THE HIGH FAILURE RATE AMONG LEARNERS IN GRADE TWELVE IN THE NORTHERN PROVINCE: AN EDUCATION PERSPECTIVE

by

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DEDICATION

This study is dedicated to my late father, Harry Moraka Modyadibe,

as well as my husband and children.

STATEMENT

I declare that this study is submitted for the Ph.D. degree at the University of the Orange Free State and is my own work, which has never before been submitted for a degree at another Faculty or University.

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ABSTRACT

Bantu Education set up a separate system of education for black children, which disadvantaged them in the provision of resources. While this led to the 1976 resistance to Bantu Education, it also led to the decline in the culture of teaching and learning in schools. After 1994 the new government began the process of creating one single education department from 17 separate ones and of redressing the inequalities that had existed for so long.

This research examines the nature and causes of high failure rates in Grade 12 in the Northern Province. It also discloses the lack of resources prevailing in the schools and the effects of these poor resources. Loss of school days due to boycotts, strikes, late registration, meetings held during school hours and absenteeism is also disclosed by this research.

Parental disinterest in the education of their children coupled with failure to integrate the school in the local community, poverty, illiteracy, absence of parents from home and unemployment, were disclosed by this research to be among the contributory factors towards high failure rates.

An attempt was further made by this research to disclose the staff-related problems such as poor salaries, lack of evaluation, lack of promotional opportunities, male dominated appointments into promotion posts and lack of training opportunities as further contributory factors.

Although not all solutions can be provided by this research, it ends with the presentation of the recommendations towards addressing the problem of high failure rates in Grade 12 in the Northern Province by means of a holistic approach.

ABSTRAK

Bantoe Onderwys het 'n afsonderlike sisteem vir swart kinders opgestel, wat hulle benadeel het t.o.v. die verskaffing van hulpmiddels. Terwyl dit gelei het tot die 1976 verset teen Bantoe Onderwys, het dit ook gelei tot 'n agteruitgang in die kultuur van onderwys en studie in skole. Na 1994 het die nuwe regering 'n proses begin om een enkele Onderwys Departement daar te stel, in die plek van 17 verskillendes, en ook die ongelykhede wat so lank bestaan het aan te spreek.

Hierdie navorsing ondersoek die aard en oorsaak van die hoë druipsyfer in Graad 12 in die Noordelike Provinsie. Dit lê ook die gebrek van hulpmiddele wat in skole heers bloot, asook die uitwerking van die swak hulpmiddele. Verlore skool dae as gevolg van staking, boikotte, laat registrasie, vergaderings gedurende skoolure en afwesigheid, word ook onthul deur die navorsing.

Ouers se onbetrokkenheid in die opleiding van hulle kinders gekoppel aan die gebrek om die skool en plaaslike gemeenskap te laat inskakel, armoede, ongeletterdheid, afwesigheid van ouers tuis, en werkloosheid, word in die navorsing bloot gelê as deel van die faktore wat bydra tot die hoë druipsyfer.

'n Poging was verder gemaak deur die navorsing, om die personeel-verwante probleme, soos swak salarisse, afwesigheid van evaluasie, beperkte bevorderings geleenthede, manlike oorheersing in die aanstelling van bevorderings poste, en beperkte opleidings geleenthede as verdere bydraende faktore uit te wys.

Alhoewel nie alle oplossings deur die navorsing verskaf kan word nie, eindig dit met 'n aanbieding van aanbevelings om die probleem van die hoë druipsyfer in Graad 12 in die Noordelike Provinsie op 'n holistiese wyse te benader.

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LIST OF ACRONYMS

ANC	-	African National Congress
AZAPO	-	Azanian Peoples Organisation
COSAS	-	Congress of South African Students
CTPA	-	Cape Teachers Professional Association
DET	-	Department of Education and Training
HOA	-	House of Assembly
HOD	-	House of Delegates
HOR	-	House of Representatives
NAPTOSA	-	National Professional Teachers Organisation of South Africa
NECC	-	National Education Co-ordinating Committee
PAC	-	Pan African Congress
PASO	-	Pan Africanist Student Organisation
SADTU	-	South African Democratic Teachers Union
SAOU	-	Suid-Afrikaanse Onderwys Unie
SCE	-	Soweto Civic Association
SECC	-	Soweto Education Co-ordinating Committee
SOSCO	-	Soweto Students Congress
TFC	-	Teachers Federal Council

CHAPTER ONE

INTRODUCTION AND ORIENTATION

1.1 NECESSITY AND PURPOSE OF THE RESEARCH

The low pass rate for grade twelve in the Northern Province of the Republic of South Africa (refer to Annexures A and B) is currently (in 2000) a growing source of concern for educational authorities in that province. In a letter to matriculants at the end of 1995, the then Member of the Executive Council, Dr A Motsoaledi states:

> "We notice with sadness that you are not able to pass your matric. We are also sad because this is happening year in and year out in our province. We are also sad because many pupils are caught in this sorry state of affairs without redress. We believe that this has been happening for many years and it needs to be stopped!"

Bot (March 2000: 1) indicates that the downward trend of the grade twelve results has been evident, as the decline between 1994 and 1999 was 13%, while the number of those who obtained a university exemption decreased by 28%.

Table 1.1 below shows the grade twelve examination results in the Northern Province from 1994 to the end of 1999:

Table 1.1 Grade 12 results from 1994 to 1999

YEAR	NUMBER OF CANDIDATES	PROPORTION PASSED	PROPORTION WITH MATRICULATION EXEMPTION
1994	129 951	44%	12%
1995	138 816	38%	7%
1996	126 081	39%	8%
1997	128 559	32%	6%
1998	114 621	35%	7%
1999	104 200	38%	8%

(Bot, March 2000: 2).

In comparison with the other eight provinces in the Republic of South Africa (RSA), these results place the Northern Province in the last place (South African Institute of Race Relations, February 1999: 6).

In one school in the Northern Province, not a single grade twelve pupil managed to pass at the end of 1997. Yet, before 1990, the pass rate in this province was higher than the results listed above in table 1.1. The decline in results necessitate an educational study into the reasons for the low pass rate in grade twelve in the Northern Province.

Although the problem of the high failure rate in grade twelve prevails throughout the Republic of South Africa, attention will be focused o the Northern Province as it obtains the last position in comparison with the other eight provinces. Table 1.2 below depicts the comparison between Northern Province and the other provinces in 1998 and 1999.

Table 1.2 Comparison of examination results, 1998-1999

PROVINCE	YEAR	NUMBER OF CANDIDATES	TOTAL PASS	PASS %	MATRICULATION EXEMPTION	EXEMPTION %
Eastern Cape	1998	82 517	37 206	45	6 533	8
	1999	79 831	32 029	50	5 438	7
Free State	1998	40 777	17 699	43	4 338	11
	1999	33 004	13 909	42	3 584	11
Gauteng	1998	76 861	42 700	56	12 498	16
	1999	71 757	40 936	57	11 479	16
Kwa-Zulu Natal	1998	108 063	54 324	50	17 998	17
	1999	103 268	52 306	51	16 575	16
Mpuma-langa	1998	41 612	21 887	53	5 184	12
	1999	38 236	18 465	48	4 188	11
Northern Cape	1998	7 429	4 858	65	806	11
	1999	7 160	4 603	64	808	11
Northern Province	1998	114 621	40 218	35	7 780	7
	1999	104 200	39 093	38	7 861	8
North-West	1998	42 436	23 158	55	5 691	13
	1999	36 819	19 187	52	4 702	13
Western Cape	1998	38 546	30 438	79	9 028	23
	1999	37 199	29 303	79	9 090	24
National	1998	552 862	272 488	49	69 856	13
	1999	511 474	249 831	49	63 725	12

(Bot, March 2000: 2).

1.2 AIMS OF THE RESEARCH

The problem of the high failure rate in grade twelve has become such a serious problem in the Northern Province, that both the provincial and national Governments are concerned about it (Times, 09.01.1998: 5). Parents and educators also point fingers at each other as they are trying hard to look for solutions to this problem (The Citizen, 07.01.1998: 7a). A lot of financial resources are spent organising meetings which address this problem. Thus, this research has the following aims:

- To diagnose the possible causes that could have led to the decline in teaching and learning in the schools in the Northern Province.

- To identify possible measures that could be employed to remedy and improve the situation regarding grade 12 results in the Northern Province.
- To enable the Department of Education in the Northern Province to have a clear picture of what is happening at schools from the first day when schools reopen at the beginning of the first term.

1.3 DETAILS OF PRELIMINARY STUDY

In order to determine the background regarding the causes of the high failure rate in grade twelve in the Northern Province, interviews with educators, principals, Department officials in the Northern Province Education Department will be conducted. A literature study will be made of both primary and secondary sources relating to the problem in other countries.

1.4 RESEARCH QUESTION TO BE INVESTIGATED

The problem of the high failure rate in grade 12 in the Northern Province as it has been portrayed in table 1.1 of this study, necessitated this study. The following research question will be answered by this study:

- What are the main causes of the high failure rate in grade twelve in the Northern Province?

1.5 RESEARCH DESIGN

The study is confined to selected secondary schools in the Northern Province. One hundred secondary schools in all six regions of the Northern Province will form part of the study for the following reasons (there are 1 389 secondary schools and 80 combined schools in total):

- The sample is sufficient to assure the researcher that it will be

representative of the population from which it is drawn.

- The size of the sample will add to the validity and reliability of the findings obtained.
- The sample will help to keep the study within controllable limits.

The methodologies used in conducting the research are as follows:

1.5.1 Literature review

Literature in both national and international context, which focuses on possible causes for the decline of teaching and learning, as well as low pass rates in schools will be studied. The literature will include relevant books, theses, research reports, periodicals as well as official documents of the Northern Province Department of Education. This will form a theoretical base on which the possible cause of high failure rate in grade 12 in the Northern Province can be investigated.

1.5.2 Empirical study

The empirical study will consist of standardised questionnaires and interviews. A pilot study will be undertaken in 20 schools to standardise the questions of the questionnaire.

1.5.2.1 Questionnaires

Three research questionnaires will be drawn up by the researcher as one of the research instruments for gathering the necessary empirical data. One type of questionnaire will be directed to principals of secondary schools. 100 Schools (17 in each of the regions and 16 in each of two regions). This will be done in consultation with the District Managers operating within those regions.

The second type of questionnaire will be answered by 100 grade twelve educators (that is one educator in each of the 100 schools as mentioned in the previous

paragraph). This questionnaire will focus on classroom management, teaching strategies, preparation and evaluation of pupils' work.

The third type of questionnaire will be answered by 100 grade twelve learners (five learners per school, from the identified schools). This questionnaire will focus on the attitude of the learners towards schoolwork and parental involvement in their studies.

1.5.2.2 Interviews

Interviews will be held with Regional Directors, District Managers, Circuit Manager, parents of secondary school pupils and other relevant non-governmental organisations that have interest in education.

1.5.3 Plan of study

Chapter one of this study will focus on the statement of the problem, which is the high failure rate in grade 12 in the Northern Province. It will also outline how the investigation into this problem of high failure rate will be conducted, as well as the types of questionnaires which will be used.

In chapter two, the historical background of education in South Africa will be outlined. It is through this chapter that the researcher will be able to identify possible historical problems that might have led to the present decline in the pass rates in grade 12 in the Northern Province.

In chapter three, a study will be made of the education system in South Africa and the Northern Province. Attention will focus on the impact the system has on schools, thus the impact the system has on the grade 12 results.

Chapter four will focus on the problems experienced in schools. This chapter will outline the language policy, as well as the medium of instruction at schools and the effect of the medium of instruction on the learners' performance. Teacher

organisations, as well as teacher militancy will also be focussed on in chapter four.

Chapter five will focus on the issue of learner performance. The United States of America (USA) and the United Kingdom (UK) will be focussed on. These two countries (USA and UK) have been selected, as the South African system of education has its origin in the United Kingdom. As the design of the education system in South Africa is Western in nature as a result, the researcher saw it proper also to choose the United States of America. The similarity these two countries bear with South Africa is that both are multicultural. Most educators in the former homelands regarded the United States of America and the United Kingdom as ideal places to pursue their masters as well as doctoral degrees, thus, on returning to South Africa, they influenced teaching and learning in accordance with the knowledge and experience they acquired.

Chapter six will analyse the data obtained from questionnaires, which will be answered by principals, educators, as well as learners.

Chapter seven, being the concluding chapter, will indicate the findings and the recommendations of the research.

1.6 VALUE OF THE RESEARCH

The study will be of value:

- in identifying reasons for high failure rates in grade twelve in the Northern Province, and where applicable without generalising, in the Republic of South Africa;
- in presenting recommendations for possible solutions for the high failure rate in grade 12 in the Northern Province, and where applicable without generalising, in the Republic of South Africa in general;
- in identifying areas for further research with respect to high failure rates in the RSA;

- in the professional growth of educational officers, principals and educators.

1.7 CONCLUSION

As the study is on the high failure rate in grade 12 learners in the Northern Province, it centres around the Department of Education in the Northern Province, the principals, educators, learners, as well as parents. The Department of Education is the provider of resources and the policy maker, while the principals and educators are the implementers of the education policy, thus also being in contact with the learners all the time. The parents, being the primary stakeholders who provide both the physical resources and motivation to learners, have a vital role in influencing the learning of their children.

Chapter 2 will focus on the historical background of education in South Africa, thus outlining how the various racial groups were financed by the Department of Education. The financing of education as well as provision of resources play an important role in influencing teaching and learning either positively or negatively, hence the importance of this chapter. This chapter will also outline how the education of the different racial groups was organised, as well as the impact this had on the provision of resources and on learning.

CHAPTER TWO

HISTORICAL BACKGROUND OF EDUCATION IN SOUTH AFRICA

2.1 INTRODUCTION

Every nation has its own distinctive educational system, the emergence of which has many determinants. Though each national system is unique, it is nevertheless tied to some representative educational pattern. Each pattern has a dominant educational objective, specific administrative organisation and institutional structure. The educational system of a country cannot be studied to any purpose without due regard to the people and the history that has helped shape it. The South African educational system owes much to the Western tradition in education, but has many facets that are of its own making (Dekker & Van Schalkwyk, 1995: 453).

Nkabinde (1997: 2) supports the above statement when stating that "South Africa's present educational needs for the black population should be viewed in the context of the population's lengthy experience with Bantu education and its aims. Therefore, in order to comprehend the present situation in education in South Africa, it is important to have an historical overview of the general education system". Maher and Shepherd (1995: v-vi) also state that no educational system should be reflected upon or brought into practice without considering that which is native or peculiar to the people in question.

The Northern Province is by no means an exception to the above factors. To give a clear picture of the educational patterns within this province, a historical background of the system of education in South Africa will be outlined in this chapter. This outline, based on the different departments of education which were created by various racial groups, unequal funding of schools resulting in the

shortage of resources in rural schools, will have a bearing on the performance of learners, particularly in black schools. Northern Province, which is mainly rural, has many such schools.

2.2 EUROPEAN SETTLEMENT

The first Europeans to appear in Southern Africa were probably Portuguese mariners searching for a route to the East (Eyber, Dyer & Versfeld, 1997: 4) towards the end of the fifteenth century. They made no attempt to colonise the country. Dekker and Van Schalkwyk (1995: 454) point out that the Dutch and Huguenots were thus the first people from Europe to seek a permanent abode in this country. They were followed by people of British and German stock.

During April 1652, a party of eighty men was put ashore at Cape Town by the authorities of the Dutch East India Company. Their commander, Jan van Riebeeck, a former ship's surgeon who had been the leader of the venture, showed outstanding capability as an administrator. By the last decade of the century, it was already clear that there was a need to establish public institutions to maintain the continuity of colonial life (Nkabinde, 1997: 4).

The European settlements spread east and north east from Cape Town. By 1834 the Great Trek was under way, and by 1850 the whole of what is today known as the Republic of South Africa was occupied by the descendants of the early settlers (Venter & Verster, 1994: 102).

The first stages of the treks took place in 1834 when emigrant parties led by Piet Retief and AWJ Pretorius moved across the Drakensberg into Natal while others under AH Potgieter crossed the Orange River, to found Bloemfontein, and a group under Louis Trichardt traveled as far as Delagoa Bay. A second stage followed in 1853, when the occupation of Natal by representatives of the British Crown resulted in the departure of many of the more irreconcilable trekkers from the territory into the country across the Vaal River (Dekker & Van Schalkwyk, 1995: 454).

In their new 'country' across the Vaal River, Boer leaders were for many years pre-occupied by bitter personal quarrels while their followers spread over the land with little discipline or regulation. Many Boer parents, like Paul Kruger, looked back nostalgically to the days when "the trek came to a resting place and we spanned out, a small hut was built of grass and reeds, and this became the schoolroom for the trekkers' children" (Kruger, 1902: 12-13).

They could see little advantage in educational programmes other than those designed to prepare young people for their responsibilities in agricultural and domestic life and to fit them, through successful performance in the confirmation examination, for full participation in their religious and cultural heritage. Moreover, they prepared to make up for the scarcity of professional teachers through unusually heavy reliance on the educational agency of the Calvinist home (Venter & Verster, 1994: 105). They saw a need to give their children an education which was relevant to their life style, which would improve their lives as well as preserve their cultural heritage.

2.3 EARLY CHRISTIAN NATIONAL EDUCATION IN THE TRANSVAAL

Lack of formal educational facilities continued to be a feature of life amongst the Northern trekkers for many years. In 1842 the authorities of the Dutch Reformed Church in the Cape Colony began the practice of sending ministers annually to administer confirmation amongst the Northern migrants, and this served to underline the need for teachers to give the necessary preparation.

Conditions were not yet conducive to the establishment of permanent educational institutions. Rivalries between Boer leaders prevented the co-ordination of educational policy, while neither the State nor the local church communities were in a position to provide adequate financial support. The schools in Potchefstroom and Rustenburg closed during 1857.

Some acceptance of State responsibility for educational development seemed to be indicated by the Constitution of the South African Republic in 1858, bringing together the three earlier republics. Article 24 required provision to be made for

both Dutch Reformed Church ministers and schoolmaster. Shortly afterwards the government appointed a school commission, under the chairmanship of A M Goetz, to recommend regulations for educational institutions in the territory.

The commission's recommendations, presented during April 1859, took account of a wide variety of matters, including the salaries and conditions of service of teachers, school fees, the curriculum and the maintenance of schools and equipment. Several provisions provided pointers to the future direction of educational policy. It was proposed that only members of the Dutch Reformed Church should be permitted to teach. The commission was requested to continue functioning and provide a central authority responsible for certification of teachers and the annual examination of all school pupils. Amongst very considerable powers, the commission would be allowed to carry out school inspections at any time, and to receive complaints direct from parents.

The political stability prevailing during 1860 allowed government to take the first tentative steps towards the organisation of a system of public education. The appointment of local school committees was begun in 1864. A High Commission of five members was appointed to serve as a Central Board of Education, with responsibility for the whole educational interest of the country. An executive official, styled as principal, was to sit as member of the Central Board, and carry authority over all schools and teachers. The principal was also to fulfil a second function as headmaster of a secondary school to be established in Pretoria. There was to be a vice-principal, serving as a headmaster of a similar institution at Potchefstroom. Some nine local schools were to be established. Considerable emphasis was placed on efficiency, it being suggested that increases in teachers' salaries should depend on the performance of pupils during inspection (Venter & Verster, 1994: 98).

2.3.1 Powers of the school committees

The powers of the school committees were substantially increased. They were to be elected by parliamentary voters of each ward, with the veldcornet acting as an ex-officio chairman.

The situation pertaining to the election of school committees (presently named School Governing Bodies), has changed over the years. Presently, School Governing Bodies, which are composed of parents and teachers in the primary schools and parents, teachers and learners in the secondary schools, are elected differently. Parents elect their own parent component and teachers and learners do the same. Components from parents, teachers and learners form one committee, regarded as a School Governing Body (School Governance, 1997: 1).

The school committees were empowered, among others, to appoint and dismiss their own teachers, subject to approval by the Education Department which was responsible for giving a license to teach, to establish schools and to provide for adequate buildings and equipment, to arrange public examinations and the distribution of prizes, to apply for school fees and the government grant towards the remuneration of the teachers.

2.3.2 Curriculum

Notwithstanding the physical hardships which the Voortrekkers had to endure while on trek, they continued to give attention to the education of their children.

At the beginning, every child was to be a member of the church, and amongst the most worthwhile traditions of the church was the insistence that all its members should be able to read and write. First the alphabet had to be mastered, then simple combinations of letters, followed by the reading of their textbook 'Trap der Jeugd'. Next came the reading of the Bible, the memorising of names and events in Biblical history as well as the learning of the Catechism (Venter & Verster, 1994: 88). After the appointment of the Education Committees by the Volksraad, the appointed teachers were required to give instruction in reading, writing, arithmetic, geography, history and singing.

In 1872, Thomas F Burgers became president of the Boer Republic. He worked out a plan for education which was embodied in his Education Ordinance of 1874. His ordinance provided for three types of schools:

- Ward schools for the farming community, with a curriculum comprising of the elements of reading, writing and arithmetic, together with some history, geography and singing.
- The town schools (dorpscholen) provided for an education of up to an equivalent of standard 4 or 5 (Grade 6 or 7).
- A gymnasium in Pretoria was to cater for secondary and higher education (Eyber, Dyer & Versfeld, 1997: 8-9).

The teachers had to work hard to ensure that the performance of the pupils was high, as their salaries depended on learner performance. The powers of the school committees to appoint and dismiss teachers and the insistence that each member of the community should be able to read and write, also indicate that they expected good performance at their schools. In the Northern Province, where there is a problem with high failure rates in grade twelve, communities wish to see good performance in their schools. Performance of high quality goes together with control of work being done, as a result, the control of work in education will be discussed in paragraph 2.4 that follows.

2.4 CONTROL OF EDUCATION

Control is the acceptance of responsibility for the implementation of educational policy. Educational policy embraces the broad outlines, principles and ideological aspects that underlie an educational system. It deals with aspects such as the range of compulsory education, free education, medium of instruction, religious instruction, parental authority, training of teachers. Matters such as provision of educational facilities, curriculum and syllabus construction form part of the educational control (Dekker & Lemmer, 1993: 95-97).

2.4.1 Centralisation and decentralisation

The system of educational organisation and administration in any country usually closely reflects the government of that country. Some governments, for example,

exercise rigid control over most matters affecting the citizens through the central legislature others favour a system in which local areas are accorded a good deal of authority. There are as many educational systems as there are countries, but from the point of view of structure and control, they tend to fall into two main extreme groups, namely, centralised systems and decentralised systems.

In highly centralised systems, control and direction are exercised from a central government headquarters, the Minister of Education being responsible for practically all aspects of education, whether they be co-ordination, compulsory school attendance and finance, or curricula, syllabuses, methods and examinations.

2.4.2 Commission reports on the control of education in South Africa

Many commissions in the 19th and 20th centuries investigated the problem of divided control of education in South Africa and the absence of any kind of national policy in education has been deplored time and again. The position in which university, technical and vocation education fall under central government control and secondary education is under provincial control, caused a great deal of unnecessary waste of time, money and human energy. Many attempts were made to draw a satisfactory line between provincial and central government responsibility in education, without success.

As early as 1916, the Provincial Administration Commission under the chairmanship of J W Jagger, recommended that provincial councils be abolished and district councils set up. These were to be entrusted with all the aspects of education under a chief inspector, who would be responsible to the central government (Eyber, Dryer & Versfeld, 1997: 6).

In 1924, the Education Administration Commission, led by JH Hofmeyer, expressed the view that the education work being done was chaotic in its lack of thought-out co-ordination and policy, and that there was a strong tendency for the provinces to drift apart and that a Union Board of Education should be set up with full power to bring all groups into line. This board which was not to supercede the

provinces, would control all education carried on in state and state-aided schools. It would have statutory powers and could not be dismissed by the minister, but only by parliament.

The Universities and Technical Colleges Commission, led by Van den Horst in 1928, recommended that the control of technical colleges should not refer to the provinces as their resources were inadequate to the task. In 1934, the Provincial Finances Commission, led by Roos, recommended that if the provinces could not voluntarily achieve a sound measure of co-ordination, then parliament should enforce it. In 1937, the Union Parliament adopted a resolution to the effect that the government be requested to consider the advisability of establishing a national education board.

The Commission on Technical and Vocational Education, led by De Villiers in 1948, thought that ideally, education should be centrally controlled and administratively decentralised into regions or units.

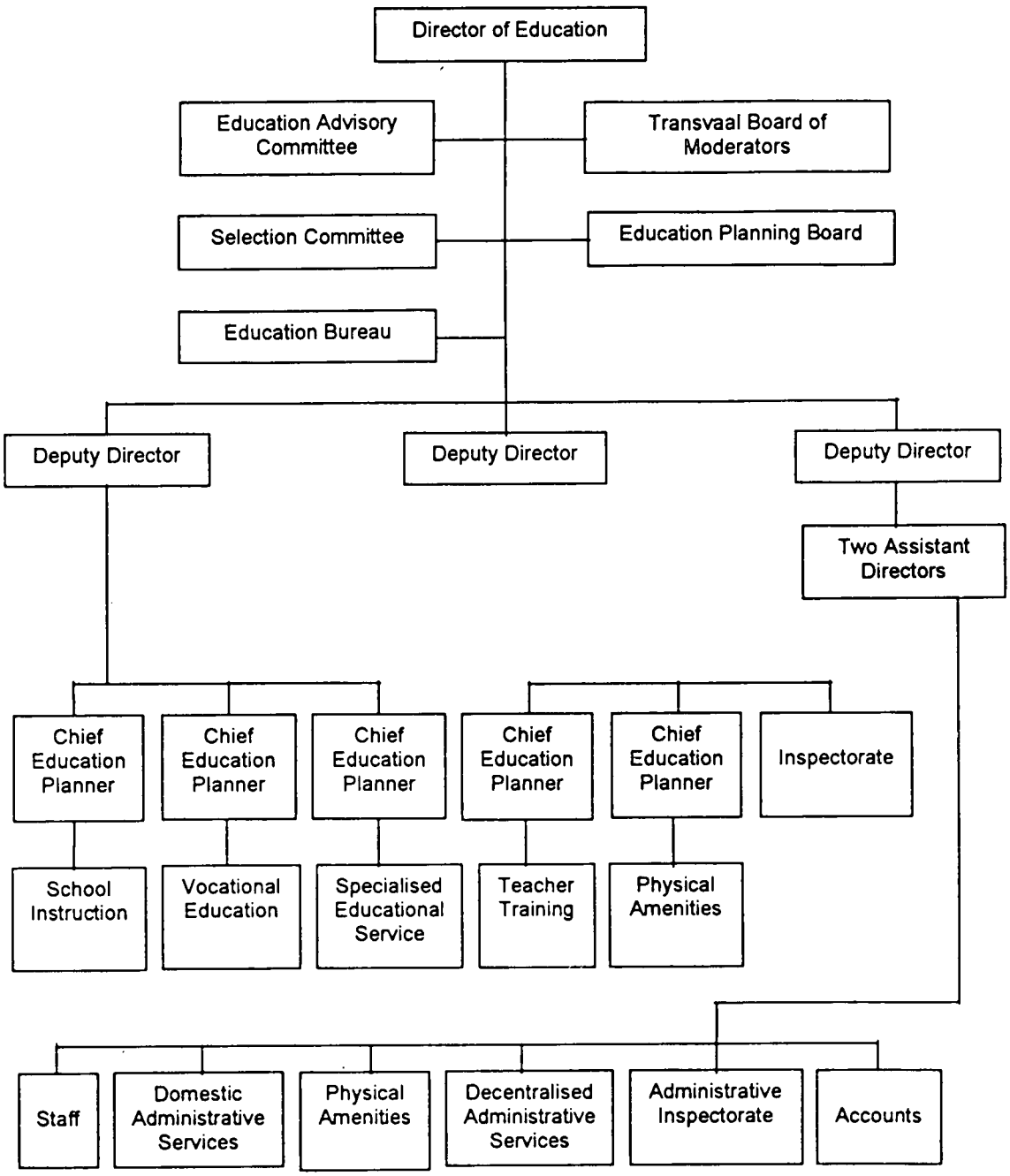
After 1948, new developments took place thus affecting the South African education considerably whereas it was separate and unequal in 1948 (Mncwabe, 1990: 46), it can now be characterised as equal.

2.4.3 Education for white persons in the Transvaal

The organisation of the Department of Education fell into two broad divisions, namely professional and administrative.

Figure 2.1 depicts the organisation of the education of white persons in the Transvaal, after the Education Ordinance of 1953.

Figure 2.1 Transvaal Education Department functional organisation



Vos and Brits (1990: 73).

2.4.3.1 Professional division

Two Deputy-Directors would provide advice in respect of the professional aspects of the Department's commitments. One would be concerned with instructional matters in schools up to the grade 12 level. There would be three divisions under his control, each under a Chief Education Planner. The first would embrace nursery school education; primary and secondary school education.

The second Chief Education Planner would be in charge of vocational education, while the third was head of the division which provides specialised services, e.g. school psychological services and vocational guidance.

A second Deputy Director had one Chief Education Planner in charge of the training of teachers and another in charge of a division concerned with physical amenities such as buildings, grounds and books. Under this division was, also, the division of school inspection (Dekker & Van Schalkwyk, 1995: 487.

2.4.3.2 Administrative division

Official organs of administration are responsible for the first stage in the execution or implementation of legislation. The main and indeed, the all inclusive task of educational administration can be seen as the interpretation and detailed specification of enactments of legislatures in order to supply education practice with useful and necessary guidelines. Seen from this angle, legislation and implementation are a single continuous unbroken process in which the rulings become ever more detailed (Vos & Brits, 1990: 71).

In charge of the administrative branch, was a deputy-director. This was an administrative officer with a non-professional staff who formed part of the provincial administrative services. This deputy-director was assisted by several assistant-directors and a wide range of administrative officials.

2.4.4 Education for black persons in the Transvaal

Separate schools for the different culture groups in South Africa were a natural development that resulted from the fact that groups tended to reside separately. Where residential segregation did not exist, there was a tendency towards integrated schools. This tendency came to be regarded by the authorities as the unnatural result of practical circumstances. The general attitude developed that the original natural differentiation according to culture ought to be maintained.

Since the 20th century all governments and all educational authorities in the different regions in South Africa agreed on this point. Unfortunately the differentiation also led to discrimination. The provision for education for white persons received priority mainly because they attached greater value to education than the non-white persons (Harmse, Du Toit, Broeksma, 1994: 16).

Mncwabe (1990: 9) maintains that the inequalities between people are economically based, but in South Africa the racial factor dominated all other factors.

2.4.4.1 The period between 1900 to 1938

Education for black South Africans did not begin with the arrival of Europeans in 1652, but dates from before the first settlers arrived in the country. However, the type of education system that existed was informal and aimed at preparing black people for life within their own environment. With the arrival of Europeans, the environment changed and was accompanied by a need to change education to meet new demands (Nkabinde, 1997: 10).

Prior to the Boer War, German missionaries did a little for the black people, known at that time as the natives of the Transvaal. Missionaries in general were not encouraged and no real education facilities existed for the black people. Dekker and Van Schalkwyk (1995: 456) maintain that the granting of responsible government did not advance the cause of black education, as the majority of the

inhabitants of these northern states were opposed to the education of the black persons.

There were four secondary schools, of which two, Rosettenville and Khaiso were high schools, preparing candidates for the matriculation examination. Lemana and Grace Dieu were boarding schools.

Usually, missionaries set up mission stations. Here is a description of typical missionary activity elsewhere in Africa, which applies to South Africa as well:

> "The initial years were mostly spent in building a church, a school and residential houses for the European priests. The African Christians and their families lived in areas not very far from the mission and regularly came to participate in various activities. They did the construction work and cleared the surrounding area for farming. Gradually a complex emerged in which activities like construction, agriculture, evangelical work, literacy training and nursing sick patients were carried on. Besides, the missionaries also visited nearby villages to extend invitations to chiefs to come to the mission" (Hirji, 1980: 195).

During that time, training colleges had increased to seven in number. One was run by the Roman Catholic Church, Kilnerton being maintained by the Wesleyans, Grace Dieux run by the Church of England and the others run by the Dutch Reformed Church (Hartshorne, 1992: 62).

While education for European children was free, black children in the Transvaal paid school fees. The curriculum was the same as that of the European schools, with a liberal addition of religious instruction. The medium of instruction was usually English. In consequence of the use of a foreign language, the progress of black children at school is exceptionally slow (Le Roux, 1993: 148). The usage of English as a medium of instruction is still recommended by most School Governing Bodies in South Africa, especially in schools attended by black

children. According to Nkabinde (1997: 26) a foreign medium of instruction has made learning for black children more difficult, leading to low pass rates.

The informal education which black persons had offered to their children changed to the formal education, with the arrival of the settlers. Although the missionaries set up mission stations, schools and teacher training colleges, these were not funded by the Government hence black children had to pay school fund. These children had to face also a problem of learning in a foreign language, thus hampering their progress and lowering the pass rate.

2.4.4.2 The post war years (1945-1953)

The 1940's was also a period of important economic growth and change. Between 1939 and 1945 South Africa was fighting in World War II. Because of war shortages local industries developed (Christie, 1991: 51). This brought about a greater degree of urbanisation, and resulted in changes in the economic and social life of all the people. There began a polemic among the white persons of South Africa as to the future position of the non-white persons. Were they to be part of a common integrated westernised society, or were they to be segregated?

In 1949 there was a general election of great significance. The National Party came to power and introduced a policy of separate development. In January 1949 the newly elected Government appointed a commission on Native Education under the chairmanship of Dr. W.W.M. Eiselen. This commission presented its report in 1951. It was one of the most controversial documents on education ever to be produced in South Africa. This report gave rise to the Bantu Education Act No. 47 of 1953.

When the National Party came to power, they had a ready and updated version of Christian National Education (CNE), a narrower philosophy and of wider applicability than the Transvaal version of fifty years earlier (Dekker & Van Schalkwyk, 1995: 456).

The Eiselen commission recommended that Bantu Education should be integrated organically with all other state efforts designed to raise the level of Bantu life. To secure efficient co-ordination of planning, it (Bantu Education) should be removed from provincial control and be administered by a Department of Bantu Education and Bantu communities should gradually take over control from religious bodies (Mathonsi, 1988: 12).

It is worth noting the meaning of the word 'Bantu' as described by Heese and Badenhorst. The word 'Bantu' in the Nguni group of languages such as Zulu, Xhosa, and Ndebele means people (Heese & Badenhorst, 1992: 18-19).

Africans usually use the word 'a Bantu' to refer to the people or human race. However, the former government selected the term Bantu as an official term to refer to black persons (Nkabinde, 1997: 5).

Bantu Education, as described by Dekker and Van Schalkwyk (1995: 456) was a deliberately inferior form of basic education that trained black persons exclusively for employment in menial, low-wage positions in a racially structured economy. Education for other racial minorities prepared them for leadership positions, whereas Bantu Education prepared black persons for subservient roles. The resources allocated to Bantu Education encouraged underdevelopment among black persons. This trend, which has been going on for decades, can still be felt in the Northern Province, where the failure rate is very high. There is a shortage of classrooms, most schools do not have electricity and running water.

Bantu Education was meant to replace the traditional missionary schools whose curriculum was criticised for creating inappropriate expectations in the natives, that is expectations that clashed with the type of life in the country (Moodie, 1994: 27). There was a belief that education available to black persons prior to 1953 was alienating them from their communities.

The aim of the Bantu Education was well-articulated in a statement by the then Minister of Native Affairs:

> "It is the policy of my department that (Bantu) education should have its roots entirely in the native areas and in the native environment and native community. There Bantu Education must be able to give itself complete expression and there it will have to perform its real service. The Bantu must be guided to serve in all respects. There is no place in the European community above the level of certain forms of labour. Within his community, however, all doors are open. For that reason it is of no avail for him to receive training that has its aim, absorption in the European community while he cannot and will not be absorbed there,
>
> Up till now he has been subjected to a school system which drew him away from his own community and practically misled him by showing him the green pastures of the European but still did not allow him to graze there. This attitude is not only uneconomic because money is spent on education which has no specific aim, but it is even dishonest to continue with it.
>
> The effect on the Bantu community we find in the much discussed frustration of educated Natives who can find no employment which is acceptable to them. It is abundantly clear that unplanned education creates many problems, disrupts the communal life of the Bantu, and endangers the communal life of the European" (Gerber and Newman, 1980: 62).

According to Herbstein (1992: 38), Bantu Education's aim of negative social engineering was designed to make black school graduates incapable of competing on equal terms with their white counterparts. As a result of this strategy of deliberate inequality, the illiteracy rate is still high in the province of research, there are poorly maintained classrooms, insufficient funding and low teacher morale among the black population.

The proposed Department of Bantu Education was to make provision for a measure of regional division by establishing six regional divisions each with its own regional director and staff administrative and professional assistants. The

divisions into the regions was to ensure that homogeneous population elements were grouped together.

The headquarters of the regions were established in Pretoria, Pietersburg, Pietermaritzburg, Bloemfontein, Umtata and King Williamstown.

Most churches objected to Bantu Education and its implication for mission schools. They believed that it was education for subordination and that it denied black persons the right to participate as equals in areas outside the reserves (Christie, 1991: 87).

In this respect, the Church of Scotland stated that: "we believe that Christian Education policy must seek to prepare members of every social group to assume their full share of adult responsibility in the service of the country" (South African Outlook, April 1955 as cited by Christie 1991: 87).

In implementing the Bantu Education system, three serious problems became apparent. First, there was an ever increasing school population, especially at primary school level. Alongside this incidence of an ever-growing school population, there was yet another problem, namely a high dropout rate, especially in primary schools. The third problem which resulted from the increase in school population was an acute shortage of teachers, particularly in the secondary and teachers training schools (Vos & Brits, 1990: 98).

The introduction of the Christian National Education, followed by the creation of the Department of Bantu Education brought about problems such as:

- inferior type of education received by black persons;
- poor supply of resources;
- high level of illiteracy among black persons, the Northern Province included;
- lack of resources created problem of over-crowding in the classrooms which is still experienced in the Northern Province;

- shortage of teachers, especially secondary schools was also a problem.

All these problems lead to the poor performance of both pupils and teachers.

2.4.4.3 Homeland Department of Education and Culture

The policy of separate development, which created the Homeland Department of Education and culture, created problems as stated in the preceding paragraph (paragraph 2.4.4.2) which led to the decline of the standard of teaching and learning in the Northern Province.

Since the 1960's the government had been developing its homeland policy, which fragmented the African population group into ethnic groups. These ethnic groups formed the basis for ethnic nationalism and homelands through which the government tried to restrict the movement of Africans to 'white' South Africa. People were relocated to homelands (Christie, 1991: 143). Until the 1970's the government policy was to build the secondary schools in the homelands, which were given a certain measure of political and economic independence.

Homelands were divided into two groups:

- Those who accepted total independence like Transkei, Ciskei, Bophutatswana and Venda.
- Those national states who felt that becoming wholly independent was like selling the people's birth right. They were Gazankulu, Lebowa, Kwa-Zulu and Qwaqwa.

Writing about homelands education, De Clerq (1984: 6) maintains that:

> "The past few years have seen a rapid expansion of secondary schooling for Africans which unfortunately wasn't accompanied by a corresponding increase in school budget nor in the supply of qualified teachers.

> This resulted in serious overcrowding of classrooms and a general drop in quality of schooling and in the academic performance".

In 1977 the number of standard ten candidates was 1 876 for the 'White' areas, in the Republic of South Africa with 71% passing the senior certificate examinations. There were 9 216 for the homelands, with a 68% pass rate. By 1981, the candidates for the 'White' areas had increased to 14 447, with a low 56% pass rate. In the homelands there were 44 964 candidates with only 47% of them passing the examination (Christie, 1991: 145). De Clerq points towards the dropping of the standards in education, with the advent of homeland system of education.

According to Hartshorne (1992: 127), after 1972 many homelands and national states took power over partial management of their education. A department of education and culture was established in each of these national states. The department was headed by the black Minister of Education.

The homeland governments, through their respective Departments of Education and Culture, had full control of the everyday administration and running of the schools, including the appointment of teachers, and the provision of building, furniture and equipment. The educational facilities of the black persons thus fell into two main categories:

- Those in White areas under direct control of the Department of Education.
- Those in homelands, which were the responsibility of the homeland Department of Education and Culture (Hartshorne, 1992: 127-131).

Regarding the position of the schools in the homelands, Graham-Brown (1993: 214-215) maintains that in rural areas in the Northern Transvaal, the limitations affect not just the availability and proximity of schools, but also the subjects offered at secondary school level, in particular in the sciences. Most schools do not have laboratories and science teachers.

A large proportion of people cannot make a living out of farming and depend on migrant remittances and a variety of other work. Their land is poor and they live in precarious circumstances. Yet, a large proportion of the so-called community schools with buildings and facilities are mainly financed by the community.

2.4.4.3.1 Control of education in homelands

The administration of the homeland Departments of Education was divided into two categories, namely the administration and professional branches.

- ***Central Control***

The top management of the department comprised of the minister, the secretary, directors and deputy secretaries.

The directors took care of the following divisions:

- Tertiary education
- Control and co-ordination
- Subject advisory services
- Formal and non-formal education
- Liaison services
- Planning section
- Psychological section
- Library services
- Languages services
- General administration
- Personnel administration

- ***Centralised regional control***

The geographical area in which the Department of Education in the homeland provided education, was divided into regions. At the head of each region was a

regional chief inspector, who was responsible for a number of inspection circuits (Annual Report, 1991: 7).

The regions were subdivided into inspection circuits. Each inspection circuit was headed by a circuit inspector, who was assisted by one to three inspectors of education. Each one of the inspectors of education was allotted a number of school (Annual Report, 1993: 6).

2.4.4.3.2 Types of schools

Provision was made for the following types of schools:

- ***State or government schools***

These schools which fell under the direct control of the Department of Education and Culture were fully subsidised. They also comprised of teacher training institutions, vocational schools and schools on government property. Schools of this type were very limited within a homeland (Hunter; Mtombeni, Muthukrishna, Biyela, Steyn, Van Deventer, 1995: 18).

- ***Community schools***

These schools were mainly found on Bantu reserves, trust lands, or proclaimed urban locations within a white area. They were subsidised by the Department of Education and Culture in respect of teachers' salaries, books, buildings and equipment (Hunter *et al.*, 1995: 18).

- ***Farm schools***

These schools were found only on farms owned by white persons, and were established to provide schooling for children of black workers employed on the farms. Black children from neighbouring farms, where no schools existed could be admitted to established farm schools, subject to the consent of the owner of

the farm. A farm school was subsidised by the state, but controlled by the owner of the farm, or a person delegated to take care of the farm, referred to as the school manager (Hartshorne, 1992: 137).

- ***Mine and factory schools***

This type of school was built on the property of the mine or factory and provided schooling for the children of black persons employed at that mine or factory. The school was state-aided and controlled by a school manager appointed by the proprietors of the mine or factory.

- ***Hospital schools***

These schools were established by a hospital or convalescent home and were partly subsidised by the Department of Education and Culture. These schools provided schooling for black children who received medical treatment and were isolated for at least three months.

The Homeland Department of Education, which was assigned the duty of running the education of black persons, was faced with the problem of inadequate classrooms and unavailability of schools in some rural areas. As a result of this shortage, pupils had to travel long distances to get to school. This created further problems of poor performance and school drop-outs.

Various types of schools such as community schools, farm schools, mine and factory schools had to be catered for, thus creating a problem of sharing the scarce resources which disadvantaged the learners even further.

2.4.4.4 Teacher training

Effective teaching depends, among other things such as provision of resources, on the type of training the teacher received. As a result, teacher training will be

discussed in this paragraph, to depict the preparedness of those who received it, to teach effectively.

In 1968 only six teacher training schools were still offering the Lower Primary teacher course, a course of two years duration after Form I (the present standard 6 or Grade 8), restricted to women. According to the Department of Bantu Education (1968: 11) "This course is regarded as inadequate and is to be abolished as soon as is practicable".

The Primary Teachers Certificate course of two years' duration after Form III (the present standard 8 or Grade 10), prepared candidates for teaching all standards in the Primary school.

