpose of the study has been to investigate the need for and the provision of quality education for the black people of South Africa (cf 1.3). The study has focused on the need for the deregulation and privatisation and/or semi-privatisation of black education with the specific intent of upgrading the basic qualifications, both academic and professional, of black teachers already in service, to install excellent pre-service teacher education throughout South Africa and to offer refresher courses to in-service teachers that will keep them ahead both academically and professionally (cf 1.2, 3.2 & 4.6).

In this concluding chapter, attention will be focused on a general survey of the investigation and on the main conclusions that have been drawn in the light of the research problem as formulated in par. 1.2.

5.2 OVERVIEW OF THE INVESTIGATION

In this section an overview of the foregoing study is presented on the basis of the research problem as set out in par. 1.2.

It became evident from the literature study that there is an urgent need for a general improvement in the standard of education provided to black people in South Africa (cf 1.1.1). It was noted that although the increase and upgrading of physical and manpower

resources was essential, the state was unable to supply the necessary funding (cf 2.7.1). On investigation it became clear that raising the quality of education for blacks was an unobtainable ideal without the co-operation of and input from the private sector (cf 1.1.8, 2.7 & 3.3). Additional to this, it appeared that the instituting of quality education for blacks could only be achieved by raising the academic and professional quality of the teachers already in service through INSET programmes of various kinds (cf 3.4, 3.6 & 4.6), and by ensuring that initial teacher education programmes (PRESET) were of the highest standard (cf 3.7.12 & 4.7).

The writer was prompted to undertake this study because of her exposure to the results of an impoverished education on the lives and careers of black people through her position first as a teacher and then as principal of Promat College Springkell. During the past ten years, opportunity to witness first-hand the results of the poor quality of black education has abounded (cf 1.4 & 3.2.4) but at the same time the remarkable achievements of people of varying ages as well as unmatriculated teachers who have been through the Promat system (cf 3.7) has shown the practical common sense of the private sector being more fully involved in black education.

In order to undertake this study the writer formulated the research problem (cf 1.2) and highlighted the aim of the study (cf 1.3). An attempt was made to identify a few of the major problems in black education (cf 1.1.1 & 1.1.2), to confront these problems in ways which are meaningful for the future economic development and growth of South Africa (cf 2.5 & 2.6) as well as to the educational becoming and development of individual people (cf 2.5.2). An historical overview was given so as to have a correct perspective on contemporary black education (cf 2.2) and to understand why problems of such magnitude exist (cf 2.3 & 2.4). Brief mention was made of the state's efforts to upgrade black education (cf 2.4). Attention was paid to the inability of the state to provide adequate funding for the upgrading of black education (cf 2.7) and the consequent necessity for the private sector to become more involved and committed to its upliftment (cf 2.7). The need for

the deregulation of education was emphasised in order to allow various forms of input from the private sector (cf 2.7, 3.3 & 4.3). Special attention was paid to the importance of upgrading all facets of teacher education (cf Chapter 3). In light of the above, strategies were devised for the upgrading of black education in general and teacher education in particular (cf Chapter 4). In order to pursue this study the writer made a literature study, held personal and telephonic interviews, issued informal questionnaires and used lecture notes from various conferences that were attended. The writer also relied heavily on personal experience and casual contacts made in her present position as principal of Promat College Springkell (cf 1.4).

5.3 FINAL CONCLUSIONS

The final conclusions to the study are formulated on the premise of the research problem as stated in par. 1.2.

The literature study in Chapter 2 clearly revealed the poor foundation on which black education is built (cf 2.2). Some of the causes of educational anomie were examined (cf 2.3) and demographic trends were investigated (cf 2.4). Various efforts that have been made by both the state and non-governmental organisations to investigate and suggest solutions to the question and challenges of black education were considered (cf 2.4.2 & 2.4.3). Privatisation was viewed as the best and quickest method of achieving quality education for blacks (cf 2.5) and for bringing sufficient skilled manpower into the job market (cf 2.6). Foreign investment was seen as a source of additional funding and knowledge (cf 2.7.2) and community participation was viewed as essential (cf 2.7). The efforts of some foreign countries were perused in an effort to assess the suitability of programmes initiated by them to deregulate and privatise or semi-privatise education (cf 2.6.2 & 2.7.2). In this regard the Zimbabwean model of education was examined in some depth (cf 2.8). However, the conclusion reached in Chapter 1 remained: the root of the problem in black education appears to lie with the poor academic and professional

standard of the majority of the black teachers (cf 2.2.2). The answer appears to lie with the upgrading of black teachers already in service and ensuring that quality pre-service teacher education is actualised (cf Chapter 3).

