

THE EFFECTS OF RATIONALIZATION AND REDEPLOYMENT ON THE
CULTURE OF TEACHING AND LEARNING IN SELECTED PRIMARY
SCHOOLS

N BHARATH

MASTER OF EDUCATION

2004

THE EFFECTS OF RATIONALIZATION AND REDEPLOYMENT ON THE
CULTURE OF TEACHING AND LEARNING IN SELECTED PRIMARY
SCHOOLS

N. BHARATH

RESEARCH REPORT SUBMITTED IN PARTIAL FULFILMENT OF THE
REQUIREMENTS FOR THE MASTERS OF EDUCATION DEGREE
IN THE FACULTY OF EDUCATION

UNIVERSITY OF KWA ZULU NATAL

SUPERVISOR: MR. S. D. BAYENI

CONTENTS

	Page No.
Abstract	iv
Declaration	vi
Acknowledgements	vii

**Chapter One
Setting the Scene**

1.1 Introduction	1
1.2 Statement of purpose	3
1.3 The Objectives of the Study	3
1.4 Critical Questions	3
1.5 Rationale for the Study	4
1.6 Methodology	7
1.7 Limitations	8
1.8 Presentation of the Study	9

**Chapter Two
Literature Review: Rationalization and Redeployment**

2.1 The Historical Context	11
2.2 Policy Formulation and Implementation	15
2.3 Rationalization and Redeployment	19
2.3.1 Resolution 3 of 1996. Right-sizing and Redeployment of Educators	21
2.3.2 Resolution 6 of 1998. Procedures for Rationalization and Redeployment of Educators	22

2.3.3 Objectives of Educator Provisioning	24
2.3.4 The Formula used for Determining Post Provisioning	25
2.3.5 Policy and Practice	26
2.4 Conclusion	32

Chapter Three Research Method

3.1 Design of the Study	33
3.2 Critical Question One	34
3.3 Critical Question Two	35
3.3.1 Analysis of Questionnaires	39
3.4 Limitations of the Study	40

Chapter Four Summary of Findings

4.1 Introduction	41
4.2 Analysis of the Provincial Education Department's Circulars on Rationalization and Redeployment	41
4.2.1 Assumptions	43
4.2.2 Claims, Goals and Intentions	46
4.2.3 Gaps and Silences	48
4.3 The Impact of Rationalization and Redeployment on the Culture of Teaching and learning.	51
4.3.1 Short background of the Participating Schools	51
4.3.2 Educators' perceptions on the affect of Rationalization and Redeployment on the culture of teaching and learning.	54

4.3.3 Sample Profile	55
4.3.4 Managers' perception on Rationalization and Redeployment	56
4.3.4.1 Difficulties and Obstacles encountered by Managers	56
4.3.4.2 Managers' perception on how Rationalization and Redeployment has effected Their teaching and management loads.	65
4.3.5 Redeployed educators perception on Rationalization and Redeployment	67
4.3.5.1 Redeployed educators' perception on the process that declared them in excess.	69
4.3.5.2 Redeployed teachers' perception of the schools that they were redeployed to.	72
4.3.6. Perceptions of Educators who were not Redeployed on the Rationalization And Redeployment.	77
4.3.6.1 Experiences and Difficulties of educators who were not Redeployed	77
4.3.7 Common questions asked to managers, redeployed educators and/or educators who were not redeployed.	81

Chapter Five

Conclusions and Recommendation

5.1 Conclusion	86
5.2 Recommendations	88
Definitions of Key Concepts	90
Bibliography	93
Appendices	

ABSTRACT

The research sets out to investigate the effect of the policy of Rationalization and Redeployment on the culture of teaching and learning in three primary schools in the Pinetown District in Kwa-Zulu Natal. Rationalization and Redeployment was a policy adopted by the new government of South Africa to address the inequalities in education created by apartheid. There was an excess of educators in historically advantaged schools and a shortage of teachers in historically disadvantaged schools. The average teacher: pupil ratio in historically advantaged schools in 1991 was 1: 18 while the average teacher: pupil ratio in historically disadvantaged schools in the same year was 1: 43. Due to budgetary constraints the new government was unable to employ more educators to fill vacancies in historically disadvantaged schools. Therefore redeployment of human resources became imperative. While this may have been a simple solution for the new government, it proved to be a daunting experience for educators, which resulted in a negative influence on the culture of teaching and learning in schools.

Two critical questions were posed:

1. What impact did the contents, claims, objectives, assumptions and silences of the policy of rationalization and redeployment have on the culture of teaching and learning?
2. How did the implementation of the policy of rationalization and redeployment affect the culture of teaching and learning?

The two research questions were addressed by analysing the Kwa-Zulu Natal Education Departmental Circulars, from 1996 to 2004 pertaining to the rationalization and redeployment policy and by analysing questionnaires administered to educators and the school management team in three schools chosen for this study. 62 questionnaires were administered of which 56 were returned. The responses were analysed and conclusions were drawn.

From the research it is quite evident that the policy of rationalization and redeployment had a negative effect on the culture of teaching and learning. It became evident that this policy was politically motivated rather than an attempt to improve the education in the country. In addition several conclusions and recommendations are presented in the concluding chapter.

Declaration

I, Neresh Bharath, declare that this dissertation is my own work, and has not been submitted previously for any degree in any university.