The Junior Secondary School Teachers Diploma course was introduced in 1968 at institutions such as Hebron and Setotolwane in the Transvaal. This course was designed to equip students for teaching the lower forms of the secondary schools.

Black Universities, like the University of the North, made provision for the Secondary Teacher' Diploma and for University Education Diploma, graduates as well as non-graduates (Hartshorne, 1992: 236-242). Preparing teachers to teach in the secondary schools.

2.4.5 Education for coloured persons after 1963

The coloured persons' Education Act, 1963 (Act 47 of 1963), brought about changes in the education of coloured persons. In 1964 the central government took over from the provinces, the control of education for the group classified as coloured persons. The purpose was to improve drastically the standard and quality of education for this group by setting up a structure that could devote all its attention to making education facilities available and introducing compulsory education for all children of this group. At this stage, compulsory education for these children had already been introduced in the immediate vicinity of six schools in the Cape Province as well as for pupils in Natal. This arrangement was retained by the central government (Harmse, *et al.*, 1994: 5).

An education council for coloured persons was established and inaugurated on 16 January 1964. The function of this council, whose members were all representative of the coloured people, was primarily to advise the government on all matters concerning the education of coloured persons. The Coloured Persons' Representative Council Act, No 52 of 1968 led to the establishment of the Coloured Representative Council for the coloured community. This council would legislate on various matters including education. Its decisions acquired the force of law when approved by the minister of coloured Affairs after consultation with the minister of Finance and the State President (Vos & Brits, 1990: 68).

The member of the Executive responsible for education had a legislative function by virtue of his membership of the representative council and had an executive and policy determining authority by virtue of membership of the executive and delegations by the minister of coloured relation (Venter & Verster, 1994: 90). He could be linked to a cabinet Minister in as far as he had an executive as well as a legislative function and wielded supreme executive power with regard to education.

The administration of coloured Affairs headed by a commissioner of coloured Affairs was responsible for the coloured representative council and its executive. The commissioner of coloured Affairs was thus an intermediate officer between the member of the executive responsible for education and director of education (Vos & Brits, 1990: 55).

2.4.5.1 Local control

Coloured education in the Republic of South Africa was divided into 13 regional councils. The areas of the regional council corresponded to the regional offices, but were not subordinate to them. Each regional office had a representative who was responsible for the administrative educational matters of that region. In order to facilitate parental participation, each school had a school committee. The school committee made recommendations for appointment of teachers (Vos & Brits, 1990: 83).

2.4.5.2 *School pattern*

In 1972 the executive of the coloured representative council decided to adapt the four phase system of education to meet the needs of the coloured people.

2.4.5.2.1 Pre-school education

Pre-school education was supposed to be a voluntary community service undertaken by interested people. Private pre-school institutions were subsidised by the Department of Coloured Affairs.

In 1982, there were 92 subsidised pre-school centres for coloured persons: 81 in the Cape Province, 7 in Natal, 3 in Transvaal and 1 in the Orange Free State. The Athlone Training Centres was then the only centre where pre-school teachers were trained (Vos & Brits, 1990: 93).

2.4.5.2.2 Primary schools

In order to alleviate the problems of the fast growing pupil numbers in the primary schools and the shortage of teachers and buildings, double sessions were instituted as an emergency measure. In this way, two groups of pupils could be accommodated by using the same school facilities and teachers.

The syllabi in the junior and senior primary phases were not differentiated. In the senior primary phase differentiation was restricted to the method of lesson presentation to the various ability groups (Nkabinde, 1997: 12).

2.4.5.2.3 Secondary schools

Coloured children receiving secondary education, that is, standards 6 to 10, increased from 9% in 1957 to more than 14% in 1975. The curricula and syllabi were basically the same as those in schools for white persons.

After 1970 all secondary schools prepared their pupils for the Senior Certificate of the Department of Coloured Affairs. The Senior Certificate complied with all the requirements of the Joint Matriculation Board, to enable students to qualify for university entrance (Vos & Brits, 1990: 94).

2.4.5.2.4 Teacher training

In 1964 there were two ad hoc training schools in the Cape Province. In the Transvaal, a Lower Primary Teachers Course was offered at a training school.

The training schools enrolled students who had completed and passed the Junior Certificate (an equivalent of standard 8 or Grade 10) for a two year training period. At first the nature of the course was general. Later, the course which led to a Lower Primary Teachers Certificate, was redesigned to train teachers for junior primary classes.

The duration of the course was extended to three years and led to the Junior Primary Teachers Certificate in 1977. A post-Junior Certificate course was however regarded as insufficient training for a teacher and was phased out (Harmse *et al.*, 1994: 59-60).

Teacher training for secondary schools was considered to be the function of the universities.

2.4.5.3 Financing of education

Generous grants-in-aid, which include the salaries and allowances of teachers holding officially approved appointments, the cost of furniture and equipment and services such as sanitation, care taking and cleaning of buildings, as well as rental, were paid by the Government.

All primary and secondary schooling was free. After 1969 all pupils in primary and secondary schools were provided with textbooks, stationery and basic equipment free of charge. Money was also provided for school libraries. Contributions that

pupils made were on a voluntary basis. The budget was drawn by the Executive Committee of the Coloured Persons' Representative Council with the assistance of the Administration of Coloured Affairs.

This was submitted to the Minister of Coloured Affairs, who in consultation with the Minister of Finance, decided upon the total amount to be submitted to Parliament for appropriation. Thereafter the Coloured Persons' Representative Council would apportion money for specific services. Unspent balances at the end of the financial year were repaid into the Consolidated Revenue Fund (Harmse, *et al.*, 1994: 23-25).

The coloured persons received better resources compared to the black persons. This placed them in a better position regarding teaching and learning as they had the necessary resources.

2.4.6 Education for Indians from 1965

The Indian population in South Africa is very dense in Kwa-Zulu Natal and highly scattered in the Northern Province. Thus the historical background of their education, will focus on the Indian education country-wide.

2.4.6.1 Control of education

The control of education of Indian persons was done at three levels, namely, central control, the South African Indian Council (SAIC) and local control. These levels of control will be discussed in the paragraphs that follow here-under.

2.4.6.1.1 Central control

As was the case with the other sub-systems of education, Parliament was the central legislative body. The Minister of Indian Affairs had a legislative function by virtue of his membership of Parliament and also executive policy determining authority by virtue of his membership of the Cabinet. The Minister delegated his executive authority in respect of Indian education mainly to the Secretary of Indian

Affairs. The Department of Indian Affairs had a Division of Education under a Director (Venter & Verster, 1994: 96).

In 1965, Parliament passed the Indian Education Act No. 61 of 1965 which provided for the transfer of the control of the education of Indians from the provincial and other education departments to the Department of Indian Affairs, which was created in 1961 (Vos & Brits, 1990: 70).

The main task of the Department of Indian Affairs was to prepare the members of the Indian community to accept, in conformity with the pattern of separate development, a steady increasing say and eventually a measure of self-government in matters such as social welfare, education and local government (Fiat Lux, 1970: 2).

The Division of Education controlled all primary and secondary education in Natal and Transvaal. In the Cape Province a number of Indian children attended coloured schools because of the absence of separate schools for Indians.

2.4.6.1.2 The South African Indian Council

The South African Indian Council (SAIC) was established in 1968, according to the provisions of the South African Indian Councils Act No. 31 of 1968. The council advised the Minister of Indian Affairs on matters concerning the Indian people (Vos & Brits, 1990: 71).

In 1976, the Minister of Indian Affairs made the executive committee of the SAIC responsible for the administration of Indian education. The executive committee became responsible for the building and maintenance of schools, staff matters, the implementation of compulsory education.

2.4.6.1.3 Local control

The Indian Education Act, 1965 (Act 61 of 1965) provided for parent participation in schools affairs in the form of education committees. Statutory education

committees (one per school) would form a link between school and parent. Their functions were mainly supervisory, advisory and relating to fund raising (Vos & Brits, 1990: 92).

2.4.6.1.4 Compulsory education and school attendance

The gradual introduction of free compulsory education for Indians was introduced from 1973. Pupils admitted to class 1 for the first time in 1973 had to remain at school until the end of the year in which they turned 15. The gradual introduction of compulsory education resulted in a progressive drop in the numbers of early school leavers.

2.4.7 The organisation and administration of education for white persons since 1961

The National Advisory Education Council Act, 1962 (Act 86 of 1962) resulted in the establishment of a National Advisory Council (NAEC) with one of its briefs being to determine in consultation with the Department of Education, Arts and Science, the provincial education departments, education bodies and organisations and persons who are concerned with educational matters, the broad fundamental principles of sound education for the country as a whole. Also to promote cooperation generally in the field of education and generally to coordinate educational policy with a view to adapting the education system to the needs of the country. This with due regard to the advisability of maintaining such diversity as circumstances may demand.

During its five years of existence (1963-1967) it presented five reports. In its first report, the council stated that there was a strongly felt need for cooperation among the education departments to bring about a coordinated national education policy for the country as a whole. Largely as a result of the work of the NAEC and its collaboration with the Bureau of Educational and Social Research (now the HSRC), the post-1967 educational changes in terms of Act 39 and 41 of 1967 came about (Venter & Verster, 1994: 113-114).

2.4.7.1 The National Education Policy Act, 1967 (Act 39 of 1967)

In accordance with this Act, the Minister of National Education was responsible for policy formulation as regards education within the confines of the following ten principles:

- Education in State and State-supported schools must have a Christian character.
- Education must have a broad national character.
- The education must be in the mother tongue.
- Conditions of compulsory school attendance must be uniform throughout.
- Education in State schools must be free.
- Education must be differentiated in accordance with the ability and aptitude shown by the pupils, and the needs of the country.
- There must be national coordination with regard to syllabi, courses, examination standards, research and planning.
- The parent community should be accorded a place in the education system.
- Recommendations by officially registered teacher associations must be considered in educational planning.
- Service conditions and salary scales for teachers should be uniform (Vos & Brits, 1990: 69).

The first six principles are key statements for understanding the basic assumptions of white education. The Act is quite open about Christian National World View (Christie, 1991: 176). While white persons received free education in their mother tongue, black children had to pay school fees and even e taught through a medium f instruction other than their mother tongue. This placed them at a disadvantage. Their abilities taken into consideration ensured good performance in their line of study.

According to Dekker & van Schalkwyk (1995: 464-465), education in schools should have a Christian character founded on the Bible and imprinted through religious instruction as a compulsory non-examination subject and through the spirit and manner in which all teaching and education, as well as administration and organisation are conducted. The religious convictions of the parents and pupils were to be respected with regard to religious instruction and religious ceremonies. This created balance in the minds of the pupils as their family religion was carried forward at school.

2.4.7.2 The Advanced Technical Education Act, 1967 (Act 40 of 1967)

This Act made it possible for the establishment of advanced technical education. The Cape Technical College, Natal Technical College, Pretoria Technical College and the Witwatersrand Technical College were declared under the Act to be placed on higher education. This Act placed technical education which was not of a secondary school level at the post-secondary level (Venter & Verster, 1994: 118).

2.4.7.3 The National Education Policy Amendment Act, 1969 (Act 73 of 1969)

This Act brought about changes and new provisions to the National Education Policy Act of 1967. This amended Act provided, *inter alia*, a legal basis for teacher training. According to this Act, secondary school teachers were to be trained at universities. Primary and pre-primary school teachers were trained at provincial teacher training colleges or universities until such time as such training at a college or university could be undertaken in close cooperation with each other (Vos & Brits, 1990: 70).

The Acts of 1967 and 1969 brought about a rationalisation of the national education system for white persons. The provinces were given control of primary and secondary education whilst advanced technical education fell under the control of the Department of National Education (Venter & Verster, 1994: 120).

2.4.7.4 Control of education

The Minister of National Education was the supreme policy determiner and executive authority of white education in South Africa. Education for white persons was divided into five education departments, namely one central or state department and four provincial departments.

2.4.7.4.1 Department of National Education

The Department of National Education was headed by a Minister of National Education, who was directly responsible to Parliament. The Secretary of National Education was the Chief Permanent Executive Officer of this Department and was directly responsible to the Minister.

This Department of National Education was headed by a Minister of National Education, who was directly responsible to Parliament. The Secretary of National Education was the Chief Permanent Executive Officer of this Department and was directly responsible to the Minister. This Department was divided into two main branches, namely, University Affairs Branch and an Education Branch. Each of these two branches was headed by a permanent executive director. The University Affairs Branch controlled all tertiary education institutions for white persons, while the Educational Branch controlled state institutions, state-aided institutions and state-registered private institutions (Venter & Verster, 1994: 125).

2.4.7.4.2 Provincial education departments

In performing his task at provincial level, the Minister of National Education was assisted by the National Education Council (NEC), the Administrators of provinces, the Committee of Heads of Education and the Committee of University Heads. The Provincial Council, which was subject to parliamentary legislation, was the highest legislative body in the province. Provincial councils and provincial education departments were obliged to comply with the ten principles of education as set out in the National Education Policy of 1967 (Vos & Brits, 1990: 78-79).

At the head of each province was an administrator who was also chairman of the Executive Committee of the province and was as such, the chief executive officer regarding education. The Administrator had the final say in the administration of the province (Venter & Verster, 1994: 129).

The provincial education departments were responsible for pre-primary, primary and secondary school education, the education of the mentally retarded, delinquents and the training of teachers for primary schools at provincial teacher training colleges (Vos & Brits, 1990: 79).

2.4.7.4.3 Local control

Responsibility for the local control of schools was placed upon the school committees which were elected by the parents of the school. The principal was the ex officio member of the school committee (Vos & Brits, 1990: 80).

2.4.7.4.4 School systems

When legislation is put into practice, various kinds of institutions come into being, no matter whether legislation provides specifically for certain types of institutions or merely decrees that certain kinds of education shall or may be given. In both cases institutions come into being according to a pattern peculiar to the cultural community concerned. In normal circumstances, the school system more or less complies with a community's ideals and meets its immediate needs for organised education. Educational development, then, correlates to at least some extent with a people's general cultural development. But to the extent to which correlation is lacking, problems will inevitably arise (Vos & Brits, 1990: 83).

Educational institutions in every community differ according to the kind of education they offer. Each community has its own particular institutional pattern which is determined by the various educational needs and requirements of individual pupils and individual communities.

As a community develops, the range of pupil differences for which the schools must cater, increases. A community which is more developed economically and industrially requires a greater variety of technical, commercial and other vocationally inclined courses than a less industrialised community.

- ***The school pattern***

In the Republic of South Africa, the white community was, throughout the decades, more sophisticated than the Indian, Coloured and black communities and its educational needs were accordingly more divergent and complex. The subjects offered at their schools, such as technical subjects created a need for resources to be provided. Funding was thus increased to cater for such diversity of subjects.

Education for White children in the Republic of South Africa was compulsory for a ten-year period. White children attended school from the beginning of the school year in which the age of seven was attained until the end of the year in which the pupils reached the age of sixteen. As a result, provision had to be made for all possible types of normal and abnormal children. Provision had to be made for a great variety of individual differences and intellectual abilities. In order to meet these demands, the system was divided into voluntary pre-primary, compulsory primary, partly compulsory secondary and voluntary tertiary level (Vos & Brits, 1990: 89).

- ***Pre-primary school***

In 1969, the Minister of National Education declared that pre-primary schools fall under the authority of the provincial administration, that children may attend these institutions from the age of three until they had reached the age of six years; that a programme of planned educational activities should be followed but that no formal reading, writing or arithmetic should be taught; and that all pre-primary institutions are open to inspection by inspectors of the provincial education departments (Venter & Verster, 1994: 120).

- ***Primary school***

The junior primary phase handled the first three years of formal schooling. The senior primary phase catered for children from standard 2 to standard 4. Physically, standard 5 was accommodated in the primary school, although it was the first standard of the junior secondary phase of the secondary school.

Class teaching was done in the junior primary phase, followed by the gradual introduction of subject teaching in the senior primary phase (Dekker & Van Schalkwyk, 1995: 475).

According to Christie (1991: 114-120) primary school classes have on the whole been large. In urban areas classes of 35 and more were not uncommon. In the Transvaal, the teacher pupil ratio was 1:27,9 in 1968.

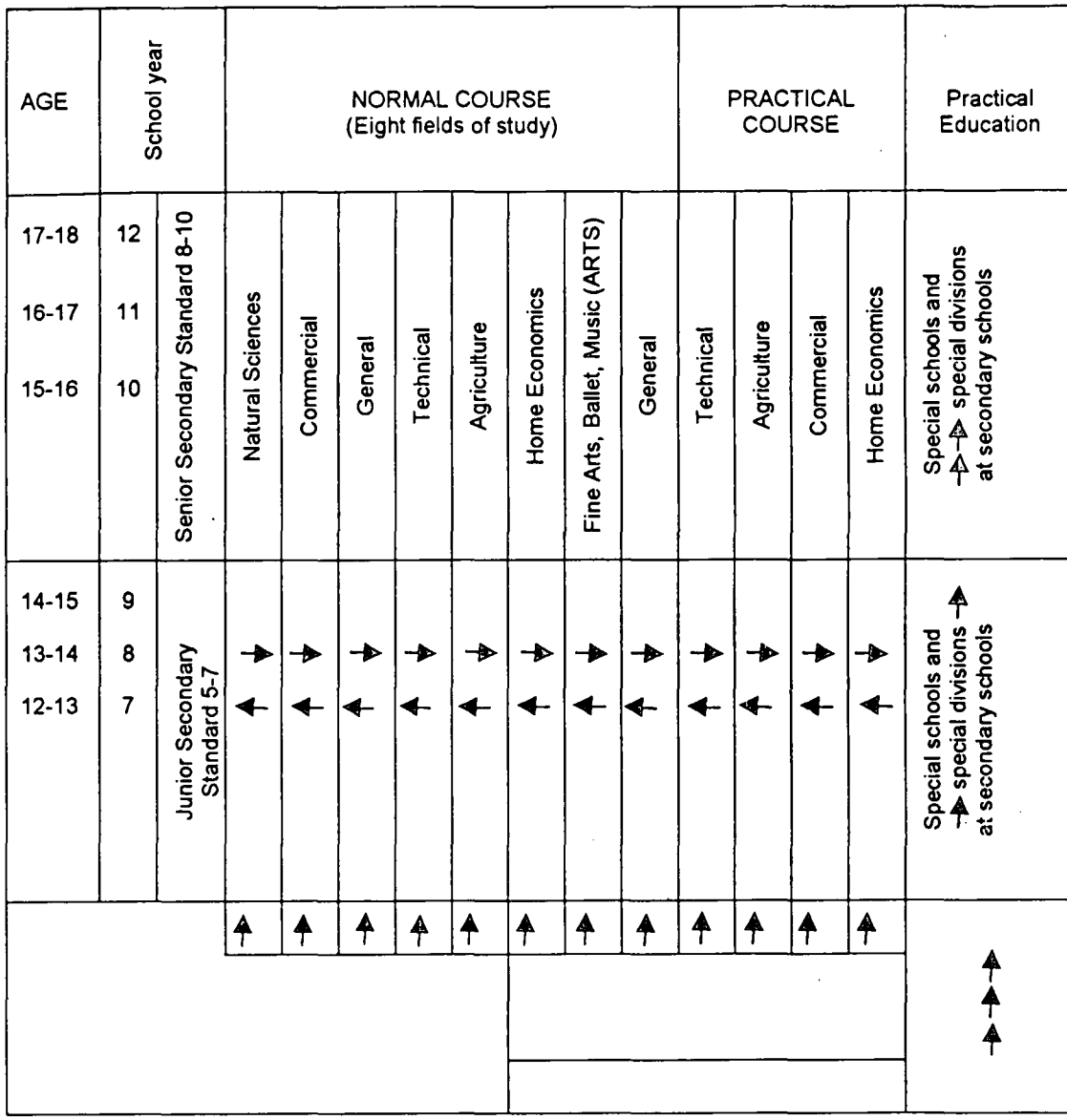
Promotion from standard to standard and from primary school to secondary school depended on physical, psychological and emotional factors and not exclusively on intellectual attainment.

- ***Secondary education***

According to Vos & Brits (1990: 90-91) the children were usually thirteen or fourteen years of age when they started attending secondary school. The syllabus content of each subject was fixed and was the same for all normal children. Differentiation was normally restricted to the method of teaching. For pupils who could not derive sufficient benefit from the courses normally provided, a practical course with a vocational bias was available.

- The senior secondary phase comprised the last three years of secondary education, in which a child prepared for the senior certificate or matriculation certificate. At this stage, provision was made for field-directed study courses such as agriculture, arts, commerce, general, home economics, humanities, natural sciences and technical courses. Figure 2.2 below, shows different study courses that could be followed at secondary school.

Figure 2.2 Differentiated secondary education since 1973



Vos and Brits (1990: 92).

▣ *School and classes for mentally handicapped children*

Vos & Brits (1990: 91) point out that in the Transvaal, mentally handicapped children under the age of thirteen years of age were placed in special classes attached to ordinary primary schools, and those over that age in special schools.

Medium of instruction

Mother tongue instruction, either English or Afrikaans, was compulsory for all children in all schools up to and including standard 8. It was the duty of the principal to ascertain a child's language proficiency when he was first admitted to school. In cases where a child was equally fluent in both official languages, or did not have an official language as a mother tongue, the parents were free to choose one official language in which the child would be taught. Parents of standard 9 and 10 children were also free to choose a medium of instruction for their children (Dekker & Van Schalkwyk, 1995: 458).

Teacher training

The National Education Policy Amendment Act, 1969 (Act 73 of 1969) brought about some changes in the field of teacher training. The following were decreed by the act:

- The training of white persons as teachers for secondary schools would be provided at university level only.
- The training of white persons as teachers for primary and pre-primary would be provided at a college or university, but on condition that the college and the university worked in close cooperation with each other.
- The Minister of National Education would appoint a National Education Council to advise him on the general policy to be followed regarding education, including teacher training.

The entrance qualification for teacher training was the senior certificate. The prospective student teacher who intended enrolling for an approved degree at a university would be admitted only if they had matriculation exemption (Venter & Verster, 1994: 126-127).

At the teacher training institutions, much attention was given to practice teaching. Students were given a greater opportunity to observe the principles of didactics

and child psychology as taught in the colleges being put into practice, and to enable students to apply these by active participation, and by taking on responsibilities.

The traditional critique lesson was replaced by a system in which the visits of lecturers to schools will be reduced and the schools themselves will undertake more responsibility for the practical teacher-training. The staff allocation was based on 13 to 14 students per lecturer. This was done to ensure closer contact between lecturer and student, and to enable the lecturers to help in the personal development of each student. The aim, in teacher training, was to inculcate a spirit of patriotism, loyalty and responsibility towards the fatherland and its inhabitants and to achieve a sense of unity in a spirit of cooperation (Government Gazette, June 1975: 15).

Control of education whose imbalance was created by the emergence of various departments of education was not properly managed. Teacher training was also not controlled in the manner thus training of the black teachers was not adequate.

2.5 EDUCATION IN THE 1990's

In 1991, the Educational Renewal Strategy (ERS) was released by government education experts. The report called for major changes in black education such as a non-racial education for all South African pupils. The proposal was supported by government officials such as Mr. Jack Rabie, Chairman of the Ministers' Council in the House of Representatives, who stated: "We are moving towards one education department" (Nkabinde, 1997 10). The new system of education would be consistent with the unitary, non-racial and democratic principles (Nkomo, 1990 309).

The Education Renewal Strategy was aimed at maintaining national unity while providing for particular religious, language and cultural needs. Even though certain aspects of the proposal were criticised, they represented a great shift from discrimination in education, as well as a move towards a more equitable consideration for all (Education Renewal Strategy, 1991: 20-22). One of the

positive recommendations mentioned was the introduction of compulsory, free education.

The 1994 general elections in South Africa brought about significant changes in the educational system. These democratic elections marked an era of hope, coupled with the belief that after years of deprivation, change would emerge (Nkabinde, 1997: 216). A process of social and economic improvement known as Reconstruction and Development Program (RDP) was put in place. According to Brent (1996: 113), the program was criticised for slow delivery. Brent further argued that better education has the most direct link to future growth and development. The Department of National Education was created, at the head of which is the Minister of Education.

In his message in the White Paper on Education and Training (1995), the then Minister of Education, Professor S M E Bengu, stated that:

> "South Africa has never had a truly national system of education and training, and it does not have one yet. This policy document describes the process of transformation in education and training which will bring into being a system serving all our people, our new democracy, and our Reconstruction and Development Programme" (Government Gazette, 1995: 5).

The integration of various education departments was announced in 1995. Under a new regulation, all of South Africa's students were to be taught under a single education system, regardless of race (Nkabinde, 1997: 165).

According to the Government Gazette (1995: 17) the government has the mandate to plan the development of the education and training system for the benefit of the country and its people as a whole. The challenge that the government faces is to create a system that will fulfill the vision to 'open the doors' of learning and culture for all. Through the single ministry that was announced in

1995, the government had a task ahead: consolidating the former departments of education.

Until 1994, South Africa had fifteen different Ministries of Education: four in the "independent" homelands, six in the self-governing territories (that is the non-independent homelands) one Education and Training (catering for black persons outside the homelands), one in each of the three tri-cameral houses of parliament (catering for white, coloured and Indian persons respectively), and one for the Department of National Education (DNE) which was responsible for coordination and establishing countrywide norms and standards" (Hunter *et al.*, 1995: 15).

It was the task of the Member of the Executive Council (MEC) for Education, to consolidate the departments of education existing within the province, to form one education department for that particular province.

The Northern Province, around which this study revolves, had to inherit and consolidate the following departments of education:

- Lebowa Department of Education,
- Gazankulu Department of Education,
- Venda Department of Education,
- Department of Education and Training - there were schools in this area, which were governed by this department,
- Transvaal Education Department - school for white persons fell under this department,
- House of Delegates,
- House of Representatives.

The provincial Departments of Education would be partners of the national department as they would be responsible for developing the new provincially based information system for all education except technikons and universities.

The hierarchy in the Northern Province Department of Education is as follows:

- At the head of the Department is the Member of the Executive council (MEC) who is the political head.
- The Superintendent General (SG), answerable to the MEC is the professional head of the Department.
- The Deputy Director General reports to the Superintendent General.
- Five Chief Directors are responsible to the Deputy Director General for Professional Services.
- There are two Directors in Administration, answering directly to the Deputy Director (Administration).
- Seven Regional Directors, each heading a region, are responsible to the Chief Directors, for purposes of control, each region is divided into five or six areas. At the head of each area there is an area manager who answers directly to the Regional Director.
- Each area is divided into three to five circuits, depending on the number of schools within that area. The head of the circuit is the circuit manager who controls a number of schools assigned to his circuit. Principals of schools answer directly to the circuit manager.

2.5.1 The inherited models of school ownership

Through inheriting the departments of education as stated in the previous paragraph, the Northern Province was also faced with different types of schools.

2.5.1.1 State schools

Although the state provided the bulk of the money for schooling, most schools were not state (public) schools. 'State schools' were those schools that were owned and funded by the state; they often charged school fees, but those were not legally enforceable and the schools did not depend on them for necessities such as teachers' salaries, textbooks, stationery, chalk or cleaning materials, or for library and laboratory facilities (Hunter *et al.*, 1995: 16).

Table 2.1 shows the number of schools of different types which existed in the former education departments, together with their enrolments. The table has its limitations since not all figures are for the same year and are thus not directly comparable. Nonetheless, it gives an overview of the pattern of school ownership that was inherited by the Provinces.

Table 2.1 Number of schools and enrolment in the former education departments (1992, unless otherwise indicated)

	STATE SCHOOLS		COMMUNITY SCHOOLS		MODEL C SCHOOLS		OTHER STATE-AIDED SCHOOLS		PRIVATE SCHOOLS		TOTAL	
	No. Of schools	Enrolment	No. Of schools	Enrolment	No. Of schools	Enrolment	No. Of schools	Enrolment	No. Of schools	Enrolment	No. Of schools	Enrolment
HOA	129	4 560	-		1 860	866 900	-		278	64 446	2 267	976 976
HOD	415	233 923	-		-		38	8 882	6	1 756	459	244 561
HOR	1 104	769 216	-		-		894	105 893	16	3 132	2 014	878 241
DET	2 307	1 965 376	-		-		5 851	526 491	105	35 976	8 263	2 527 843
Qwaqwa1	137	105 966	1	1 030			-		-		138	106 996
Lebowa1	8	8 301	1 717	909 580			12	6 831	14	4 332	1 751	929 044
Gazankulu1	48	38 412	436	280 213			1	43	-		485	318 667
KwaZulu1	21	11 063	2 994	1 525 742			12	1 205	6	2 861	85 033	1 540 871
KaNgwane1	55										278	226 809
KwaNdebele1	3										216	141 126
Ciskei1	519	201 613	204	71 763			5	470	1	393	729	274 239
Venda1	125	61 533	536	181 659			-		4	837	665	244 029
Transkei1	3 351	1 184 781	2	323			43	9 292	14	5 617	3 410	1 200 013
Bophuthatswana1	64	34 889	1 374	551 525			3	1 105	13	4 514	1 454	592 033
TOTAL	**8 278**	**4 694 975**	**7 669**	**3 828 596**	**1 860**	**866 900**	**6 884**	**667 609**	**457**	**12 386**	**25 162**	**10 201 448**

1992 Figures: HSRC; Edusource; Personal communication with individual departments (Hunter *et al.*, 1995: 17).

The table shows that in only five of the former departments which controlled education did the state schools outnumber non-state schools (Transkei, Ciskei, Qwaqwa, and the department of the Houses of Representatives and Delegates). About 40% of these state schools were in the former Transkei and the overwhelming majority of these were former community schools (Hunter *et al.*, 1995: 16).

The level of funding varied considerably, from the poor schools in the rural areas to the relatively well-resourced schools of the former Houses of Assembly, Delegates and Representatives. The varying level of funding creates a problem where the less-resourced school performs poorly while its counterpart which is well funded has high performance. Northern Province, which inherited three homelands, was affected by the imbalance in funding of schools.

2.5.1.2 Community schools

These schools were the dominant type in the former homelands. In the rural areas, community schools were built and maintained by communities. The community would receive a subsidy on completion of a building depending on the availability of funds. In the urban area, community schools were built by the state.

As far as operating expenses were concerned, the government generally paid for teachers' salaries, textbooks and stationery. In the province of research in 1999, not enough stationery was supplied to schools. Learners were expected to share, as there were no funds from the Department, to buy books. All other expenses were borne by the school community. Under these conditions, it would be hard for schools to attract qualified teachers and consequently education of an inferior quality was offered.

The vast majority of schools in the rural areas were extremely poorly resourced in terms of buildings, equipment, books and other learning resources, and in access to basic infrastructure such as electricity, running water and telecommunications. Children usually walked long distances to get to schools, class sizes of seventy learners or more were not uncommon (Hartshorne, 1992: 126-129).

2.5.1.3 Farm schools

These were schools built on private farms, catering largely for the children of black farm-workers and they were under the jurisdiction of the Department of Education and Training.

The Bantu Education Act of 1953 originally envisaged that farm schools would be established and maintained for the purpose of educating the children of farm-workers on the respective farm. Until as late as 1994, other children could attend a farm school, only with the assent of the Director-General of the Department of Education and Training (Hunter *et al.*, 1995: 20).

Farm schools belonged to the farmers on whose farms they were established, but the farmers received a subsidy amounting to 100% of building costs and 50% of the maintenance costs. Costs of school furniture, teachers' salaries, stationery and textbooks were paid by the state.

Farm schools depended on the willingness of private farmers to maintain schools on their farms. The farmers' control over the schools meant that children who lived on the farms were available to work for farmers, who had the right to remove them from school whenever they wished (Hartshorne, 1992: 137).

2.5.1.4 Model C schools

In 1992, most of the state schools for white persons - the best resourced and best staffed, were told by the government of the day that state funding of the schools would be cut. For them to maintain their existing level of funding the parents had to take over part of the financial burden. This was done by converting the schools into "Model C" schools. At these schools the state pays for salaries of teachers according to a fixed learner-teacher ratio (Dekker & Van Schalkwyk, 1995: 473). The introduction of the "Model C" system seems to have increased parental participation in the affairs of the schools. Ironically most of the teachers at black schools in the rural areas send their children to these "Model C" schools, which

are currently referred to as public schools. Nasson & Samuel (1990: 37) maintain that in South Africa there is both a quantity and a quality deficiency of teachers. This is especially true of the African population where a high teacher-pupil ratio is combined with a serious quality deficiency in respect of the majority of teachers. The pattern is a vicious circle of poorly qualified teachers producing poorly qualified pupils who in turn go on to produce poorly qualified teachers. Hence the influx to "Model C" schools.

2.5.1.5 Private or independent schools

Private or independent schools are also types of schools found within the Northern Province. Private schools must register with the education department and must comply with certain minimum conditions for registration. These conditions include, among others, that the schools should comply with the approved curricula, approved school day, school week, school calendar; minimum qualification requirements for teaching staff, school buildings and grounds and a minimum number of learners to be enrolled at all times. Governance of private schools rests on the owners who could be private individuals, companies, trusts or churches (Hunter *et al.*, 1995: 22).

2.5.2 Developments since 1994

Since April 1994, the various provinces started working very hard to create new administrations and governance structures as part of the process of establishing new provincial education departments. Schools, country wide, Northern Province included, are now (in 1999) run according to the South African School Act (SASA). The province also aligns itself with the constitution of the country.

Section 31 of the Constitution expresses the right to education in these terms:

- Every person shall have the right:
  - to basic education and to equal access to educational institutions,
  - to instruction in the language of his or her choice where this is

reasonably practicable,

- to establish, where practicable, educational institutions based on a common culture, language or religion, provided that there shall be no discrimination on the ground of race (Government Gazette, March 1995: 40).

Regarding religion, the Northern Province is in line with the national constitution stated, thus:

- Every person shall have the right to freedom of conscience, religion, thought, belief and opinion.
- Religious observances may be conducted at state or state-aided institutions under rules established by an appropriate authority for that purpose, provided that such religious observances are conducted on an equitable basis and attendance at them is free and voluntary (Hunter *et al.*, 1995: 34).

The different types of schools depicted above show a disparity in the funding and provision of resources. Majority of schools in the Northern Province, where there is a problem of high failure rate, are community schools (paragraph 2.5.1.2) which are under-resourced.

2.6 CONCLUSION

Change is not easy, and it is always accompanied by fear of the unknown. The post-apartheid era brings with it unrealistic expectations as well as realistic challenges. In the midst of drastic changes currently taking place in South Africa, immense practical problems remain unsolved in black schools. Much work is still to be done in order to meet the educational needs (Nkabinde, 1997: 217).

Teachers, parents, students and professionals from various fields have an important role to play. Major educational transformation requires realistic and financially sound innovative solutions.

Bantu education can be blamed for the current educational inefficiencies, but the responsibility for redressing the past lies squarely on the shoulders of all South Africans.

The arrival of Jan van Riebeeck and his entourage in 1652, marked the beginning of formal education in South Africa. Pre-colonial education for the indigenous people in South Africa was informal because societal values were orally passed from generation to generation. Indigenous education included education about attitudes, values, behaviour, religion and economic matters (Venter & Verster: 1994: 81).

Corby (1990: 34) points out that the goals of traditional African education in South Africa indicated that education was meant to enhance moral values, provide vocational training, inculcate codes of behaviour and give spiritual and cognitive foundations to individuals.

During the past centuries much change has taken place. In such changes both the life patterns of humanity and education itself have played a role in reshaping society. Changes occurred in the organisation and control of education departments, even the naming of the departments was affected, for example, Department of Native Affairs, Department of Bantu Education, Department of Education and Training, Department of Education and Culture (in the case of Homelands). These also brought about changes of attitude in the people.

Throughout the years, standards of education have gone up, in some cases, picked up by the advancement in technology such as the usage of computers. On the other hand, in some cases the standards have dropped tremendously, also pulling down the performance of learners, as evidenced by the high failure rate in grade 12.

The historical background as depicted in this chapter indicates how the education in South Africa and in the Northern Province in particular was affected by a number of factors such as supply of resources, management of education through

the various homelands, and the type of training received by teachers. Thus there are many contributory factors towards the high failure rate, which started as far back as the days of the Settlers.

The system of education in South Africa between 1976 and 2000, will be discussed in chapter three of this study. This will further help to give answers to the research question.

CHAPTER THREE

THE EDUCATION SYSTEM IN SOUTH AFRICA

3.1 INTRODUCTION

This chapter attempts to outline the system of education as it prevailed in South Africa and in the province of research (Northern Province) between 1976 and 2000.

The historical background of education in South Africa has already been outlined in chapter two, thus making it possible for one to understand the circumstances surrounding the education system in South Africa, as outlined in this chapter. The education system of a country has an impact on the results of the children learning under the circumstances created by such a system, hence the importance of this chapter.

The education system consists of a variety of social structures, each of which is responsible for a particular aspect of education. These structures, jointly, provide for general and particular educational needs of a community according to a particular purpose or plan. This chapter will further form a basis for understanding the problems prevailing in schools, as will be discussed in chapter four of this study.

Although each social structure functions independently, it does, at the same time operate in unison with the rest of the structures. It is also dependent on the functioning of the other structures and together they work towards attaining a common goal. The relation between the school, the state, parent bodies, churches, commerce and cultural and sporting bodies clearly depicts the interdependence of these social structures.

Dekker and Van Schalkwyk (1995: 3) point out that the education system is marked

by certain universal and unchanging characteristics which have to be adapted to suit different situations.

Venter and Verster (1994: 1) point out that the indigenous system of education in South Africa, as in other parts of Africa, is as old as the people themselves. Venter and Verster (1994: 1) concur with Vos and Brits (1990: 31) that an educational system does not appear overnight, but develops gradually as do other societal relationships such as the state, the family and the church.

According to Vos and Brits (1990: 35) the education system is an interrelated structure or relationship, and integral part, therefore, of the culture of a community with which it is totally involved. The school, founded within a community, draws one of its components (learners) from the community.

The problem of high failure rate in the Northern Province is very serious. To be able to understand it better, the system of education as prevailing in the province will be dealt with in conjunction with the system of education in South Africa, as Northern Province is a part thereof.

The following aspects will be investigated in this chapter, in order to give a clear picture of the possible causes of high failure in the Northern Province:

- components of the education system;
- education policy in the Northern Province;
- financing and control of education.

3.2 COMPONENTS OF THE EDUCATIONAL SYSTEM

The primary task of the education system is the provision and implementation of education. To ensure efficient operation of the educational institutions there has to be management done by the education system's managerial bodies on the central, regional and logical levels, and internally by its own managerial staff (institutional

management such as school, college or university management).

The educational institutions only occur on the local or implementation level of the education system. They are the structures responsible for carrying out the functions of the education system.

3.2.1 Managerial and administrative structures

According to Vos and Brits (1990: 32-33) the various management and administrative structures, each with its own specific tasks and the kind of management necessary for effective realisation of that task, belong to one or other of the following categories of functions, namely:

- general educational management functions, and
- particular educational management functions.

The South African education system, of which the Northern Province ultimately formed part, can be outlined as follows:

- Structures with general managerial and administrative functions:
- State departments of education
- Provincial departments of education
- Regional councils
- Local management councils
- Educational institutions.

Structures with particular managerial and administrative functions:

- Educational policy making structures
- Educational advisory and co-ordinating structures
- Planning bodies
- Bodies for educational control

- Bodies for control of examinations and for certification
- Educational registration bodies
- Professional councils for education (Dekker and van Schalkwyk, 1995: 442)

3.2.1.1 Structures with general managerial functions

The most important managerial bodies with general managerial and administrative tasks in the Republic of South Africa prior to 1994 will be discussed.

3.2.1.1.1 State departments of education

The following departments of education were discussed in chapter two of this study:

- The Department of Education and Training (catered for Black learners)
- The Department of Education and Culture (catered for white learners)
- The Department of Education and Culture: House of Delegates (catered for Asian learners)
- The Department of Education and Culture: House of Representatives (catered for Coloured learners).

3.2.1.1.2 Provincial departments of education

Vos and Brits (1990: 79) point out that, with a view to retaining the distinctive character of education for white persons in every province, its management and provision have devolved to the executive provincial departments of education. The activities of the Transvaal Education departments were divided into the following sections:

- school instruction and everything pertaining to this,
- teaching staff and administration thereof,
- teacher training.

3.2.1.1.3 Regional offices of the Department of Education

The functions of the regional offices were to ensure the effective functioning of schools in a region, to handle staff matters, to provide guidance services to learners, to provide administrative services and to supply services for socio-cultural developments.

3.2.1.1.4 Internal Management of educational institutions

The differentiated educational institutions are those components of the education system which undertake the functional activities for which an educational system has been primarily established. The managerial and administrative patterns that the education system has at its disposal, manage the education system as a whole in order to actualise a policy of education.

The educational institutions form part of the educational system and are managed by the managerial and administrative mechanisms of the education system, that is the external management of institutions. The internal management of the institutions must take place in accordance with the external managerial arrangements of the education system (Dekker & Van Schalkwyk, 1995: 3).

3.2.1.2 Structures with particular managerial functions

The following categories of managerial bodies were regarded as the most important in the South African co-ordinating system:

- educational advisory and co-ordinating structures
- educational planning bodies
- educational controlling bodies
- examination and certification bodies
- teacher registration bodies

- professional councils for education.

3.2.2 The educational institutions

When legislation is put into practice, various kinds of institutions come into being no matter whether legislation provides specifically for certain types of institutions or merely decrees that certain kinds of education shall or may be given. Institutions come into being according to a pattern peculiar to the cultural community concerned (Heese & Badenhorst, 1992: vii-ix).

The various educational institutions will be discussed in the paragraphs that follow. These institutions were thought to be providing children with a foundation towards the attainment of a matric pass.

3.2.2.1 Crèche

The crèche is a manifestation of modern life and has been instituted to provide for the educational needs of the children of between 0-3 years. Le Roux (1993: 118-119) points out that mentally or spiritually, the child needs love, security and aesthetic experience such as beautiful sounds. The crèche therefore lays emphasis on caring and educating, which requires informal but purposeful, planned and organised educative teaching.

3.2.2.2 Pre-primary school

Although this type of institution has been discussed briefly in chapter two, additional points will be added here. According to Vergnani (1992) as quoted by Smith and Hennesy (1995: 9) the provision of pre-primary education is vital for two reasons, namely:

- it can free women to play an active role in the economy;
- it can provide disadvantaged children with a head start in education

(high quality pre-primary education can substantially increase children's chances of completing high school).

Children who go to school for the first time experience a problem of meeting many new faces at once thus attending pre-primary schools puts the children at an advantage as they shall have been used to being with other children.

The Education Renewal Strategy (ERS) (1991: 63) points out that the value of the pre-primary education in improving performance in the ordinary school is universally acknowledged.

As in other spheres of education, there were racial disparities in the extent of provisioning and quality of pre-school education between "races".

3.2.2.3 Primary school

The primary school provides for the educational needs of the 6-12 year-old children. This phase differs from others in that it lays the foundation. The primary school education is usually referred to as general in a two-fold sense:

- it is meant for all children and it provides for everyone's basic right to literacy;
- it unfolds the whole child.

It lays the foundation for secondary education as it introduces the child to the skills of reading, writing, arithmetic, mathematics, science, religion and various kinds of sports (Hartshorne, 1992: 56).

3.2.2.4 Secondary school

The secondary school is often regarded as the educational passage, linking the primary school to the tertiary education. It builds on primary education while on the

other hand it lays a foundation for the tertiary education. According to Dekker and Van Schalkwyk (1995: 476), the junior secondary phase (covering Grades 7-9) forms the bridging phase from primary to secondary education. This is a crucial phase as the pupils establish their life values, self-concepts, and make permanent educational occupational decisions that will determine the course of their personal and occupational lives as adults.

The secondary school provides education in accordance with the abilities, talents and interests of pupils, while at the same time taking into consideration the needs of the country. Education in the first year of the junior secondary phase (Grade 7) is usually provided in the primary school and is designed to accustom pupils to subject teaching by different teachers.

The education in the junior secondary phase is broadly based on generally formative, comprising a range of compulsory examination subjects such as languages, mathematics and general science. Nkabinde (1997: 20) maintains that the syllabi for secondary schools emphasise examinations at the expense of stimulating critical thinking and analysis.