The description of the realities of teaching standards in black schools and the efforts of various organisations to upgrade black teachers was discussed in Chapter 3. Particular attention was paid to the need to upgrade the various facets of teacher education (cf 3.1, 3.2 & 3.3.4). To this end various models of privatisation in education were mentioned (cf 3.4, 3.5 & 3.6). The Promat College organisation was used as a case study for the value of privatisation of black education and of teacher education in particular (cf 3.7). It was concluded that pre-service training must be improved and brought to a high standard of proficiency (Gibbon 1987:10-17). Furthermore, upgrading the teaching standards of teachers already in service was considered essential to the ultimate aim of upgrading black education in general. INSET programmes must be made more easily accessible to all serving teachers throughout the country (cf 3.7). In order for black education to substantially improve, deregulation of education must be legislated and the private sector must become more involved, especially in the area of teacher education (cf 3.3 & 3.8).

As the study progressed it became evident that if black education is to be brought to an acceptable standard on a par with white education then it is essential that the education system be impartial, flexible, tolerant and open to new ideas and local initiatives.

The description of the realities of black education in Chapters 1, 2 and 3 has shown the need for a vigorous approach to implementing strategies that are pragmatic and possible to achieve in the short- as well as the long-term (cf Chapter 4). In response to this investigation strategies were suggested in chapter 4 that are feasible, practical, realistic and attainable within the scope of the South African economy to support. It is believed that these strategies will enable black education to be upgraded to an acceptable level

where quality will be the criterion. It is believed that through the implementation of these strategies every person will have access to quality education and training throughout South Africa.

In chapter 4 strategies were proposed by which the recognised problems in black education could be rectified and quality education introduced for all the people of South Africa. Distance learning was reviewed and assessed as a possible strategy for upgrading black education (cf 4.1.2). Interim strategies were examined and appraised (cf 4.2). Recommendations were made with regard to the deregulation and privatising and/or semi-privatising of black education in general and of teacher education in particular with regard to policy, legislation and funding (cf 4.3 & 4.4). Suggestions were made as to the role that commerce and industry could and should play in revitalising and upgrading black education (cf 4.5.5). The roles of the state and non-governmental organisations was examined and assessed (cf 4.6 & 4.7) and the importance of utilising the assets of the various tertiary institutions was confirmed (cf 4.8). The importance of accepting pedagogically correct criteria before new strategies are implemented was emphasised (cf 4.9).

Strategies need to be finalised and implemented without delay by the state in partnership and with the full co-operation of the private sector comprising parents, educational authorities (including teachers), local communities, business and international donors. It is believed by the writer that this will inject new life into black education and lift it to new heights of quality.

5.4 GUIDELINES FOR FUTURE RESEARCH

The findings of this study suggest that the following topics, all related to the field of the upgrading of black education in general and of teacher education in particular, requires further investigation:

- Although much has been written about the poor quality of black education in South Africa the **practical** aspects of instituting upliftment programmes has been neglected. The study has been an

effort to investigate pragmatic strategies that will bring about change as quickly and as efficiently as possible. It is suggested that the efforts of the various researchers be correlated and a working document drawn up. It is advocated that this is done immediately and that a time limit is set on the implementation of a new system of education for blacks. Researchers have a tendency to become bogged down in needs analyses and omit to move on to practical implementation.. South Africa cannot afford to waste time.