Hartshorne (1992: 89) points out that as the pupils mature, individual differences between them become more apparent, necessitating differentiated content and didactical procedures. At the end of Grade 9 the pupil has to make a final choice concerning the field of study to be pursued in the senior secondary phase. Baine and Mwamwenda (1994) as quoted by Nkabinde (1997: 20) point out that the choice of subjects in black schools is limited and that science subjects are not taught in other schools in which there is a shortage of such teachers.

The senior secondary phase (Grade 10-12) prepares the pupil for the senior certificate or matriculation certificate examination. The successful completion enables the individual to enter university or other tertiary institutions.

Baine and Mwamwenda (1994) as cited by Nkabinde (1997: 25) point out that most secondary schools fail to prepare young people for the world of work and that

learners fail to develop essential values, attitudes, as well as social and survival skills. This is brought about by the fact that usually teachers rely heavily on prescribed and recommended books, class notes are dictated, memorisation is the order of the day, and students are never permitted to discuss and share their views. Interaction is rare, and active participation and projects involving "hands-on" activities do not occur.

The curriculum in most black schools leads to memorisation and cramming for examinations rather than comprehension and application of knowledge and skills. This normally creates a problem of not being able to interpret the questions in the examinations and not being able to present the answers correctly. Sometimes they give completely irrelevant answers simply because they identified a word in the question, which also appears in the passage that they had crammed. This leads to a tremendous loss of marks, leading to high failure rate.

Thus a new approach in teaching is necessary to prepare pupils towards independent and critical thinking. It is also the task of the supporting services, as will be discussed in paragraph 3.2.3, to assist in addressing the problem of examination-oriented teaching. This will also be preparing them for the world of work or higher education, as matric is their passport towards the higher education.

3.2.2.5 Higher education

According to Venter and Verster (1994: 51-52) higher education is mainly specialised, predominantly vocational and more instructional than educational. Higher education is post-secondary and its learners (students) have already reached a certain level of development.

Universities and technikons are autonomous but are subsidised by the state and the private sector (Vos & Brits, 1990: 92). Teacher training colleges are controlled by the education departments for which they train teachers. The Northern Province has already started with the process of reducing the teacher training colleges, converting them into community colleges and secondary schools. It is worth noting that these

teachers trained by the institutions for higher education have an impact on the pass rate of the learners, either positively or negatively. This will be discussed in chapter four of this study, where the problems prevailing in schools will be outlined.

Teachers as well as administrators will have to realise that they do themselves and their pupils a great disservice by allowing the question of examination and pass marks to occupy such a dominant position in their approach towards school education. They easily forget that the lasting results in education are those results which the learner can make functional in later life.

Higher education in South Africa can be divided into the following broad categories:

- Colleges such as those for training teachers, nurses and police.
- Private colleges, including correspondence colleges.
- Professional institutions such as Bible and medical schools.
- In-service training colleges attached to the civil service, such as those for the Post Office.
- Technikons and technical colleges.
- Universities (Dekker and Van Schalkwyk, 1995: 470)

3.2.3 Supporting services

Since both man and his world are dynamic by nature, education should also be dynamic. For this, it is dependent on help from outside the school. The school is not self-sufficient, thus, supporting services are necessary for education to function efficiently. Supporting services are the organised outside help given to individual schools so that their education may run smoothly.

Dekker and Van Schalkwyk (1995: 486-487) supports this by pointing out that the aim of supporting services is to enrich and support educative teaching and to ensure that teachers will be acquainted with and will use the latest methods of teaching and learning, to advise teachers and to orientate them regarding new developments in

the educational field, to support teachers in the task of educating deviant pupils and to place pupils in the process of educative teaching. Every supporting service accomplishes specific tasks in the interest of educative teaching.

According to the Government Gazette (March: 1995: 28), Education Support Services (ESS) encompasses all education-related, health, social-work, vocational and general guidance and counselling, and other psychological programmes and services, and services to Learners with Special Education Needs (LSEN) in mainstream schools.

Parents, teachers and students in both formal and non-formal sectors of the education system are beneficiaries of, and participants within these services. It cannot be said that education support services or LSEN services have been comprehensive enough in any part of the former education and training system, but in general, the better resources a department had available to learners, and the greater the ease of access to that support. Where the need had been greatest the service had been poorest.

3.2.3.1 Supporting services to learners

The aim of the supporting services for the learner is to place every learner (normal or handicapped) in the type of education, school, class or training centre best suited to his/her individual needs.

A well-developed educational service must include the following:

- orthopaedagogic service
- orthodidactic service
- vocational guidance
- socio-pedagogic service
- service for speech therapy
- service for occupational therapy (Dekker and Van Schalkwyk, 1995:

486).

These services provide specialised assistance for which the school and the family lack the skill and knowledge. The education supporting service cannot be provided by the school, but must be an independent service to the school on behalf of the school and the family. It is, therefore, important for the school, the family and the supporting services to function as a team and co-ordinate each other.

The National Education Co-ordinating Committee (NECC, 1992: 7) points out that in a country such as South Africa, with a long history of unequal distribution of resources, there is clearly a need to rethink the role of education in supporting the development of youth. The Northern Province, with most of its schools based in the former homelands, thus being in rural areas, is hard-hit by lack of supporting services to learners. Problems that accompany lack of supporting services to the learners are evident in chapter four of this study. Cases where learners feel demotivated because of problems prevailing at home, adolescence, illnesses and other social problems, could best be addressed through supporting services.

3.2.3.2 Education media service for both teachers and learners

The education media service provides books, magazines and educational aids readily for both learners and teachers. For the education media centre to provide service as effectively as possible, it must be continually in contact with other media centres.

In many modern schools the library has developed into the pivot around which everything revolves. The school must see to it that this source of knowledge is readily available to the pupils, consequently every school should have a well-balanced supply of books, as well as an efficient library teacher who is able to give guidance in the integration of the school library with the everyday class and subject work, one who is able to manage and organise the library properly (Lebowa Government Service 1993: 127).

Cumulative records of every pupil should be kept up-to-date and test results should be consulted regularly by teachers. In this way the under-achievers and pupils with learning problems can be identified and given proper assistance. It is worth mentioning that this service is not available in most black schools.

3.2.3.3 Supporting service to teachers

The following are some of the services that enable the teachers to perform their task to the best of their ability:

- Curriculum service.
- Examination service.
- Subject advisory service.
- In-service training.
- Educational research.
- Publication and editing service.
- Administrative service.

The curriculum service, which is the service whereby schools are assisted in the design of their curriculum, need to be made accessible to all schools as the choice of subjects in many schools is a problem. For example in some instances pupils study Accounting without Mathematics and this puts them at a disadvantage when proceeding to institutions of higher education.

The National Education Co-ordinating Committee (1992: 7) points out that one of the biggest obstacles to providing support service for all teachers is the limited number of professionals available and the inequitable deployment of human resources. Even if support services were to be restructured to make better use of human resources, there would still be insufficient professionals. The number of people trained to provide support services in education needs to be increased substantially. Equally problematic is the quality of training given to those who work in this area. Support services for teachers in the Northern Province will be dealt with again in

chapter six of this study, when data of questionnaires from teachers and principals will be analysed.

3.2.4 Role-players in education

To arrive at the aim of education involves quite a number of role-players such as the state, the family, community, church, teacher organisations, industry and sport. These role-players are educationally qualified in as far as they function in relation to the education system (Dekker and Van Schalkwyk, 1995: 483). Le Roux (1993: 85) points out that schools are linked to other spheres of life such as families, where adult and non-adult meet with a specific educational aim, which is to guide and assist the child towards adulthood.

The above-mentioned role-players have relevance in this study as they have an impact on the state of education in the Northern Province. It is through this role-players that the high failure rate prevailing in the Northern Province can be corrected or be allowed to decline even further.

3.2.4.1 Community interests in education

Dekker and Van Schalkwyk (1995: 484) point out that every community has many obligations to fulfil on the basis of its own calling, welfare and survival. The community has a direct interest in each activity that takes place within it. Education and teaching are some of the responsibilities of the community, thus the community has an interest in education.

According to Nkabinde (1997: 157) an informed community is in a better position to encourage its children towards academic and social success. After-school programs, when established and supported by the community, add to the social benefits of society. Successful members of the community should give expertise without being asked. The failure rate in the Northern Province should be a challenge to the community members that they voluntarily wish to assist.

Positive contributions by members of the community tend to have a great impact on students by making them aware that education is not aimed at benefiting only an individual but should benefit the whole community. Academic achievement should be acknowledged as a way to promote education as an important investment.

The community cannot function alone in promoting but needs other social structures such as the state, the church and others that were mentioned in paragraph 3.2.4 of this study. These structures will be outlined in paragraphs that will follow.

3.2.4.2 The state

Schools, according to Apple (1982) as quoted by Nkomo (1990: 152), "do not exist in a political vacuum. They are structurally limited by the power of the state, hence the role state intervention plays in legitimating and setting limits on the responses that education can make to the process of stratification, legitimation and accumulation is essential".

Heese and Badenhorst (1992: 9) indicate that a government that wishes to rule a country without coercion or terror must be able to plan and administer in each important area of social policy, like education, a programme that meets among others a goal of systematic efficiency.

According to Dekker and Van Schalkwyk (1995: 484), parliament passes educational legislation that must be managed by the education departments. It is through the education departments that the state ensures that the educational activities within the communities are fulfilled in an accountable manner.

3.2.4.3 The family (parents)

Marriage and family are two different social structures. The complete family comprises of father, mother and child(ren). If one of the parents falls away, the family goes on as there are two essential elements, namely, one parent who takes

on responsibility and the non-adult or child.

According to Le Roux (1993: 86) parents and home backgrounds determine what the child will become. For this reason no proper education can take place without a positive relationship between the parents and the school.

Parents, newsletters or school reports with space for parents' comments, as well as interviews with parents are essential because they help the teachers to identify the parents' attitudes and how they would like the school to be: teachers are thus able to gain new direction from parents.

Mlambo (1998: 7) blames parents for poor matric results. He points out that parents' lack of interest in their children's educational performance is a major factor for the disappointing 1997 results. He further maintains that parents should play a role in their children's education and be a link between themselves, the teachers and the pupils. The then MEC for education in Gauteng Province, Mary Metcalfe as quoted by Mlambo (1998: 7) concurs with the above statement when pointing out that parents need to assist in restoring the culture of learning before better results can be achieved.

Parents as the primary educators are normally organised in two groups with regard to the formal education of their children, namely

- within statutory institutions such as school management councils and school governing bodies.
- within non-statutory bodies established to promote parental interest in formal education.

3.2.4.4 The church

Even though the church has no statutory role in education, it plays an important role in education in South Africa. Missionaries played an important role in the

establishment of schools. Christian religion was entrenched in various education Acts such as the National Education Policy Act 39 of 1967, which stated that education should have a Christian character (Dekker & Van Schalkwyk, 1995: 486).

3.2.4.5 Teacher organisations

This will be discussed in detail in chapter four of this study, where the problems prevailing in the classroom, contributions, as well as disruptions caused by teacher organisations, will be discussed.

3.2.4.6 Commerce and industry

In a capitalistic oriented community, facilities are established to meet the needs such as food, clothing, housing, transport, health and buying power with a view to making profit. The undertaking is regarded as social unit within the community and must satisfy the needs of the community for goods and services and in this way create opportunities for work and increase the prosperity of the people by achieving a return on capital and wages on labour.

There is thus interaction between the community and commerce and industry and educational institutions. Kotzé (1990: 1) points out that without industry providing people with jobs, the efforts of education are fruitless because there is little point in training people without providing them with job opportunities in which they can realise their potentials and training.

Dekker and Lemmer (1993: 144) maintain that education in particular secondary and tertiary is no longer meaningful unless it is linked to a specific vocation. It is worth noting that Dekker and Van Schalkwyk (1995: 486) support the above statement when pointing out that: "In the current crisis in South Africa, the national 'interest' is increasingly defined in economic competitiveness and sustained economic growth which are increasingly equated with political power and the preservation of the status quo, so that the national interest becomes increasingly defined in terms of capitalist efficiency and profitability. The 'needs' of industry thus come to exercise

a major influence on public policy and have a direct effect on policies put forward in the face of the educational crisis. Public policy comes to be structurally weighed towards capitalist solutions and whatever else educational policy has to deliver it must certainly aid (or appear to aid) economic growth. Schooling systems, if not schools themselves, must as a consequence be publicly accountable in these terms". This was an attempt to link school outputs more closely to the needs of industry.

According to Chuenyane (1996: 10) the development of an effective partnership between the Department of Education on the one hand and the private sector and non-government organisations on the other, is central to education delivery in the Northern Province. This is in recognition of the fact that the Department of Education alone will not solve problems of under and unqualified teachers, the provision of adequate classrooms and the provision of vital equipment.

3.2.4.7 Cultural organisations

According to Vos and Brits (1990: 15-16) everything that has been made and given by the Creator is called nature, whereas everything created by man is called culture. Education is also a form of culture.

In South Africa, culture is promoted by the authorities through statutory institutions and voluntarily through non-statutory institutions. The school as a statutory institution cannot carry out its cultural activities in isolation. It needs the assistance of the cultural organisations. The school as well as organised culture must contribute generously to the cultural education of children.

3.2.4.8 Sports organisations

Sport at school is treated as an educational matter. It is through sports that the child learns a series of basic principles that he must apply for the rest of his life. Sports organisations outside education have an interest in education because some basic skills and techniques are learned during school-going years through sports and the

child's love for sports is developed while he is at school. Individual schools can join the various sports organisations (or affiliate to them) and enjoy the advantages of taking part in organised sport.

3.2.4.9 Welfare services

Modern day pressures and needs can arise to threaten the stability and welfare of a community. Dekker and Lemmer (1993: 203-206) maintain that phenomena such as alcoholism, break-up of families, single-parent families, drug abuse, child abuse, absent parents and many more, prevail in communities. These phenomena can retard a child's progress at school, if unattended to.

The prevalence of social problems necessitates the provision of welfare services to support children having such problems in order to allow their education to proceed as successfully as possible. The importance of welfare services in education is supported by the Government Gazette (March 1995: 28), that the Ministry of Education intends to explore a holistic and integrated approach in Education support services, in collaboration with provincial ministers of Health, Welfare and Population Development and Labour. The inclusive integrated approach recognises that issues of health, social, psychological, academic and vocational development and support services for learners with special educational needs in mainstream schools, are inter-related.

3.2.5 The unity of the education system

Although an education system consists of a number of social structures, together they form an integrated unit. Each social structure functions independently, but at the same time in unison with others. Without the support of the family, the school cannot function properly, equally it cannot function without the services provided by the state.

Together these social structures form a chain which, if broken, will hamper the

education of the child. It is evident from chapter two of this study that throughout the centuries, the state has been engaged in a process of restructuring education in an effort to improve schools. In its venture to restructure education, certain schools were improved while others deteriorated as evidenced by the high failure rate in the Northern Province.

3.2.5.1 The school and the state

The school is a place where the child develops its potential and is disciplined to perform more purposeful work. This is further supported by Nkabinde (1997: 2) that knowledge acquired at school must be usable in the real world. If education is inadequate, there will be insufficient skills, without enough skills the economy of a country will not grow and without a growing economy the basic necessities of life cannot be provided. This necessitates a strong link between the school and the state.

The following are some of the vital functions of the state in enabling the schools to go on:

- Provide financial aid
- Institute compulsory education
- Maintain the standard of civilisation
- Provide equal educational opportunities
- Arrange certain educational matters such as the medium of instruction
- Legalise the character of education
- Protect the interests of all structures involved (Dekker and Van Schalkwyk, 1995: 462).

Although the state has a function of providing financial aid to schools, the situation in the Northern Province where there is a problem of high failure rate, financial aid to schools is not adequate, and schools are, for example, requested to minimise the amount of stationery supplied to pupils.

3.2.5.2 The school and the family

The school and family are interconnected in a unique way within the education system. Dekker and Van Schalkwyk (1995: 484) point out that the school situation is a re-design of the original educational situation in the family.

Vos and Brits' view is essentially in accordance with the above statement when stating that the school is in origin, essence and purpose related to the home (1990: 45). The interconnection between the school and the family is further emphasised by Le Roux (1993: 6) that when the school is examined as the world of the child, it must always be emphasised that school really extends, supplements and formalises the education in the family situation which is the primary educational situation in other words it is a reconstruction of the family situation.

According to Dekker and Lemmer (1993: 154-155) the family is not capable of educating the child completely and differentially. The school undertakes this task on its behalf. The family, therefore remains actively and helpfully involved in formal education. For this reason, the family may make certain demands on the school, such as the following:

- the school must build on the foundation laid down by the family, and must strive to attain the general educational goals;
- it must instil acceptable principles and values in the child and teach the child to put them into practice;
- it must provide education in accordance with the best and most educationally accountable educational principles' points of view and methods;
- education must be generally formative in nature;
- education must be balanced without placing too much emphasis on sports or cultural activities at the expense of academic schooling;
- it must not emphasise one subject at the expense of others;

- education must be relevant;
- the level of education must be of a standard that will develop the child to his full potential (Dekker and Lemmer, 1993: 156).

The school, on the other hand, as the seat of professional teaching, expects the following from the family:

- to see to it that the child attends school regularly
- to ensure that the child contributes positively to his own education

The parents must guide, help, support, motivate and stimulate the child's interest in his work. The parents are expected:

- to refrain from interrupting the teacher unnecessarily when he is teaching;
- to accept the post on the governance of the school;
- to support the education provided by the school by correcting the child's work, practising certain skills, and revising the school work with the child;
- to enrich the education provided by the school through providing additional learning materials;
- to provide specific services to the school in the form of improving the grounds, coaching sports, *et cetera*;
- to co-operate with the teachers;
- to respect the teaching profession (Le Roux, 1993: 9).

The Northern Province, which is plagued by the problem of high failure rate, has most of its schools in rural areas. Most parents leave their children alone at home to go and seek employment in the urban areas. This weakens the link between the school and the family. Most pupils lack parental support and supervision of school work as the parents are not at home. Chapter six of this study will clarify the problems relating to parental support, as it analyses responses from questionnaires

by both teachers and school principals. The link between the school and the most important social structures, namely the state and the family, are discussed in this chapter (paragraphs 3.2.5.1 and 3.2.5.2). The importance of the link between the family and the school will be discussed further in chapter four of this study, where the problems experienced by schools are dealt with.

3.3 EDUCATION POLICY IN THE NORTHERN PROVINCE

3.3.1 Introduction

Policy is concerned with the way in which form is given to a matter or how a matter will be dealt with. Educational policy is by its nature binding and demanding. A policy cannot be executed without the necessary authority.

3.3.2 Purpose and nature of an education policy

According to Dekker and Van Schalkwyk (1995: 10-11) education policy can be divided into two categories, namely:

- an education provision policy
- an educational executive policy

An educational provision policy determines what the character and nature of education should be. On the other hand, the educational executive policy indicates how the ideas can be implemented to achieve certain goals. The policy for providing education should come first before the executing policy.

Policy functions in the following manner:

- it serves as a starting point for the educational practice
- it serves as a guide to action
- it serves as a model

- it regulates and directs practice
- it serves as norm for testing, evaluating and correcting educational practice.

An educational policy brings about the educational laws, perceptions, regulations, rules and instructions. Thus the educational policy must be possible, applicable and feasible. No educational policy can be implemented without the necessary money, raw materials, human resources, and managerial skills. The province of research (Northern Province) is, ironically, having a problem of shortage of classrooms coupled with high teacher-pupil ratio, shortage of books and stationery and other resources such as laboratories and libraries. In February 1999, some schools did not even have attendance registers, which are supposed to be provided by the Department of Education. The question is, "How can the departmental policy that pupils should attend at least 95% of school days to qualify to write examinations", be applied? It then becomes ironic to institute compulsory education when funding is not adequate.

3.3.3 Educational policy and law

Education is one of the most important and comprehensive ventures for which the state must bear final responsibility. The state must accept responsibilities such as legislation, administration (through the educational administration that it institutes) and execution (through the educational institutions and supporting services).

It is through the educational administration, which is created by legislation, that preparations are made for the creation of a system that directs the educational activities of the communities. Through consultation between community leaders, political leaders, experienced civil servants and various interested groups, an educational policy is worked out, that eventually becomes an educational act through legislation (Dekker and van Schalkwyk, 1995: 28).

Dekker and Lemmer (1993: 223) see the whole process as one that manifests the

following: research, consultation, decision making, formulation of policy and legislation.

3.3.4 Educational laws in formal education

According to Dekker and Lemmer (1993: 224) public education is given a juridical basis through the creation of an educational act. Thus, taking the first step towards actualising formal public education in a community.

The educational policy of a community is put into effect by an act. It is through the act that the state accepts the task of ensuring that educative teaching will take place according to the provision of the law inside its territory. The state determines the character of education and writes it in the act. It is also through the act that principles such as the medium of instruction, religion, and differentiated education, are taken care of.

Without the educational laws, formal education would have no fixed juridical basis, which means that it would not be enforceable, it would be unprotected and exposed to changing decisions of individuals. Effective education is not possible without educational laws.

3.3.5 The South African education policy

As the high failure rate in grade 12, around which this study revolves, became visible both before the emergence of the new government (1994) and after the emergence of the new government (after 1994) the South African education policy, as outlined in this chapter, will focus on the South African education policy before and after 1994.

Without a fixed and clearly defined policy, a purposeful and definite system of educational provision cannot come about. According to Dekker and van Schalkwyk (1995: 480), the White paper on the Provision of Education in the Republic of South

Africa, 1994, states the government's policy regarding its involvement in the provision of education.

The following two important functions regarding the provision of education were considered:

- The Government should set up systems for the provision of education by creating educational bodies and institutions, by determining their objectives, by determining their fields and by creating organisational structures within which educational bodies and institutions can be accommodated.
- The Government should make resources available in a co-ordinated manner to the system for the provision of education. The necessity of this function is linked to the introduction of control measures capable of ensuring that the application of those resources which come from public funds is accounted for.

The particular education, however, is subject to any general acts dealing with the following:

- norms and standards for the financing of current and capital cost education;
- salaries and conditions of service of staff;
- professional registration of teachers;
- norms and standards for curricular, examining and certification of qualifications;

3.3.5.1 The general educational policy

According to the constitution of Republic of South Africa, the National Policy Act for General Education Affairs, 1994, pointed out that the minister of National Education should determine the general policy relating to formal and non-formal education, with

regard to:

- norms and standards regarding financing of capitals costs in education and syllabuses, examination and certification;
- salaries, conditions of service and professional registration of teachers.

The policy regarding the two above-mentioned educational matters should be drawn in line with the following guiding principles:

- provision of equal opportunities regardless of race, colour, creed or gender;
- that both the shared and the diverse aspects of religious and cultural ways of life as well as the languages of the inhabitants of the country are recognised;
- that, taking into account the stipulation of any act concerning the attendance at a school for a particular population group by pupils from another population group, the freedom of choice of the individual parents and organisations should be recognised;
- that the provision of education in an educationally responsible way should be directed to the needs of the individual and those of society and the demands of economic development and that the human resource demands of South Africa should be taken into account;
- that a positive connection between formal, informal and non-formal education in the school, society and family be promoted;
- that the state should be responsible for the provision of formal education although the individual, parents and the community should also be responsible in this regard;
- that the state and the private sector should jointly share the responsibility of providing non-formal education;
- that in providing education, the state should make provision for the establishment of and subsidising of private education;

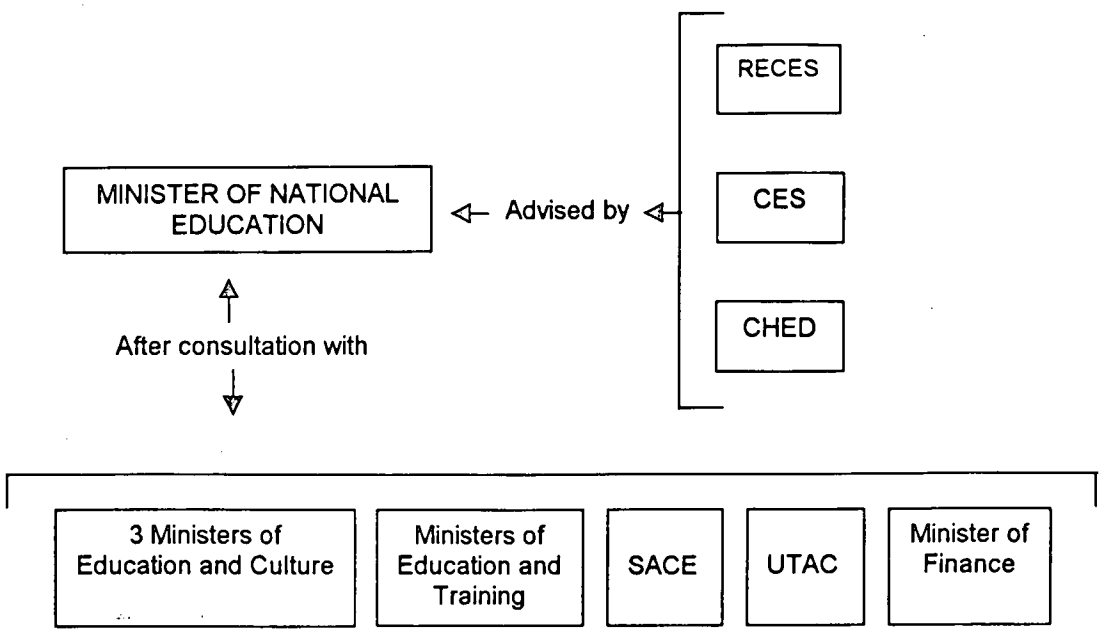
- that in the provisioning of education there should be a balance between centralisation and decentralisation of administration;
- that the professional status of the teacher and the lecturer should be recognised;
- that the provision of education should be coupled with ongoing research (Venter and Verster, 1994: 134-135).

The general policy in education in South Africa was determined by the Minister of National Education in consultation with the four ministers of Education (for own affairs), the South African Council for Education (SACE) and the University and Technikon Advisory Council (UTAC).

This also needed the approval of the Minister of Finance. A Committee on Education Structures (CES) was also appointed by the minister of National Education (own affairs), to advise him on matters relating to salaries and conditions of service. A Research Committee on Education Structures (RECES) was constituted to assist the committee on education structures. A committee of Head of Education Departments (CHED) was formed to advise the minister on the recommendations brought about by SACE, UTAC, CES, and RECES (Mncwabe, 1990: 47).

The following diagram depicts the connection between the various committees in the formulation of the general policy:

Figure 3.1: Educational policy making in South Africa prior to 1994



Vos and Brits (1990: 95).

The present (in 2000) situation is that the Minister of education holds consultative meetings with the MEC's for education from the various departments of education. The Minister also invites comments from various role-players before a policy can be endorsed.

3.3.5.2 Directive principles of school education policy making in the Northern Province

Although the province of research (Northern Province) aligns itself with the South African constitution and the National Education Policy, it has its own policy on education.

- According to the Provincial Gazette (December 1995: 6) the Member of the Executive Council (MEC) shall determine school education policy based on the following principles:
- Every person shall have the right to basic education and to equal

access to school centres of learning.

- Every learner shall have the right to instruction in the language of his or her choice where this is reasonably practicable.
- No learner or educator shall be unfairly discriminated against by the department, a state-aided school or a private school which receives a subsidy from the department.
- There shall be a duty on the department to combat sexual harassment at schools and centres of learning.
- Every learner and educator shall have the right to freedom of conscience, religion, thought, belief, opinion, speech and expression and the education process shall promote tolerance.
- Every learner shall have the right to peaceful assembly and demonstration and shall have the right to freedom of association.
- Every person shall have the right of access to the information body of a school in so far as such information is required for the exercise or protection of his or her rights.
- There shall be democratic and decentralised governance of public schools and school education.
- The structures of democratic governance in school education should be constituted with due regard to the racial and gender demographics of the Province.
- Education policy shall be aimed at achieving cost efficient and effective use of educational resources, eliminating wastage, inefficiency, mal-administration and corruption.
- The educational policy shall be aimed at improving the quality and the availability of educational opportunities and resources to the people of the Province.
- The education process shall be aimed at fostering independent and critical thought.
- Learners shall have the right to democratically elected bodies to advance and promote their interests."

An educational policy is by its nature binding and demanding on those who have to carry it out. The Northern Province, which is experiencing problems with high failure rates in grade 12, also formulates policies that must be carried out by both officials of the department and the schools. The question could be put forward whether these policies are really being followed, if not, what steps does the department take to ensure that policy is being implemented. Paragraph 3.3.2 states the shortage of resources which might disturb those who have to implement the policies. The importance of a policy lies in the fact that it gives direction to schools and forces them to work hard.

3.4 FINANCING, DETERMINING PROCEDURES, CONTROL OF EDUCATION

3.4.1 Introduction

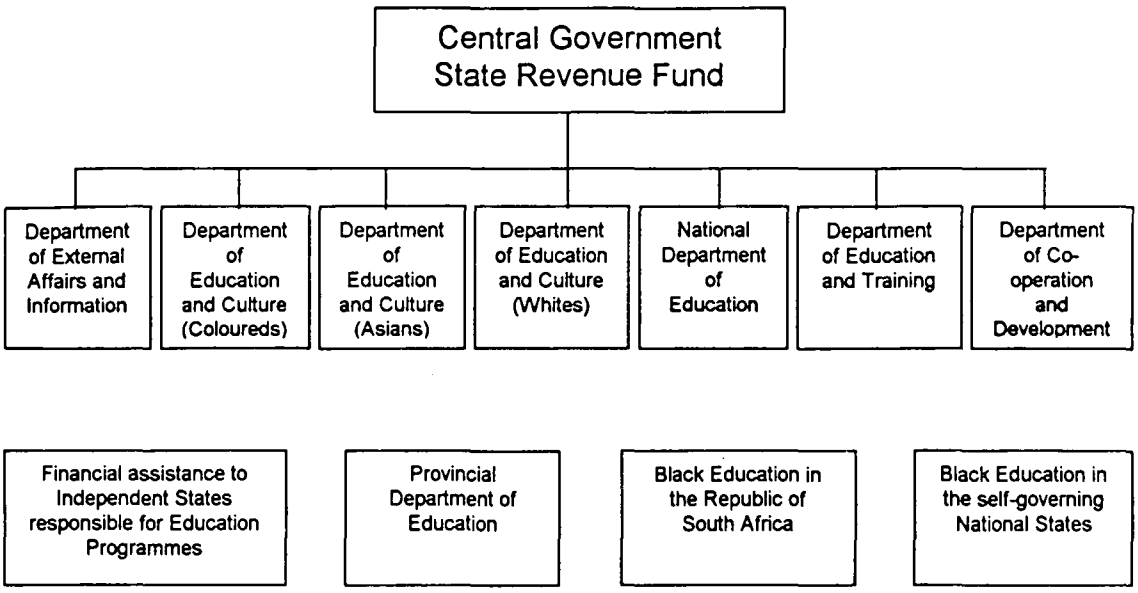
Funding constitutes an important aspect that influences the quality and type of education a country can afford for its citizens. Education cannot be put into practice without money. A quality education system requires immense educational resources and finances.

The Northern Province, around which this research revolves, draws its funds from the national government of South Africa. As a result, the discussion of finance of education will centre around allocation of funds from the central fund of the state, and also on financing of education before 1994.

3.4.2 Financing of education

Education is dependent on the government for its financing. According to Dekker and Van Schalkwyk (1995: 489) the financial support of education is the particular responsibility of the state. The Republic of South Africa Constitution Act, 1993, (Act 110 of 1993), provided for the transfer of funds (approved by Parliament) from the State Revenue Fund to the respective accounts of the population groups concerned to finance their own affairs.

Figure 3.2 Distribution of funds from the State Revenue Fund



Dekker and van Schalkwyk (1995: 485).

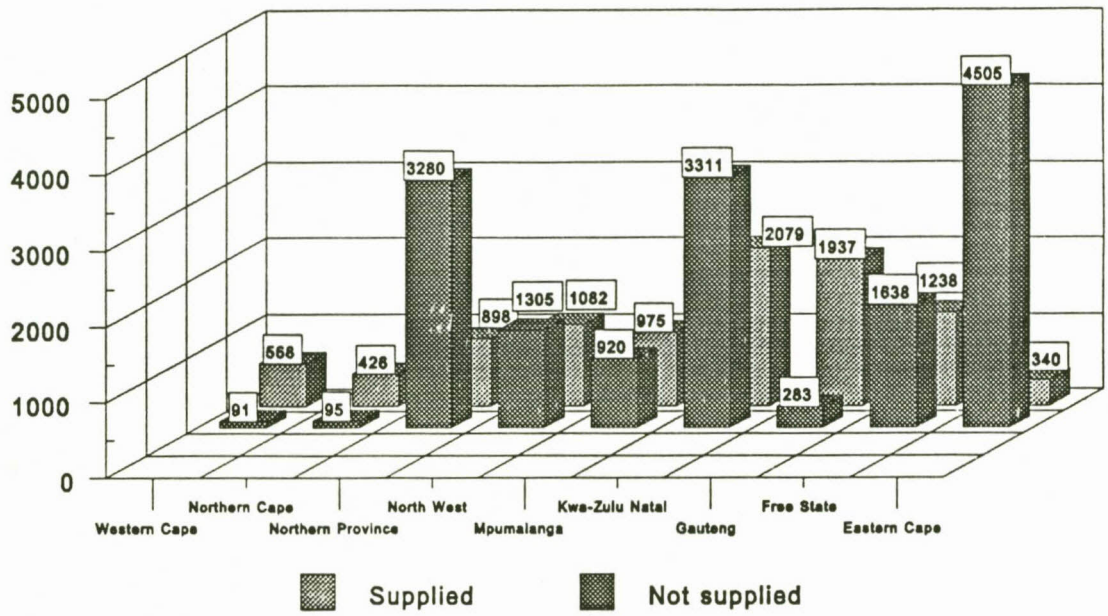
Dekker and Van Schalkwyk (1995: 470) maintain that decentralised management of education is more expensive than purely centralised management thereof. Although decentralisation may be expensive it allows both the schools and the department to have easy access to each other. In most cases information delays before it can filter down to schools but if there is decentralisation of services, it reaches schools much faster and implementation is done on time.

Figure 3.2 illustrates the distribution of funds for education, to the various departments of education in line with Act 110 of 1993:

It will be observed from figure 3.2 that the independent states, which were formerly part of the Republic of South Africa (before assuming independence) and whose governments were responsible for education inside their borders, received budgetary aid from the State Revenue Fund of the Republic of South Africa through the Department of External Affairs, some of which was spent on education. Mncwabe (1990: 46) points out that the inadequacy of the financing of education for Blacks has been a matter of concern and acrimony over the years.

Naidoo (1998: 3) concurs with the above statement when The School Register of Needs Survey of August 1997 revealed drastic shortages in specialist rooms, classrooms, sports facilities as well as furniture and equipment for administration. Figure 3.3 below indicates the shortages.

Figure 3.3 Classroom shortages in 1997



Human Science Research Council, Education Foundation, RIEP. Department of Education: 1997.

From figure 3.3 above, it is quite clear that the Northern Province is hard hit by the shortage of classrooms. The then Minister of Education, Sibusiso Bengu (The Citizen, 06.08.1997) also pointed out that more than 40% of school buildings in the Northern Province were in need of structural repairs or not suitable for use. He further pointed out that 48% of those schools had no water supply and a further 78% had no power supply.

Presently, the Northern Province has a system in place, whereby the private companies "adopt" schools and upgrade the resources such as buildings, equipment and staff development. Although it is a good system, it takes time and not all

schools are benefiting. As a result, there is no significant change in the situation.

The National Department of Education passed the responsibility of financial control to the provincial departments in December 1997 (Times, 13.02.1998: 1). This implies that the provincial departments will now have to allocate expenditure on personnel, books and the building of classrooms.

It is surprising that while there are shortages of facilities in schools, as outlined in the above paragraphs, the South African Schools Act, 1996, puts it that the state must:

- fund public schools from public revenue on an equitable basis in order to ensure the proper exercise of the rights of learners to education and the redress of past inequalities in education provision;
- on an annual basis, provide sufficient information to public schools regarding the funding referred to, in the above statement, to enable public schools to prepared their budget for the next financial year;
- the minister must determine norms and minimum standards for the funding of public schools after consultation with the Council of Education Ministers, the Financial and Fiscal Commission and the Minister of Finance (Government Gazette, Act No. 84, 1996: 24).

On the other hand, the Provincial Act No. 9 of 1995 (Northern Province) points out that no learner shall be refused admission at a public school on the grounds that his or her parent has not paid school fees (Provincial Gazette No. 9, December 1995).

Northern Province, which is experiencing a problem of lack of resources (figure 3.3) is further disadvantaged b the fact that o learner should be refused admission for failure to pay school fund. Failure to pay school fund duplicates the problem where the school has to share the meagre resources bought from the funds of those who have paid. In most rural schools in the Northern Province, school fees ranges between R40-00 and R100-00 per annum. In a school where there are about 300

learners paying R40-00 each per annum, the annual income for that particular school is R12 000-00. This is a clear indication that, that particular school may not be in a position to buy a copier machine and other essential equipment.

3.4.3 Financing of Education as a responsibility of society

According to Dekker and Lemmer (1993: 112-114) the society is in the first and final instance responsible for the education of its non-adult members. To be able to do this task of educating, effectively, society established institutions such as schools and gives them the authority to carry out the task of educating, with expertise and professionalism. Thus, the society is responsible for financing education. This task of financing is done on behalf of the society by the state. From taxes the state collects, it is able to take some of the money to pay salaries of its employees, buy textbooks and stationery, where possible, build classrooms and supply equipment. Other non-statutory bodies such as the private sector, assist the state in financing education on behalf of the society, as indicated in paragraph 3.4.2.

In the province of research (Northern Province) the above statement seems to be reversed. According to Mamaila (29.01.98).

> "The education department in the Northern Province, with a shortfall of more than R200 million for textbooks in public schools, has called for parents to buy books for their children because the Government cannot afford to do so."

A critical question that remains is, "How can meaningful learning take place without books?"

In line with the above paragraphs on shortage of funds, the Sowetan (19.02.98) points out a further problem regarding funding of schools, that there are no guidelines indicating who should pay school fees and who would not be able to afford this. This goes also for textbooks, as to who will be able to buy books for their children and who will not afford to buy. What happens with those who cannot afford

to buy the books? The school governing bodies have bee entrusted with the responsibility of charging school fees, and these charges are set in consultation with the parents of the learners. The government gazette does not state as to what should be done about the parents who fail to pay.

3.4.4 Norms and standards for the financing of schools

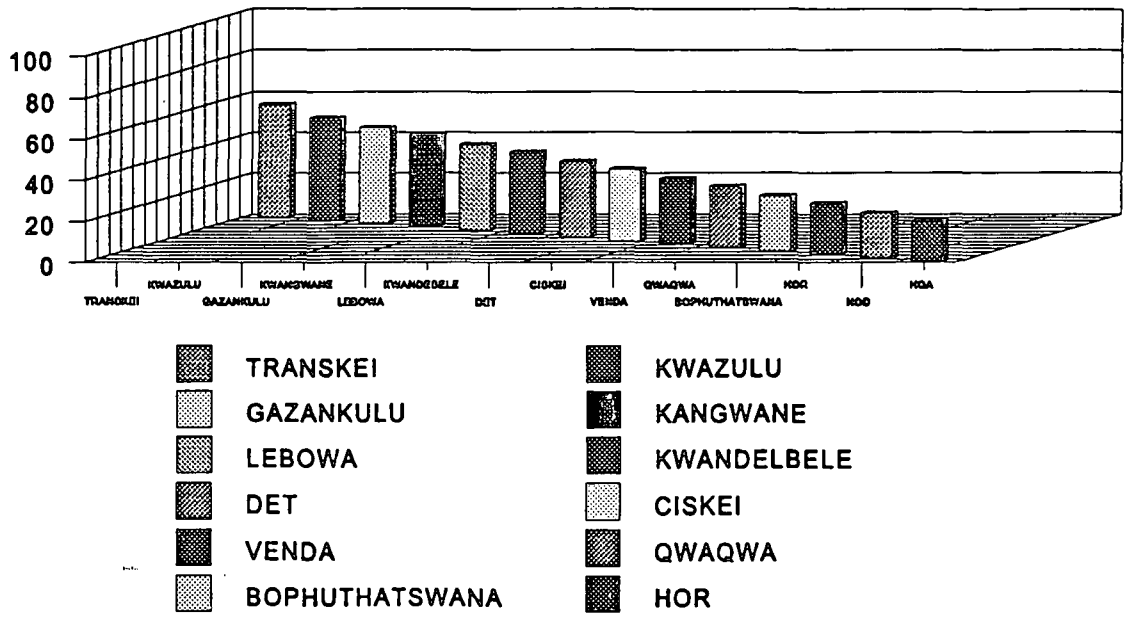
The financing of the education system was characterised by vast inequalities and imbalances. While the education system included a well-resourced, well-staffed sector which had created and sustained the country's economic and financial infrastructure, it also contained a large poorly resourced sector in which the failure rate is very high and only a small minority gain entrance to higher education.

> "Millions of South African children and youth are learning in school conditions which resemble those in the world's most impoverished states" (Government Gazette, 1995: 12).

Hunter *et al.* (1995: 63) maintain that as late as 1994/95 the budget allocation for primary and secondary school resulted in estimated expenditure-per-learner ratio's of 4:3:2:6:1 for the education department of (respectively) the former Houses of Assembly, Delegates, Representatives and the Department of Education and Training.

Figure 3.4 below outlines the estimated costs for the above mentioned departments in 1994/95:

Figure 3.4 Per capita costs according to ex-departments, estimated expenditure 1994/95



(Hunter *et al.*, 1995: 63).

The inequalities in funding have given rise not only to unequal access, but also to inefficiencies within the system and disparities in learning outcomes. Hunter *et al.* (1995: 64) points out that repetition rates and matric pass rates are closely related to the per capita expenditure. The matric pass rate in the former African departments, the province of research inclusive is unacceptably low. Nkabinde (1997: 180) agrees with the above statements in that the quality of what is being taught and how it is taught depends on funding. Increased economic opportunities equate to a higher quality of education.

Table 3.1 below, shows the educational expenditure for different racial groups, prior to 1994. Although it shows a slight improvement in the expenditures on the education for Blacks, little has changed in the overall quality and content of black education.

Table 3.1 Educational expenditure for different groups

YEAR	GROUPS			
	BLACKS	COLOUREDS	INDIANS	WHITES
1984	R 234	R 569	R1 088	R1 654
1989	R 927	R2 115	R2 645	R3 575
1991	R 930	R1 983	R2 659	R3 739
1993	R1 659	R2 902	R3 702	R4 372

Vos and Brits (1990: 68)

In pursuit for equality in the distribution of resources, the department of education supplies resources in the same manner. For example, all public schools have to complete requisition forms annually, indicating the projected enrolment for the following year as well as the envisaged shortages.

3.4.5 Control of education

According to Vos & Brits (1990: 71) the control of education is the assumption or acceptance of responsibility for the establishment, maintenance and functioning of education in accordance with a specific policy.

Vos and Brits (1990: 72) maintain that control is the means of determining whether management is effective and purposeful, and identifies three aspects of control, namely:

- control of education as provision of education;
- control of education as evaluation;
- control of education as supervision.

Paragraph 3.3.5.2 indicates that every person has the right to basic education. Thus, the state is obliged to provide education to the communities. The policies

which are designed to make the provision of education possible need to be evaluated, while evaluating also that the policies are being implemented.

Supervision of work at all levels is necessary to ensure that the work is being done. The above-named aspects of control will be discussed in paragraphs 3.4.5.1, 3.4.5.2 and 3.4.5.3.

3.4.5.1 Control of education as provision of education

The responsibility of ensuring that the policy that has been designed is put into effect successfully and accountably, implies that everything necessary to such execution must be provided. Thus control is exercised over the attainment of the objectives by providing what is necessary.

Venter and Verster (1994: 129) point out that educational control as the provision of education is the responsibility of the minister(s) of education and the chief executive office bearers together with the professional personnel of the department(s) of education. At the local level education is provided by the teachers who present it to the learners, and the school management which arranges and manages it.

3.4.5.2 Control of education as evaluation

When provision for the needs in education has been made, it is essential to control and also determine whether the objectives as set out by the policy will be attained.

Inspection of schools is only one of the many methods that can be used to improve the quality of education, but unless it is appropriately constructive in approach, it will not attain the desired results. It is only when the inspector really knows what is happening in the school that his advice and guidance will be of real value. The evaluation reports are also of little value if there are no follow-up programmes by teachers, administrators, managers of schools and the inspectors themselves.

3.4.5.3 Control of education as supervision

The control of education as supervision of all activities, according to Dekker and van Schalkwyk (1995: 487) entails supervision of the work of the managers of education and the directors of education at all levels of the organisational structure of the education system. It is necessary that:

- The principal of a school supervises education at school, and the class management of the teachers.
- The circuit manager supervises the work of the principal of a school, and of teachers.
- The area manager supervises the work done by the circuit manager and that of the principal of a school.
- The regional director supervises the work of the area manager and that of the circuit manager.
- The chief directors and superintendent general supervise the work done in the whole department of education.

The above hierarchy supervision of work should be done at all levels to ensure that education is really provided to the communities. With the problem of high failure rate prevailing in the Northern Province it becomes essential that supervision be done at all levels.

3.4.5.4 Directorates within the department of education in the Northern Province

For the purpose of provision, evaluation and supervision of education, the department of education in the Northern Province has created various sections at the head of which are directors.

3.4.5.4.1 Education and training systems and resources

The Northern Province has various directorates, as indicated in paragraph 2.5. Each directorate handles issues relating to its section, thus facilitating the provision of education and supervision of the work done. Hereunder, are the various directorates and the functions they perform.

- **Curriculum development and educational technology**

The functions of this directorate are to identify curriculum needs, develop curricula and evaluate instructional materials.

The area of educational technology has become one of the critical areas indicating the shift in the focus of education. A lot of spadework was done by the directorate, as this area is still not developed. The directorate identifies priority needs and makes appraisal of the state of provisioning in all the schools.

- **Research, statistics, education management, resources planning and information technology**

This section is charged with the task of collecting primary data, analysing and presenting it to management for decision making. The development of Education Management Information System (EMIS) is also the duty of this directorate.

- **RDP and ABET**

Reconstruction and Development Programme (RDP) is responsible for school governance, Capacity Extension Programme in Science, Mathematics and English Teaching (CEPSMET) and school refurbishment. It is also responsible for the development of community colleges and toy libraries.

Adult Basic Education and Training (ABET) takes care of the adult learners who may

not and are not registered at schools (Chuenyane, 1996: 4).

- **Examinations section**

The examination section deals with all logistical preparations necessary for the successful running of the examinations. Setting the examination timetables, printing of examination question papers, distribution of examination materials to different centres, are some of the logistical preparations facing this directorate.

- **Advisory, appraisal, psycho-educational services and INSET**

This directorate organises in-service training programmes for teachers. In the province of research, this is a critical area if the poor level of education is to improve.

3.4.5.4.2 Administrative duties

The administrative directorate ensures the smooth running of the administration section of the department.

- **Labour relations and service matters**

This division attends to the following labour issues:

- engaging in the correction of imbalances in the teacher:pupil ratios, which should be 1:35 in the secondary schools and 1:40 in the primary schools;
- sees to the successful implementation of the redeployment of teachers;
- engages in resolution of labour problems (Chuenyane, 1996: 5).

3.4.5.4.3 Personnel management

This section engages in giving an ongoing support to the teachers, regarding such issues as appointments, processing of study and sick leave applications, pension

matters and housing loans.

3.4.5.4.4 Budget control

The budget control section works closely with treasury in ensuring that the desired system of handling the budget is functioning properly.

This section draws up monthly reports which are submitted to the head of department. Quarterly reports are submitted to the national government.

3.4.5.4.5 Purchases and expenditure

The Northern Province has adopted the Financial Control System (FCS) which was used by the former Lebowa. Officers from all other former administrations have been trained to generate orders through this system (Phaahla, 1998: 3).

3.4.5.5 The structure, place and task of the inspection system within the education system

The inspection system, just like all the other components of the education system, has its own nature. According to the Sowetan (17.02.98: 14) inspection is irreplaceable and is intended to fulfil a specific task in the education system. The function of the inspection system, just like other components, may only be seen and understood in terms of educative teaching. Inspection can fulfil its purpose when the structure of the education system allows and provides for the following:

- favourable conditions for teaching and learning;
- close co-operation and liaison between the inspector and the school principals and educational services, such as curriculum development, library services and psychological services;
- the correct definition of the function, composition and organisation of the inspection system so that the inspector is free to give priority to his

actual task of evaluating and guiding;

- favourable working conditions, such as easily available and sufficient means of transport, accessibility of schools, *et cetera*;
- the clear definition and protection of the inspector's position and authority, so that he will have free access to a school, in co-operation with the school principal.

The functional task of the inspector can be divided into the following three categories:

◊ **Guidance and advice regarding instruction**

This includes giving guidance to teachers regarding general instruction and subject teaching, guidance on administration and on managerial issues. This guidance includes also providing guidance on examinations and interpretation of the syllabus.

◊ **Supervision and evaluation**

These comprise control and evaluation of instruction (teaching) and managerial activities with the view to determining whether the school is operating in line with the departmental policy.

◊ **Managerial and administrative responsibilities**

It is one of the inspector's major functions to provide guidance, on managerial matters, to the school principals. He is also the administrator of his circuit and should write reports, compile examination results, make recommendations and offer guidance regarding the physical provision of education.

The greater the inspector's involvement in routine administration, the less time and attention he will give to the professional function of inspecting, guiding and in-service training.

The Northern Province, which is plagued by the high failure rate at grade twelve has a large number of its inhabitants in the rural areas, where there are no job opportunities. As a result, the majority of parents are unemployed. The state which is the provider of education, which also sets norms and standards for financing education, puts this majority of people at a disadvantage when if fails to supply resources to schools. It sets them at a further disadvantage if those who are suppose to take control of educational issues are not performing as they should. Thus the problem of high failure rate will not be remedied.

3.5 CONCLUSION

The integration of education departments was announced in 1995. Under a new regulation, all of South Africa's learners will be taught under a single educational system. The critical question remains, "will this system of education have a meaningful role to play in ensuring quality of education throughout South Africa?" Legislation alone does not mean radical changes. Thus the managerial and the administrative structures as discussed in paragraph 3.2.1 should each play their assigned roles if the situation of the high failure rate is to improve.

Nkabinde (1997: 165) points out that planners of education in South Africa must devise ways of improving Black education that benefit all people, including those in remote rural areas.

Many rural communities lack access to information, experience poverty as indicated in paragraph 3.4.5.5 and are illiterate. These people require educational structures that address their immediate circumstances. Such an educational system must be more practical and realistic in order to address the experiences and aspirations of all South Africans.

The primary purpose of the system of education as prevailing in South Africa after 1994 is threefold:

- to equalise educational opportunities by allowing the National Department of Education to allocate funds to the provinces, thus distributing finances, resources and manpower equally;
- to permit and ensure nationally accepted educational standards; and
- to encourage and support provincial education initiatives.

This primary purpose of the system of education (as stated above) can only be realised if the managerial and administrative structures as well as the role-players, all do their part of the work.

Throughout the years, the South African system of education set up educational policies according to the philosophies of life of the government of the day. For an educational policy to be effective, it must be attainable, acceptable to the people for whom it is meant, and should be well understood by those who should implement it.

Educational planners, teachers, students and parents must have a plan of action and a strong commitment to education in order to address the current problems prevailing within the schools, departmental offices and within the education system in general.

Education is about contributing to human enlightenment. The application of knowledge has resulted in creative endeavours aimed at making the world a better place to live in. Thus, the respect that goes with being educated is attributed to human achievements. South Africans in a post-apartheid South Africa must demonstrate their commitment to improve learning if they wish to be respected and counted among the world's creators of knowledge.

The problems that prevail in schools and classrooms will be discussed at length in chapter four of this study. The focus will be on teacher organisations, which sometimes go on strike, revolting against the system of education and the conditions of service offered by the Department of Education. Parents' views on teacher

organisations and the impact of strikes on the learners will also be depicted in chapter four.

CHAPTER FOUR

PROBLEMS THAT HAVE AN IMPACT ON CLASSROOM PERFORMANCE

4.1 INTRODUCTION

The prevalence of the high failure rate in the Northern Province, which showed 31,8% pass rate in 1997, 35% in 1998 and 38% in 1999 in comparison with the national pass rates of 54% in 1996, 49% in 1998 and 49% in 1999 is enough evidence that there are problems in the classrooms in the Northern Province. According to The Citizen (07.01.1998: 5) (b), the number of pupils who failed matric in 1997 is 86 000. This number of pupils would need an additional 2 457 classrooms for accommodation (based on teacher:pupil ratio of 1:35).

The Citizen (07.01.1998:7 (a)) further points out the financial implications of this high failure rate, that:

> "the money spent on teaching all the scholars concerned for at least 12 years, and for so many to fail, amounts to a tremendous waste of money, and that when it is obvious there is grossly insufficient funding for education".

Times (09.01.1998:) concurs with the above statement when quoting the Premier Ramatlhodi, as saying "we will no longer tolerate a system where money is simply thrown at bureaucrats and unproductive teaching staff. The funds that are available should be utilised in the most productive manner possible to benefit the students".

This chapter will focus on the language policy together with the principles which governing bodies should follow when deciding on the languages to be used at their school. The medium of instruction used at the school and its impact on the pupils'

performance as well as memorisation resulting from lack of understanding will also receive attention in this chapter. This chapter will also look at teacher organisations and teacher education and how teacher organisations impact on teaching and learning as well as issues that cause these organisations to go on strike. When these organisations go on strike it is the pupils who suffer.

Amid all the concerns over the high failure rate and who should shoulder the blame, the didactic situation should be borne in mind. It consists of three components, namely, the teacher, the pupil and the learning content. These three have factors which influence them either positively or negatively (Dekker and Lemmer, 1993: 15).

The high failure rate in the Northern Province has contributory factors. Paragraph 4.2 will discuss the language policy, medium of instruction and memorisation and their impact on teaching and learning.

4.2 LANGUAGE POLICY

South Africa is a country of multilingualism with more than twenty spoken languages. (Desai: 1992, as cited by Nkabinde, 1997: 99) points out that 75 percent of the South African population speak any of the black languages and the remainder speak English or Afrikaans.

The following languages are commonly used by black people: Zulu, Xhosa, Sotho, Sepedi, Tsonga, Swazi, Venda and Ndebele. Historically, all black school children were forced to learn English and Afrikaans in addition to their vernacular languages. The language imposition in schools was seen by black people as a way of stripping them of their heritage (Twala, 1994: 30-31). Nkabinde (1997: 101) maintains that the resistance of the language imposition resulted in the 1976 student's uprisings in which black students protested against the use of Afrikaans as a medium of instruction.

With the emergence from the 1994 elections, coupled with the formation of a single

education department, the development of the language policy has been an ongoing concern. This has been characterised by widespread debates, discussions and consultation through various committees. These committees had to operate in line with the South African constitution (Dekker and Van Schalkwyk, 1995: 458).

Paragraph 3.3.5.2 indicates that learners should have the right to instruction in the language of their choice, as a result, language policy and school governance will be discussed in paragraph 4.2.1.

4.2.1 Language policy and school governance

Language policy of a public school, as contemplated in Provincial Gazette No. 9 of December 1995 section 16, includes matters relating to:

- The language or languages in which learning and teaching takes place.
- The language or languages which may be studied at the school.
- The language or languages in which the school communicates with educators, learners and parents of learners.
- The support the school offers to learners whose language of choice is not one in which learning and teaching takes place at the school.

Government Gazette No. 84 of 1996 (10) states that the governing body of a public school may determine the language policy of the school subject to the constitution, this Act (Act No. 84 of 1996) and any applicable provincial law. This Act further states that no form of racial discrimination may be practised in implementing the language policy.

In developing the language policy of a public school, the governing body should operate within the framework of the following principles, as outlined in the Provincial Gazette, No. 9 of December 1995:

- The education process should aim at the development of a national democratic culture of respect for the country's diverse language communities.
- Within practical limits, a learner shall have the right to language choice in education.
- School language policy should be designed to facilitate the maximum participation of learners in the learning process.
- Special measures should be taken to enable a learner to become competent in the language of learning of his or her school, and where practicable, to enable a learner to use his or her language of choice where it differs from the language of learning of his or her school.
- On completion of ninth level of education, a learner should have acquired satisfactory standards of competence in at least two of the official languages.
- Special measures should be taken to promote the status and use of official languages, which have previously been neglected or discriminated against by education authorities in the Province.
- There shall be a duty on all public schools and on the department to ensure that educators acquire the special skills necessary for teaching in a multilingual educational environment.

If, at any given time, the Member of the Executive Council (MEC) has reason to believe that the language policy of a public school does not comply with the principles set out in the above paragraph, the MEC may, after consultation with the governing body of the school concerned, direct that the language policy of that school should be re-formulated according to the stipulated principles.

Language may not be used as a tool for discrimination, with regard to the following:

- Language competence testing shall not be used as an admission requirement to a public school.
- Learners at a public school shall be encouraged to make use of the

range of official languages.

- No learner at a public school or a private school which receive subsidy in terms of section 63, shall be disciplined for expressing himself in a language which is not a language of learning of the school concerned.

Although the school governing bodies have been given the powers to decide on the languages to be used at their school, there are guiding principles which should be followed, to ensure that learners are not being disadvantaged. Mother tongue, as a language used in schools will be discussed in paragraph 4.2.2.

4.2.2 Mother tongue

Mother tongue is one's home language. Language is a lifeline of every educational endeavour. Reagan and Claire (1997: 3) maintain that a child should receive his or her initial schooling and preferably, most of his schooling in his or her mother tongue. This is supported by Nkabinde (1997: 108). That through the use of the vernacular languages, South Africa will be able to help the future generations to develop inner capacities, that is their intelligence. It is Nkabinde's belief that the use of one's language is a good way to achieve intellectual independence. Creative thought is stimulated through one's language, but it also transfers to other situations.

According to Project for the Study of Alternative Education in South Africa (PRAESA) (1996: 3) international research confirms that children learn better in their mother tongue. PRAESA further maintained that by their fourth year of schooling, children who have learnt through the medium of English (where this is their second language) from Sub A (Grade 1) tend to start falling behind peers who have learnt through their home language. One of the contributory factors could be the language skills that children need for schoolwork.

Mother tongue education for black language speakers was regarded as inferior because it went with the curriculum geared to preparing people for subordinate social functions during the apartheid era (Heugh, Siegrühn & Plüddemann, 1995: 9).

When a curriculum is intellectually challenging and stimulating, children who use their home language in school generally do better because:

- Developing concepts in one's home language makes learning easier.
- Having one's home language affirmed has a positive effect on one's self-image and self-confidence. This in turn has a positive effect on academic performance (Heug et al. 1995: 12).

4.2.3 Medium of instruction

Kachelhoffer (1995: 19) points out that among black South Africans, one of the reasons linked to poor matriculation results is language. South African black people face the challenge of learning in another language, as well as studying and writing examinations. Nkabinde (1997: 28) concurs that being tested in a language in which students are not fluent can result in failure.

Many teachers lack confidence in the use of English and therefore teach in their mother tongue. This creates problems when an examination is given. Black students are at a disadvantage when tested in English. Abstract intelligence associated with creativity and ability to manipulate information in order to benefit the child cannot be developed by using a second language. Heugh *et al.* (1995: 8-9) point out that active teaching methods, that is, those that allow students to explore thoughts, can be envisaged only in the linguistic context of the child's mother tongue.

The second language used as a medium of instruction, if not well commanded by the student, encourages memorisation for the examination. In which case, the acquisition of a certificate in which concepts and ideas become dead objects, becomes useless. However, in the province of research (Northern Province) the majority of schools (in fact almost all black schools) use English as a medium of instruction. Trappes-Lomax (1990: 94) as quoted here under, also supports the fact that pupils should first be taught in their home language and thereafter switch on to

a foreign language.

Trappes-Lomax (1990: 94) says:

> "The forces of conservation and change (may) have to be reconciled, and stability achieved, by deliberate policy decisions. It might, for example, be decided to have the mother tongue used as a medium of instruction in the primary school so as to ensure that the child's educational development is rooted in his (her) own cultural heritage, and then transfer to a foreign language as the medium for secondary education".

English has always been accorded a higher status in black schools than mother tongue. Desai (1992) as cited by Nkabinde (1997: 102) maintains that one of the reasons that English is popular as a medium of instruction in black schools is that it is regarded as the main language of industry and commerce and hence, beneficial to "school-leavers" seeking work. English is also perceived as politically neutral, commercially useful and fashionable with young black people.

Desai (1992) as cited by Nkabinde (1997: 102-103) supports the use of English as a medium of instruction:

> "English is an international language, spoken by some 750 million people around the world. It is the medium of 80 percent of the information stored in the world's computers. In South Africa, it is claimed, it is the language spoken in business, industry and for most pupils who study beyond primary school. There are powerful financial reasons associated with the use of English language".

Sowetan (03.01.1997) however, is against the usage of English as the medium of instruction. It says in this regard:

> "The rise in the trend to adopt English as the sole language of tuition in South African schools has been a serious threat to the indigenous African languages in our country".

Nkabinde (1997: 103) concurs that the use of English to access information and as a means to interact with one another is important. However, black South Africans must be careful never to view English as a substitute for their own languages.

4.2.4 Memorisation as a negative learning process

Memorisation is to commit something to memory, or to cram without understanding something either verbally or in written form, word for word so that the reproduced form is the same way as it was originally imprinted on the mind. This is a process of learning without understanding what is being learnt.

According to Fraser, Loubser & Van Rooy (1992: 150) memorisation is an approach to study where the learner reads and re-reads until he has the image and each page with its different titles, paragraphs, etc. impressed onto memory.

Should such a learner fail to remember a word from the memorised passage, frustration sets in. In most cases learners resort to memorisation as they are not in a position to express themselves in a language of instruction.

One of the disadvantages of memorisation is that if a learner is faced with a question which needs the application of the knowledge gathered, he may not answer that question completely as he will just write down what he has memorised without paying attention to relevance.

4.2.5 Curriculum

According to Dekker and Lemmer (1993: 455) curriculum is the entire program of schoolwork. It is the essential means of education. It is everything that the students and their teachers do. Steyn (1990: 71) maintains that curriculum should be designed in such a way that its main focus is the child and not the subject. It must aim at highlighting the human being and his potential so that he realises his full potential as a human being. This implies that the emphasis will be on an individual

as a human being developing towards adulthood.

Looking at the history of education in the province of research (Northern Province) and in South Africa as whole, it is evident that the "curriculum in black schools was designed to restrict the mobility of black people, and it placed a ceiling on the opportunity for academic improvement (Evans, 1992) as cited by Nkabinde, (1997: 151).

The syllabi for secondary schools emphasise examinations and certificates, which encourage rote learning at the expense of stimulating critical thinking and analysis. At this level, students are never encouraged to acquire knowledge, skills and attitude through participation. This participation is kept at a minimum due to lack of the proper command of the language of instruction.

Science subjects are not taught in schools in which there is a shortage of teachers of such subjects. Nkabinde (1997: 152) describes secondary education in South Africa as authoritarian, disciplinarian, teacher dominated, content oriented and knowledge based. Teachers usually rely heavily on prescribed and recommended books, and memorisation is the order of the day. Interaction is rare and active participation does not occur.

Black education has gone through an era when examiners in various subjects such as Biology, Geography, Mathematics, History, etc. were also authors of textbooks. These textbooks would be prescribed for pupils and teachers in secondary schools. Matric examination question papers set by these examiners who were also authors, were based on the mastery of the content from their textbooks only. This compelled the examination-oriented teachers to rely heavily on the prescribed textbooks and encourage pupils to memorise the textbooks if they were to pass matric. These examiners cum authors employed as departmental officials in the Department of Education and Training conducted in-service training courses organised by the Department, using their textbooks only (Ramokgopa, 1999 interview).

Therefore, the historical background of the running of examinations in the

Department of Education and Training and the nature of the curriculum in black schools lead to memorisation and cramming for examinations rather than comprehension and application of knowledge and skills.

Nkabinde (1997: 52) maintains that the subject matter in black schools does not focus on practical implications of the curriculum, rather, it focuses on abstract and remote emphasis. For example, in the subject such as Geography, South African children learn about the landscape of England rather than the landscape of South Africa or Africa. Therefore, the curriculum is viewed by many pupils as irrelevant, something that does not reflect their needs.

Govender (1996: 73) concurs that certain curriculum imbalances need to be adjusted such as the predominantly Eurocentric subject matter, gender and racial biases and the tendency to prescribe learning material written by persons who lacked the sensitivity and understanding needed to capture the African experience, although many of these works were well intended. The curriculum should also be sensitive to different educational needs, such as urban as against rural.

School governing bodies are entrusted with the responsibility of choosing the languages to be used at their schools, following stipulated guiding principles. Some authors indicate that mother tongue should be used as a medium of instruction while other express opinions that mother tongue instruction should be replaced by another foreign language at a later stage in a learner's education. Usage of a foreign language creates a problem where a learner has to master both the language and the learning content, thus the learner resorts to memorisation of facts without understanding. This becomes a problem when the learner has to write examinations he/she reproduces the memorised facts without ensuring whether they are relevant or not.

4.3 TEACHER EDUCATION IN A CHANGING SOCIETY

Teaching is a complex activity involving a wide spectrum of skills, perceptions,

knowledge and activity (Bagwandeen, 1994: 17). It is further a highly communicative and dynamic process. Jarvis (1991: 5) maintains that teacher education like all education, does not operate in a vacuum. It occurs within a particular societal context and it needs to be planned and administered accordingly.

For a truly professional performance, the teacher needs to effectively direct the areas of reality that provide control over the dimensions of the art of teaching. These areas of reality which the teacher can control include effective intellectual strategies relevant to decisions involving instruction in the classroom and the curriculum.

For the teacher to gain credibility, acquire intellectual strength and maintain esteem, it remains critical to establish that teaching is indeed a profession. Mncwabe (1990: 28) points that in some respects, teaching has the characteristics of a profession and in certain areas it does not. In the South African context, the question of professionalism for teachers become particularly relevant in the light of the Human Sciences Research Council (HSRC) investigation in education in 1981 (Bagwandeen, 1994: 17).

If teacher education is to meet the demands of the future, its aims and objectives will, at least to some degree, have to be re-examined. It needs to be acknowledged that in the final analysis, teachers should be involved with the task of preparing people to play a meaningful role in a free, democratic society and style of government. As society's needs and perceptions change, teacher education needs to go along with those changes.

Govender (1996: 54) points out that teacher education is going to have to undergo a number of very fundamental changes if it is to adequately prepare students for the challenges presented by a democratic dispensation in South Africa. In more ways than one it has to make a break with the past.

4.3.1 The provision of teacher education

The National Department of Education has endeavoured to give teacher education top priority in this country. The Ministry regards teacher education as one of the general pillars of national human resources strategy and the growth of professional expertise. For this reason, teacher education is now provided even through resource-based learning strategies, resulting from the shift away from monotechnic institutions offering face-to-face teacher education from a single campus.

Colleges of Education, Technikons and Universities offer a much wider variety of developmental programmes. Teacher education offered at a distance is the largest and most rapidly expanding form of education in South Africa (Ramusi, 1998: 6).

In the Northern Province, according to Motswaledi (1996: 4)

> "we took a radical step and discontinued first year intake into one third of our colleges of education. Our intention is to gradually turn these rationalised institutions into technical schools, technikons and other facilities which can produce resources needed by the economy, already in ten of these colleges, we are running a mathematics and a science bridging programme which is aimed at assisting students who have passed standard ten but whose performance falls below what is required in tertiary institutions or technical institutions".

This was the government's way of redressing the oversupply of teachers in the Province of research. Friedman (1998: 6) points that at Giyani College in the Northern Province, a funded course in retraining teachers in Maths, Science and English - in which there is dire shortage of teachers was halted by the Provincial authorities. The provincial department thought that unemployed teachers who attended the course would see it as the promise of a future post, and there was simply no money left to employ more teachers. Part of the problem is that while higher education falls under the National Department of Education, teacher-training colleges remain under Provincial control.

4.3.2 Curriculum 2005 model

When preparing teachers, teacher education should take into account the new ways of teaching which are being put into place such as curriculum 2005.

Carter (1997: 17) observes that "a class of pupils sitting silently in rows listening to their teacher, exams hanging over their heads like the Sword of Damocles ..... a normal South African scene, but one which is to change dramatically". The new curriculum (Curriculum 2005) aims to create thinking, competent future citizens by a life-long education system which is people-centred. Bagwandeen (1994: 18) points out that the training of the teachers should include areas of knowledge relevant to the phase for which he is training and the professional course work along with planned field-based experiences. The nature of pupils and physiology thereof as well as the theory of education design and purpose of the curriculum, amongst other things will need to be part of the preparation programme in teacher education. Teacher education should thus equip the teacher in the following areas:

- Pupils should be actively involved in finding and interpreting information for themselves.
- Pupils are assessed on an ongoing basis.
- Pupils learn to think critically, to reason, reflect and then act.
- Emphasis is on integrating the different types of knowledge relevant to the pupils.
- Teachers act as facilitators for small groups of pupils, with the emphasis on pupils finding out information.
- Syllabus is seen as a guide, with teachers having to adopt innovative and creative ways of helping their pupils to learn.
- Pupils take responsibility for their own learning, but are motivated by feedback and praise from teachers.
- Emphasis is on what the pupil understands.
- Pupils are free to learn at their own pace.
- Comments and suggestions from parents are encouraged. (Bagwandeen, 1994: 23)

In the Northern Province, with a large shortage of classrooms, as depicted in chapter 3 of this study, the teacher may find it impossible to facilitate a small group or team of pupils. Classes are always very large.

For the teacher in a changing society, a balanced programme will avoid the ills of pragmatic instrumentalism and intellectualism by uniting the academic, the practical and the reality regarding availability of resources.

4.3.3 Norms and Standards for Teacher Education

Norms and standards have been devised to transform the quality of teacher education in South Africa (Le Roux, 1996: 78). Le Roux (1996: 78) arranges Norms and Standards for Teacher Education into four interrelated headings:

- Curriculum;
- Competence;
- Credits;
- Creditation.

The curriculum should be aimed at a skilled facilitator of learning within a human rights context. An outcomes approach to curriculum development is radically different from the input approach that was adopted in the past. The outcomes approach turns the curriculum around and start with the end point, that is, the outcome.

Regarding competence, emphasis is not on what a student knows intellectually but what he can do. A credit is a year of study of a standard content and rigour typically required of a degree course. The total number of credits for a particular programme is specified, but the distribution of credits is left to the discretion of the institution.

The accreditation procedure is not seen as an inspectoral function, but as a supportive and quality-control system. A well-equipped teacher is in a position to manage change within the classroom, and work towards transformation of the

classroom and the society as a whole.

4.4 TEACHER ORGANISATIONS AND MILITANCY

4.4.1 Introduction

Teachers affiliate to different teacher organisation according to their preference. As there is high failure rate of learners it is essential to discuss what these teacher organisation do and how thy impact on teaching and learning and on the pass rates.

Govender (1996: 1) defines teacher militancy as all forms of public actions in which two or more teachers are involved when registering protest against one or more issues. This includes strikes or "chalk downs", sit-ins, marches, rallies and picketing.

Since the 1940's, both politics and economics have had a significant impact on South Africa teachers' decisions to collaborate or resist. The dialectic of resistance has been influenced by material changes in teachers' living standards, conditions of service and others (Nkomo, 1990: 93). This is supported by Christie (1991: 261), that during the political upsurge of the eighties, many new organisations emerged as explicit opponents of the apartheid state and apartheid education.

The stimulus for the resurgence of teacher militancy can be traced largely to social, economic and political developments since the mid-1970's and particularly the education crises experienced in the 1980's. Teachers and their organisations throughout the country were forced to redefine themselves in the light of these potentially dramatic developments (Govender, 1996: 2).

In 1990, there was more political flux in teacher organisations than ever before in the history of South Africa. Govender (1996: 1) also concurs that in that early 1990's teachers began to engage in unprecedented levels of militant actions, such as strikes, marches and sit-ins, as they joined millions of fellow South Africans in

demanding changes in education and government.

The teaching sector as a whole emerged as one of the major role players in the transformation that was beginning to unfold. As they re-examined their movement, one of the most significant consequence was the eventual division into two district camps:

- On the one hand, a militant trade union-type of teacher organisation.
- and on the other hand, a more conservative organisation, believing that teachers' interests should be pursued without in any way sacrificing learning and teaching time.

Prinsloo and Beckmann (1988: 215) point out that, in terms of the Labour Relations Act, 1956, a body of persons employed by the state may register as a trade union, which may therefore, for example:

- Negotiate conditions of service and remuneration with an education department.
- Strike legally.

If, according to Prinsloo and Beckmann (1988: 217), a teacher should participate in a go-slow strike and therefore not execute his duties in an efficient and conscientious manner, he may be penalised in various ways, one of which is dismissal. These were the conditions prior to 1994.

4.4.2 Perceptions of communities on teacher organisations

The socio-political changes in South Africa affected all spheres of life in the country, the teaching profession included. Changing form traditionally conservative educational policies and viewpoints has brought uncertainties to both teachers and communities. Teachers experience pressure from pupils, communities and political organisations, as they are expected to make a more meaningful contribution towards

social change.

According to Louw (1996: 6) for years now the cry has gone up that black education should be changed and that there should be equal opportunities for both black and white children. Teacher unions are, however, viewed as preventing improvements in education. They are seen as protecting black teachers while destroying the future of learners.

- Classes are grouped together to give teachers the opportunity to have more free periods, as the union determines how many hours per day they need to work.
- Children are sent home during the second break so that teachers can also go home. Many learners do not return for the last two periods and they roam the streets with nothing to do and are prime targets for drug dealers and other criminals.

Is the school no longer responsible for the child during school hours?

The unions prevent teachers from presenting extramural activities. Thus the development of sports grounds, halls for cultural activities and other facilities are not regarded as a priority in schools.

- On Fridays they leave schools early.
- Lessons do not start when they should at the beginning of the year (Mabunda, 1998: 4).
- Some teachers report to school late while others don't even turn up (Mabunda, 1998: 4)
- Teachers attend to their union matters such as mass meetings, rallies, mass action, etc. during working hours (Times, 09-01.1998: 4).
- Some teachers skip or miss certain lessons, simply giving learners notes and homework without dealing with the subject matter in class.
- Mafuleka (1994: 22) maintains that as a teacher, one has the

community at one's mercy for good or bad.

- According to City Press (11.01.1998: 15) the damage in the classroom situation and the effect of teacher unions were found to rank high in the disaster in schools. While there is the fact that teachers have rights, it is important to understand the type of work done by teachers.
- According to Finn (1993: 7), the above examples are summarised that "it little avails us as educators to cast about for scapegoats, to yearn for a better class of students, control, or to insist that society's other short comings be set right before the challenge of the 1990's is to wrestle our education system into such a modern society as well as those of its individual students, even when other conditions are unhealthy".

Janse van Rensburg (1993: 5) concurs with the above statements that:

- The education of our children should continue without the hindrances such as stayaways, boycotts, mass actions, etc. as these only harm pupils;
- It is the democratic rights of the parents to expect that their children will receive a good education, and it is also the democratic right of each child to expect tuition and education on a continuous basis.
- Thousands of lives have been destroyed permanently, not by a department, but by teachers, the very people who are supposedly in a position of trust and guardianship over those they destroy.

Table 4.1 below outlines community responses to teacher militancy, as revealed by Govender (1996: 66).

Table 4.1 Community responses to teacher militancy

YEAR	RESPONSE	ORGANISATIONS
1990	Support from pupils Support from both parents and pupils Support form allied organisations Vandalism by pupils	SECC, SCA, SOSCO, NECC
1991	Support from political organisations Support from pupils	ANC, COSAS
1992	Support from political organisations Opposition from students organisations Criticism from teachers' other organisations Support from both parents and pupils	AZAPO, PAC, NAPTOSA, TFC
1993	Criticism from teachers' other organisations Assault/confrontation by parents on teachers Opposition from students Organisations opposition from parents	CTPA, COSAS, PASO

According to Govender (1996: 63) many teachers, pupils and parents agreed that teacher militancy made a critical contribution in bringing about changes in education.

Teacher militancy was linked to the desire to bring about an end to teachers' conditions of service. In the process, teacher militancy contributed to the understanding, within communities, of the plight of teachers.

Some students felt that teacher militancy enhanced the culture of learning as it forced them to work independently and initiate catch up programmes. Although some people were positive about teacher militancy, others felt that the after-effects were heart-breaking and that they could not make up for the lost time. Many parents reacted by removing their children and enrolling them elsewhere.

Govender (1996: 64) further points out that teacher militancy was seen as having had adverse effects such as:

- Pupils staying away from school
- Poor matric results got worse
- Development of the culture of laziness among some pupils.

Students accepted that there were some bad elements among students, namely "opportunists" and "agent provocateurs". The opportunists were not interested in genuine protest, thus usually used protest situations to indulge in criminal activities such as stealing and stoning cars. The "agent provocateurs" were seen to be sent by the government to disturb the situation and discredit the legitimate protests of teachers.

4.4.3 The role of teacher organisations in the classroom

During 1993 the conflict in education in South Africa reached explosive proportions, strikes and other acts of teachers militancy were rife. At the same time, a hint of fundamental social and political changes was beginning to be experienced. Sibiya (1993: 7) urged teachers to "affiliate with teacher organisations which aim at fostering the establishment of a democratic education system while maintaining the interests of the pupils at heart".

4.4.3.1 Actions taken by teacher organisations

The intensive effect of teachers' political activities was dramatically accelerated in the 1990's, with a wave of "chalk down" strikes and protest marches by black teachers. Christie (1991: 265) points out that both proponents of these strikes acknowledged that the consequences were detrimental, leaving pupils without tuition.

According to Govender (1996: 63) the radical actions by teacher organisations was justified if one was to look at the pace of change over the past years. The traditional teacher organisations, however, wanted to go on teaching and ensuring that pupils continued to learn even if the process of change was taking place at a snail's pace. Janse Van Rensburg (1993: 5) maintains that the learners are the most precious commodity and the teachers have a responsibility as professionals, to ensure that the talents of children are developed to the fullest.

Mbatha (1998: 6) points out that "very few teachers are committed to remaining behind after hours to give extra tuition .... we as members of teacher organisations need to see what we are giving back to the community .... Teachers have to work".

It is worth noting that the then Deputy President of South Africa, Thabo Mbeki, (Sunday Times 13.09.98: 25) pointed out that teachers used to be respected and were accorded a respected place, especially in African society. This was mainly because the conduct of teachers both at school and within the community was exemplary. He further pointed out that "Drunkenness among some teachers, even if they are few, is unacceptable .... that SADTU should expel from its ranks any of its members who are found to be drunk during school hours .... it is unacceptable to go to school, leave early and otherwise seek to do as little work as possible".

While the picture from some 'progressive' teacher organisations seems gloomy, Smith (1998: 9) points out that some progressive teacher organisations are involved with the restoration of the culture of learning, teaching and services (COLTS).

The more traditional teacher organisations, as Nichols (1998: 10) puts it, ".... believe in putting the educational needs of the child first and foremost. As professionals, involved in a service profession, we need to make the needs of our clients - the pupils -, the focus of our endeavours".

Teacher development is suggested as a way of keeping up with the needs of the "clients". If teachers feel justified in not improving themselves, pupils will continue to receive an inferior education and the teachers' standing as professionals will be low in the community.

The traditional teacher organisations further stress the following:

- Teachers need to be perpetual students if they are to be effective professionals and good role models.
- Self-evaluation is also essential. Teachers need to be frank with themselves regarding their deficiencies and need to work out strategies to overcome them.

For the pupils to learn, teachers should be present to make it possible for them to learn. They can only learn effectively and improve on the poor results if teachers are prepared for their work. Thus paragraph 4.4.4 will discuss problems encountered by pupils when teachers go on strike.

4.4.4 Students suffer most when teachers go on strike

At first, teachers' militant activities seemed to get support from parents, students and organisations. Gradually, opposition to teacher militancy began to emerge. Refer to table 4.1 of this study. There was strong realisation that students were the immediate victims of strikes and stayaways.

Some parents and organisations oppose the strikes as:

- Too much schooling time is lost.
- The strikes hamper the preparation for the final examinations, thus contributing to the high failure rate.
- Syllabuses are not complete. Mamaila (15.01.1998: 7) quotes the then Minister of Education, Prof. Sibusiso Bengu when saying "I was told of schools where teaching does not take place and I was told of teachers who covered only 40 percent of the syllabus".
- According to Motswaledi (1998: 12), when parents realised that there is a total collapse of the culture of teaching and learning, they take their children to the former Model C schools. This has its setbacks as former Model C schools cannot accommodate all the children.
- Govender (1996: 65) maintains that the striking teachers and pupils often get into conflict with each other.
- The increase in the number of unqualified pupils leads to unemployment, a loss of quality of life and destitution.
- There should be consultation with students about possible disruptions in the school programme.

Learners suffer a lot when teachers have gone on strike as teaching comes to a halt and syllabuses are not complete by the time learners have to write examinations. This emplies that not only the grade twelve learner will be faced with incomplete syllabuses, but all the pupils from grade one to grade twelve. A further implication is that these learners will proceed to the next grade with gaps in the knowledge of the subjects which will impact on the grade twelve results at a later stage in a pupil's studies.

4.4.5 Intimidation by teacher organisations

Govender (1996: 66) reflects that intimidation and victimisation of teachers by the authorities in the department of education and government are the major causes of the upsurge in teachers' militancy from 1990 to 1993.

Intimidation of teachers also became apparent on the basis of membership of certain teacher organisations, who opted not to participate in strikes, as well as intimidation of supervisory personnel such as principals.

Problems of intimidation become visible in the following ways:

- When one teacher organisation goes on strike there is a very high degree of intimidation. Members of other organisations are intimidated into not going to work.
- There is also a lot of intimidation in recruiting members. Members of a teacher organisation would march into a school and say you will come to this meeting, you will join us. This made other teachers feel threatened.
- Members of a teacher organisation would also go to a school and demand to meet the teachers and they would order the teachers to go home.
- A rally of one teacher organisation would be disrupted by members of a rival teacher formation.
- A toy-toying group of teachers would protest against the principal of a school with the allegations of mal-administration and unfair dismissal of teachers.
- A teacher organisation held a march on a Saturday to protest against disruptions in schools (Sowetan, 23 March 1993).

According to Govender (1996: 68), although rivalry between teacher organisations seems to be an important factor with regard to allegations about intimidation among teachers, simplistic notions of rivalry tend to gloss over the more fundamental differences within the teacher movements that precipitate such activities.

The apparent rivalry between teacher organisations has its roots in the historical conflict between the established teacher associations and the more radical teacher unions. It also has roots in the social and political history of apartheid education.

The rivalry between the teacher organisations was aggravated by the fact that many principals, and even some inspectors belonged to one organisation and were seen to be implementing the policy of the Department of Education without question and without the necessary sensitivity expected from teachers belonging to the rival organisations. This resulted in principals and inspectors being targeted by teachers. The unbanning of political organisations intensified the levels of defiance against apartheid-related authority structures, significantly (Govender, 1996: 69).

Intimidations and violence on the part of teacher organisations should be seen in terms of the historical background of teacher formations, some established in a more conservative way and others being of a more militant type. It must also be seen in terms of South Africa's educational, political and social history.

4.4.6 Issues with potential to give rise to teacher militancy

There had been, prior to 1994, a proliferation of commentaries on the need for a social and political determinism of education. Mncwabe (1990: 49) points out the fact that education dangled both hope and promise of enlightenment. To the teacher, this hope seemed to be a mirage, hence teacher militancy will be discussed below.

4.4.6.1 School and service conditions

For learning and teaching to take place smoothly, the conditions at school must be conducive. Resources should also be available. The service conditions should be designed in such a way that educators feel encouraged to work. The analysis of questionnaires answered by both principals and educator will indicate how lack of resources affect educators.

4.4.6.1.1 School conditions

This refers to the poor learning conditions at schools, such as overcrowded

classrooms, lack of facilities and learning materials. Mona (1997: 3) concurs that conditions at most schools in the country are awful. Mona points out to the following shortages in schools in 1997:

- A shortage of 270 000 toilets in schools countrywide, with the most severe in Kwa-Zulu Natal and the Northern Province.
- Availability of water - 41 percent of the schools countrywide have no access to on-site water. The Northern Province was hard hit, as 48 percent of the schools have no water.
- Less than 43 percent of South African schools have electricity supply, with 79 percent of schools in the Northern Province without electricity supply.
- Only 25 percent of schools in the Northern Province have telephone lines. This implies that those who do not have telephone lines cannot have the "luxuries" such as faxes, electronic mailing and the Internet.
- Laboratories are a luxury which is not enjoyed in most schools, particularly in the Northern Province.
- 41 percent of schools in the Northern Province are in need of serious repairs.

In a letter written to the Teacher (October 1997: 8) Moodliar complains about the toilets at their school, that,

> "Pupils are using the slope adjacent to our school when they have to relieve themselves - something dangerous and unhygienic - and teachers wait to get home to use their own toilets".

The conditions prevailing at schools, caused by inadequate supply of resources lower the moral and the self-esteem of both the teachers and the learners. This further impacts on the learners' performance.

4.4.6.1.2 Service conditions

Service conditions are a very explosive area which, if not well-handled can cause teacher militancy.

Grey (1998: 3) maintains that the pace at which the government and teacher unions have been moving towards mutually acceptable resolutions around crucial issues is very slow, and it is frustrating to the teachers.

While some teachers tend to be militant, Nkabinde (1997: 42) points out that some teachers are driven away from the teaching profession because of poor working conditions, low pay, lack of accommodation, and inadequate supply of materials and overcrowded classrooms.

- **Teacher pupil ratio**

In recent workshops held between the government and teacher formations, the national government proposed a national ceiling for teacher/pupil ratios of 39:1 for the 1999 school year. Some schools will still have much more than 55:1. Positions such as principals and librarians are included when the number of posts at each school is determined, which means that classes have a much higher ratio than 39:1.

- **Salaries**

Many grievances relating to salaries are common in South Africa, while problems of gender, racial and department disparities have been attended to, the thorny problem of inadequate salaries seems to be an on-going one.

Mona (1997: 2) agrees that ".... the union threatened to bring school education to a halt if its salary demands were not met".

Teachers further complain about the following, regarding salaries:

- There is no grading system for teachers in place. This seriously disadvantages teachers and means there is no notch improvement, other than through promotions.
- In the past, when a teacher acquired an additional qualification, his/her salary was adjusted to a higher notch. As a result, most teachers were motivated to study further.
- No attempt has been made by the employer to ensure that a salary progression model is in place.

◈ Rationalising of teachers

Govender (1996: 75) points out that job security and unemployment are still causes for concern to teachers. Some schools have excess teachers while on the other hand some are still running short of teachers. The programme of the National Department of Education to redeploy and retrench teachers was given to provinces as having the final word in the number of teachers they need.

The policy, according to The Star (23 December 1997: 12), came under attack by teacher unions, who pointed out that the Government was simply attempting to pass to the province the responsibility of retrenching teachers. This was evidenced by the strikes that prevailed county-wide in June 1998. This had a serious impact on the half-yearly examinations.

◈ Teacher evaluation instruments

The need for teacher evaluation or appraisal systems to be democratised, both in their conception and implementation, has been emphasised over the years. With the assistance of the Wits Education Policy Unit, and in consultation with other organisations, the new appraisal instruction was workshopped during 1993. In the province of research, pilot schools were engaged in the appraisal instrument.

School principals and teachers were workshopped, but the actual appraising never got off the ground.

Taunyane (1998: 2) points out that personnel evaluation is an integral part of staff development. The primary aim of personnel evaluation is the performance improvement in the work environment of the staff. As secondary goal evaluation aims at giving recognition to proven achievement, identifying future educational leaders, determining attitudes to work and determining whether the person is ready for promotion.