- It serves no purpose to apportion blame for past anomalies in education. Present circumstances demand a pragmatic attitude that will look at the past only with the intention of learning from it. The present tragedy of black education lies in problems created by economic, demographic, political and social forces. The inequalities that separated South Africa in 1953 when separate education was established for different races must be redressed and parity in education must be installed. Research needs to be done on **how** this can be implemented as soon as possible.
- The cost of providing quality education to all black children in South Africa is prohibitive if left entirely to the state. The help of the private sector is thus essential. Community-run schools are necessary if quality education is to be given to every child and if education is to be based on a philosophy of life valued by individual communities. Researchers should investigate the possibility of extending the state's attitude towards the market provision of educational services as this offers a strategic opportunity to introduce quality education to more black students than hitherto. It must, however, be viewed as a temporary strategy only - as a thrust towards creating educational institutions that are less dependent on state funding and organisation.
- The state must be held accountable for the quality of education and must ensure that educational standards are maintained at a high level. As South Africa goes into a new political dispensation, the new government is faced with one of its biggest dilemmas,

that of solving the educational crisis. Professional educators and the community at large must be allowed more involvement in the decision-making process and should be part of the research team. However, research on the parameters for state and community responsibility is essential before a new educational dispensation is brought into being.

- Pre-primary and primary schools are fundamental in any modern education system since the child's mould is set in these early years. Any strategy to influence the practices and direction of formal schooling should therefore concentrate on the pre-service and in-service training of teachers in this section of the education sector. Further research should investigate new methods of teacher education employed in other countries; especially those countries where the education system is known to be of superior quality.
- Privately owned teacher training colleges could be viewed as a catalyst for more innovative teacher education and further research should be conducted on the feasibility of extending the range of privately sponsored education facilities.
- Further research should be conducted on the problem of supplying education that is relevant to the needs of the South African economy. Researchers should thoroughly investigate specific manpower needs on a long-term basis.
- Science, mathematics, languages and technical subjects should be given priority in all educational programmes and researchers ought to investigate ways and means of employing the private sector more thoroughly in the area of technical education in particular.
- There is a need for further research into the urban-rural gulf in educational resources. Conclusions need to be reached as to how the discrepancies can be eliminated as soon as possible in order to

introduce quality education to the rural areas that will be on a par with education in the urban areas.

5.5 CONCLUSION

The present crisis situation of black education in South Africa demands rectification as soon as possible. However, with its present resources stretched to the maximum, the state cannot increase its educational budget. Educational renewal for the black population therefore lies in the lap of the greater South African community. The private sector will be forced to become more heavily involved in education than it has ever been in the past if it is to reap the benefits of a stable, educated and skilled society. Although black education as a whole is of an atrocious quality and desperately needs upgrading, it is with the teachers that the process must start as they are the heart of the system. Consequently, practising teachers must be given every opportunity to actualise their potentialities by being given the opportunity to upgrade their qualifications as and whenever necessary, and prospective teachers must be granted the best academic and professional education possible.

An investment in education is without doubt the most important investment any nation can make for its future. Recommendations and proposals must involve all the stakeholders in education but at the same time, it is of the utmost importance that in establishing a new education system there must be no compromise regarding educational standards. If this is achieved then all South Africa's youth will be equipped to contribute positively towards a new era.

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APPENDIX

INTERVIEW GUIDE

Openings Remarks

- introduction of researcher
- confidentiality of the interview
- prerogative to refuse the answering of certain questions
- recording of interview information

Morrison, A. E. Training manager: Rand Mines Training Centre

- Rand Mines involvement in teacher training
- number of training centres
- number of students involved in the programme
- selection of students
- certification of students
- recognition of certificate
- qualifications recognised outside of Rand Mines
- staffing of training centres
- costs involved per centre
- costs involved per student
- extension of training scheme
- sponsorship of schemes by Rand Mines
- participation of Rand Mines in black teacher education
- facilities available to students
- structure of Rand Mines' teacher training scheme

INTERVIEW GUIDE

Opening remarks

- questionnaire to discover *raison d'être*, the aims and vision of Promat College
- prerogative to refuse answering of certain questions
- questionnaire to be completed

Page, B. Promat co-ordinator

- involvement with Promat College
- important objectives of Promat College
- education policy of Promat College
- number of un- or under qualified teachers attending Promat College
- problems encountered by unmatriculated teachers in being granted study leave
- importance of un- or under qualified teachers matriculating
- difference matriculation makes to their professional and personal lives
- paying of fees
- bursaries for unmatriculated teachers
- repayment of bursaries
- importance of technological training
- validity of two-year science or accountancy course
- future direction of Promat College