◊ **Curriculum issues**

According to Govender (1996: 73) certain curriculum imbalances need to be adjusted. The tendency to prescribe learning material which has been written by people who lacked sensitivity and the understanding of black children needs attention.

The curriculum should be sensitive to varying educational needs. Mphahlele (1997: 14) concurs that very little direct attention has been given to issues like curriculum reform. Nkabinde (1997: 18) also supports the above statements that for South Africans, curriculum transformation might even be more important than issues of free education, class size and methods of teaching.

Teacher pupil ratio in most schools in the Northern Province, where there is the high failure rate in grade twelve is high. As a result of this high teacher pupil ratio, teachers are not able to give pupils individual attention.

Teachers' salaries which are not able to meet their needs coupled with the rationalisation and re-deployment process, lowers the morale of the educators, thus affecting their performance in the classroom.

4.4.6.2 Education labour relations

4.4.6.2.1 Establishment of a sound labour relations policy

Govender (1996: 77) points out two viewpoints regarding the establishment of a labour relations policy:

- The first is that once the labour relations policy is established, it would facilitate negotiations between the employer and the employee, by providing clear rules and procedures regarding resolving problems without disrupting education.
- The second is that there was a need for a single labour relations act, catering for all workers, teachers included.

One of the most fundamental issues behind the escalating teacher militancy has been the lack of a democratic labour relations policy in education. Failure of the former government to apply an impartial policy regarding the recognition of teacher unions and lack of proper collective bargaining and dispute resolution mechanisms also contribute towards teacher militancy. Negotiation between teacher formations and the state were unsuccessful and this led to further teacher militancy.

A major stride occurred in October 1993, by passing the Education Labour Relations Act (ELRA). This act, provides for, among others, the establishment of the education Labour Relations Council, collective bargaining, the employees' right to strike and the employers' right to lock-out.

4.4.6.2.2 Different approaches to labour relations

Many teachers and students favour the strategy of negotiating as a solution to teacher-related grievances, considering strikes only as the last resort. Teachers formations viewed the negotiations about grievances differently. Some are strongly in favour of negotiations while others favour negotiations coupled with strikes when

necessary. Some teachers also felt that despite the organisation differences in the teacher formations, common problems such as salaries should be tackled together (Hartshorne, 1992: 326).

Govender (1996: 80) points out that although there are opposing positions regarding labour relations within the teacher formations, significant progress has been made and dispute resolution mechanisms are in place.

The viewpoint of communities on teacher organisations are varied, although most communities hold an opinion that they delay the pupils' progress especially during strikes when pupils are left alone. While it is true that they are addressing their grievances against the department of education through strike actions pupils are left unattended, and this impacts on the completion of syllabuses and encourages pupils to roam the streets.

Inadequate supply of resources is also a concern to the teacher organisations as it lowers their morale and thus impact on the pass rates.

4.5 CORRECTIVE STEPS TAKEN BY THE DEPARTMENT OF EDUCATION

The prevailing high failure rate caused the department of education to indicate some steps to be taken in order to correct the situation, either of poor performance or equal distribution of both human resources and physical resources.
In spite of the problems that are prevailing in education, the minister of National Education announced two major changes regarding employment, placement and redeployment of teachers (Sowetan: 23.12.1997).

- From 1 January 1998, only the provincial education department will determine the teacher-pupil ratios.
- Termination of the right-sizing process that was started in 1996, will take effect from 1 January 1998.

The purpose of introducing rationalisation was to balance the 'oversupply' of teachers, with others being offered voluntary severance packages or redeployment to areas where there was a shortage of teachers. This posed a problem to all of the nine provincial education departments who had to deal with over approximately 43 000 temporary teachers who were facing unemployment in 1998.

In pursuit of a solution to the problem of temporary teachers, the Northern Province department of education appealed to all temporary teachers whose contracts terminated on 31 December 1997 to report to the schools where they were teaching when the schools re-opened in January 1998. Their contracts have been extended and currently (2000) most of them are still occupying their positions except in cases where they have been replaced by the permanent educators who have been redeployed from other schools where they were in excess.

The MEC for education in the Northern Province also pointed out that unemployed teachers in the province should pursue other careers as no creation of new posts was envisaged in the next 5 to 10 years (Sowetan, 23 December 1997). Teachers were also urged to follow subjects that were in demand such as Mathematics and Science.

Regarding the provision of resources, the Minister of National Education pointed out that the low results in rural provinces causes his department to put more emphasis on those provinces. He further pointed out that the situation needed to be treated with urgency. He also pointed out that the situation needed to be treated with urgency, thus the department of education will have to redress the urban-rural imbalances by ensuring that resources continue to be shifted to areas of greater need (Southern Africa Report, 6 January 1996: 5).

4.6 POLITICAL AND SOCIAL FACTORS RELATED TO SECONDARY SCHOOL PUPILS' ATTITUDE TOWARDS SCHOOL

Political, social and economic conditions have a profound impact on the

development of education (Mungazi, 1991: 88). The Department of Education's spokesperson, Lincoln Mali (Sunday Times, 23.02.97: 6), concurs that the poor pass rate can be attributed to the political divisions over transformation. The political and social instability that prevailed in South Africa led to a crisis in education. This crisis has been characterised by widespread political unrest which also destroyed the culture of teaching and learning.

The political unrest was expressed through students, parents, civics, political organisations and teacher formations. Christie (1991: 25) points out that "rejection of the inferior state of the education system has brought with it, in many instances, an alienation from learning and education in general and a generation of students with little schooling and poor employment prospects".

This alienation becomes visible in pupils blaming themselves for poor school performance, unsustained school attendance, teenage pregnancy, drug abuse and gang formation, and high failure rate. Mashile and Mellet (1996: 223) point out that schools are dirty, defaced and school property is being vandalised and looted by the very same pupil it is meant for. The language they use, their mode of dress and the general behaviour is questionable. Homework, classwork, and tests are poorly executed or not done at all.

The picture depicted by Maakana (1998: 13) is a common sight in most schools in the Northern Province. He points out that: "Our school day begins at 7:30 am. There is not one student at school. We, the teachers, have to wait for students to trickle in. And that depends on the weather. If it's cold, we expect them at around 9:30. If it's raining, we don't expects them at all. Rain means no school. They come late and slowly. There is nothing I can do. Corporal punishment is abolished and a jail term awaits any teacher who dares apply it. By the time classes start, the first two periods have been lost. It happens everyday". Mabunda (1998: 4) concurs with the above statement and further points out that no one can question these children "as it is said they (the teachers) have been stripped of their authority over children by legislation that over protects children". Black children still believe that politics is better than education.

There are also problems experienced by female pupils, which lead towards a negative attitude towards school. Graham-Brown (1993: 210) points out the fact that there is violence among students, with sexual harassment both by teachers and peers, and the violence of street gangs coming to school.

Some parents have to work far from home, leaving the home (children) under the care of the eldest who might also be attending school. This child has to maintain the home, work out a budget on the money sent by the parents, supervise the younger ones, and even attend school. By the time this child gets to school, he/she is so exhausted that it becomes impossible to cope with schoolwork. More often, this results in a negative attitude towards school!

A standard 8 (Grade 10) boy who was interviewed regarding his negative attitude towards school, pointed out that being positive towards school is a useless endeavour which also hurts, because soon he will have to leave school.

When asked why, he pointed out to the fact that some boys of his age are already working and supporting their mothers and siblings. He further pointed out that he is just at school to while away time awaiting a job opportunity. Disruptions by other social structures also influence the attitude of the students negatively. The following are examples

- a problem of villagers who declare war on the authorities until they were supplied with electricity, schooling was disrupted. One Grade 12 pupil was quoted as saying: "the problem is quite serious. Even if the boycott could be lifted, I do not think I would pass my final examination" (Sowetan. 18 September 1997: 4).
- Learners had to got to a march of workers and politicians to protest against violence against children and women.
- A bus strike affected children who were commuting to school by bus. Many children had to hitch-hike to school and back while others had to walk for a long distance (Times. 13.02.1998). This created problems such as arriving late for school, lack of concentration caused

by tiredness, and possible sexual harassment of girls as they walked long distances.

The attitude of the secondary school learners, as depicted in this paragraph is not positive. Their attitude is characterised by not dressing in their school uniforms, their classrooms and school environment is left dirty, not doing their schoolwork, coupled with teenager pregnancy. All these impact negatively on learning thus also on the end of the year results. These learners are also affected by issues which are supposed to be attended to by their parents, such as supply of electricity in the village.

4.7 MATRIC AS A THREAT TO LEARNERS

Passing an examination which has been set for a specific group of pupils at the end of the year implies academic achievement for that particular pupil. Academic achievement is progress made by pupils in a course of study (Matseke, 1997: 6).

The end of the final matriculation year, (Standard 10 or Grade 12), marks the end of twelve years of schooling or five years secondary school study. At the end of this period, all pupils who have written examinations look forward to passing and getting to tertiary institutions or other post-matric institutions. Their entrance to the tertiary institutions depends on passing matric.

In the past, passing standard six was regarded as a great achievement, as it would allow pupils to move from primary school to secondary schools and even to teacher training colleges. Later, emphasis was shifted to Junior Certificate (JC, equivalent to Standard 8 or Grade 10).

Presently, the focus is on Matric. This (Matric) has now become the most significant examination for entrance to colleges, and to other tertiary institutions of higher education. Standard 10 examination is closely linked to entrance to University and other educational institutions, while the senior school leaving certificate is a

minimum entrance requirement for many career paths.

Matseke (1997: 6) points out that black learners have gone through a period of exempt pass, exempt permit and now exempt certificate. His concern is that it should rather be matriculation exemption (University entrance) and the other be matriculation certificate instead of qualifying it as 'school-leaving'.

It makes a mockery of the qualification if it cannot help a pupil to proceed to the next stage of learning. Carrying a school leaving certificate is similar to carrying a death certificate, as it is a passport to nowhere. Very few tertiary institutions, if any, are prepared to look at it.

Passing matric opens doors. It enables the certificate holder to qualify for a job opportunity and placement. It offers the possibility of a comfortable socio-occupational position in the community. It also helps one to fulfil one's ambition and to build a richer self-confidence.

Although there are problems such as poor family background, emotional disturbances, underqualified teachers and insufficient school facilities, some pupils work hard to pass matric. Nkabinde (1997: 53) points out that the problems facing the South African youth are compounded by underqualified teachers, as studies in 1979 reported that only 20 percent of teachers in African schools had completed high school, whereas only 2.9 percent had university degrees.

The pupils' attitude towards school, as outlined in paragraph 4.6 of this study, contributes greatly towards viewing matric as a problem. In the Northern Province, it has been observed that most learners do not pass matric in one year. They spend more than two years in class, as a result, it is a real threat to them.

The Department of Education created finishing centres throughout the Province, with the purpose of relieving the schools of the learners who fail matric twice. Their third year in matric is done at the finishing centre, still, some spend two or more years at the finishing centre.

The phasing out of standard 5 (Grade 7) and standard 8 (Grade 10) external examinations contributed greatly towards laxity among both teachers and pupils. The only external examination they face is the matric one, for which they are not adequately prepared.

Officials of the department and teachers get used to doing things in a certain manner such that change becomes difficult or impossible thus keep on shifting the blame.

Common advice from knowledgeable horse trainer includes the adage. "If the horse you are riding dies, get off". This seems simple enough, yet, in the line of education, the advice is not followed. Instead, people choose from a variety of other alternatives which include:

> "Buying a stronger whip, trying a new bit or bridle, switching riders, moving the horse to a new location. Riding the horse for longer periods of time saying things like, "This is the way we've always ridden this horse". Appointing a committee to study the horse. Arranging to visit other sites where they ride dead horses more efficiently ..." (Sunday Times, 23.02.1997: 6).

More often teachers do not want to change their teaching strategies, even where they don't succeed. They always point out the fact that they have been teaching that subject for years, using that strategy. Pupils are often blamed, saying that modern children are not like the ones who attended the school in the past. The problem of high failure rate in the Northern Province has created a vicious cycle of finger-pointing.

The province has contracted the pass-the-buck syndrome. Pupils blame teachers, teachers blame the Education Department, education officials blame budget constraints and the ill influence of trade unions, while the unions slam the Government for redeployment and retrenchment policies that went terribly wrong.

City Press (11.01.1998: 15) points that it may be fine to produce one white paper after another but at the end of the day, if the teacher does not stand in the front of pupils and do his/her best, the results will continue to be bad year after year.

Teffo (September 1997) expresses concern whether schools and tertiary institutions have not lost sight of the *raison d'etre* for education. The usual excuse for justifying the general malaise in education is no longer acceptable. South Africans need to make a paradigm shift and exert themselves as pupils, teachers, principals and department officials. Teffo further points out that there is no substitute for 'sweating and swotting'.

4.8 CONCLUSION

The Northern Province, which is experiencing a problem of the high failure rate in grade twelve caters for a wide variety of languages which the school governing bodies have to choose from for wage at their schools. For most learners (Northern Province is mainly rural) the usage of a foreign language creates a variety of problems such as having to understand the language, understanding the subject matter as well as answering the questions. This impacts negatively on their performance. This further gives the learners reason to develop a negative attitude towards school which compounds the problem of failure rat even further.

Teacher organisations having to engage in strike actions also compound the problem further as pupils are left unattended, syllabuses remain incomplete and pupils move to the next class without adequate background knowledge about the subject. This becomes a problem for all the learners from grad one to grade twelve although the seriousness thereof is felt at grade twelve where external examinations are being written.

Although the department of education is taking steps to correct the situation, as reflected in paragraph 4.5, it should act fast.

In the next chapter, an international perspective on failure rates will be given by focussing on the situations in the United States of America and the United Kingdom.

CHAPTER FIVE

AN INTERNATIONAL PERSPECTIVE ON FAILURE RATES

5.1 INTRODUCTION

Throughout history, man has studied foreign institutions with the intention of improving his own. In more recent times, governments occasionally invite foreign experts to give advice on the reform of their own institutions. Some professionals are even sent to other countries to study what is being done by others so that they can come back and improve their own situations.

As the aim of this study is to diagnose the possible causes of high failure rate, this chapter will focus on the situations in the United States of America and the United Kingdom, as stated in paragraph 1.5.3. This chapter will further examine the conditions under which education is being offered, which enable the learners in those countries to perform better.

5.2 ADMINISTRATION AND CONTROL OF EDUCATION IN THE UNITED STATES OF AMERICA

In the United States of America, educational objectives are strongly influenced by the federal constitution. Education is regarded as the responsibility of the various states, and is founded on the idea of leading the child in such a way that he or she should be able to tackle the problems and challenges of his or her practical world of experience (Spring, 1990: 17). The general public in the United States of America has traditionally viewed the schools as institutions that are created, maintained and controlled by "the people" (Ginsburg, 1991: 341).

5.2.1 The role of the states in educational matters

There is no national system of education in the USA as each of the 50 states is responsible for its own education system. In each state, the Department of Education as well as its controlling Board of Education and Chief School Officer, hold central authority for the state's education process. The Department of Education and local school districts are responsible for the running of the school system (Guthrie & Reed, 1991: 71). The members of the State Board of Education are selected by the Governor. The main function of the Board is to formulate educational policy for both public and private education, as well as to implement legislation which is relevant to schools. Each state's Department of Education has a Superintendent, whose functions are:

- To take initiative in planning and implementing improvements in education;
- Direct administration of schools and services;
- Through regulation ensure that
  - the standard of educational certificates is maintained
  - school buses and buildings remain safe
  - curricular requirements are met (Spring, 1990: 375).

5.2.1.1 Local control of education

As the local authority controls education, school curricula, syllabuses, textbooks, compulsory attendance, education standards and school buildings vary from school district to school district within the same state. The superintendent of schools is responsible for preparing the school budget, determining the amount of local taxes necessary to finance the school programme, employing educators and other school personnel. The school districts are the popular system of local education control and are completely independent form district and state politics (Guthrie & Reed, 1991: 81).

5.3 ACHIEVEMENT OF LEARNERS IN THE UNITED STATES OF AMERICA

The researcher chose the United States of America to find out how the learners succeed in passing and the factors which influence learning and thus cause the failure rate to be low. Christenson (1992: 138) points out that the United States of America had to reform their education by passing legislation providing for bilingual programmes, after noticing a large number of failures among the non-English language speaking pupils. Legislation in 1964, 1965, 1968 and 1974 provided for the equal opportunities of pupils. The 1974 Act, known as the Bilingual Education Act, promoted skills in English among the non-English language pupils, thereby improving their scholastic performance.

The USA system of education has its education divided into pre-primary, elementary, secondary and post-secondary education. Pupils normally complete their entire program through Grade 12 by age 17 and 18. High school graduates who decide to study further may enter a technical or vocational institution, a 2-year college, or a 4-year college or university (Orland, 1999: 5). For the purpose of this study, focus will be centered mainly on secondary school education.

5.3.1 Reading scores and achievement level

The act of reading contributes greatly to the quality of people's daily lives and to the learners' learning. The ability to read and understand learning materials and to read the instructions on the examination question papers is important to a learner.

According to Donahue, Voelkl, Campbell & Mazzeo (1998: 3), how a reader responds to the text depends in part on the type of text being read and the purpose for reading it. Thus the purpose for reading and the expectations brought to the text may influence the comprehension process, determining what strategies and skills are deployed in the pursuit of meaning and the extent to which the content is integrated with prior knowledge (Langer, 1993: 2-20).

In 1988, in the USA, the National Assessment Governing Board was directed to identity suitable achievement goals for each subject. It was in 1994, that the Board was again given, as one of its responsibilities, to develop performance standards for each grade and age in each subject (Public law, 1994: 103-382).

The National Assessment of Education Progress (NAEP) which is America's only ongoing survey of what learners know and are able to do in various subjects, published a report in 1998. Factors such as gender, race, parental level of education, type of location and type of school were looked into by NAEP (Donahue *et al.*, 1998: 4). These will be discussed in the paragraphs that will follow.

5.3.1.1 Gender

According to the National Assessment of Education Progress (as cited by Donahue *et al.*, 1998: 43), who conducted researches in 1992, 1994 and 1998, the 1998 results for both male and female learners were positive. For Grade 12 female learners, the average score increased between 1994 and 1998, while for the Grade 12 male learners a score increase in 1998 was not significantly different to that in 1994 and remained lower than the 1992 average score. Female learners outperformed their male counterparts in Grade 12 in 1998.

5.3.1.2 Race

A comparison was made between White, Black, Hispanic, Asian and American Indians. South Africa, just like the United States of America, has a variety of races such as Whites, Blacks, Indians and Coloureds. The 1998 performance for Grade 12 white learners showed improvement. For black Grade 12 learners there was no significant difference observed for 1992, 1994 and 1998. Grade 12 Hispanic learners increased their scores between 1994 and 1998, while the results for Asian and American Indian Grade 12 learners showed no significant changes. Grade 12 white learners had higher scores than their black counterparts, while the Asians also outperformed their black counterparts (Donahue, *et al.* 1998: 43). The situation in South Africa is similar to the one in the United States of America as white learners

outperform their black counterparts.

Biddle, Good and Goodson (1997: 269) indicate that the major explanation of inequalities in performance are sociocultural in origin. Deficiencies in the home environment (e.g. disorganised family life, inadequate sensory stimulation, inadequate child rearing practices) deprive economically poor of the types of experiences they need to do well academically.

5.3.1.3 Parents' level of education

In America, it was found that learners whose parents were reported to have achieved higher levels of education, demonstrated higher achievement in all subject areas. Although Looker (1998: 257-279) points out that the accuracy of the learner - reported data is questionable.

For a group of Grade 8 learners who were assessed, who also reported that at least one parent graduated from college, the average score in 1998 was significantly higher than in 1994 and 1992. For the Grade 12 learners who reported that their parents did not finish high school, the performance in 1998 was lower than in 1992, but did not differ much from 1994 (Donahue *et al.*, 1998: 49).

A relationship between the level of education attained by parents and scores attained by learners is evident, as in both Grade 8 and 12 in 1998, learners who reported higher levels of education for their parents had higher scores.

The more often learners discuss their studies at home, and the more often they discuss what they read with others the more their literacy development is encouraged and enriched. When the experience of school and of reading is shared with family or friends, what might have been mere regulated learning is recognised as a part of everyday life. Christenson (1992: 178-206) indicates that there is higher achievement in learners whose parents have taken an active role in their learning. Thus, the link between parents and schools should be kept strong.

5.3.1.4 Type of school

According to Campbell, Donahue, Reese and Phillips (1996: 50), reading assessments and other research on educational achievement have found that there is a significant difference in the performance of learners attending public schools and non-public schools. In 1998, learners in non-public schools performed better than their peers in public schools. Coleman, Hoffer and Kilgore (1982: 55) indicate that the average performance differences between the public and the non-public schools may be related partially to socio-economic and sociological factors. Instructional and policy differences between the two types of schools explain the higher level of performance of private school learners while on the other hand it is indicated that selection of learners and parental involvement contribute significantly in the performance differences.

Shanker and Rosenberg (1992: 129) indicate that private schools achieve much higher levels than do public schools as they (private schools) do not have bureaucracies, teacher unions, tenure, desegregation orders and affirmative action. Although the performance in private schools is high, Orland (1999: 43) indicates that in 1993-1994 the educators at public schools generally earned higher salaries than their counterparts in private schools. Even the educator/learner ratio was low, at 1:17,2 at public schools.

5.3.1.5 School hours

Biddle, Good and Goodson (1997: 1056) indicate that despite a shorter school year (average 185 days per year), educators in the USA teach more hours per day. Time for preparation, planning, working with other colleagues, working on the development of curriculum or assessment is rarely available and not considered part of the main job.

Secondary school educators have five preparation periods per week. On average educators work on teaching-related tasks an additional 10-15 hours per week, outside of school hours. This enables the educators to assist the learners better as

they shall have prepared thoroughly for their classes.

5.3.2 School and home factors

The school and the home are the two major environments in which learners spend most of their time. It is within these two environments that learners engage in the activity of reading, which may be reading to enlarge emotional experiences, to acquire the necessary information or to accomplish practical concerns. Thus, this section will focus on the influence of the home and the school on reading and achievement of learners.

5.3.2.1 Books read in school and for homework

According to Fielding and Pearson (1994: 62-68), becoming a competent reader may require daily engagement with the written word. Most learners are expected to read on a daily basis in school and for homework. Donahue *et al.* (1998: 88) indicate that learners who reported more reading at school and for homework demonstrated higher reading performance. Atwel (1998: 3) concurs that having time to read in school may not only increase fluency, but may also encourage literacy habits and literacy appreciation. The high performance in reading encourages the learners to read their schoolwork, thus increasing their pass rate.

5.3.2.2 Explaining and understanding

Biddle, Good and Goodson (1997: 1058) indicate that learners who have traditionally been allowed to fail must be helped to succeed; many more are expected to become not just minimally schooled, but highly proficient. This indicates a new mission for schools and entirely new approaches to teaching and learning. Schools are expected to ensure that all learners are engaged in learning at high levels. The educator's job is no longer to cover the curriculum only, but to enable diverse learners to develop their talents in effective and powerful ways. The South African situation, as depicted in paragraphs 4.2.4 and 4.2.5 shows teacher-centred

learning as well as memorisation of the work.

Being able to explain what they have understood when reading, can clarify and enhance the learners' understanding of the text they read. Gambrell and Almasi (1998: 91) indicate that the ability to talk about what one reads in books, articles or newspapers enriches many aspects of one's personal life.

According to Donahue *et al.* (1998: 91) Grade 12 learners who were asked to explain their understanding or to discuss their interpretation of what they read, at least once or twice a week, had higher average marks than their counterparts who were doing so less than weekly. It is further reported that Grade 12 learners who took part in such discussions and explanations had even higher marks than those who did so less frequently.

5.3.2.3 Writing essay-type answers

The answering of questions is preceded by reading and understanding the questions, which come from the text which they should have read and understood as well. Thus, the classroom practice should prepare learners to demonstrate their understanding by writing.

Donahue *et al.* (1998: 95) indicate that Grade 12 learners who engaged in the activity of reading and writing (answering) long answers in tests and assignments on a weekly or monthly basis, had higher average marks than learners who do so once or twice a year or less.

5.3.3 Violence and drugs

According to Orland (1999: 45) Grade 12 learners attending public schools were less likely to feel safe at school and more often had fights between racial/ethnic groups than learners attending private schools. The proportion of learners who ever used drugs was 51% in 1996. Alcohol remained the most often used drug with a

proportion of 51% of the learners having consumed alcohol within a period of 30 days. South African learners also consume alcohol. Sowetan (10.03.2000: 4) calls upon the learners to refrain from drunkenness when saying ".... drunken stupors and other forms of deviant behavior will not sustain your happiness". Paragraph 4.6 confirms the prevalence of violence among learners.

TABLE 5.1 Percentage of students in Grades 9-12 who reported experience with drugs and violence on school property by race/ethnicity, grade and gender: 1995 and 1997

Type of violence or drug-related behaviour	1995	1997							
			Race/ethnicity			Grade			
	Total	Total	White	Black	His-panic	9	10	11	12
1	2	3	4	5	6	7	8	9	10
Felt unsafe to go to school[1]									
Total	4.5	4.0	2.4	6.8	7.2	5.5	4.0	4.2	2.6
Male	4.7	4.1	2.3	7.5	6.8	5.2	4.0	5.0	2.3
Female	4.3	3.9	2.5	6.1	7.7	5.8	3.9	3.2	3.0
Carried a weapon on school property[2]									
Total									
Male	9.8	8.5	7.8	9.2	10.4	10.2	7.7	9.4	7.0
Female	14.3	12.5	12.3	10.7	15.6	14.5	11.1	14.6	10.1
Threatened or injured with a weapon on school property[3]	4.9	3.7	2.1	7.8	4.3	5.4	3.5	3.1	3.0
Total									
Male	8.4	7.4	6.2	9.9	9.0	10.1	7.9	5.9	5.8
Female	10.9	10.2	8.2	14.0	12.7	13.7	10.1	9.0	8.4
In a physical fight o school property[3]	5.8	4.0	3.7	5.8	4.6	6.1	5.2	2.3	2.5
Total									
Male	15.5	14.8	13.3	20.7	19.0	21.3	17.0	12.5	9.5
Female	21.0	20.0	19.1	24.6	24.7	29.3	21.6	17.8	13.1
Property stolen or deliberately damaged on school property[3]	9.6	8.6	5.9	17.0	12.3	12.4	11.3	6.2	4.9
Total									
Male	34.9	32.9	32.6	34.0	32.1	36.9	35.4	32.3	27.9
Female	41.4	36.1	35.7	37.5	33.4	39.8	39.7	36.2	30.0
Cigarette use on school property[1]	28.0	29.0	28.6	30.6	30.6	33.7	30.0	27.5	25.4
Total									
Male	16.0	14.6	15.8	8.8	11.9	14.0	14.4	15.8	14.1
Female	16.8	15.9	16.5	12.4	15.3	15.9	15.5	16.2	16.1
Smokeless tobacco use on school property[4]	15.1	13.0	14.9	5.5	7.7	11.8	13.2	15.2	11.6
Total									
Male	6.3	5.1	6.5	1.4	3.3	5.2	3.2	5.6	6.0
Female	11.2	9.0	11.3	2.5	5.8	9.5	5.7	9.8	10.6
Alcohol use on school property[1]	0.9	0.4	0.4	0.4	0.3	0.4	0.1	0.6	0.1
Total									
Male	6.3	5.6	4.8	5.6	8.2	5.9	4.6	6.0	5.9
Female	7.2	7.2	6.3	7.3	8.7	6.3	5.6	7.9	8.8
Marijuana use on school property[1]	5.3	3.6	2.9	4.0	7.6	5.3	3.2	3.8	2.2
Total									
Male	8.8	7.0	5.8	9.1	10.4	8.1	6.4	7.9	5.7
Female	11.9	9.0	7.3	13.0	14.1	9.6	8.2	10.2	8.2
Offered, sold, or given an illegal drug on school property[3]	5.5	4.6	3.9	5.4	5.9	6.5	4.2	5.2	2.6
Total									
Male	32.1	31.7	31.0	25.4	41.1	31.4	33.4	33.2	29.0
Female	38.8	37.4	36.1	34.6	46.8	34.5	40.0	38.6	36.4
	24.8	24.7	24.5	16.7	34.4	28.0	25.3	26.4	19.6

[1]On one or more of the 30 days preceding the survey.
[2]Such as a gun, knife or club.
[3]One or more times during the 12 months preceding

SOURCE: U.S. Department of Health and Human Services, Centers for Disease

the survey.
[4]Used chewing tobacco or snuff during 1 of the 30 days preceding the survey.

Control and Prevention, CDC Surveillance Summaries, August 14, 1996, MMWR 1998; 47 (No. SS-3). (This table was prepared October 1998.) (Donahue, *et al.*, 1998: 157).

5.3.4 Resources and expenditure

Financial support differs from state to state. In most states money is made available to local education authorities on the basis of the number of school-going children in the respective school districts. In an attempt to provide all pupils with equal educational opportunities, the state gives more assistance to poor districts than to rich ones. The poor districts find it difficult to cope with rising costs and the increasing demands made on education (Guthrie and Reed, 1991: 118).

The expenditure per learner in public schools rose significantly in the late 1980's and kept on increasing slowly during the first part of the 1990's. From 1990-91 to 1997-98, the estimated current expenditure per learner in average daily attendance was $6 624 (Orland, 1999: 45).

The states make money available to local authorities, based on the number of school going children. This enables the local education authorities to provide resources for school, thus teaching and learning is being supported. The poor districts receive more money than the rich ones. This should be happening in the Northern Province as most of the parents in the rural areas are unemployed.

5.3.5 Attendance

Table 5.2 depicts the attendance pattern of Grade 10 and 12 learners.

TABLE 5.2 Tenth and 12 Graders' attendance patterns by selected learners and school characteristics: 1990 and 1992

Attendance pattern	All students	Sex		Race/ethnicity					Socio-economic status[1]			Control of school attended		
		Male	Female	White	Black	Hispanic	Asian	American Indian	Low	Middle	High	Public	Catholic	Other private
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
	Percent of 10th Graders in 1990													
Number of days missed first half of current school year														
None	14.3	17.1	11.6	13.0	21.2	12.5	23.1	12.0	13.1	15.0	14.9	14.0	18.3	15.1
1 or 2 days	23.2	24.9	21.5	22.8	27.2	20.6	28.6	12.5	20.0	23.0	26.6	22.6	26.4	33.6
3 or 4 days	27.7	27.1	28.3	28.8	24.5	25.0	23.9	33.7	25.3	27.6	29.5	27.9	26.6	27.7
5 or more days	34.8	30.9	38.7	35.4	27.1	41.9	24.4	41.9	41.6	34.3	29.0	35.4	28.8	23.5
Number of times late first half of current school year														
None	25.2	25.4	24.9	27.8	17.8	17.8	22.0	18.6	23.9	25.7	26.6	25.3	27.7	17.9
1 or 2 days	38.2	38.1	38.3	38.0	41.1	36.7	39.7	31.3	37.4	38.6	38.2	37.8	39.8	44.6
3 or more days	36.7	36.6	36.8	34.2	41.1	45.5	38.3	50.1	38.7	35.7	35.2	36.9	32.4	37.5
Cut classes														
Never or almost never	84.8	83.5	86.2	84.8	86.5	75.8	87.1	81.4	82.3	84.5	89.0	84.0	95.2	90.9
At least sometimes	15.2	16.5	13.8	13.5	13.5	24.2	12.9	18.6	17.7	15.5	11.0	16.0	4.8	9.1
	Percent of 12th Graders in 1992													
Number of days missed first half of current school year														
None	8.7	10.5	6.9	7.4	15.8	6.9	15.6	11.3	8.7	8.6	8.8	8.6	10.2	9.1
1 or 2 days	30.3	30.8	29.9	29.9	31.0	31.6	34.3	22.4	27.5	30.8	31.7	30.2	31.2	32.7
3 or 6 days	35.0	35.0	35.1	36.2	31.2	34.4	27.4	37.8	34.0	34.0	37.7	34.8	37.5	38.7

7 or more days	25.9	23.7	28.2	26.5	22.1	27.1	22.7	28.6	29.8	26.6	21.8	26.4	21.1	20.5
Number of times late first half of current school year														
None	19.0	17.7	20.3	20.6	14.0	14.7	16.2	19.1	19.7	19.0	18.7	19.2	19.5	12.3
1 or 2 days	33.5	32.4	34.5	34.4	32.1	28.7	33.8	25.3	32.8	34.2	33.1	33.0	36.4	37.6
3 or more days	47.6	49.9	45.2	45.0	53.9	56.6	50.0	55.6	47.5	46.8	48.2	47.8	44.1	50.1
Cut classes														
Never or almost never	75.6	72.8	78.4	76.5	77.7	67.9	72.7	73.7	76.2	75.6	75.4	74.3	87.1	86.3
At least sometimes	24.4	27.2	21.6	23.5	22.3	32.1	27.3	26.3	23.8	24.4	24.6	25.7	12.9	13.7

[1]Socio-economic status was measured by a composite score on parental education and occupations, and family income. The "Low" SES group is the lowest quartile; the "Middle" SES group is the middle two quartiles; and the "High" SES group is the upper quartile.

SOURCE: U.S. Department of Education Statistics, "National Education Longitudinal Study of 1988", First and Second Follow-up surveys. (This table was prepared March 1994). (Donahue, *et al.*, 1998: 160).

From table 5.2, showing attendance patterns of grade ten and grade twelve learners, it is clear that the schools in the United States of America do experience problems of late coming and missing of school days. The remedy they use for this situation is to inform the parents of learners who in turn ensures that the situation is corrected, thus lowering the failure rate.

5.3.6 Teacher unions and teacher professionalism in the USA

Many teacher organisations at national, state and district level have taken up the crusade and the rhetoric of teacher professionalism, focussing increased attention on a diverse array of projects beyond the traditional scope of collective bargaining. At the national level, the American Federation of Teachers and the National Board of Professional Teaching Standards, seeks to establish a more ambitious career structure for educators and to lay the groundwork for more finely grained assessment of teaching performance. The National Education Association has sponsored several school reform projects. National, state and local unions, often in partnership with other organisations currently sponsor a variety of innovative professional development projects and rely on collegial rather than administrative or academic expertise or developmental support and formal evaluation. Some teacher unions are forums where educational philosophy is discussed and debated and these discussions may find their way not only into union strategies for collective bargaining, but also into broader district discussion about programmatic directions for learners and educators (Biddle *et al.*, 1997: 441).

The teacher organisations focus on the upliftment of the standard of work they do. They even provide funds for professional development projects. This ensures that the quality of teaching will be high thus the results will also be high. The pupils will feel challenged by the preparedness shown by their teachers. Although they discuss issues which are sent to the bargaining chamber, that does not distract them from their work.

5.3.7 Supporting services

The system of education offers a variety of support services to school districts and schools. The services include educational management training, library services, instructional aids, transport schemes and educational research and development services.

5.3.7.1 The Department of Education

The Department of Education offers a wide range of auxiliary services at local, government and international level. The department also attempts to:

- promote early intervention programmes;
- set standards for the progress of pupils from elementary to junior secondary and secondary school levels;
- improve school attendance of pupils;
- stimulate the completion of homework assignments by pupils;
- improve the use of class time and school (Guthrie and Reed, 1991: 63-65).

5.3.7.2 Educational management training programmes

The management training programmes are divided into two sections, namely the pre-service training programmes, as well as the in-service training opportunities for school administrators (Biddle, *et al.*, 1997: 656).

5.3.7.3 Library services

School libraries are regarded as the core elements providing support to the educators in the United States of America. In large districts the school libraries are linked to the community libraries and they have an inter-library loan service. There are also centres referred to as learning resource centres. The aim of these centres

is to utilise the ordinary materials in school libraries and to supplement these with the hardware and software of instructional media used for computers (Guthrie and Reed, 1991: 383).

Libraries are essential services which could also impact on the pass rate in the schools in the Northern Province. Both the educators and learners could benefit from this service which would broaden their knowledge.

From paragraph 5.3 it becomes clear that reading a lot of books as well as answering essay-type of questions frequently enhances the performance of the learners, thus minimising the failure rate.

School hours are observed by both the teachers and the pupils, where teachers even work after-hours to improve their performance. Although attendance of pupils is sometimes not good (table 5.2), parental involvement provides solutions.

Teacher organisations promote the standard of teaching through teacher upgrading projects which they sponsor. Pupils are never left unattended, thus syllabuses will be completed.

5.4 ACHIEVEMENT OF LEARNERS IN THE UNITED KINGDOM

In as much as countries differ, so do their departments of education. Their (countries) level of achievement as far as their schools are concerned also differ. Since this study focuses on high failure rate at Grate 12, this section will deal with factors that influence positive achievement in schools in the United Kingdom (UK).

The focus will be set on issues such as parental involvement, the effect of the school on learner achievement, teacher unions and learners' progress.

5.4.1 Administration and control of education in the United Kingdom

According to Hopkins, Ainscow & West (1994: 15), the British education service operates on the basis of the distribution of responsibility between central government, the local education authorities and the teaching profession. Her Majesty's Inspectors of Schools play a key role.

5.4.1.1 Central control

The central administration of education consists of three divisions, namely, the political, administrative and the advisory divisions. The political division is responsible for making decisions and education planning, with the Secretary of the State for Education, assisted by junior ministers making important policy decisions. The advisory service comprises of Her Majesty's Inspectors (HMI), standing committees such as the Advisory Committee on Supply and Education of Teachers (ACSET) and Secondary Examinations Council (SEC) (Wilcox & Gray, 1996: 1-2).

5.4.1.2 The Department of Education

The Secretary of State for Education is the political head of the Department of Education, while the Permanent Secretary of Education is in charge of the departments' administrative section. There are also the Under Secretaries, each of whom is in charge of one or more of the branches into which the Department is divided (Hopkins *et al.*, 1994: 25).

Duties of the Department of Education include the following:

- establishing the minimum standards;
- controlling finances granted to educational institutions;
- establishing the criteria according to which educators are assessed;;
- providing the institutions which do not fall under local control with finances;

- organising and harmonising the co-operation of the various groups involved in education (Wilcox & Gray, 1996: 40).

5.4.1.3 Her Majesty's Inspectorate (HMI)

This professional wing of the Department of Education is comprised of a number of eminent academics and professionals with an outstanding service record. They are appointed by Her Majesty in Council. The function of Her Majesty's Inspectorate is to give professional advice to the Department, as well as to report to the Secretary of State on education provided in schools and colleges. The Inspectorate is also responsible for the maintenance of minimum national standards of education (Wilcox & Gray, 1996: 31).

5.4.1.4 Local control

The Local Education Authorities control and administer the funds received from the state and contribute financially to the building and maintaining of schools. They also build new schools and appoint and pay educators. They also appoint a Local Education Committee. The school governing boards, appointed by the Local Education Authorities (LEA), form a link between the LEA and individual schools. These boards do not interfere with the running of the schools. The principal has extensive powers and freedom of action. The principal is responsible, among others, for the effective control, organisation, administration, discipline and the curriculum of the school (Hopkins *et al.*, 1994: 153-155).

In the United Kingdom, the local authorities build schools and maintain them. Thus provision of major physical resources like school buildings are provided. The Northern Province which encounters a problem of high failure rate, has another problem of provision of resources.

The boards that are appointed allow the principal to control the school effectively. This gives the principal the sense of responsibility knowing that he or she has been

given the power to take action at his school. He or she will do anything to maintain the standard of teaching and learning, as a result, the pass rate will be kept high.

5.4.2 Parental involvement and school achievement

The family, as a primary institution for education plays a major role in the education of children.

Fielding and Pearson (1994: 54) indicate that children exposed to restrictive discipline are more conforming and more dependent on their educators than those who are exposed to permissive disciplinary techniques. As a result, those coming from restrictive discipline do not perform well as they only depend on what the educator tells them.

On the other hand, indulgent parents who make too few demands on their children and parents who make demands which are too early or too excessive, are both likely to have children with low achievement motivation. According to Oakes and Lipton (1990: 217) children's lives, especially in achievement oriented families, can be highly scheduled and stressful, thus providing time for the child to be alone can have a negative effect. Children from unsettled home climates frequently experience many problems both at home and at school. On the contrary, industrious learners share more activities with their parents. Oakes and Lipton (1990: 228) maintain that successful learners sense that their hard work and everyday attention add up to high achievement; they are capable of deriving some satisfaction from the work itself and the effort it takes. This, they learn as they watch and talk to their parents. Thus, parental involvement contributes positively to the performance of learners in the United Kingdom.

Contact between the school and the learners' parents enhance the learner-school relationships. There are some homes that are stimulating and others are culturally flaccid, while there are parents who involve themselves in the pursuit of some school activities of mutual interest to themselves and their children; other families are

interested to know what goes on in school and support the aims of the school wholeheartedly.

Learners succeed when the parents insist that schoolwork should take precedence. For example, such parents resist the temptation of taking their children out of school to add an extra day to their holiday, or take their children to a doctor during school hours. Achieving children were, according to Oakes and Lipton (1990: 223) from those families where parents refuse to lie by writing an illness excuse for a child who was not ill.

Some schools in the United Kingdom experience an acute problem of truancy which, according to Lawrence (1994: 13-15) is likely to remain unresponsive to the remedies offered by the 1993 Act. Truancy may legally involve parental knowledge and consent and the broader term school absenteeism is more often appropriate to describe a situation that may involve refusal. Various forms of absenteeism such as selective absenteeism (in which the learner avoids certain subjects or certain educators); hidden absenteeism (for example when a learner registers for afternoon school and then disappears); persistent truancy and intermittent disaffection (for example, dropouts and mute protestors), were identified.

Major reasons given by the absentees for their absence was the curriculum and specifically certain subjects:

- Physical education and games
- French
- Religious education
- Mathematics
- Science

The schools in the United Kingdom are given support by parents as a result of this parental involvement problems such as absenteeism are identified and even corrected. This parental involvement encourages both the teachers and the pupils

to work hard, thus the performance will be kept high and the failure rate will be minimised.

5.4.3 The role played by the school in achievement

The learners' idea of school includes schoolmates as well as educators, curriculum, equipment and building and the organisation as it affects the learners' routine. The subjects that are possibly less intellectually demanding and require less time for regular homework are popular with learners who are less interested in school. In general, learners enjoy school for its social opportunities (Wilcox and Grey, 1996: 52).

Schools may offer congenial surroundings, friendly educators, libraries, laboratories, technologies, meals, welfare and sporting facilities and a sense of belonging, but if they do not provide good subjects they fail the basic test. Good subjects, according to Lawrence (1994: 13) are those that encourage the development of:

- knowledge (including understanding and skills);
- analytic thinking;
- intuitive thinking.

All these three elements should be appropriately integrated. Good subjects often depend upon teaching, but their ultimate objective is to free the learners from the need of an educator, by creating opportunities for independent thinking and the habit of intrinsic motivation.

To maintain high standards in schools in Britain, the Office for Standards in Education inspects schools, makes public reports and closes down those schools that do not improve. The schools are then allowed to re-open under a new management as the failing management shall have been either fired or redeployed. New educators and principals are then appointed to give the school a second chance (Sunday Times, 17 October 1999: 1).

According to Griffin (1999) Tony Blair, the UK Prime Minister, has made "Education, education, education ..." one of his major platform themes for his Government. Raising education standards has been a prime issue and great emphasis has been placed on improving the basics firstly in primary education and in due course in secondary education. This has affected the school curriculum, schools' attitudes to extra-curricular activities and further innovations and experimentation.

5.4.4 Association of educators

In the UK, there are teacher associations which are progressive. According to Griffin (1999) the Secondary Heads Association (SHA), whose members are Principals, Deputy Principals and others serving in management, offer professional support to its members. This association is also engaged in training those who aspire to become principals. There are newsletters in which management and professional issues are discussed, thus raising the standard of education in schools.

The purpose of teachers associations is to raise the standard of professionalism. This also is a way of lifting the standard of teaching and learning as a result poor performance of learners is kept at a minimum level.

5.5 CONCLUSION

It is clear from this chapter that the United States of America and the United Kingdom rate parental involvement in the matters of education as a process that enhances the education of the children. Parents who are actively involved with the education of their children, who also discourage absenteeism of children, have children who achieve better.

From paragraph 5.3.1.5 it is evident that educators in the USA devote more time towards their work, as compared with their counterparts in the Northern Province. The later, work 7 hours per day. The teacher organisations in both the USA and the

UK promote professionalism among their members. Labour issues do not stop them from being with their pupils. Their pupils are never left unattended.

Learners in both the USA and the UK are made to participate actively in the learning process, while educators assist in developing their talents. In the UK, the standard of education is maintained through school inspection as well as teacher organisations which support their members and enhance performance.

From paragraph 5.3.2.1 it can be deduced that the pupils' performance is enhanced through reading may books. Writing and answering long essay-type of questions also uplifts the performance of the pupils. Thus if the teachers spend all the school hours with the pupils and make them write more frequently, their performance is kept high, as a result failure rate will be kept at a minimum level.

In both countries, resources such as buildings are provided and even maintained by the authorities. Poor communities are given more funds to cater for the needs of the schools. This also enhances performance of the pupils.

Chapter 6, which gives a presentation of the data obtained from the questionnaires answered by educators, principals and learners, will depict the problem of lack of resources and parental involvement as they prevail in the schools in the Northern Province of South Africa.

CHAPTER SIX

PRESENTATION AND ANALYSIS OF DATA

6.1 INTRODUCTION

This chapter will present an analysis of data obtained from responses to the questionnaires that were given to principals of schools, educators and learners.

The three types of questionnaires sent to principals, educators and learners in 100 schools throughout the Northern Province, were meant to probe into the following areas:

- the possible problems as experienced by the principals as well as to establish the managerial styles of the principals.
- the strategies as used by the educators, in their schools and the problems that they encounter.
- the attitude of the learners towards school as well as their family background.

The identification of the problems after analysis and interpretation of data, will enable the researcher to make recommendations in chapter 7 in this study.

6.2 SAMPLE

The participating schools have been selected randomly throughout the Northern Province, ensuring that the different regions are represented.

The questionnaire sent out to 100 secondary schools within the Northern Province, were to be completed by the principals (Annexure C), educators (Annexure D) and

learners (Annexure E). Out of the 100 questionnaire that were supposed to be completed by the principals, 86 were returned. The educators returned 96 questionnaires, while the learners returned all the 100 questionnaires.

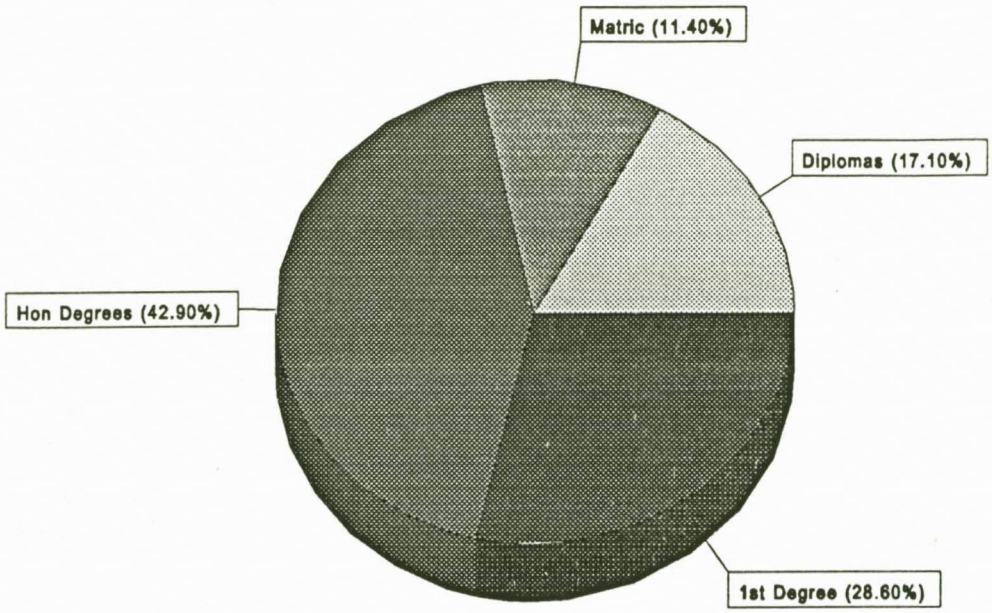
6.3 QUESTIONNAIRE RESULTS

6.3.1 Principals

The components of the questionnaire set for principals are summarised under the following headings:

- Biographical details which include gender, location of the school, highest qualification, educator-learner ratio within the school, the number of management courses attended by the principal and the grade twelve results of that particular school within the past three years, that is 1996, 1997 and 1998.
- Admission of learners.
- Subject allocation.
- Qualification of educators and control of their work.
- School Governing Body.
- Absence from school by both educators and learners.
- Keeping of records as well as communication with learners, educators and parents.
- Aspects that hamper teaching and learning.
- Learner behaviour.

FIGURE 6.1 Highest academic qualifications for principals



6.3.1.1 Biographical Details of Principals

The questionnaire results indicate that 91.4% of the respondents are male, while 8.6 are female, with 85.7% schools based in the rural areas and only 14.3% in the urban areas. It should be borne in mind that the Northern Province is largely rural.

According to figure 6.1 above, 11,4% of the respondents have Matric as their highest academic qualification, 28.6% have first degrees, while 42.9% have honours degrees, which include B.Ed.. Only 17.1 hold diplomas. Out of the 48.6 respondents who indicated that they are currently studying further, 23.5% have registered for M.Ed. degree. From figure 6.1 it is clear that most principals are well qualified and are still studying further.

From those who have passed Matric only, 23.5% are studying for B.A. degrees. Only 6% are studying for a B. Computer degree, while a further 6% are engaged in a programme of Further Diploma in Management. There are 45.7% of the respondents who have indicted that they are not studying further, while 5.7% did not

respond to this question.

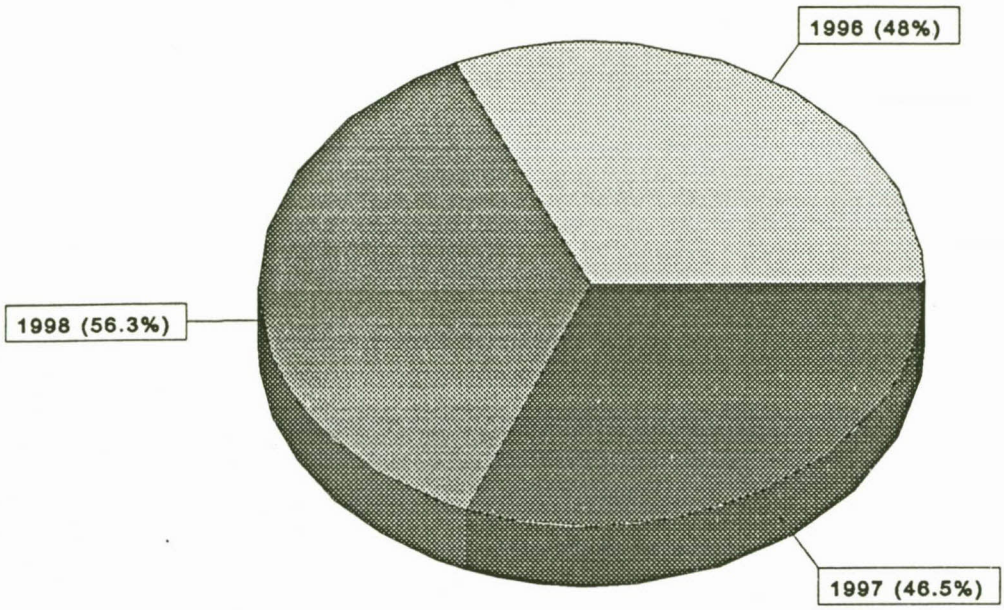
In the past five years, 17.1% of the respondents have never attended management courses, while 25.8% attended only one management course. The responses also indicated that 45.7% attended between two and five courses within a period of five years whereas only 11.4% attended an average of 10 courses within that period. Most principals have not attended management workshops over a long period of time.

These courses were, according to the respondents, organised by the District offices, Randse Afrikaanse University, Education Support Programme, Damelin, Open Foundation Society, Metropolitan Insurance Company and Old Mutual Insurance Company.

Regarding the experience of the principals, 31.4% of the respondents pointed out that they have been principals for a period between 1 and 5 years, a further 31.4% indicated that their experience was between 6 and 10 years, whereas 25.7% have 11 years and above as their years of experience. Most of the respondents are therefore experienced.

It is further evident that 57.1% of the principals, have been principals of their present schools throughout their years of experience as principals.

FIGURE 6.2 Grade 12 results in the past three years: Below 40% pass rate



It is evident from figure 6.2 above that 48% of the respondents' schools obtained below 40% pass in 1996. In 1997, 46.5% obtained below 40% pass, whereas in 1998 an alarming 56.3% scored below 40% pass.

In 1996, 24% of the respondents obtained between 41% and 50% pass, with 12% obtaining between 51% and 60% pass, only 4% scored between 61% and 70%, while 12% scored 70% and above in the same year.

In 1997, 17.9% obtained between 41% and 50%; 21.4% obtained between 41% and 50%; 21.4% obtained 51% and 60%, whereas 7.1% scored 70% and above.

There is an apparent decline in 1998 when 12.5% scored between 51% and 60% and 3.1% obtained a pass rate of between 61% and 70%, while a further 3.1% have their pass rate at 70%. Most of the respondents' schools obtained low pass rates, with only very few schools obtaining 70% pass rate.

Those who obtained a pass rate of above 70% in 1996 were 12%, while in 1997 it was 7.1%. The decline was even more in 19998 when it was 3.1%.

6.3.1.2 Professional details of principals

In this broad aspect of professional details, questions will be grouped according to the following categories:

- Admission of learners
- Subject allocation and staffing
- School Governing Body
- Absenteeism of both learners and educators
- Loss of school days
- Factors that limit teaching
- Learner behaviour.

6.3.1.2.1 Admission of learners

The responses indicated that 6.8% of the respondents make use of the services of the clerical staff to admit learners, whereas in 9.1% of the cases, admissions are conducted by the School Governing Bodies (S.G.B.'s). From the responses it was also evident that in 43.2% cases admissions are conducted by the educators, whereas 40.9% indicated that admission is done by the principal. In some rural areas, members of the S.G.B.'s are not able to write, thus for them to admit learners could create problems forgeries on school reports may go unnoticed. Pupils may easily be admitted to classes for which they do not qualify and this will lower the level of performance.

The criteria applied in the admission of learners vary. Some point out that they are community schools, as such their schools cannot refuse any child any admission. In some cases, it was stated that they only need a report card and a transfer letter from the previous school before they can admit a learner at their school. Such a learner should also be accompanied by a parent.

Some respondents indicated that they follow admission requirements as outlined in the South African Schools Act. The respondents indicate that in 64.5% of the cases, admissions are closed after the first 10 school days, while 32.3% close their admission after 1 month. Only 3.2% close admissions on the first school day.

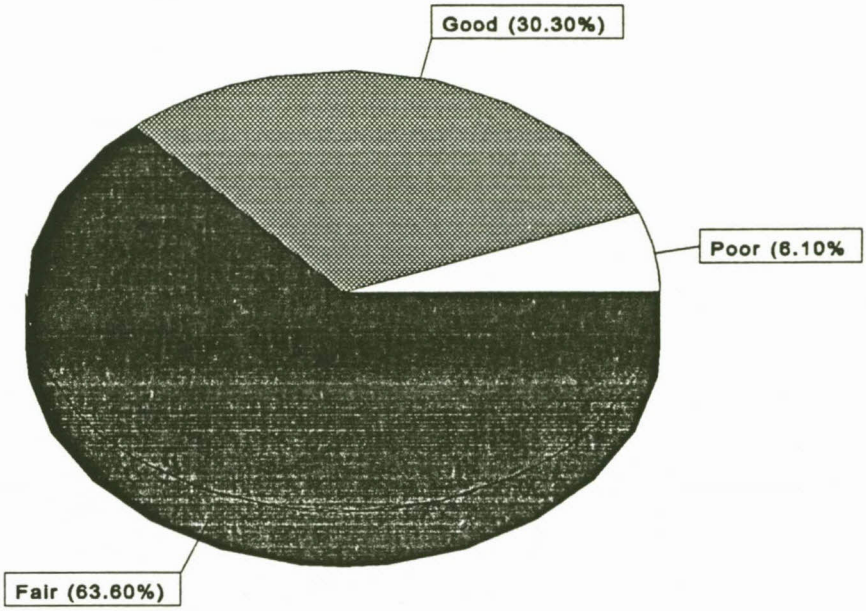
Most schools close their admissions early with only 32,2% closing their admissions after one month. Prolonged admissions disturbs the process of teaching and learning as the educators will be moving forward and even backwards in their work, to accommodate those who shall have joined the class.

6.3.1.2.2 Subject allocation and staffing

The survey depicts that in 50% of the responses, principals allocate subjects to educators, while in 21.9% cases, allocation is done by the principal, Heads of Departments and the educators. In 28.1% of the cases, allocation of subjects is done by the principal and the Heads of Departments alone.

The responses indicate that qualification, competence and the love of the subject are taken seriously when allocating subjects to educators. Qualifications of the educators include diplomas such as Secondary Teachers Diploma (STD), a University Education Diploma (UED), a Higher Education Diploma (HED) or a Degree and a teacher's diploma.

FIGURE 6.3 Qualifications of educators



From figure 6.3 above, it is clear that the majority of principals view their teaching staff as fairly qualified to teach their subjects.

The control of the work of educators, according to 53.2% of the respondents, is done by the principal, while 40.4% point out that the Heads of Departments (H.O.D.'s) control the work. Only 6.4% of the cases indicate that there is no one to control the work of the educators.

There are no responses regarding Deputy Principals controlling the work of the educators. The possible cause is that most schools in the Northern Province do not have Deputy Principals, schools that have Heads of Departments, have only one Head of Department, who in most cases may not be able to control the work of all the educators, as he has not specialised in all the school subjects.

6.3.1.2.3 School governing bodies

All the respondents indicated that School Governing Bodies (S.G.B.) have been

constituted in their schools. From the responses, it was evident that 63.6% indicated that their S.G.B.'s hold meetings at least once a month, while 36.4% reported that they meet once in three months. They further point out that they meet when there are emergency matters to be handled.

According to the responses, only 28.1% indicated that the School Governing Body contributes quite a lot to the effectiveness of teaching and learning in a school. Those who indicated that the School Governing Bodies contribute fairly were 43.8%, while 28.1% indicate that the School Governing Bodies contribute very little to the school.

Regarding the training of the School Governing Bodies, only 54.5% indicated that the S.G.B. did receive training, whereas 45.5% indicated that they have never received any training. This could be contributing to the fact that only 28.1% of the respondents are positive about the effectiveness of the S.G.B.'s.

Although the School Governing Bodies have been constituted in all schools, and even hold meetings, most of them have not been trained for the position they are holding. This lack of training will have an impact on their performance, as they may not be clear about their duties.

6.3.1.2.4 Absenteeism of both learners and educators

Absenteeism of learners, in a normal school week, ranges between 1 and 50, with the average of 10 learners being absent every week. The reasons supplied for the absence of these learners is the following:

- illness
- truancy
- lack of parental involvement
- absence of parents from home and children staying alone
- on rainy days, learners are unable to cross flooding rivers.

The respondents indicated that absenteeism of learners is dealt with through corporal punishment, calling the culprit's parents to the school, as well as talking to the culprits, encouraging them to attend school regularly.

Absenteeism of educators ranged between 1 and 5 in average school week. The respondents indicated that absent educators are given leave forms to complete. Sometimes the principal recommends leave without pay.

There is a correlation between absenteeism and pass rate as those respondents who indicated that absenteeism is not a problem at their schools, had the average of 61% to 70% pass rate in 1996 and 1998. Those who experience the problem of absenteeism had a pass rate of below 40% in 1996, 1997 and 1998.

6.3.1.2.5 Loss of school days

Table 6.1 below, shows the number of days lost because of a variety of reasons.

TABLE 6.1 Number of school days lost

REASON	NUMBER OF DAYS
Boycotts and strikes	0 - 26
Late registration	0 - 20
Unavailability of teaching/learning material	0 - 60
Cultural activities	1 - 10
Cleaning	1 - 4
Sports	2
Educator meetings	5
Congratulatory functions	1

From Table 6.1 above, it is apparent that a large number of school days are lost. Unavailability of teaching and learning materials is high on the list, with between 0 and 60 days, followed by boycotts and strikes with between 0 and 26 days. Late registration accounts for a loss of between 0 to 20 school days.

A large number of days are lost due to strikes, late registration and unavailability of teaching and learning material. This lost days have an impact on the completion of syllabuses as well as the pass rates.

6.3.1.2.6 Factors that limit teaching and learning

Table 6.2 below, depicts the factors that inhibit teaching and learning in school.

TABLE 6.2 Factors that limit teaching and learning

FACTORS	NOT AT ALL	A LITTLE	QUITE A LOT	A GREAT DEAL
Learners with different academic abilities	29.1%	38.7%	22.6%	9.6%
Uninterested learners	12.1%	33.3%	30.4%	24.2%
Disruptive learners	36.7%	43.3%	10.0%	10.0%
Parental disinterest in their children's learning progress	9.1%	18.2%	37.4%	33.3%
Shortage of instructional equipment	9.6%	19.4%	38.7%	32.3%
Large classes	12.1%	21.1%	36.4%	39.4%
Low morale among educators	22.6%	45.1%	22.6%	9.7%
Low morale among learners	16.7%	26.7%	43.3%	13.3%
Threats to personal safety or safety of learners	62.5%	18.8%	15.6%	3.1%
Inexperienced educators	46.4%	39.3%	3.6%	10.7%
Poverty in the community	12.9%	35.5%	22.6%	29.0%

From table 6.2 above it is clear that large classes limit teaching and learning a great deal and 36.4% indicate that it contributes quite a lot. These two percentages

(39.4% and 36.4%) indicate a serious problem of classroom shortages in schools.

This factor is in line with the classroom shortage as depicted in figure 3.3 in this study, where the Northern Province ranks among the hardest hit by classroom shortages as compared with other provinces in South Africa.

Parental disinterest in their children's learning progress, according to 33.3% of the respondents contributes a great deal toward limiting teaching and learning, while 39.4% indicate that it contributes quite a lot. Only a small percentage of 9.1% of the respondents are not bothered at all by parental disinterest in their children's learning progress, while a further small percentage of 18.2% is bothered just a little by parental disinterest in their children's progress. It is worth noting that the respondents also blame parental disinterest and lack of parental involvement for absenteeism that prevails at schools.

Shortage of instructional equipment is, according to 32.3% of the respondents, contributing a great deal toward limiting teaching and learning while 38.7% maintain that this shortage contributes quite a lot toward limiting teaching and learning. Only 9.6% of the respondents are not at all disturbed by shortage of instructional equipment, while a further low percentage of 19.4% is disturbed just a little by shortage of equipment. From the two percentages, namely 38.7% and 32.3% it becomes clear that a large number of respondents experience limitations caused by shortage of equipment.

From the above table (table 6.2) it is further evident that 43.3% of the respondents point out that the low morale among learners contributes quite a lot towards limiting teaching and learning, while 13.3% indicate that it limits teaching a great deal.

The problem of disinterested learners, according to 30.4% of the respondents, limits teaching and learning quite a lot, while 24.2% indicate that it limits teaching and learning a great deal. Table 6.2 above further indicates that although 3.1% are disturbed by the threats to personal safety and safety of learners, a higher percentage of 62.5% do not regard that as a problem at all.

It is further evident that 46.4% of the respondents are not worried about the lack of experience of the educators, while 39.3% point out that it worries them a little. Only 10.7% maintain that it is a great deal of a problem limiting teaching and learning at their schools.

Disruptive learners are, according to 36.7% of the respondents, not at all limiting in teaching and learning activity, while 43.3% indicate that they limit teaching and learning only a little. Only 10% indicated that these learners limit teaching and learning a great deal. Poverty, as indicated by 29% of the respondents, is responsible for limiting teaching and learning a great deal, whereas 22.6% are of the opinion that it limits teaching and learning quite a lot.

It should be borne in mind that the Northern Province is mostly rural, with the rate of unemployment being very high. This, coupled with lack of facilities as outlined in paragraph 3.4.3, contributes greatly as a limiting factor in teaching and learning. Only 12.9% of the respondents feel that poverty is not a limiting factor at their schools.

Shortage of instructional equipment, according to 32.3% of the respondents, contributing a great deal towards limiting teaching and learning while 38.7% maintain that this shortage contributes quite a lot towards limiting teaching and learning. Only 9.6% of the respondents are not at all disturbed by shortage of instructional equipment, while a further low percentage of 19.4% is disturbed just a little by shortage of equipment. From the two percentages, namely, 38.7% and 32.3% it becomes clear that a large number of respondents experience limitations caused by shortage of equipment.

Teenage pregnancy is also regarded as a limiting factor in teaching and learning. According to Ramaphakela (01.02.99), on some days these teenage mothers request permission to take their children to the clinic, and as a result are absent from school. At times they may even stay away for a week, explaining that their children were ill. This seems to have a definite impact on these learner's results.

Parental disinterest in their children's schoolwork is a serious limiting factor in learning. Most parents are, according to the responses, not interested in their children's schooling, unlike their counterparts in the United Kingdom and the United States of America (paragraphs 5.4.2 and 5.3.2 respectively).

Another serious limiting factor is a problem of large classes as well as shortage of equipment. Overcrowded classrooms do not allow the educator chance to give learners individual attention they need. Most learners are not interested in learning and they are also not motivated to go on learning.

6.3.1.2.7 Improving educators' satisfaction

Table 6.3 below is an indicator of factors that, according to the respondents can improve educators' satisfaction.

TABLE 6.3 Factors that improve educators' satisfaction

FACTOR	NOT VERY IMPORTANT	OF SOME IMPORTANCE	VERY IMPORTANT
Quality of school buildings	9.1%	33.3%	57.6%
Level of educators' salaries	21.2%	30.3%	48.5%
Quality of classroom supplies (i.e. books, stationery)	-	24.2%	75.8%
Quality of classroom furniture	21.9%	37.5%	40.6%
Opportunities for promotion to senior posts	11.7%	47.1%	41.2%
Relationships with local community	3.0%	21.2%	75.8%
Working relationship with other staff members	13.7%	44.1%	38.2%
Opportunities to undertake part-time studies	-	16.7%	83.3%

From table 6.3 above it can be deduced that the quality of the classroom supplies such as books and stationary play a very important role in giving educators job

satisfaction. This is shown by 75.8% of the respondents. The relationship between educators and local communities is also of vital importance, as pointed out by 75.8% of the respondents.

According to 83.3% of the respondents, opportunities to undertake part-time studies are placed high on the list of factors that promote eductors' respondents as also very important in giving educators satisfaction. Opportunities for promotion to senior posts are also very important to 41.2% of the respondents while 47.1% also view them as of some importance. Although 21.9% of the respondents view the quality of classroom furniture as not very important, 40.6% view it as a very important factor.

Educators satisfaction could improve greatly if the school buildings, educators' salaries, supply of equipment, opportunity for promotion could be addressed. If an educator is satisfied with the work environment, his performance will improve thus the results will also improve. If their salaries can improve most are willing to study further as a result improving performance.

6.3.1.2.8 Learner behaviour

Principals were asked how often they have to deal with certain behaviour patterns daily, weekly, monthly or even rarely. According to 75.8% of the respondents, principals deal with a problem of late arrival at schools on a daily basis, while 15.1% point out that it is a rare occurrence at their schools. In 60.6% of the cases, the respondents indicated those skipping class periods were dealt with on a daily basis.

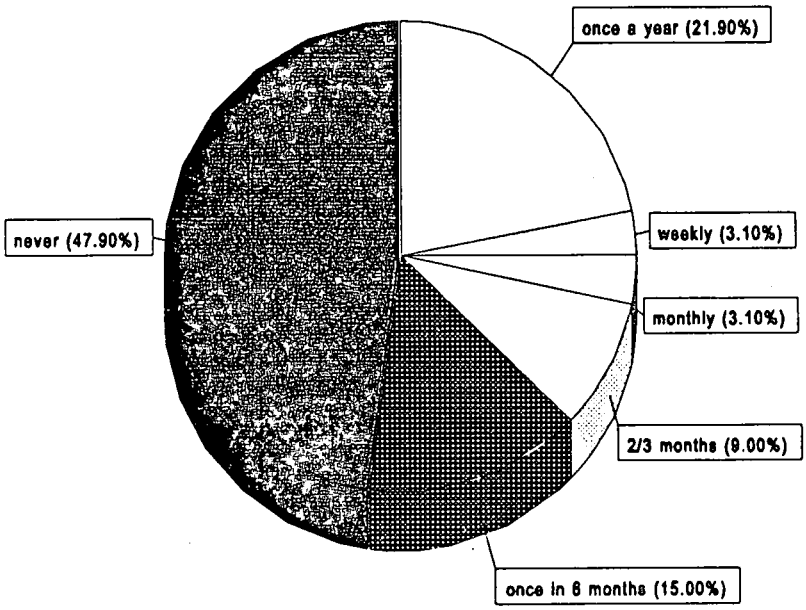
From the responses, it was indicated by 42.4% that principals deal with the problem of classroom disturbance on a daily basis. It is evident from the responses that 81.8% indicate that the problem of theft at schools is very rare, while 84.5% of the cases, the principals indicated that they rarely have problems with illegal drug abuse, usage of weapons and sexual harassment. The occurrence of teenage pregnancies in an average year ranges between 0 - 25, with an average of 6 pregnancies per year.

Although the questionnaire results points out that theft and drug abuse are rare, according to the principals, paragraph 4.6 indicates that vandalism, drug abuse and teenage pregnancies are rife at schools.

6.3.1.2.9 School visits by department officials

Principals were asked whether the Department Officials do visit their schools. Various responses were given as reflecting in figure 6.4.

FIGURE 6.4 Visits by department officials



The above figure (figure 6.4) depicts the frequency with which department officials visit schools. It is apparent from 47.9% of the respondents that the department officials never visit their schools. According to 21.9% of the respondents, the officials only visited their schools once a year, while 15.0 were visited only once in 6 months. Only 9% of the respondents were visited once in 2 to 3 months, whereas only 3.1% of the respondents were visited at least once a month, a further 3.1% were visited at least once a week.

Majority of schools indicate that they do not get enough visits from the department officials. This could mean that the work being done at schools is not evaluated and principals and educators do not get assistance.

6.3.2 Educators

6.3.2.1 Biographical details of educators

The biographical details of the educators include age, gender, place of residence, highest qualification, details of the subjects being taught, further studies and exposure to the marking of external examinations in the subjects they are teaching. The questionnaires were sent to 100 schools, as it was indicated in paragraph 6.1. Out of 100 questionnaires, 96 were returned, while 4 were not returned.

According to the responses, 60.4% of educators are male, while 39.6% are female, with their ages ranging between 20 years and 50 years. The responses indicate that 24.5% are between 20 and 30 years of age, while 56.6% are between 31 and 40 years. The remaining 18.9% falls between 41 and 50 years of age. According to the responses, there were no educators between 51 and 60 years and 61 years and above.

Table 6.4 below indicates the ages of educators.

TABLE 6.4 Ages of educators

AGE	PERCENTAGES
20 - 30 years	24.5
31 - 40 years	56.6
41 - 50 years	18.9
51 - 60 years	-
61+	-

More educators (75%) are more experienced in teaching. Their experience should be used to lift the standard of teaching and learning. The responses indicate that 73.6% of educators who responded, live in the rural areas, whereas 24.5% lives in the urban areas. Only 1.9% indicate that they live in black townships. There are no educators living in the mission stations.

The educators' highest academic qualification does not imply that they hold the same qualification in the subjects they are teaching. In some cases an educator holds a B.A degree but due to shortage of qualified educators, is compelled to teach Mathematics which he only studied in Matric.

TABLE 6.5 Highest qualification and highest academic qualification in subject taught

QUALIFICATION	HIGHEST QUALIFICATION	HIGHEST QUALIFICATION IN SUBJECTS TAUGHT
Matric	5.7%	28.9%
Diploma	39.6%	22.2%
First degree	49.0%	46.7%
Hons. & B.Ed.	5.7%	2.2%

It is apparent from table 6.5 above that 5.7% of the respondents only have Matric as their highest qualification. It is also clear from the same table that 39.6% of the respondents have diplomas, while 49.0% have first degrees. Only 5.7% have attained either B.Ed. or Honours degree.

It is also evident from the responses that 28.9% have Matric as their highest qualification in the subject they are teaching, while those who studied the subject at the diploma level are 22.2% and 46.7% at degree level. Only 2.2% of the respondents have studied the subject they are teaching at Honours degree level.

According to the interviews, conducted by the researcher, with educators and principals of secondary schools, the following explanations were given to clarify the

discrepancy between the educators' highest qualifications and the educators' highest qualifications in the subject they are teaching:

- There are those educators who hold degrees, but do not have the required teaching subjects among the courses they studied towards their degrees. An example was given of an educator who has Northern Sotho and Biblical Studies as major subjects. As there is always an over-supply of educators who are able to teach Northern Sotho at secondary schools, this educator gets allocated to the subject he or she passed at Matric level. The same reason applies to those who have passed diplomas.
- Where there are shortages in subjects, such as science and mathematics, educators who passed these subjects at Matric level are allocated to teach them even if they have majored in other subjects at degree level.

This qualifications the educators hold, impact on the performance in the classroom and thus impact also on the results, for example an educator who has studied a subject at Matric and still teaches that subject in Matric may not have all the confidence and the facts to handle the learners at that level.
In figure 6.3 in this study, which indicates the opinion of the principals regarding the qualifications of educators, only 6.1% maintain that qualifications of the educators are poor. This is in line with the responses from the educators, that only 5.7% have passed Matric only (table 6.5 in this study).

In response to the question whether they are presently studying further, 50.9% of the respondents indicated that they are presently studying, while 49.1% are not studying further.

TABLE 6.6 Field of educators' studies

FIELD	PERCENTAGE
B.A.	25.9
B.Ed.	22.2
Diploma in Management	22.2
Diploma in Marketing	3.7
Further Diploma in Education	3.7
Technical subjects	3.7
No response	18.6

From table 6.6 above, it is clear that the majority of educators who are studying further, study for a B.A. degree while the percentage for B.Ed. and Diploma in Management are 22.2%. The Diploma in Marketing, the further Diploma in Education and Technical subjects are studied by 3.7% (each) of the respondents.

Those who are not studying further, gave the following reasons:

- According to 57.7% respondents, they cannot study further as they have financial problems, hence they are unable to pay for their studies. This is in accordance with table 5.3 in this study, where 48.5% of the respondents indicated that salaries are very important in improving job satisfaction, while 30.3% indicated that salaries are of some importance in improving their job satisfaction. In table 6.3 it is also evident that these educators view the opportunities to study further as very important.
- It is evident from 27% that the lack of opportunities for promotion also discourages them from studying further.
- According to 3.8% of the respondents, the policy of the Department of Education, where an educator is given one lump sum of money referred to as a cash bonus and nothing more (upon completion of their studies), is demoralising. As a result they do not study further.

- A further 3.8% indicated that the colleges they had registered with, discontinued their programmes before they could complete them.

According to the respondents, 47.2% have had a chance of marking external examination papers, whereas 52.8% have never marked before. 92% of those who have ever marked external examination papers, were marking the subjects they are presently teaching, while only 8% did not mark the subject they are teaching.

Most educators have not marked the external examination papers. Marking of these examination papers would guide them on the approach they should use when teaching the learners. This would impact positively on the grade twelve results.

The fact that educators wish to study further with the aim of improving their salaries, has also been indicated in paragraph 4.4.6.1.2.

6.3.2.2 Professional information of educators

The professional information of the educators will be grouped according to the following categories:

- Admissions
- Punctuality and absenteeism
- Afternoon studies
- Examinations
- Tests and assignments
- Preparation and control of work
- Supply of textbooks, stationery
- Libraries
- Curriculum advisors
- Sports
- Meetings.

6.3.2.2.1 Admissions

TABLE 6.7 Period during which learners are admitted

PERIOD OF CLOSING ADMISSION	PERCENTAGE
First school day	-
After 10 school days	35.8
After one month	56.6
End of first term	3.8
Department Policy	1.9
First week	3.8

It is evident form table 6.7 above, that the majority of the respondents, that is 56.6% close admissions one month after re-opening schools, whereas 33.9% close admissions after the first ten days. The response further indicates that 3.8% close their admissions at the end of the first term while a further 3.8% close theirs after the first week. Only 1.9% indicated that they admit learners according to department policy.

A very high percentage of 98.6% indicate that not all learners report to school on the day of re-opening, while only 1.4% indicated that the learners report on the day of re-opening of schools.

Most schools do not close admission on the first school day and most learners do not even report to school on the first day. This causes a delay before school can start seriously with teaching. It further creates a problem of loss of school days and teaching time whose impact will be felt when syllabuses are not completed.

In an interview held between the researcher, educators and parents, the following reasons were stated:

- Most parents in the rural areas work far from home that is in towns and

cities. As a result, their children visit them during the school holidays. Sometimes when the schools re-open, parents do not have enough money to send all the children back home, where they attend school. Most children have to wait until the end of the month before they can return to their homes and thus go back to school.

- In some cases, children have to wait until the end of January when parents will be able to give them money for school fees.
- Lessons, which do not commence on the first school days, discourage learners from going to school on that day, as they will be doing nothing.
- Paragraph 6.3.2.4 in this study points out the lack of parental involvement as a contributory factor. This also came up during interviews with some parents. They complained that some parents are not really committed to their children's education.

Learners who do not report to school on the first day of re-opening as well as teaching that does not start on the first school day, loose a lot of teaching time which will impact on the end of the year results.

TABLE 6.8 Period during which teaching starts

PERIOD WHEN TEACHING STARTS	PERCENTAGE
Re-opening day	13.2
2 days after re-opening	24.5
3 days after re-opening	13.5
1 week after re-opening	30.2
2 weeks after re-opening	18.6

It is evident from table 6.8 above, that only 13.2% of the respondents indicated that they start teaching on the day the schools re-open, while 24.5% of the respondents start teaching 2 days after re-opening, and 13.5% start on the third day after re-opening. In 30.2% of the cases, teaching commences one week after the re-opening

day while 18.6% start two weeks thereafter. An alarmingly high number of schools (86,8%) do not start teaching on the first school day. Some schools start even two weeks after the re-opening day. A lot of teaching time is thus wasted.

6.3.2.2.2 Punctuality and absenteeism

On punctuality, 24.5% of the respondents indicated that it is good, whereas 56.6% responded that it is fair. A further 18.9% indicated that punctuality at their schools is poor. According to 20.8% of the respondents, the pupils at their schools are rarely absent form school, while 58.5% indicated that absenteeism at their schools is fair. A further 20.7% indicated that absenteeism at their schools is a serious problem.

Most schools experience a problem of both punctuality and absenteeism. This adds up to a loss of teaching and learning time, which in turn impacts on the completion of syllabuses.

6.3.2.2.3 Afternoon studies and curriculum

According to the responses, 77.3% indicated that they have afternoon studies at their schools, while 22.7% do not have afternoon studies.

Of those who have afternoon studies, 66.0% indicated that supervision is done by the educators, while 17.0% pointed out that it is done by the principal. The respondents further indicated that in 3.8% of the cases, it is the Head of the Department who supervises the studies, while a further 3.8% indicated that there is not one who supervises the studies. In only 9.4% cases, supervision is done by the principal, the Head of Department and the educators. Most schools have afternoon studies, which are supervised by the educators.

The responses further indicate that in 25.8% of the cases, the curriculum is designed by the principal, while in 20.8% cases it is designed by the School Governing Body. In 37.7% of the cases, the curriculum is designed by the Department of Education.

It is only 5.7% of the cases where it was indicated that the curriculum is designed by the educators.

In most schools the designing of the curriculum is done either by the principal or the school Governing Body. In most rural areas the members of the school Governing Bodies are not familiar with curriculum issues, thus having them to design the curriculum might create a problem of not selecting subjects according to the correct groups.

6.3.2.2.4 Examinations

It is evident from the responses that in 56.6% of the cases, the Grade 12 learners register to write six subjects at the end of the year examinations, while 37.7% indicated that the learners register to write seven subjects. Only 5.7% did not respond to this question.

Each year, during the first term, the grade twelve learners are given registration forms where they indicate which subjects and grades (Higher Grade or Standard Grade) they will be writing at the end of the year.

TABLE 6.9 Choice of grades in Grade 12

PERSON CHOOSING THE GRADES	PERCENTAGE
Subject educators	33.9
Principal	10.7
Learners themselves	55.4

Grade 12 learners have a choice of registering subjects either at a Higher Grade (HG) or Standard Grade (SG) level. From table 6.9 above, it is observable that 55.4% of the respondents indicated that it is the learners themselves who choose the Grades in which they prefer to write the particular subject, while 33.9% indicated that the educators choose the Grades for the learners. It is in 10.7% of the cases where the choice of the Grades is done by the principal.

From the interview between the researcher and educators, in getting clarity on the choice of Grades, by the learners, the following explanation was given:

- The educators explain to the learners what Higher Grade and Standard Grade means and the implications of their choices in determining whether they gain a Matric exemption or a Senior Certificate. Based on the explanation given, the learner then decides which Grades to register for.

The commencement of grade twelve examinations creates problems at most schools as they do not have physical resources such as classrooms and desks. In most schools lessons in other grades come to a halt when grade twelve start writing.

TABLE 6.10 Period of stopping lessons in Grades 8 - 11

PERIOD OF STOPPING	PERCENTAGE
As soon as Grade 12 starts exams	35.8
2 days before Grade 8 - 11 exams start	30.2
2 weeks before Grade 8 - 11 exams start	20.8
1 week before Grade 8 - 11 exams start	7.5
3 days before Grade 8 - 11 exams start	1.9
1 day before Grade 8 - 11 exams start	3.8

From table 6.10 above, it can be deduced that teaching in Grade 8 to 11 is affected by the Grade 12 examinations. According to 35.8% of the responses, the lessons in Grade 8 to 11 stop as soon as Grade 12 examinations start. It should be noted that Grade 12 examinations, in the Northern Province, start during the second week of October, which is the beginning of the fourth term.

The respondents further, indicated that in 20.8% of the cases, lessons stop two weeks before Grade 8 - 11 examinations can start, while 7.5% indicate that they stop

teaching 1 week before the Grade 8 - 11 examinations start. These Grade 8 - 11 examinations start during the second week of November.

According to 30.2% of the responses, the lessons stop two days before the Grade 8 - 11 exams start, while 3.8% maintain that theirs stop one day before examinations and only 1.9% stop theirs three days before the Grade 8 - 11 examinations.

It is evident from table 6.1 in this study that schools loose some days due to various reasons such as unavailability of teaching and learning material. Considering the number of days lost as indicated in table 6.1 and the days lost before Grade 8 - 11 examinations start, especially in cases where lessons stop at the beginning of the fourth term, it becomes clear that Grade 8 - 11, which are preparatory stages toward Grade 12 results, loose many teaching days in a year. A school, which stops Grade 8 - 11 lessons as soon as Grade 12 examinations start, loses around 33 days in the 4th term.

Interviews held between the researcher, the principals and educators regarding teaching which stops long before the Grade 8 - 11 learners started their examinations, indicated the following reasons as contributory factors:

- Classroom accommodation being a problem in many schools, Grade 8 - 11 learners remain without enough classrooms as soon as Grade 12 examinations start.

An example was given, of a school that has six classrooms and 85 Grade 12 learners. For the purpose of Grade 12 examination, the Department of Education prescribes that there should not be more than 30 learners writing in one classroom. As a result, the 85 learners occupy three classrooms when writing examinations. The remaining three classrooms have to be shared by Grade 8 - 11 classes.

- As soon as Grade 12 examinations start, most teachers will be engaged in the invigilation. It should be borne in mind that the

Department of Education prescribes that 30 learners should be supervised by one educator.

- Grade 12 examinations are written at the same time as University examinations. As a result, during this time, most educators will be on leave, writing their own examinations as they are studying privately.

The above reasons make it difficult for lessons to go on in Grade 8 - 11 according to the people interviewed.

6.3.2.2.5 Tests and assignments

According to the responses, 100% of the respondents give tests monthly, whereby 94.3% indicated that after the tests they do remedial work. Only 5.7% indicated that they do not do remedial work after marking the test books. It was further indicated that 52.8% of the respondents issue time-tables for tests, whereas 47.2% do not issue test time-tables.

Of those who issue test time-table, 64.3% issue their time-tables monthly, 7.1% issue theirs during the first week of re-opening schools while 21.4% indicated that they issue theirs once a year. Only 3.6% indicated that they issue their time-tables every term, and a further 3.6% indicated that they issue theirs as tests are written.

All schools write monthly tests where most schools do remedial work. Many schools (47,2%) do not issue out test time-table to learners. This creates a problem where both the educator and the learner are not able to plan their work properly. Failure of tests in cases where time-tables were not issued out may be due to the fact that the learner had not studied other than the fact that the work was not well understood.

The respondents indicate that in 100% of the cases, homework and assignments are given to learners, with 43.3% admitting that the learners always do the homework and assignment given to them, while 56.6% indicate that the learners often do the homework and assignments.

The responses indicate that in 34% of the cases, parents are informed when learners do not do homework and assignments, whereas 54.7% do not inform the parents, 11.3% did not respond to this question.

Although all schools give homework and assignments to their learners, most learners do not always do the work given to them. The majority of schools do inform the parents when learners do not do their homework. This might be due to the lack of interest the parents show towards their children's work, as reflected in table 6.2.

Those that inform parents about their children's homework and assignments use the following means of communication:

- Write letters to parents
- Phone parents
- Visit learners' homes and talk to parents
- The School Governing Body makes a general remark about children not writing homework and assignments, at a tribal meeting.

The South African Schools Act makes it clear that corporal punishment may no longer be used in public and independent schools as a means of punishment. It is therefore illegal for anybody to apply corporal punishment to any learner. (Understanding the S.A. School Act, 1997: 62). In the Northern Province, educators were even given forms to sign and acknowledge that they are aware about the prohibition of corporal punishment. From the responses, it is evident that 67.9% wishes that corporal punishment can be applied at their schools, whereas 32.1% would not like it to be administered in their schools.

The following reasons were supplied by those who wish that corporal punishment could be applied at their schools:

- They quoted the saying that "spare the rod and spoil the child"

- Learners still need to be compelled to do their work
- Corporal punishment is the best method of maintaining discipline
- Learners do not respond positively to other forms of discipline
- Learners "enjoy" other means of punishment.

Educators who would not like corporal punishment to be applied at their schools, advance the following reasons:

- It is inhuman and against the human rights, thus against the South African Constitution
- It is against the South African Schools Act
- Some learners get injured during the administration of corporal punishment
- Discipline at a school cannot be attained through corporal punishment
- Learners develop a negative attitude toward the educators and the school.

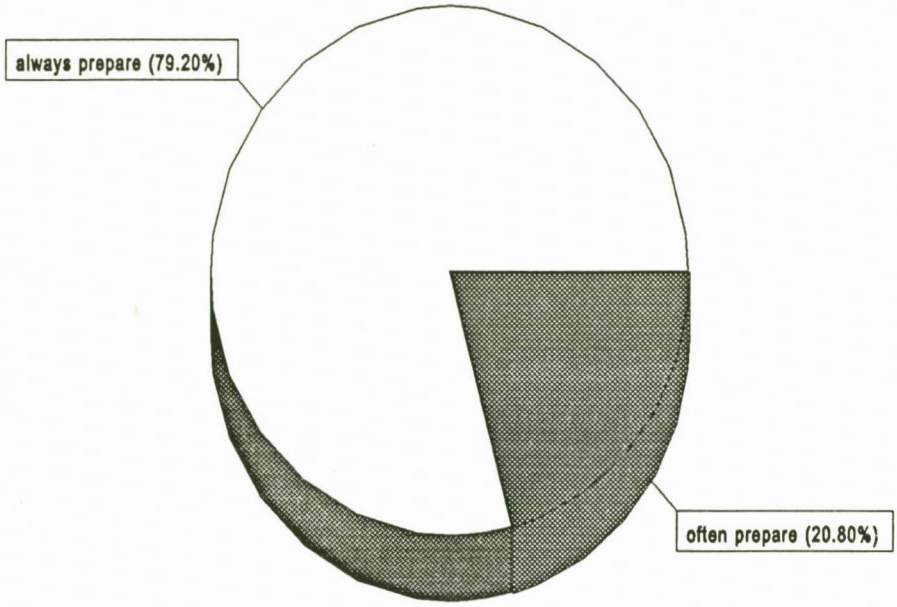
According to Nkabinde (1997: 54), corporal punishment is cruel and has long-lasting psychological effects and it creates fear, which prevents learners from realising their maximum potential as well as suppressing their inner talents. Corporal punishment tends to encourage violence among youth.