INTERVIEW GUIDE

Opening remarks

- questionnaire to discover *raison d'être*, the aims and vision of Promat College
- prerogative to refuse answering of certain questions
- questionnaire to be completed

Robertson, L.G. Promat executive director

- Promat College's mission statement
- reason for starting Promat College
- permission from the Department of National Education in starting Promat College
- reason for registering with the Department of National Education, as opposed to the Joint Matriculation Board or the Transvaal Education Department
- selection of teaching and administration staff
- procurement of funding for Promat College
- involvement of businessmen and other influential people as Trustees
- location of first Promat College
- reason for choosing that particular location
- recruitment of first students
- number of students in the first year
- subjects offered to students in the first year
- current range of subjects offered
- current range of subjects appropriate for career choices
- reason why Trustees decided to concentrate on upgrading black teachers
- appropriateness of subjects for primary school teachers
- importance of mathematics and science as matriculation subjects for primary school teachers
- appropriateness of subjects such as economics and business economics for primary school teachers
- decision to open more matriculation colleges
- decision to open a Teachers' Training College
- multi-racial Teachers' Training College
- various ethnic groups studying at the Teachers' Training Colleges

- permission from the authorities to start a multi-racial, private Teachers' Training College
- major education institution underwriting the courses and diploma of the Teachers' Training College
- funding for the Teachers' Training College
- development of INSET programme
- details of INSET programme: selection of students; length of course; full-time or part-time course; certification; recognition of programme by Department of Education and Training; effectiveness with regard to teachers' promotional prospects and salaries
- reason for starting the distance learning programme
- registration of students for the distance learning course
- examination of distance learning students
- administration of the distance learning college
- personal contact between distance learning students and tutors

PROMAT COLLEGE

Personal Details of Unmatriculated Teachers

This information will be kept confidential. It is for a case study of Promat College and will be used as information for a Master's of Education dissertation.

First name: _____

Surname: _____

Date of birth: ____ / ____ /19 ____

Teaching qualification: _____

Number of years experience: _____

Teaching department: _____

Category: _____

Rank of post: _____

Permanent of temporary post: _____

Salary scale: _____

Name of school: _____

Is the school a rural, township or farm school? (please specify)

Standard(s) taught: _____

Average size of class (approximate): _____

Number of periods taught per week: _____

PROMAT SPRINGKELL

Questionnaire for under qualified teachers studying at Springkell

Please answer the following questions as fully as you can. Take your time. There is no right or wrong answer

1. From whom did you hear about Promat College?

2. Why did you decide to come and study at Promat College?

3. What is the name of your school and your regions?

4. What standard(s) do you teach?

5. Do you have a Primary or Senior teacher's certificate?

6. What difference will a matriculation certificate make:

a. To your professional career?

b. To you personally?

7. Do you intend to return to teaching next year? (Tick either **yes** or **no**)

a. Yes

b. No

8. Do you intend to study further once you have received your Senior certificate? (Tick either **yes** or **no**)

a. Yes

b. No

9. If you decide to study further, how will you study? (Tick either **a** or **b**)

a. Part-time

b. Full-time

10. Describe the course of studies you would like to pursue.

11. At which tertiary institutions would you apply to study?

12. Explain why you would apply to those particular institutions.

13. What makes you most frustrated in your present teaching post?

14. How do you plan to overcome this frustration?

15. Do you think it is important to raise the standard of your English?
(Tick either **yes** or **no**)

a. Yes

b. No

16. Explain your answer to question 15.

17. Why do you think that raising your standard of English will help you to communicate better with your pupils?

18. Explain how raising the standard of *your* English will help your pupils improve their standard of work in general?

19. What are you finding particularly helpful in your studies at Promat College?

20. Was it easy to get study leave from the Department of Education and Training? (Tick either **yes** or **no**)

a. Yes

b. No

21. What difficulties (if any) did you encounter in being granted leave to study full time for a year?

Thank you for taking the time to answer this questionnaire - your assistance is greatly appreciated.