The majority of educators wish that corporal punishment could be applied as they reason out that it is far more effective than other form of punishment.

6.3.2.2.6 Preparation and control of work

Preparation and control of work are essential for the success of teaching and learning. A lesson that has not been well prepared will not be successful. It is also important that the work done by the educators be controlled. Figure 6.5 below, indicate whether preparation of work is done.

FIGURE 6.5 Lesson preparation



The above figure (figure 6.5) is a clear indication that 79.2% of the respondents always prepare for their lessons while 20.8% indicated that they often prepare for their lessons.

The respondents give a clear indication that 13.2% write their preparations in a file, whereas 67.9% write theirs in note books, a further 17.0% write theirs on scraps of paper. Only 1.9% write theirs in study guides.

TABLE 6.11 Control of preparations

PERSON CONTROLLING PREPARATIONS	PERCENTAGE
Principal	37.3
Head of Department	33.9
No one	28.8

From table 6.11 above it can be deduced that in 37.3% of the cases, the educators' preparations are controlled by the principal, whereas in 33.9% cases the control is

done by the Heads of Departments. In 28.8% of the cases, there is no one who controls the preparations.

6.3.2.2.7 Supply of textbooks and stationery

In accordance with the responses to the questionnaire, 84.9% indicated that they do have textbooks in the subjects they are teaching, whereas 15.1% do not have textbooks in their subjects.

Although they have textbooks, only 37.3% indicate that the supply of textbooks is adequate, while a large number of 62.7% indicate that the supply of textbooks is not adequate.

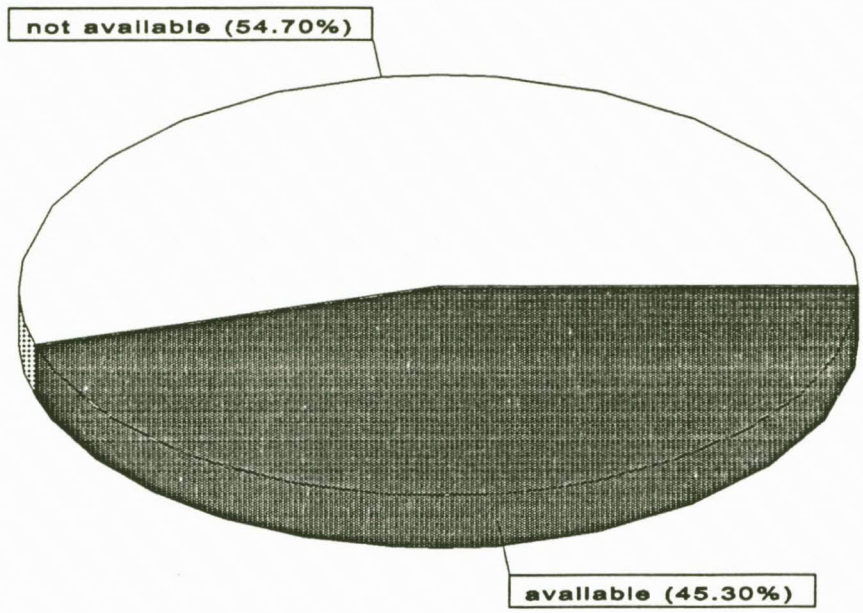
According to 62.7% of the responses, the textbooks and stationery are not supplied on time, while 37.3% indicate that they are supplied on time.

Majority of educators complain that the supply of books is not adequate while they also indicate that these books are not supplied on time. This causes further delays with regard to teaching, as the educators will spend more time waiting for books to be delivered. While educators are waiting for the books will not be able to read on their own, and this impact further on the completion of syllabuses and end of the year results.

6.3.2.2.8 Curriculum advisors

Curriculum advisors from part of the support services offered to educators by the department of education. Their duty is to assist the educators where they encounter problems in a subject for which the advisor has been assigned. Figure 6.6 below indicate the availability of curriculum advisors.

FIGURE 6.6 Availability of curriculum advisors



From figure 6.6 above, it is evident that only 45.3% respondents agree that there are curriculum advisors in the subjects they are teaching, while 54.7% indicated that there are no curriculum advisors in the subjects they are teaching.

The respondents indicated that in 5.7% of the cases, the curriculum advisors visit their schools monthly, while 7.6% are visited quarterly. A further 11.3% gets visited once a semester while a majority of 75.4% are never visited by curriculum advisors. The educators indicated that in 23.22% of the cases they are informed when the curriculum advisors visit their schools, whereas 76.8% maintain that they are never informed of such visits.

Most schools are never visited by the curriculum advisors. This points out to the fact that educators do not get the necessary assistance from the curriculum advisors. The assistance given by the curriculum advisors could improve the performance of educators, thus even improve the results.

When the curriculum advisors visit the schools to assist the learners on problem

areas, the educators prepare the relevant teaching aids. Sometimes the curriculum advisors visit the schools with the aim of checking the educators' work. In that case, the educators have their records ready, that is, if they are informed of such visits.

According to the responses, 71.7% of the educators indicated that they have syllabi and subject committees in the subjects they are teaching, while 28.3% do not have syllabi and subject committees.

6.3.2.2.9 Sports

The majority of educators indicated that their schools take part in athletics, soccer, netball, baseball and volleyball. Few schools take part also in basketball, tenniquette, tennis, chess and drum majorettes. It was also in two cases where educators indicated that their schools include also ring tennis and table tennis in their sports codes.

According to the responses, 14.8% coach the learners in soccer, 28.3% coach netball, 5.7% coach volleyball, while a further 5.7% coach in table tennis. Sports codes such as karate, boxing, music, basketball, tenniquette, tennis, chess and drum majorettes are coached by 11.5% of the respondents. It is worth noting that 22.6% of the respondents are not involved in coaching learners in any activity. Schools offer a variety of sports activities in which the teacher are involved in coaching the learners.

The responses indicate that in all 100% of the cases, sports practices are held in the afternoons. They hold different views with regard to sport competitions, where 84.9% hold their sports competitions on Saturdays, while 9.4% hold theirs after lessons. Only 5.7% indicate that they hold their competitions during time for lessons.

All schools hold their sports practices in the afternoons, while majority of them hold sports competitions on Saturdays. This is very positive, as the sports will not disturb

the programme of teaching and learning.

6.3.2.2.10 Meetings

In this paragraph, meetings will be divided into two categories, namely, staff meetings and meetings for teacher formations.

By staff meetings it is referred to those meetings where the educators and the principal of a particular school meet to discuss issues pertaining to that particular school.

Meetings of teacher organisations are those meetings held by members of teacher organisations such as SADTU, NAPTOSA, SAOU.

- **Staff meetings**

According to the responses, 54.7% of the cases hold their staff meetings monthly whereas 32.2% hold theirs quarterly.

Only 13.2% indicated that they hold theirs when there is a need. These staff meetings are held, according to 34% of the responses, during school hours while 64.2% hold theirs in the afternoons. Only 1.8% of the respondents hold their meetings during breaks.

Some schools (34%) hold their meetings during school hours. This creates a problem where learners are left unattended. It also has an impact on teaching time and the completion of the syllabuses.

- **Teacher organisation meetings**

According to the responses, 81.1% of the educators indicated that they belong to SADTU, 13.3% belong to NAPTOSA, whereas 15.6% belong to no teacher

organisation.

The members of the teacher organisations indicated that in 29.8% cases meetings are held during school hours, while 70.2% hold theirs after school hours. Their responses regarding how the learners are kept busy when educators attend their meetings during school hours, were the following:

- 35.7% indicated that learners are sent home.
- 21.4% pointed out that learners remain with those educators who belong to unions which will not be holding meeting on that day or with those educators who do not belong to any union.
- 14.3% maintain that learners are left alone at school to work on assignments given by the educators before they leave for their meetings.
- 28.5% did not respond to this question.

Majority of teachers hold their meetings of teacher organisations after school hours while few still hold meetings during school hours.

The department of education has set up a school calendar which shows the number of school days for a term and for the year. It even states that schools should not close earlier than 12:00 prior to a holiday.

Table 6.12 shows the number of school days lost in 1998.

TABLE 6.12 Loss of school days in 1998

NUMBER OF DAYS LOST	PERCENTAGE
1 - 4 days	47.2
5 - 10 days	13.2
11 - 14 days	9.4
26 days	3.8
None	26.4

From table 6.12 above, it is evident that 47.2% of the respondents indicated that they lost between 1 and 4 school days in 1998 due to strikes, mass actions, stay-aways and mass meetings.

The responses further indicate that in 13.2% of the cases between 5 and 10 school days were lost while 9.4% lost between 11 and 14 school days, and 3.8% lost an alarming 26 school days. Only 26.4% lost no school days in 1998.

On the conditions of service, 84.9% responded that they know their conditions of service, while 15.1% pointed out that they do not know their conditions of service.

Majority of schools lost between one and four days while some schools lost between five and twenty-six days. This loss of school days is alarming, as a lot of teaching time is lost. In a school term that has fourty-eight school days, if a school looses twenty-six of those days it means it has lost 54% of the days in that particular term. This implies that the learners have been deprived of 54% of the teaching time within that term.

6.3.2.2.11 Libraries

According to Nkabinde (1997: 29) lack of facilities such as libraries contribute toward poor academic performance in schools.

Figure 3.3 in this study clearly indicates that the Northern Province, which is experiencing a problem of a high failure rate in Grade 12, is one of the most hard-hit by the shortage of specialist rooms such as libraries.

The responses indicate that 69.8% are without libraries, while 30.2% do have libraries. It is worth mentioning that out of those who have libraries, only 7.5% indicate that they have enough library books, while a very large number of 92.5% of the respondents are without enough library books.

The majority of the educators indicated that the areas which need improvement at their schools are libraries and laboratories. They indicate that they need libraries together with supplies of library books.

Majority of educators indicate that they do not have library; a further majority points out that they do not even have library books. This implies that learning is only done from the textbooks which have been supplied.

6.3.3 Learners

6.3.3.1 Biographical details of learners

The biographical details of the learners include age, gender, and place where learner lives and the number of children in the family.

The questionnaire was completed and returned by 100 learners.

According to the responses, 47% are female whereas 53% are male, with their ages ranging between 15 and 32 years. The responses indicate that 26% are aged 17 years; 23% are aged 18 years; 18% are aged 19 years, while 21% are aged 20 years. Only 1% of the respondents are aged 15 years while 6% are aged 16 years. The remaining 5% fall within the ages of 21, 22, 23, 27 and 32 years. It can be deduced from the responses that 57% of the responses reside in tribal villages,

while 27% reside in townships. Only 16% indicate that they reside in towns.

The number of children within their families ranges between 1 and 12. The responses indicate that 26% come form families where there are 4 children; 23% from families with 5 children while 18% are from families with 6 children. Those who come from families with 2 and 7 children are 4% each while those coming from families of 8, 9, 10 and 12 are 1% each. Only 3% come from families with 1 child.

6.3.3.2 Educational details of learners

The educational details of the learners will be grouped according to the following categories:

- Punctuality and absenteeism
- Assignments, tests and study time-tables
- Parental involvement
- Difficulty in subjects and communication with educators.

6.3.3.2.1 Punctuality and absenteeism

According to the responses, 78% agree that they came late to school in 1999, while only 22% did not arrive to school late. Those who came late to school indicated that it was on one or two occasions where in 3 cases it was 5 times. Their reasons for arriving late are mostly that the school is situated far from their homes. There were only 2 cases where the learners indicated that they had gone to the clinic.

The forms of punishment they received for arriving late at school are the following:

- corporal punishment
- school gate was locked
- did not eat during break
- pick up waste papers around the school yard

- stayed outside the classroom, in the cold.

Late arrival at school, as acknowledged by 78% of the learners correlate with 75.8% as indicated by principals in paragraph 6.3.2.8 where they indicate that they deal with the problem of late arrival on a daily basis. It is also in agreement with the educators' responses (paragraph 6.3.4.2) that only 24.5% indicated that punctuality is good, at their schools.

Most schools experience a problem of late arrival of learners on a daily basis. This late arrival has an impact on their learning time. In some cases they even miss tests which were written before they arrive to class. Missing of tests has an impact on the year mark which is added to the examination mark and this have a further impact on the pass rate.

The responses indicated that 38% of the respondents go absent from school while 62% do not stay away from school. The reasons for absenteeism were the following:

- illness
- family problems
- dipping cattle.

The learners who are absent from school indicate that they catch up on information from their friends.

Majority of learners attend school everyday while there are still some who go absent from time to time. Absenteeism deprives them of their learning time.

6.3.3.2.2 Assignments, tests and study time-tables

According to the responses, 52% indicated that they sometimes complete their school assignments while only 48% always complete their assignments. The educators (paragraph 6.3.4.5 in this study) indicated that in 43.4% of the cases,

homework is always done. This correlates with the responses from the learners.

The responses further indicated that 72% sometimes pass their tests, while only 28% always pass tests. Of those that do not pass their tests, only 10% indicated that they get punishment for not passing, while 90% do not get punished.

Their hours of study range between 1.5 hours and 5 hours per day. The responses indicate that 28% study for 3.5 hours; 25% study for 2.5 hours whereas 24% study for 2 hours. In 13% of the cases, learners study for 1.5 hours while those who study for 5 hours and 3 hours are 4% each, and for 4 hours and 4.5 hours are 1% each.

The responses indicate that 68% do not have study time-table while only 32% have study time-tables.

Majority of learners do not always complete their assignments and homework. A further majority indicate that they do not always pass their tests, and are not punished for that. Most of them study for 1.5 hours to 3.5 hours per day, even if they do not have study time-tables.

6.3.3.2.3 Parental involvement

Parents are the major role players in the children's education. They are the ones who should ensure that their children receive education and should thus be involved in all matters relating to the education of their children. Table 6.13 indicate how often the parents check their children's work.

TABLE 6.13 Checking of schoolwork

FREQUENCY OF CHECKING	PERCENTAGE
Never	42
Sometimes	37
Always	21

From table 6.13 above, it is evident that in 42% of the cases, parents never check their children's work, while in 37% of the cases, parents sometimes check the children's work. Only in 21% of the cases do parents always check their children's work. Table 6.13 in this study indicates parental disinterest in their children's work.

The responses further indicated that in 65% of the cases, parents never discuss their children's progress with the educators while 25% sometimes discuss the progress with the educators. Only in 10% of the cases do the parents always discuss with the educators.

Most parents neither check their children's work or discuss it with them. They do not discuss their children's work with the educators. As a result the parents are always in the dark as far as their children's schoolwork is concerned.

TABLE 6.14 Parents' meetings

FREQUENCY OF ATTENDING MEETINGS	PERCENTAGE
Never	45
Sometimes	27
Always	28

Table 6.14 above indicates that in 45% of the cases, parents never attended parents' meetings while 27% sometimes attended. Only 28% always attend parents' meetings.

According to the respondents, the following reasons were responsible for parents not attending meetings:

- Parents are working far from home, thus also far from school as a result, they are unable to attend meetings.
- Parents do not have transport to travel to the school, which is far from their homes.

- Parents do not receive information regarding meetings.
- Parents are at work when meetings are held.
- They are always busy, with other organisations.
- Parents cannot read or write thus, they see no reason of attending meetings at school.

The majority of parents do not attend parents' meetings as they advance a variety of reasons. Non-attendance of these meetings deprive them of the chances of making positive contributions in the education of their children.

6.3.3.2.4 Extra mural activities and libraries

According to the responses, the learners take part in a variety, of extra mural activities which include the following: basketball, chess, cricket, softball, tennis, dance, athletic, drum majorettes, tenniquette, volleyball, aerobics, netball and singing.

Regarding the library, only 29% indicated that they have a library at their schools. Out of those who have libraries, 10 indicated that they visit the library every week; 4 visit the library after every two weeks, while 9 visit the library once a month, and 6 never visit the library.

The majority of learners do not visit libraries, mostly because they do not have these types of facilities (libraries). Learners are not able to gain wider knowledge as their minds are confined to the textbooks only. In rural areas most learners do not even have access to newspapers thus their general knowledge becomes very limited. When asked questions in the examinations, where their general knowledge should play a role, they usually fail such questions that thus increase the failure rate.

6.3.3.2.5 Difficulty of subjects and communication with educators

Learners sometimes experience problems in the various subjects they are learning. Some learners are not able to communicate with their educators regarding the problems that they are experiencing as a result, the problems remain unresolved. According to the responses, there are subjects in which the learners experience difficulty. The responses indicate that in 29% of the cases, learners have difficulty in Biology; 14% have difficulty in Mathematics, while History and Geography are indicated by 11% each. In 9% of the cases they have difficulty in Afrikaans whereas 6% have difficulty in both Mathematics and Physical Science. Those that experience difficulty in a combination of Biology, Mathematics, Physical Science and Afrikaans are 3%.

It can further be deduced from the responses that 65% of the respondents do not communicate with their educators regarding their performance, while only 35% do communicate with their educators.

When learners do not communicate with their educators about the difficulties they experience in their subjects they are not able to pass tests and this demotivates them even further. Once they get demotivated, they stop learning and this affects the pass rates of the school concerned. If the parents were involved with their children's school work, they would identify the problem and notify the educator about it.

6.4 CONCLUSION

In accordance with the responses from the principals, educators and learners, the following conclusions can be made:

- School days are lost because of a variety of reasons such as strikes, mass actions, meetings, stopping Grade 8 - 11 lessons days before their examinations could start.

- Parental involvement is still a serious problem.
- School visits by officials of the Department are neither planned nor co-ordinated.
- There is an inadequate supply of books.
- Control of the educators' work should be co-ordinated.
- Educators' job satisfaction should be addressed.

The above factors will be discussed in detail in chapter 7 in this study, where the findings and recommendations will be made.

CHAPTER SEVEN

FINDINGS AND RECOMMENDATIONS

7.1 INTRODUCTION

This study has attempted to establish the possible causes that might have led to the decline in the Grade 12 results in the Northern Province (refer to Annexures G and H). It was found that, in concurrence with Phaahla (1998: 2), the decline is occurring at a fast rate and is consuming more and more resources as it tumbles down.

This study has attempted to achieve the following aims:

- To diagnose the possible causes that could have led to the decline in teaching and learning in the schools in the Northern Province.

- To identify possible measures that could be applied to improve the situation in Grade 12 in the Northern Province.

- To enable the Department of Education to have a clear picture of what is happening at schools from the first day when schools re-open at the beginning of the first term.

In improving the condition of education in the Northern Province, parents, learners, educators, the business community, teacher formations, ordinary citizens and political parties must co-operate. Thus this chapter will attempt to outline the findings and the recommendations that could help to alleviate this serious problem facing the Northern Province.

7.2 FINDINGS

This study has, through literature review, questionnaires completed by principals, educators and learners together with interviews held with department officials, principals, educators and parents, established many of the possible causes that might have led to the high failure rate of the Grade 12 learners in the Northern Province.

The literature review has further enabled the researcher to establish the conditions under which education is being offered in the United States of America as well as in the United Kingdom. This also enabled the researcher to make a comparison between the USA and UK and the Northern Province. It is because of this comparison that certain recommendations are made towards improving the situation relating to Grade 12 results in the Northern Province.

The questionnaires completed by the principals, educators and learners enabled the researcher to find out what happens at schools from the first day of the first term. From tables 6.8, 6.10 and 6.12 it becomes clear when lessons start at the beginning of the first term as well as when Grade 8 - 11 lessons stop and the number of school days lost in 1998. The Department of Education will thus be able to get a clear picture of what is taking place at schools and be able to correct it.

Details of the findings will be outlined below.

7.2.1 The real facts

The study was able to establish that 81.3% of the schools sampled had a Grade 12 pass rate below 50% in 1998, whereas 56,3% had a pass rate even below 40%. This is a clear indication that the majority of the schools sampled, obtain Grade 12 pass rates of 50% and below.

7.2.2 The main causes

7.2.2.1 Historical factors

The introduction (in 1953) of Bantu Education had a negative impact on the education of Blacks, who constitute the majority of the population in the Northern Province. Paragraphs 2.4.4.1 to 2.4.7.4.4 clearly outline the problems as experienced because of Bantu Education. Further causes will be outlined below.

7.2.2.2 Absenteeism of educators and learners

Absenteeism of both educators and learners is one of the main causes of high failure rate. On the average, there are 1.7% of the learners absent from school on a daily basis, while between 5.5% and 27.8% of the educators are absent from school on a weekly basis. This clearly indicates that teaching and learning time is lost.

7.2.2.3 Punctuality and daily attendance of educators and learners

Punctuality of both educators and learners is a problem as it occurs at 79.2% of the schools sampled. Late arrivals imply loss of both teaching and learning time.

7.2.2.4 Loss of school days

Paragraph 6.3.1.2.5, table 6.8, table 6.12 indicate that there was a large number of school days lost during the year. These were lost through various reasons such as meetings, marches and strikes. Detailed findings regarding loss of school days will be outlined below.

7.2.2.4.1 Boycotts by educators and learners

Boycotts and strikes account for a maximum of 26 school days in a year. If these 26 lost days were in one term having 52 days this could account for 50% of the quarter

not being utilised for teaching and learning. This study also established that learners' strikes took place as learners were complaining about the curriculum taught at schools, as well as lack of resources. These strikes led to the decline in the Grade 12 results, as many days were lost in the process.

7.2.2.4.2 Late registration

Late registration in some schools accounts for the loss of 20 school days. The first term in 1998 had 52 school days, which implies that some schools lose up to 38.5% of the term as a result of late registration.

7.2.2.4.3 Delays at start of term

The time taken to admit learners at the beginning of the first term is one month in 56,6% of the schools. This causes a delay for teaching and learning to take place. Very few schools, that is 13,2% indicated that lessons start on the first school day. This means that there are delays at the start of the term.

7.2.2.4.4 Educator and other meetings held during school hours

Meetings held by educators, either at their schools or at their teacher organisations account for school days lost. Paragraph 6.3.2.2.10 shows that only 26.4% of the respondents lost no school days in 1998, 73,6% of the respondents indicated that they have lost school days due to either meeting or boycotts. Meetings organised by the Department of Education also account for loss of school days.

7.2.2.4.5 Days before Grade 8 - 11 examinations start

Table 6.10 indicates that many school days were lost during the fourth term as soon as Grade 12 examinations start. In some schools, as soon as Grade 12 examinations start, Grade 8 - 11 do no longer have lessons, either through lack of classroom accommodation or lack of staff. There is usually no teaching in those

grades in the fourth term.

A school, which stops Grade 8 - 11 lessons as soon as Grade 12 examinations start, loses around 33 days in the fourth term. If schools, which lost 26 school days (table 6.12), fall within this category where lessons stop as soon as Grade 12 examinations start, it could mean that they lose up to 59 school days in a year, which is 29.7% of the school year.

7.2.2.4.6 Trial examinations

Trial examinations, written by the Grade 12 learners in the Northern Province, take up a lot of teaching time. In 1998, the month of August was devoted to trial examinations, which started on 7 August - 22 August. Thus, 12 school days were used for the purpose of the trial examinations. In 1999, the trial examinations in this very province of research (Northern Province) stretched from 7 June - 22 June 1999. This implies that 12 days are devoted for the purpose, while schools closed on 24 June 1999 for the winter holidays. This reduces the second term of the year. Instead of 47 school days, only 35 days are devoted to teaching.

Loss of school days is a serious problem. Schools which lost 26 days through boycotts (table 6.1), 20 days through late registration (table 6.1), 10 days at the beginning of a term (table 6.8) as well as 33 days by stopping Grade 8 - 11 lessons as soon as Grade 12 examinations start (paragraph 6.3.2.2.4), could have lost 89 school days. This is 44.9% loss of school days in a year.

7.2.2.5 Poor facilities

Figure 3.3 indicates that the Northern Province has a high shortage of facilities. This has also been indicated in paragraph 6.3.1.2.7 where the respondents indicated that there are shortages of facilities. Various shortages will be outlined below.

7.2.2.5.1 Inadequate classrooms

Inequality in the provision of resources led to shortage of classrooms, as has been identified in paragraph 3.4.2 of this study, and which impacted negatively on education. This situation can be summed up by the following reference to classroom situations which are still applicable in the Northern Province: "there are still learners who are taught under the trees ... others came in drips and drabs, sauntering to their desks under the sparse shade of a thorn tree. ...the wind blows a black board over and the children look hopefully at the sky. Perhaps it will rain and they will be sent home" (Sunday Times (15.02.1998: 4).

While these children will be sent home because of rain, this exercise signals that another school day is lost. Classroom, learner ratio in some schools goes up to 100 learners in one classroom. Figure 6.2 indicates that large classes are a limiting factor in 75.8% of the schools sampled.

The shortage of classrooms in the Northern Province is evident in figure 3.3 of this study. This shortage of classrooms results in some schools having to stop lessons as soon as Grade 12 examinations start, because of lack of accommodation as reflecting in paragraph 6.3.2.2.4.

It is disheartening to note that in the Northern Province there are still schools operating without toilets. One principal (preferred to remain anonymous) who was interviewed, indicated that as they do not have toilets at this school, he has demarcated the bush into five entities, namely for male learners; female learners; male educators; female educators and the fifth for the principal and visitors.

7.2.2.5.2 Inadequate furnishing

Furniture in most schools is a problem. Children attending classes under a tree will surely not have adequate furniture and in some cases, more than one learner have to share a chair.

7.2.2.5.3 Inadequate supply of books and other materials

Inadequate supply of textbooks has been identified by this study as a serious problem area. In the survey conducted on educators (paragraph 6.3.2.2.7) it was evident that many schools do have textbooks in the subjects they are teaching. However, the question remains whether those textbooks are adequate, relevant and still in good order. In some cases books that were supplied in the 1980's are still being used. Schools are told not to order completely new books, but should "top-up" on what they already have. That is if there are some copies of a particular textbook available at a particular school, then more copies of that book have to be ordered. Some books are old and do not even have all the pages (refer to Annexure F). In 71.0% of the schools sampled, shortage of teaching and learning materials is a serious limiting factor in teaching and learning.

7.2.2.5.4 Lack of water and electricity

Most schools in the Northern Province do not have water and electricity. It is disheartening to note that in some schools, learners carry 2 litre bottles of drinking water to school on a daily basis. It is indicated in paragraph 4.4.6.1.1 that 48% of the schools are without water supply. Schools also operate without telephones. In these cases, principals who wish to make enquiries from the circuit or area managers, have to leave their schools to travel the distance just to enquire about issues relating to education. This turns out to be costly in terms of time and money. Paragraph 4.4.6.1.1 further indicates that 79% of the schools surveyed are without electricity supply, while 75% do not have telephones.

7.2.2.5.5 Bad maintenance of buildings

The shortage of classrooms and the inadequate supply of water, go together with badly maintained buildings. It becomes difficult for schools to scrub the floors if they do not even have drinking water. Some schools are so old that they need to be

rebuilt or renovated.

7.2.2.5.6 Lack of libraries and books

Paragraph 6.3.2.2.11 indicates that 69.8% of the schools sampled are without libraries. Out of those who have libraries, an alarming figure of 92.5% do not have enough books.

7.2.2.6 Lack of parental interest

One of the strong beliefs of underprivileged communities has been and remains that their salvation lies in education. Poor people have slaved for their children, so that they can go to school, acquire education and so break out of the confines of poverty and lead a better life. Poor people will say a child should be given education as no one can take it away from him. Ironically this study established that not all parents hold that view of life.

The survey (paragraph 6.3.1.2.4: 6.3.2.2.1 and 6.3.3.2.3), conducted on principals, educators and learners, indicates that most parents are not involved with the education of their children. Learners indicated that their parents do not attend parents' meetings, as they are busy with other meetings. They also do not check their children's books, neither do they make time to talk to their children's educators.

One parent who was interviewed mentioned that she does not attend parents' meetings as her sons forbid her to do so, that they remind her that since she can't read or write why should she attend to matters that are supposed to be handled by educators. Another parent, concurring with the first one, mentioned that the schools are meant for learners and educators, and that as parents they don't want to be moving in and out of schools as if they are "intruders".

7.2.2.6.1 Failure to integrate the school into the local community

From table 6.3 it is evident that 75.8% of the principals indicated the importance of healthy relationships between educators and the community. This relationship becomes hostile as parents are against teacher formations, which encourage educators to leave schools early and not to teach their children.

7.2.2.6.2 Poverty, illiteracy, absence and unemployment

It has been stated in paragraph 4.6 that because of poverty, parents have to work away from home, thus leaving the children alone at home to attend school. Paragraph 6.3.3.2.3 indicates that some parents are not able to attend parents' meetings as they work far from home.

It was indicated in paragraph 4.6 that some learners are demotivated by poverty hence they wish to go away from school to get employment, and thus get money to assist their families.

7.2.2.7 Staff problems

It has been stated in paragraph 4.4.6 that educators do experience staff problems, which can lead to strikes and boycotts. This in turn adds to the number of school days lost, and contributes to the high failure rate. Details are given below.

7.2.2.7.1 Poor salaries

Table 6.3 indicates that poor salaries are a limiting factor in teaching, as indicated by 78.8% of the principals sampled. It further came out form the 57.7% of the educators sampled that they are unable to study further as they have financial problems, implying that if their salaries were higher they would manage to pay for their studies as well.

7.2.2.7.2 Lack of evaluation

The study found that from the early 1990's, teacher organisations began to engage in levels of militancy and revolution about their conditions of service and salaries. This led to the decline in the standards of teaching and learning. Educators no longer wanted their work to be evaluated as they did not want inspection to take place and principals were not allowed to do class visits or check the work given to learners.

Control of the work of educators was revealed by this study to be an area that needs attention, as it is not very clear in most cases, according to the responses, as to who actually does the control. Some mentioned that it is done by the principal, while others indicated that it is the head of Departments. It is regrettable that there are those cases where control is just not being done at all (Table 6.11 or this study).. The levels of teacher militancy also promoted laxity among educators, as some do not complete the syllabi in the subjects they are teaching as indicated in paragraph 4.4.4. The teacher evaluation instruments as stated in paragraph 4.4.6.1.2 are not yet used, either for the purpose of guidance or for promotions.

7.2.2.7.3 Lack of promotion opportunities

88.3% of the principals sampled indicated that opportunities for promotion to senior positions would give educators satisfaction in their job. Thus lack of promotion opportunities discourages them even from studying further. Some schools in the Northern Province are still managed by principals who are in an acting capacity.

From the survey it was very clear that most schools do not have Deputy Principals and Heads of Departments. The fortunate schools are those that have at least one Head of Department appointed. The study concurs with Phaahla (1998: 5) that "many schools have experienced rapid collapse of management over the last 10 - 20 years. The transition, with its attempts to correct the past, created more problems at times as is the present situation where you have thousands of educators and even

hundreds of Acting Principals and no inspectors in some circuits".

7.2.2.7.4 Lack of supervision support by department officials

Paragraph 6.3.1.2.9 indicate that the majority of schools are never visited by officials of the Department of Education. In those that were visited, the visits were not regular and were uncoordinated, as well as not purposeful.

One principal (preferred to remain anonymous) who was interviewed pointed out that the officials, who visited his school, had come to deliver circulars, which needed immediate responses. As such he felt that this could not be counted as an official visit as it had no value to the education of the learners.

The study revealed that in 54.7% of the cases, there are no curriculum advisors in certain subjects. In those subjects that have curriculum advisors, the advisors rarely visit schools.

In paragraph 6.3.1.2.9 it was found that reasons for the lack of school visits by the officials of the Department of Education are the following:

- The collapse of the administrative staff following the amalgamation of the Lebowa Government into Northern Province;
- The dispute between the National Department of Education and the South African Democratic Teachers Union (SADTU) over the governance of schools which led to the removal of inspectors and curriculum advisors.

7.2.2.7.5 Male dominated appointments to the position of principal

In 91.4% of the schools sampled the principals are male. This clearly shows that gender equality is not observed when appointments are made, thus female educators feel demotivated as their chances of becoming principals of secondary

schools are very minimal. This further indicated that female educators are scarce and secondly, as the position of principalship of a secondary school is male dominated. Female educators who realise that they are not likely to be promoted because of their gender do not always perform the work as best as they can. This affects the results as they (the female educators) will not be working as hard as they should.

7.2.2.7.6 Demotivating effects of poor facilities

Table 6.3 shows that 100% of the schools sampled, indicate that the improvement in quality of classroom supplies such as books and stationery would give them satisfaction. It has been stated in paragraph 3.4.2 that Northern Province has a serious shortage of facilities, and this demotivates the educators.

7.2.2.7.7 Inability to apply discipline

Paragraph 6.3.2.2.5 and 6.3.3.2.2 show that application of discipline is a serious problem in most schools. In 72% of the cases, learners sometimes pass tests while homework is sometimes done in 52% of the cases. In 90% of the cases learners are not disciplined for either failing the tests or failure to complete their assignments and homework.

Educators who fail to come to work are given leave forms by the principals. In some cases, the principals recommend leave without pay for the educators.

7.2.2.7.8 Lack of training facilities

There are no adequate training facilities for both educators and principals. Educators have to travel long distances to reach in-service training centres. In some cases they travel more than 100 kilometres for a single journey to reach the centres. This turns out to be both expensive and exhausting.

7.2.2.8 Teenage pregnancy

Teenage pregnancy was also revealed to be a problem. Besides the problem of drop-outs, it contributes to high failure rates as some of the girls leave school due to pregnancy, and return to school after two to three years to complete their matric. In most cases, if she dropped out while doing Grade 12, she returns to school after all those years to complete the Grade 12. In most cases she has forgotten about what was taught at Grade 10 and 11, thus she struggles to understand the Grade 12 work. Her attention is also divided between her schoolwork and her child.

7.2.2.9 Shortage of curriculum advisors

There is a shortage of curriculum advisors. This is depicted in figure 6.6. of this study, where 54.7% of the respondents indicated that there are no curriculum advisors in the subjects they are teaching. It has been established that where there are curriculum advisors, 75.4% of the schools have never been visited. Majority of schools have not been visited by the curriculum advisors, which imply that they were never assisted these curriculum advisors who are supposed to visit schools.

7.2.2.10 Homework and assignments

According to the questionnaire responses from the educators, 56.6% of the learners do not always do their homework. The responses from the learners indicate that 52% do not complete their homework and assignments. Their hours of study range between 1.5 hours and 5 hours per day. Some of the learners do not have study time-tables.

7.3 RECOMMENDATIONS

The recommendations presented in this chapter, as guided by the findings that have been outlined in the preceding paragraphs will serve as a revelation to both the Department of Education and other stakeholders such as principals, educators and

parents. The Department of Education in the Northern Province acknowledged that there is a poor performance, as stated by Phaahla (1998: 2) that "the situation in our province is most serious, not simply because we recorded the worst results in the country, but because of the dire consequences of this. Our province rates the worst in all development indicators as compared to the other eight provinces". The proposed solutions will be outlined below.

This research has found that the solution to the high failure rate of grade twelve learners in the Northern Province is not simplistic, but that it should be dealt with holistically on macro, meso and micro level, as the following recommendations indicate.

7.3.1 Curriculum advisors

It has been revealed that there is a need for curriculum advisors as certain subjects are without them. It is recommended that the people appointed into such posts should be adequately qualified both academically and professionally and also experienced in the subjects in which they are to advise, as well being able to do the following:

- Acquaint educators with the latest approaches regarding their subjects.
- Get solutions to common problems experienced by educators.
- Motivate educators.
- Visit individual schools to offer specific guidance as needed at that particular school and not be office-bound as most prefer to be.
- As experienced professionals, they should assist newly appointed educators to adjust in the actual classroom situation.
- Conduct in-service training courses for the educators, in their subjects In concurrence with this findings, The Star (8 January 1998: 2) emphasised that "you can only improve teacher productivity if the teachers trained by the old system are retrained", while Sunday Times (8 March 1998: 3) also stressed the fact that "posts at rural schools ....

are the least desirable and attract younger or less qualified teachers".

- They should monitor the progress made by educators and ensure that tests given to learners are of proper standard.

7.3.2 Management of schools

In the face of poor performance of the Grade 12 learners, management should be looked into. Phaahla (1998: 6) acknowledges this fact that ".... there have been inefficiencies at various levels of management, from Head Office right up to school level".

The survey of principals indicated that most of them have been principals of their present schools for more than five years. At this stage, the principal might be so familiar with the situation at that school that everything becomes routine work, and so they do not notice the changes that are taking place. Thus the researcher recommends highly that principals should be empowered through management courses, as these are likely to revive and motivate them while giving direction to the newly appointed ones. It is further recommended that, where the Department of Education does not have enough funds to pay for workshops, circuit managers could arrange schools into clusters and request principals from well-managed schools to conduct workshops for their colleagues.

Although the idea of management workshops is an exciting one, if officials of the Department of Education do not visit schools to make follow-ups, then the idea may be self-defeating. It is recommended that workshops should be coupled with visits by the officials to check and assist where principals still need guidance. The focus should be on enhancing the quality of education provision through monitoring and evaluation. Circuit managers should not be office bound, but should visit schools, thus giving support and eliminating the problem of principals having to leave schools to go to circuit offices time and again.

It is recommended that the Education Department should reintroduce a system of

evaluation and supervision as outlined in paragraph 3.4.5.2 and 3.4.5.3. A well-managed school can do better with fewer resources than a well-resourced school with no order. A further recommendation is that the Department of Education should appoint Principals, Deputy Principals and Heads of Departments to enhance the effective control of educators' work.

Lack of properly constituted management of schools result in chaos. In agreement with the findings of this research, Monitor (6 March 1998: 2) indicated that "as dissipline deur onderwysers nie herstel word nie, sal onderwys in die Noordelike Provinsie nie op dieselfde standaard as ander gebiede in die land gebring word nie".

7.3.3 School days lost

School days are lost through factors such as boycotts and strikes, late registration of learners, unavailability of teaching and learning materials, cultural activities as well as schools which stop lessons as soon as Grade 12 examinations start.

It is recommended that schools should register their learners before the school year begins, so that teaching can start on the first school day. Teaching and learning materials which are supposed to be supplied by the Department of Education could be delivered before schools re-open. Cultural activities as well as sports competitions should be conducted, either after school hours or on Saturdays.

It is further recommended that the Department of Education should pay attention to schools which have to stop lessons as soon as Grade 12 examinations start, as a result of lack of classroom accommodation. The Department of Education could, in partnership with the communities build extra classrooms. In these cases the Department of Education could give the communities a percentage of the amount estimated for building the classrooms. For example, the Department of Education could pay 25% or 50% of the estimated amount. This would encourage communities to build extra classrooms.

A further recommendation is that principals and educators should receive assistance in the drawing up of timetables and distribution of books and stationery, so that wastage of teaching time is avoided.

Frequent absence of educators from school to do their own business also contributes to the large number of school days lost. This should be corrected by requesting the affected educators to make up for the lost time by giving extra lessons.

7.3.4 Homework and assignments

Ask learners, "Do you like homework?" and the answer will most certainly be "No!". Even those learners who often enjoy doing some homework and assignments would prefer having none.

There are reasons for homework and assignments to be viewed negatively as it may be too easy, too difficult or repetitive and not challenging.

Occasionally educators use homework as a threat or punishment to control learners' behaviour. This is commonly work that does little to enhance learning The solution seems to be based in the approach of Oakes and Lipton (1990: 236), who state that, when learners perform well-designed homework and assignments that teachers respond to, homework contributes to success. This research found that, secondary school learners who spend more time on homework, typically get better symbols in their tests and score higher in examinations. Paragraphs 5.3.2.1 and 5.3.2.3 of this study confirm the importance of homework, as it came to the fore in the literature study on the performance of learners in the USA.

Despite their protests, most learners are more relaxed about homework and assignments if their energy can be spent on getting the job done, rather than avoiding it. An established study routine relieves learners from the burden of deciding when and how to do homework. Learners often feel overwhelmed by the

sheer volume of work and the length of time they think assignments will take. They may get discouraged soon after opening their books.

Thus supervised afternoon studies is recommended. It is also recommended that educators should supervise as well as assist in setting up study timetables, and even encourage them to carry on.

It is recommended that the curriculum advisors should even assist learners with the acquisition of various study methods in the subjects they are dealing with.

7.3.5 Staff problems

The morale of the educators is low because of varying reasons ranging from redeployment, salaries that do not meet their demands, poor conditions of their schools, lack of resources and others. The result is that when the bell rings, teachers are the first to get out of the school gates, lessons are ill-prepared and learners' books are not marked.

In some cases, educators' morale is low as they do not have sufficient knowledge of the subject they teach. Many newly qualified teachers had not finished 40% of their syllabi when they wrote their final exams at a college of education due to strikes that plagued those institutions. Many of them had barely passed the subjects which they are expected to teach. It is recommended that curriculum advisors should step in to assist in the acquisition of further knowledge in the various subjects.

A further recommendation is that better salaries should be paid to those educators who are better qualified in their subjects, and who show commitment and dedication to their work. It is recommended that the state and the Province should supply job enrichment and ensure that facilities and salaries are improved. Training opportunities relevant to the job should be provided.

Paragraph 5.3.6 and 5.4.4 indicate that in the USA and UK, unlike in South Africa,

teacher unions place emphasis on professionalism while their South African counterparts focus mainly issues relating to labour, such as condition of service and salary increases. The USA and UK teacher unions also provide professional support to their members as well as offering training to those who still need it. It is recommended that the teacher unions in the Northern Province be engaged in supporting their members professionally.

7.3.6 Supply of books

The shortage of books creates a situation where some Grade 12 learners have a rotating textbook system. A learner keeps a textbook for some days and passes it on to another learner. Conditions like this dishearten even the most disciplined youth.

While the Northern Province spends more money on salaries, provision of books should be rated as top priority. How is it possible for learners to pass exams if they don't have books? It is recommended that the Department should refrain from the "topping-up" system as referred to in the Departmental Circular dated 16 November 1998 (refer to Annexure F). Most books that are "topped-up" are no longer in line with the latest syllabi. It is recommended that the state and the Province address this problem, but parental and community involvement could really help.

7.3.7 Shortage of classrooms

In as much as it is appreciated that the Department of Education does not have enough funds to build classrooms, a recommendation is made that prefabricated structures could be erected at low cost. This would keep the situation under control. How do we expect good results when learners have to be sent home on windy or rainy days as they don't have classrooms and are attending school under the trees?

It is recommended that since production of good Grade 12 results start at lower grades, where learners are being prepared, classroom accommodation should not

only centre around secondary schools, but primary schools should also receive attention.

7.3.8 Parental involvement

It is recommended that parents must gain the moral authority and be actively involved in the education of their children. The South African Schools Act, No. 84 of 1996 has given more power to the parents and communities through the establishment of School Governing Bodies. These School Governing Bodies are responsible for the management and administration of all school property. They are also empowered to charge school fees.

It is unfortunate that not all members of School Governing Bodies can read and understand the Act. As a result a recommendation is made that School Governing Bodies should not only be trained in this respect, but their progress should be monitored and evaluated on a regular basis. It is also recommended that school staff and especially principals need to be trained in how to involve parents in all aspects of the school.

In the USA and the UK, where it has been established in chapter 5 that learners perform better, parents participate actively in the education of their children. Homework is being supervised and schoolwork is discussed with their children. Paragraph 5.4.2 of this study indicates the importance of contact between the school and the learners' parents in enhancing learning. The UK, which also has a problem of truancy and absenteeism involves parents thus requiring them to acknowledge the absenteeism of their children.

7.3.9 Libraries

This study revealed serious shortages of libraries, although the provision of libraries for schools can be seen as a long-term project, which must be pursued with enthusiasm. The following recommendations are made with regard to library books:

- Books should be acquired on the basis of relevance to the learners in terms of reader performance and usefulness.
- Resource centres could be established where a cluster of schools could be able to receive such services.
- Schools that are able to purchase library books should be encouraged by subsidising their purchases with a predetermined amount of money provided by the Department of Education.
- Teacher librarians should trained.
- Library campaigns could be organised, where learners could request library books from the community.
- The private sector could also be requested to adopt schools and assist them with library books, as well as building extra rooms that could be used as libraries.
- To promote readership, competitions could be organised, where learners who have read more books could be given awards.

7.3.10 Recommendations in support of other initiatives

The Department of Education in the Northern Province has come up with a twelve point-plan as outlined in the Programme for Action 1997 - 1999. This research identified the problem areas to be addressed by the twelve-point plan, to be the same aspects relating to the low pass rate of grade twelve learners in the same province and thus supports their recommendations. This twelve-point plan includes implementing the following solutions:

- Punctuality
- Observance of full school hours
- Control of absenteeism
- Compulsory attendance of every school lesson
- Sufficient work and regular assessment
- Common assessment

- Afternoon study
- Regular visits to schools by circuit and area managers for whole school development
- Role of governing bodies
- No crime in schools
- Department to create an environment conducive to learning.
- Delivery of services.

Good ideas are appreciated, but the ideas can bear fruit only if serious follow-ups are made. It is thus recommended the initiatives to reach the above outcomes will strongly need monitoring and evaluation.

After presenting the findings, the researcher outlined the possible solutions, which could be addressed at three levels, namely, the state, the province and the parents, as well as the community as a whole. This is so as the State should provide the funds, without which the Province will not be in a position to address the problem of lack of resources, as well as appointment of Deputy Principals, Heads of Department and Curriculum Advisors. Inadequate funds will also hamper the Province in conducting training courses for principals and educators.

The involvement of parents and communities is needed to assist in addressing the problem of absenteeism, punctuality, as well as inability to do homework and prepare for tests. As schools are experiencing difficulties in taking disciplinary measures against the learners, the assistance of the parents is needed.

7.3.11 Aspects for future research

Future research could focus on the following issues:

- ***Grade 12 examinations***

The setting of grade 12 examination question papers, moderation, appointment of

markers and the processing of the examination marks should be looked into.

- ***Primary schools***

The primary schools, as the foundation for learners who ultimately write the grade 12 examinations should be investigated.

7.4 CONCLUSION

This research can be concluded by pointing out that the cause of the high failure rate in Grade 12 in the Northern Province is multifaceted, ranging from the historical background of education in South Africa, to the failed provision of resources by the Department of Education in the Northern Province. Other factors are related to the classroom situation.

Perhaps the most serious issue related to inadequate teaching methods is the lack of morale among educators in schools in which the culture of teaching and learning has broken down. Lack of support from curriculum advisors with regard to teaching strategies account for poor teaching methods, which further contribute towards the high failure rate. Thus, raising the quality of educators is crucial to providing quality classroom instruction. Their roles should be modified from that of syllabus implementers to that of creators of content such as tests, assignments and teaching materials - within the context of their classrooms. They should rather move from being passive recipients of teaching materials designed for them to designers of teaching and learning materials in their subjects. This will enhance the quality of the Grade 12 results.

Parental involvement is one area, which needs to be developed if the results are to improve. Parents' meetings could be arranged according to class groups, for example, parents of Grade 8 learners could attend their own meeting where problems relating to Grade 8 learners will be discussed. An informed parent can be in a position to advise and encourage his child better when he knows the importance

of education. Nkabinde (1997: 199) indicated that in Tanzania the government identified the parents as people to influence immediately the economic development, thus they were provided with education. This same principle can be applied in the Northern Province, as it creates an awareness in adults, regarding the importance of education. No real change in education or in the Grade 12 results can take place until the society, which it serves, demands it.

Finally, this thesis cannot offer all the solutions, but it serves to identify the many underlying reasons for failure in Grade 12 in the Northern Province.

Parents have to be encouraged to participate actively if education is to be uplifted.

It is hoped that this research has contributed to the identification of possible causes of the high failure rate prevailing in schools in the Northern Province and that the recommendations made will help to improve the condition of the high failure rate. Although the findings and recommendations refer to the situation in the Northern Province, it is also hoped that this research may contribute to inspiring other researchers to study the reasons for high failure rate in the rest of the Republic of South Africa.

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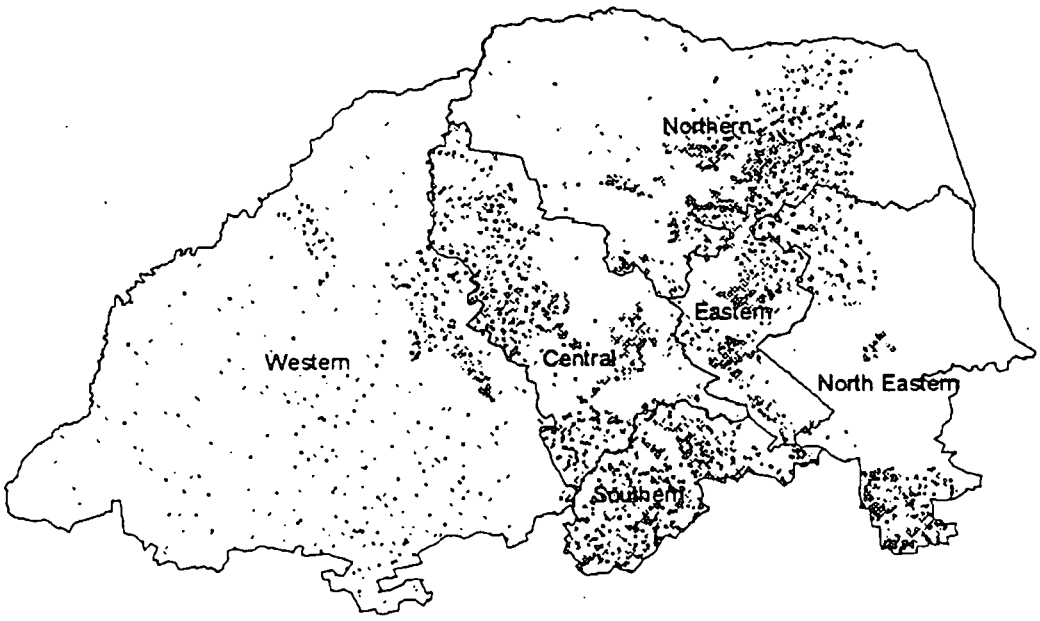
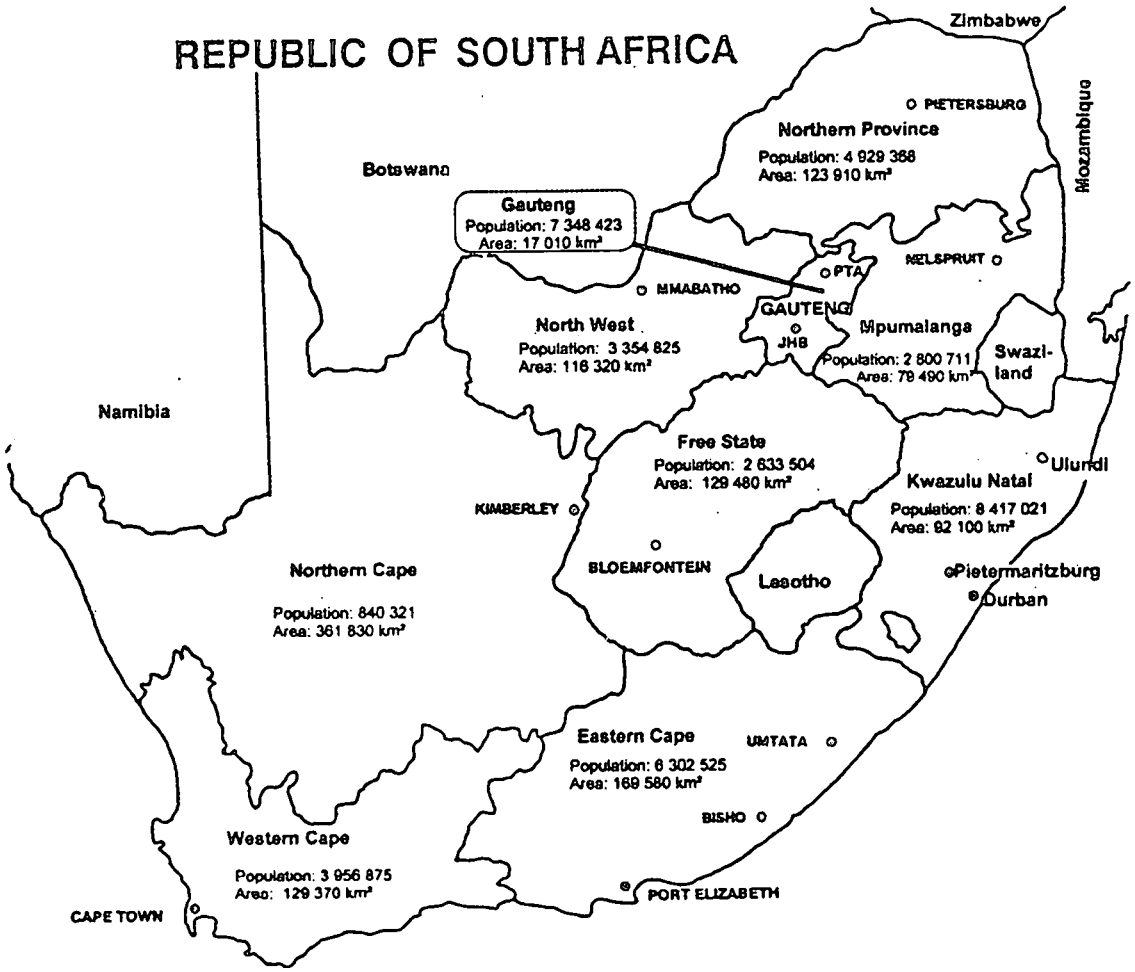
ANNEXURE A

Map of the Northern Province



ANNEXURE B


REPUBLIC OF SOUTH AFRICA
Zimbabwe
Mozambique
Botswana
Namibia
Northern Province
Population: 4 929 368
Area: 123 910 km²
PIETERSBURG
Gauteng
Population: 7 348 423
Area: 17 010 km²
MMABATHO
PTA
NELSPRUIT
GAUTENG
JHB
North West
Population: 3 354 825
Area: 116 320 km²
Mpumalanga
Population: 2 800 711
Area: 79 490 km²
Swazi-
land
Free State
Population: 2 633 504
Area: 129 480 km²
Ulundi
Kwazulu Natal
Population: 8 417 021
Area: 92 100 km²
KIMBERLEY
BLOEMFONTEIN
Lesotho
Pietermaritzburg
Durban
Northern Cape
Population: 840 321
Area: 361 830 km²
Eastern Cape
Population: 6 302 525
Area: 169 580 km²
UMTATA
BISHO
PORT ELIZABETH
Western Cape
Population: 3 956 875
Area: 129 370 km²
CAPE TOWN

ANNEXURE C

QUESTIONNAIRE

SECONDARY SCHOOL PRINCIPALS

This research will attempt to address the problem of high failure rate at Grade 12 level in the Northern Province.

You are among a few Principals chosen to complete this questionnaire. Thank you for agreeing to do so.

This questionnaire should take about 15 minutes to complete.

Please read the following instructions before completing the questionnaire:

- Please answer all questions.
- Mark with an "X" in the appropriate space that best reflects your judgement.
- Be very honest in answering the questionnaire.
- All information provided would be treated with strict confidentiality. For that reason, your name should not appear on the questionnaire.

May I thank you again for your anticipated co-operation.

.....

L M Ramokgopa

1. BIOGRAPHICAL DETAILS

1.1 Your gender

Male	
Female	

1.2 Where is your school situated?

Rural area	
Urban area	
Mission Station	
Other (specify)	

1.3 What is your highest qualification?

Matric	
First Degree	
Honours Degree	
Other (specify)	

1.4 Are you presently studying further?

Yes	
No	

1.5 If the answer to 1.4 is yes, state the direction of your study:

_____

1.6 What is the learner/educator ratio at your school?

_____

1.7 How many management courses (workshops) have you attended during the last five years?

_____

1.8 Who organised the management courses mentioned in 1.7 above? Specify:

_____

_____

1.9 For how long have you been a Principal?

1 - 5 years	
6 - 10 years	
11 years +	

1.10 Have you been principal of your current school for the number of years stipulated in 1.9?

Yes	
No	

1.11 How best can you describe the average grade 12 results of your school in the past three years? Choose one response for each year.

PERCENTAGE	1996	1997	1998
Above 70			
61 - 70			
51 - 60			
41 - 50			
Below 40			

2. PROFESSIONAL DETAILS

2.1 Who admits new learners at your school?

Clerical staff	
Educators	
School governing body	
Principal	

2.2 What criteria do you apply when admitting new learners?

_____

_____

2.3 When does your school close admissions for learners?

First school day	
After 10 school days	
After 1 month	
End of term	
Other (specify)	

2.4 Who allocates subjects to educators?

Principal	
H.O.D.'s	
Teachers	
Other (specify)	

2.5 What do you consider of great importance when allocating subjects to educators? Specify:

_____

_____

2.6 How best can you describe your teaching staff in terms of their qualification in the subjects they are teaching?

Good	
Fair	
Poor	

2.7 Who controls the work of the educators?

Principal	
Deputy Principal	
H.O.D.'s	
No one	

2.8 Has the School Governing Body been constituted?

Yes	
No	

2.9 How often do they meet?

At least once a month	
Once in three months	
Once in six months	
once a year	
Other (specify)	

2.10 To what extent, would you say, does the School Governing Body contribute to the effectiveness of teaching and learning in the school?

Not at all	
Very little	
Fairly	
Quite a lot	

2.11 Has the School Governing Body received any training since its establishment?

Yes	
No	

2.12 How many learners, on the average, are absent from school during the week? Specify:

_____

_____

2.13 What are the reasons for absence? Specify: _____

_____

2.14 How would you deal with absenteeism among learners?

_____

_____

2.15 How would you deal with absenteeism among educators?

_____

_____

2.16 How many teachers in your school are absent during the week? Specify:

_____

2.17 In 1998, how many whole school days have been lost for the whole school in terms of contact teaching time for the following reasons?

Boycotts / strikes	
Late registration	
Drawing up of time table	
Unavailability of teaching / learning material	
Cultural activities	
Other (Specify):	

2.18 Does the school keep records of?

Please tick one on each line

Learner enrolments	Yes	No
Admission records of learners	Yes	No
Attendance registers for learners	Yes	No
Reports on learner performance	Yes	No
Reports on learner behaviour	Yes	No

2.19 How often does communication on learning and teaching matters take place between?

		Not at all	A little	Quite a lot	A great deal
(i)	Pupils with different academic abilities				
(ii)	Uninterested learners				
(iii)	Disruptive learners				
(iv)	Parental disinterest in their children's learning progress				
(v)	Shortage of instructional equipment				
(vi)	Large classes				
(vii)	Low morale among educators				
(viii)	Low morale among learners				
(ix)	Threat(s) to personal safety or safety of learners				
(x)	Inexperienced educators				
(xi)	Poverty in the community				
(xii)	Others:				

2.21 There are a number of factors that improve educator's satisfaction with their work. How important do you think each of the following is?

(Tick one on each line)

		Not very important	Of some importance	Very important
(i)	Quality of school buildings			
(ii)	Level of educators' salaries			
(iii)	Quality of classroom supplies (e.g. books, stationery)			
(iv)	Quality of classroom furniture			
(v)	Opportunities for promotion to senior posts			
(vi)	Relationships with the local community			
(vii)	Working relationship with other staff members			
(viii)	Opportunities to undertake part-time studies			
(ix)	Others			
Of the eight reasons given above, enter below, the number of the one you consider to be the most important, e.g.:				(i)

2.22 How often does the school have to deal with the following behaviours among learners? *Tick one on each line:*

		Rarely	Monthly	Weekly	Daily
(i)	Arriving late at school				
(ii)	Skipping class hours/periods				
(iii)	Classroom disturbance				
(iv)	Vandalism				
(v)	Theft				
(vi)	Tobacco use/possession				
(vii)	Alcohol abuse/possession				
(viii)	Illegal drug abuse/possession				
(ix)	Weapon use/possession				
(x)	Sexual harassment				

2.24 Please indicate with which statement you agree most with regard to your school.
Please tick one response in each case.

(i) Most educators in the school are not committed to teaching and learning ☐
OR
Most educators in the school are committed to teaching and learning ☐

(ii) Educators are not prepared to stay after school for professional or management workshops of meeting ☐
OR
Educators are prepared to stay after school for professional or management workshops of meeting ☐

(iii) Parents attend meetings at the school regularly ☐
OR
Parents do not attend meetings at the school regularly ☐

2.25 How often is your school visited by departmental officials offering support or training?

At least once a week	
At least once a month	
Once every 2 or 3 months	
Once every 6 months	
Once a year	
Other (Specify):	

Thank you for your co-operation.

ANNEXURE D

QUESTIONNAIRE

SECONDARY SCHOOL TEACHERS

This research will attempt to address the problem of the high failure rate at Grade 12 (Standard 10) level in the Northern.

You are among a few Teachers chosen to complete this questionnaire. Thank you for agreeing to do so.

This questionnaire should take about 15 minutes to complete.

- Please answer all questions.
- Mark with an "X" in the appropriate space that best reflects your judgement.
- All information provided would be treated with strict confidentiality. For that reason, your name should not appear on the questionnaire.

May I thank you again for your anticipated co-operation.

.....

L M Ramokgopa

1. BIOGRAPHICAL DETAILS

1.1 Your gender

Male	1
Female	2

1.2 How old are you?

20 - 30 years	1
31 - 40 years	2
41 - 50 years	3
51 - 60 years	4
61 +	5

1.3 Where is your school situated?

Rural area	1
Urban area	2
Mission Station	3
Other (specify)	4

1.4 What is your highest qualification?

Matric	1
Diploma	2
Degree	3
Other (specify)	4

1.5 What subject(s) do you teach? Specify:

_____

_____

1.6 What is your highest qualification?

Matric	1
1st Degree	2
Honours Degree	3
Other (specify)	4

1.7 Do you feel comfortable in teaching the subject(s) you are teaching?

Yes	
No	

1.8 Your teaching experience:

1 - 5 years	
6 - 10 years	
11 - 15 years	
15 +	

1.9 Are you presently studying further?

Yes	
No	

1.10 If yes, in what direction are you studying? Specify:

_____

_____

1.11 If the answer to 1.9 is no, please give reasons?

_____

_____

1.12 Have you ever marked external examination papers (Grade 12)?

Yes	
No	

1.13 If your answer to 1.12 is yes, was it in the subject(s) you are presently teaching?

Yes	
No	

2. PROFESSIONAL DETAILS

2.1 When does your school close admissions for learners?

First school day	
After 10 school days	
After 1 month	
End of first term	
Other (Specify)	

2.2 Do all pupils report to school on the day of re-opening?

Yes	
No	

2.3 When does teaching start at the beginning of the year?

Re-opening day	
2 days after re-opening	
3 days after re-opening	
1 week after re-opening	
2 weeks after re-opening	
Other (specify)	

2.4 How would you describe punctuality of pupils at your school?

Good	
Fair	
Poor	

2.5 How would you describe absenteeism of pupils at your school?

Rare	
Fair	
Serious problem	

2.6 Do you have afternoon studies at your school?

Yes	
No	

2.7 If the answer to 2.6 is yes, who supervises?

Teachers	
Principal	
H.O.D.	
No one	

2.8 Who designs the school curriculum?

Department of Education	
Principal	
School Governing Body	
Teachers	

2.9 How many subjects do the Grade 12 learners register for end of year examinations?

6	
7	
Other (Specify)	

2.10 Who chooses grades (HG, SG) for Grade 12 learners?

Subject teachers	
Principal	
Learners themselves	

2.11 How often does your pupils write tests?

Weekly	
Monthly	
Quarterly	
Other (Specify)	

2.12 Do you do remedial work after marking the test books?

Yes	
No	

2.13 If the answer to 2.12 is no, give reasons for your response?

_____

_____

2.14 Do you issue out timetables for tests?

Yes	
No	

2.15 If the answer to 2.14 is yes, when do you issue out the test timetables?

First week	
Every month	
Every term	
Once a year	
Other (Specify)	

2.16 Do you give homework and assignments?

Yes	
No	

2.17 If given homework, do the pupils do it?

Always	
Often	
Never	

2.18 If they don't do the homework, are the parents informed?

Yes	
No	

2.19 If the answer to 2.18 is yes, how are the parents informed?

_____

_____

2.20 Would you like corporal punishment to be applied at your school?

Yes	
No	

2.21 Give reasons for your response in 2.20?

_____

_____

2.22 When does teaching in other Grades (Grade 8 - 11) stop at your school?

As soon as Grade 12 Exam starts	
2 days before Grade 8 -11 exams	
2 weeks before Grade 8 - 11 exams	
Other (Specify)	

2.23 Do you prepare for your lessons?

Always	
Often	
Never	

2.24 Where do you write your preparations?

In a file	
Note book	
Scrap of paper	
Other (Specify)	

2.25 Who controls the preparations?

Principal	
H.O.D.	
No one	

2.26 Do you have textbooks in your subject(s)?

Yes	
No	

2.27 Is the supply of textbooks adequate?

Yes	
No	

2.28 Are these textbooks relevant?

Yes	
No	

2.29 Are the textbooks and stationery supplied on time?

Yes	
No	

2.30 Are there any curriculum advisors in the subject(s) you are teaching?

Yes	
No	

2.31 How often do the curriculum advisors visit your school?

Monthly	
Quarterly	
Once in a semester	
Never	

2.32 Are you informed when the curriculum advisors visit your school?

Yes	
No	

2.34 If the curriculum advisors visit your school what do they do?

_____

_____

2.35 Do you have a syllabus for the subject(s) you are teaching?

Yes	
No	

2.36 Do you have a subject committee in the subject(s) you are teaching?

Yes	
No	

2.37 In which sports codes does your school take part? Mention them:

_____

_____

2.38 In which sports code(s) do you as a teacher coach pupils? Specify:

_____

2.39 When do you go for sports practice?

During school hours	
Afternoons	
Other (specify)	

2.40 When do you hold sports competitions?

Saturdays	
After lessons	
During school hours	
Other (specify)	

2.41 How often do you hold staff meetings?

Weekly	
Monthly	
Quarterly	
Once in a semester	
Once a year	
Never	
Other (specify)	

2.42 What time do you hold these staff meetings?

During school hours	
Afternoons	
Evenings	
Other (specify)	

2.43 To which teacher formation do you affiliate?

SADTU	
NAPTOSA	
Suid-Afrikaanse Onderwys Unie	
Other (specify)	

2.44 When do you hold meetings?

During school hours	
After school hours	
Saturdays	
Evenings	

2.45 If the answer to 2.44 is "during school hours", how are the learners kept busy?

_____

_____

2.46 How many school days in 1998 have you lost due to strikes, mass action, stayaways and mass meetings?

1 - 4	
5 - 10	
11 - 14	
None	
Other (specify)	

2.47 Do you know the conditions of service for education?

Yes	
No	

2.48 Does your school have a library?

Yes	
No	

2.49 Does your library have enough books (not textbooks or prescribed books)?

Yes	
No	

2.50 What areas (at your school) do you think need improvement so that performance of pupils can be enhanced?

_____

_____

_____

_____

Thank you for your co-operation.

ANNEXURE E

QUESTIONNAIRE

GRADE 12 LEARNERS

You are among a few learners chosen to complete this questionnaire. Thank you for agreeing to do so.

This questionnaire should take about 15 minutes to complete.

Please read the following instructions before completing the questionnaire:

- Please answer all questions.
- Mark with an "X" in the appropriate space that best reflects your judgement.
- Be very honest in answering the questionnaire.
- All information provided would be treated with strict confidentiality. For that reason, your name should not appear on the questionnaire.

May I thank you again for your anticipated co-operation.

2. BIOGRAPHICAL DETAILS

1.1 Your gender

Male	
Female	

1.2 Your age?

17 years	
18 years	
19 years	
20 years	
Other (specify)	

1.3 Where do you live?

Tribal Village	
Township	
Farm	
Town	
Other (specify)	

1.4 How many children are there in your family? Specify:

_____

2. EDUCATIONAL INFORMATION

2.1 Have you ever been late for school this year?

Yes	
No	

2.2 If the answer to 2.1 is YES, how many times, and why? Specify:

_____

_____

2.3 If the answer to 2.1 is YES, what form of punishment do you receive? Specify:

_____

_____

2.4 Are you ever absent from school?

Yes	
No	

2.5 If the answer to 2.4 is YES, give reasons for your absence:

_____

_____

2.6 If your answer to 2.4 is YES, how do you get information about the schoolwork you have missed?

_____

_____

2.7 Do you complete your school assignment (e.g. homework, class work?

Never	
Sometimes	
Always	

2.8 Do you pass tests?

Never	
Sometimes	
Always	

2.9 Are you punished for not passing tests?

Yes	
No	

2.10 How many hours (on average) do you study each day?

1.5 hours	
2 hours	
2.5 hours	
3.5 hours	
Other (specify)	

2.11 Do you have a personal timetable for study?

Yes	
No	

2.12 Do your parents/guardians check your schoolwork?

Never	
Sometimes	
Always	

2.13 Do your parents/guardians discuss your progress with your teachers?

Never	
Sometimes	
Always	

2.14 In which extra-mural activities do you take part? Specify:

_____

2.15 Does your school have a library?

Yes	
No	

2.16 If the answer to 2.15 is YES, how often do you visit the library?

Every week	
After every two weeks	
Once in a month	
Other (specify)	

2.17 Do your parents/guardians attend parents' meetings at your school?

Never	
Sometimes	
Always	

2.18 If your answer to 2.17 is NEVER or SOMETIMES, what are the reasons for not attending such meetings? Specify:

_____

2.19 In which school subject is your performance low? Specify:

_____

2.20 Did you ever discuss your performance (in subject you stated in 2.19) with your subject teacher?

Yes	
No	

Thank you for your co-operation

ANNEXURE F

25. JAN. 1999 13:40 NO. 959

EDUCATION

NORTHERN PROVINCE

EDUCATION, ARTS, CULTURE & SPORTS

ENQUIRIES: MAKHUBELE G.E.

TEL. NO. : 015 2970839

TO: ALL REGIONAL DIRECTORS,
AREA MANAGERS CIRCUIT MANAGERS & PRINCIPALS OF SCHOOLS

1999/01/22

SUPPLY OF SCHOLASTIC STATIONERY AND TEXTBOOKS 1999 ACADEMIC YEAR

1. Circular dated 16 November 1998 on supply of stationery and textbooks refers.

2. Head Office has been inundated with complaints from schools about shortage of stationery supplied to schools.

3. STATIONERY

Since no additional stationery will be supplied to school, Head Office directs as follows:

3.1 School Principals are expected to work out a mechanism for equitable sharing of stationery among learners.

3.2 No learner should be without stationery because the number of packs supplied to a school is not sufficient for all learners in a school.

REGISTRY

101 DORP STREET, PIETERSBURG P/BAG X9489 PIETERSBURG 0700
TEL. 297-0110 TEL. 297-0590 TEL. 297-0392 TEL. 297-0386 TEL 297-0371
TELEFAX: 297-0885 TELEFAX: 297-0872

3.3 In order to comply with (2.2) above, the principal is advised to reduce the number of items per pack meant for individual learners so that each learner is provided with stationery. This is informed by the fact that each pack contains more than what each learner requires. The measures alluded to above will ensure that we use our limited resource maximally.

4. TEXTBOOKS

The Department has decided to only supply top-up textbooks and setworks to Grade One(1) and Grade twelve(12). This applies only to those identified schools that have a need for supplies.

4.1 A full complement of learning materials will be provided to Grade Two (2) in all schools.Schools that have introduced a new grade in 1999 will be supplied with a full complement of textbooks and setworks for the newly introduced grade. Schools that have introduced a new subject will be supplied with a full complement of textbook and/or setworks for the newly introduced subject. This applies only to those schools that made the necessary requisitions for that subject.

5. Area and Circuit managers are expected to monitor and supervise this process.

6. The measures contained in this circular have been necessitated by financial constraints.

This matter should be treated with urgency.

SUPERINTENDENT-GENERAL

ANNEXURE G

1998 GRADE 12 RESULTS

THE COLUMNS ARE CALCULATED AS FOLLOWS:

COLUMN 1 : THE AVERAGE PERCENTAGE GAINED PER SUBJECT, WHICH IS CALCULATED AS FOLLOWS:

SUBJECT TOTAL / TOTAL CANDIDATES WRITTEN / MAXIMUM SUBJECT MARKS * 100

COLUMN 2 : THE NUMBER OF CANDIDATES ENTERED FOR THE SUBJECT.

COLUMN 3 : THE NUMBER OF CANDIDATES THAT WROTE A SUBJECT.

COLUMN 4 : THE NUMBER OF CANDIDATES THAT PASSED THE SUBJECT, EXCLUDING CANDIDATES WHICH PASSED AT THE LOWER GRADE.

COLUMN 5 : THE NUMBER OF CANDIDATES THAT PASSED AT THE LOWER GRADE.

Program : EO351BP
Exam 1997/11
SENIOR CERTIFICATE (FULL TIME)

****

Date : 1999/05/20
Time : 11:11:48

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7 NORTHERN PROVINCE EDUCATION DEPARTMENT 7 NORTHERN PROVINCE EDUCATION DEPARTMENT

The average percentage of each subject per province

Subject description	Average percentage	Entries	Written	Pass as written	Pass after conversion to a lower grade
NORTHERN SOTHO FIRST LANGUAGE HG	43.40	52 783		45 304	22 160
SOUTHERN SOTHO FIRST LANGUAGE HG	27.25	3	2	0	2
TSONGA FIRST LANGUAGE HG	47.42	22 607	21 700	17 582	3 971
TSWANA FIRST LANGUAGE HG	43.71	608	569	388	179
VENDA FIRST LANGUAGE HG	46.92	17 654	17 160	14 346	2 752
XHOSA FIRST LANGUAGE HG	26.00	1	1	0	1
ZULU FIRST LANGUAGE HG	35.43	1 496	1 290	419	704
AFRIKAANS FIRST LANGUAGE HG	66.38	1 017	1 011	995	4
AFRIKAANS SECOND LANGUAGE HG	33.23	106 087	101 024	48 972	41 519
AFRIKAANS SECOND LANGUAGE SG	43.11	673	654	506	132
ENGLISH FIRST LANGUAGE HG	50.06	455	441	346	62

ENGLISH SECOND LANGUAGE HG	31.20	116 152	110 705	43 882	36 417
ENGLISH SECOND LANGUAGE SG	57.85	583	574	557	14
MATHEMATICS HG	17.59	17 228	16 643	1 771	1 720
MATHEMATICS SG	17.42	28 490	27 254	4 296	1 761
PHYSICAL SCIENCE HG	23.73	17 172	16 599	2 205	4 019
PHYSICAL SCIENCE SG	26.86	5 604	5 368	1 571	822
BIOLOGY HG	24.03	87 606	83 580	7 748	29 159
BIOLOGY SG	24.24	21 240	20 272	3 853	4 787
PHYSIOLOGY HG	17.16	21	19	1	1
PHYSIOLOGY SG	23.92	77	71	2	23
NORTHERN SOTHO THIRD LANGUAGE HG	53.37	25	25	21	3
TSWANA THIRD LANGUAGE HG	47.50	3	1	1	0
VENDA THIRD LANGUAGE HG	49.17	6	6	5	1
ZULU THIRD LANGUAGE HG	53.75	1	1	1	0
GEOGRAPHY HG	26.86	68 534	65 440	5 815	30 884
GEOGRAPHY SG	28.78	6 759	6 287	1 956	1 840
BIBLICAL STUDIES HG	19.26	11 953	11 247	791	1 823
BIBLICAL STUDIES SG	20.64	5 170	4 835	1 033	461
ECONOMICS HG	32.06	18 292	17 499	5 256	4 894

ECONOMICS SG	36.99	4 480	4 189	2 263	1 266
HISTORY HG	17.46	16 211	15 472	1 494	2 420
HISTORY SG	21.08	14 405	13 624	2 725	14 474
BUSINESS ECONOMICS	29.47	15 122	14 309	5 570	2 073
MERCANTILE LAW SG	33.24	1 399	1 323	667	275
COMMERCIAL MATHEMATICS SG	16.71	209	201	14	18
WOODWORK SG	52.81	92	91	70	20
HOME ECONOMICS HG	35.49	2 130	2 051	465	1 448
HOME ECONOMICS SG	42.73	388	372	237	104
AGRICULTURAL SCIENCE HG	20.32	6 580	6 268	599	1 456
AGRICULTURAL SCIENCE SG	29.86	48 932	46 402	16 691	11 486
NEEDLEWORK AND CLOTHING SG	39.29	1 352	1 283	1 031	204
ACCOUNTING HG	25.13	12 548	12 025	1 423	4 064
ACCOUNTING SG	32.19	3 375	3 272	1 326	706

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The average percentage of each subject per province

Subject description	Average percentage	Entries	Written	Pass as written	Pass after conversion to a lower grade
SOUTH AFRICAN CRIMINAL LAW SG					
TYPING SG	50.62	808	802	562	52
STATUTE LAW SG	55.00	6	5	4	1
TECHNICAL DRAWING HG	39.91	494	492	200	152
TECHNICAL DRAWING SG	48.03	248	246	203	22
ELECTRICIAN WORK SG	44.43	202	201	156	25
PRACTICAL AGRICULTURAL SCIENCE SG	44.61	167	166	143	17
ART HG	53.42	53	53	41	8
ART SG	42.20	33	32	24	7
MUSIC HG	75.79	13	13	13	0
MUSIC SG	70.67	1	1	1	0

FUNCTIONAL MATHEMATICS HG	25.20	62	62	19	11
MOTOR MECHANICS SG	45.19	64	64	59	3
PLUMPING AND SHEET METAL WORK SG	55.81	7	7	7	0
WELDING AND METALWORKING SG	37.40	15	15	9	1
ELECTRONICS SG	61.97	29	29	28	1
METALWORK SG	52.23	50	50	49	1
BUILDING CONSTRUCTION SG	56.08	18	17	17	0
FITTING AND TURNING SG	50.15	51	51	49	2
BRICKLAYING AND PLASTERING SG	44.65	33	33	22	1
WOODWORKING SG	52.41	35	34	32	2
AFRIKAANS FIRST LANGUAGE SG	59.77	506	503	500	2
ENGLISH FIRST LANGUAGE SG	46.16	120	118	115	2
SISWATI FIRST LANGUAGE HG	46.08	49	42	31	11
BUSINESS ECONOMICS HG	20.03	7 435	7 088	649	1 215
FRENCH HG	62.25	1	1	1	0
ADDITIONAL MATHEMATICS HG	28.64	12	11	3	1
COMPUTER STUDIES HG	62.07	153	152	135	14
COMPUTER STUDIES SG	49.62	103	102	94	3
FARM MECHANICS SG	61.76	34	34	34	0

FIELD HUSBANDRY HG	61.08	9	9	9	0
FIELD HUSBANDRY SG	55.25	20	20	19	1
ANIMAL HUSBANDRY HG	61.93	11	11	11	0
ANIMAL HUSBANDRY SG	49.40	29	28	28	0
PAINTING SG	42.73	16	15	13	2
DESIGN SG	42.89	7	6	6	0
SCULPTURE SG	40.50	14	12	12	0
MUSIC PERFORMANCE (2ND INSTRUM) SG	81.33	3	3	3	0
HOTEL KEEPING AND CATERING SG	56.34	40	40	36	3
ARABIC HG	0.00	1	0	0	0
TECHNIKA: ELECTRICAL HG	43.01	22	22	16	6
TECHNIKA: ELECTRICAL SG	0.00	1	0	0	0
TECHNIKA: MECHANICAL HG	68.94	25	25	25	0
TECHNIKA: MECHANICAL SG	43.42	8	8	8	0

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The average percentage of each subject per province

Subject description	Average percentage	Entries	Written	Pass as written	Pass after conversion to a lower grade
TECHNIKA: CIVIL HG					
TECHNIKA: CIVIL SG	54.90	13	13	13	0
TECHNIKA: ELECTRONICS HG	58.25	15	15	14	1
NORTHERN SOTHO THIRD LANGUAGE SG	36.90	13	13	9	2
INTRODUCTION TO CRIMINOLOGY SG	23.20	5	5	2	0

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TECHNIKA: CIVIL HG	55.49	33	32	32	2
TECHNIKA: CIVIL SG	67.76	7	7	7	0
TECHNIKA: ELECTRONICS SG	53.85	13	13	11	2
SEPEDI : A-LEVEL	0.00	1	0	0	0
SEPEDI THIRD LANGUAGE SG	42.74	9	9	8	0
INTRODUCTION TO ETHNOLOGY SG	27.67	3	3	1	0
INTRODUCTION TO CRIMINOLOGY SG	16.58	9	8	0	3

ANNEXURE H

1997GRADE 12 RESULTS

THE COLUMNS ARE CALCULATED AS FOLLOWS:

COLUMN 1 : THE AVERAGE PERCENTAGE GAINED PER SUBJECT. WHICH IS CALCULATED AS FOLLOWS:

SUBJECT TOTAL / TOTAL CANDIDATES WRITTEN / MAXIMUM SUBJECT MARKS * 100

COLUMN 2 : THE NUMBER OF CANDIDATES ENTERED FOR THE SUBJECT.

COLUMN 3 : THE NUMBER OF CANDIDATES THAT WROTE A SUBJECT.

COLUMN 4 : THE NUMBER OF CANDIDATES THAT PASSED THE SUBJECT, EXCLUDING CANDIDATES WHICH PASSED AT THE LOWER GRADE.

COLUMN 5 : THE NUMBER OF CANDIDATES THAT PASSED AT THE LOWER GRADE.

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The average percentage of each subject per province

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SEPEDI FIRST LANGUAGE HG	45.01	73 010	69 922	48 241	19 673
SESOTHO FIRST LANGUAGE HG	35.75	3	2	1	1
XITSONGA FIRST LANGUAGE HG	54.11	24 424	23 761	21 872	1 836
SETSWANA FIRST LANGUAGE HG	46.18	564	524	406	113
TSHIVENDA FIRST LANGUAGE HG	53.72	17 972	17 496	16 191	1 270
ISIXHOSA FIRST LANGUAGE HG	43.06	4	4	3	1
ISIZULU FIRST LANGUAGE HG	43.68	1 513	1 417	948	417
AFRIKAANS FIRST LANGUAGE HG	60.90	1 013	998	978	17
AFRIKAANS SECOND LANGUAGE HG	32.96	107 888	103 871	53 118	35 137
AFRIKAANS SECOND LANGUAGE SG	42.55	486	465	347	100
ENGLISH FIRST LANGUAGE HG	54.05	594	576	526	40

ENGLISH SECOND LANGUAGE HG	31.20	118 271	114 010	45 206	37 649
ENGLISH SECOND LANGUAGE SG	57.44	681	664	649	10
MATHEMATICS HG	17.11	16 412	16 013	1 582	1 670
MATHEMATICS SG	17.19	35 309	34 171	5 385	2 345
PHYSICAL SCIENCE HG	22.84	17 621	17 175	1 939	3 721
PHYSICAL SCIENCE SG	27.32	9 208	8 894	2 686	1 650
BIOLOGY HG	22.56	77 778	75 015	6 405	20 159
BIOLOGY SG	24.24	21 240	20 272	3 853	4 156
PHYSIOLOGY HG	16.11	147	143	1	12
PHYSIOLOGY SG	20.67	6	4	0	1
SEPEDI THIRD LANGUAGE HG	59.57	7	7	6	1
XITSONGA THIRD LANGUAGE HG	68.25	1	1	1	0
SETSWANA THIRD LANGUAGE HG	55.36	9	9	8	1
TSHIVENDA THIRD LANGUAGE HG	57.38	2	2	2	0
GEOGRAPHY HG	27.37	64 699	62 301	5 951	31 853
GEOGRAPHY SG	29.61	9 454	8 958	3 051	2 725
BIBLICAL STUDIES HG	20.32	9 117	8 710	765	1 596
BIBLICAL STUDIES SG	22.24	3 771	3 495	795	371
ECONOMICS HG	31.56	21 967	21 186	6 789	5 980

ECONOMICS SG	35.39	5 919	5 657	2 790	1 122
HISTORY HG	17.75	11 809	11 347	1 182	1 665
HISTORY SG	24.54	15 155	14 455	3 615	1 914
BUSINESS ECONOMICS	35.91	20 517	19 735	9 805	3 257
MERCANTILE LAW SG	26.22	1 766	1 649	588	183
COMMERCIAL MATHEMATICS SG	20.64	330	297	49	43
WOODWORK SG	40.33	92	89	58	22
HOME ECONOMICS HG	34.45	2 388	2 319	507	1 588
HOME ECONOMICS SG	46.11	384	373	278	69
AGRICULTURAL SCIENCE HG	20.73	6 631	6 390	579	1 358
AGRICULTURAL SCIENCE SG	31.36	51 975	49 793	20 375	10 736
NEEDLEWORK AND CLOTHING SG	45.45	1 167	1 118	1 048	57
ACCOUNTING HG	24.58	13 436	13 081	2 025	3 475
ACCOUNTING SG	31.41	5 103	4 554	2 087	1 049

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SOUTH AFRICAN CRIMINAL LAW SG	38.50				
TYPING SG	50.00	778	768	533	41
STATUTE LAW SG	42.55	11	11	7	2
TECHNICAL DRAWING HG	41.10	585	570	285	126
TECHNICAL DRAWING SG	43.00	395	388	275	40
ELECTRICIAN WORK SG	49.72	276	266	233	27
PRACTICAL AGRICULTURAL SCIENCE SG	45.72	156	156	122	22
ART HG	49.98	21	18	18	0
ART SG	49.98	22	22	21	1
MUSIC HG	66.15	5	5	5	0
MUSIC SG	3.67	1	1	0	0

FUNCTIONAL MATHEMATICS HG	24.88	31	31	6	9
MOTOR MECHANICS SG	57.28	123	121	115	5
PLUMPING AND SHEET METAL WORK SG	70.60	6	5	5	0
WELDING AND METALWORKING SG	41.84	27	27	19	8
ELECTRONICS SG	68.68	46	43	43	0
METALWORK SG	56.96	49	48	47	1
BUILDING CONSTRUCTION SG	57.93	36	33	32	1
FITTING AND TURNING SG	52.27	55	53	50	3
BRICKLAYING AND PLASTERING SG	56.53	47	45	37	4
WOODWORKING SG	58.92	60	60	59	1
AFRIKAANS FIRST LANGUAGE SG	58.53	564	555	554	1
ENGLISH FIRST LANGUAGE SG	52.83	127	127	125	2
SISWATI FIRST LANGUAGE HG	50.14	40	33	31	0
BUSINESS ECONOMICS HG	21.18	6 438	6 216	855	1 237
SETSWANA THIRD LANGUAGE SG	49.42	4	4	4	0
FRENCH HG	0.00	1	0	0	0
ADDITIONAL MATHEMATICS HG	64.57	15	11	11	0
COMPUTER STUDIES HG	62.71	159	157	139	12
COMPUTER STUDIES SG	51.00	220	214	197	8

FARM MECHANICS SG	57.28	56	55	55	0
SEPEDI SECOND LANGUAGE HG	30.00	3	3	0	2
TSHIVENDA SECOND LANGUAGE HG	85.67	1	1	1	0
FIELD HUSBANDRY HG	49.22	32	32	26	6
FIELD HUSBANDRY SG	48.87	30	30	28	2
ANIMAL HUSBANDRY HG	55.79	63	63	56	7
PAINTING SG	56.53	14	12	11	1
SCULPTURE SG	57.67	14	12	12	0
MUSIC PERFORMANCE (2ND INSTRUM) SG	76.33	2	2	2	0
HOTEL KEEPING AND CATERING SG	62.80	103	103	93	8
TECHNIKA: ELECTRICAL HG	49.04	28	28	27	1
TECHNIKA: MECHANICAL HG	68.23	27	27	27	0
TECHNIKA: MECHANICAL SG	54.67	4	4	4	0
ACCOUNTING SG	31.41	5 103	4 554	2 087	1 049