NERESH BHARATH
(Researcher)

Acknowledgements

I wish to place on record my sincere appreciation and gratitude to the following persons:

1. My wife for her sustained encouragement, support and patience throughout this study.
2. My supervisor, Mr. Sbu Bayeni, for his expert guidance, constructive criticism and useful suggestions that he provided to assist me in the completion of this dissertation.
3. The principal and staff of Mariannpark Primary, Mariannahill Primary and Northdene Primary for participating in the study.
4. Last but not least, my sincere gratitude to GOD, whose grace has allowed me to complete this study.

CHAPTER ONE

SETTING THE SCENE

1.1 INTRODUCTION

The Department of Education and Culture, in consultation with the educator unions initiated the policy of teacher rationalization and redeployment when the country gave birth to a new non-racial democracy in 1994. This was in response to address the inequities in education created by apartheid. Some of the inequities included, blatant neglect of formal schooling for the majority of the population that is the African population, poorly educated and inadequately trained African educators and overcrowding of classes in African schools. According to the National Teacher Audit (1995) there was a misdistribution of educators across racial groups and urban and rural areas. There was a net oversupply of White educators especially in urban areas. Statistics from the audit showed that in African primary schools the average pupil: teacher ratio was 60:1 while in White primary schools the average pupil: teacher ratio was 19:1. Therefore rationalization and redeployment was seen as a means to move educators from “over-staffed” institutions to “under-staffed” institutions.

In education, new policy directives were initiated as part of a transformation process. Transformation in education was to be brought about through rationalization and redistribution of educators to ensure equity and redress of human resources. Policy makers also felt that rationalization would be an economical way of providing qualified educators to poorly staffed black schools, especially in rural and disadvantaged areas – without having to increase the salary budget.

Rationalization and redeployment became a sensitive issue. Educators, who were secure in positions for many years, were now suddenly expected to move from their institutions, which were seen as over-staffed to institutions that were under-staffed. According to the education department educators would be moved to schools where vacancies existed. This could mean moving within their own circuit, district, or region or even to another province.

Sadtu educators in the Western Cape objected to the policy, which they saw as “breaking up of family units” (The Teacher, June 1996). Tensions mounted in schools. Insecurity and anxiety had taken its toll on staff moral. Due to educators being redeployed the remaining educators had to teach larger classes, deal with tightly packed timetables and carry increased teaching workloads. The remaining educators now had to teach subjects that they had little or no experience in. To ensure that there was an educator in front of every class, classes were combined. This resulted in educator: pupil ratios increasing. Furthermore, some educators declared in excess resisted redeployment. These educators remained in the staff room of the schools they were at since they were not given a teaching load by the management of the school.

Much research has been conducted on how the rationalization and redeployment policy has affected the morale of educators, (e.g. Primary Schools Teachers’ perception on Rationalization and Redeployment, Singh, 1997; The Impact of R&R on the management experiences of school principals, Neerachand, 2000). However, little has been done on how the policy has affected the culture of teaching and learning in schools. In my opinion, educators seemed to be caught up in their own race for survival and neglected their most important priority, the learner. Therefore, my research would not only critically analyse the rationalization and redeployment policies but would also determine the effects of the rationalization and redeployment

on the culture of teaching and learning in schools. This research would also try to identify strategies to overcome the constraints of rationalization and redeployment on the culture of teaching and learning.

1.2 STATEMENT OF PURPOSE

The purpose of my study is to critically analyse the policy of Rationalization and Redeployment and its effects on the culture of teaching and learning in primary schools in the Pinetown District of eThekweni Region, KwaSanti Circuit in Kwa-Zulu Natal.

1.3 THE OBJECTIVES OF THE STUDY

There were two main objectives to this study. These were:

- To critically analyse policy related to rationalization and redeployment from 1997 to 2004.
- To determine the effects of the rationalization and redeployment policies on the culture of teaching and learning in primary schools.

1.4 CRITICAL QUESTIONS

The research addresses the following research questions.

1. What impact did the contents, claims, objectives, assumptions and silences of the policy of rationalization and redeployment have on the culture of teaching and learning?

2. How did the implementation of the policy of rationalization and redeployment affect the culture of teaching and learning?

1.5 RATIONALE FOR THE STUDY

Educator redeployment and rationalization is the direct result of South Africa's new non-racial democracy (1994). The crisis of under-provision (e.g. lack of qualified human resource) in black education posed a challenge to the new regime, as it introduced a new system of education that gave consideration to policy formulation so that new education policy had the capacity to effect redress and equity in education.

In 1995 at the Education Labour Relations Council (ELRC) all stakeholders agreed that rationalization and redeployment would be phased in over a maximum of five years starting from 1 April 1995 to 2000. The first step in the rationalization and redeployment process was to set the national educator: pupil ratios at 1: 40 in the primary schools and 1: 35 in the secondary schools. These ratios were to serve as guidelines in the provincial departments to determine the post provisioning establishments for schools. In September 1995, it was agreed at the Education Labour Relations Council (ELRC) level that rationalization and redeployment should be made up of two phases. Firstly, a limited period of voluntary severance package (VSP) to facilitate redeployment. VSP was offered to educators to create vacancies within the schools. However due to budget constraints the education department could not afford to employ additional educators to fill in these vacancies. Therefore schools which had educators taking the VSP lost those posts. Secondly, educators that were additional to the school, i.e. declared in

excess would be redeployed to schools that had vacancies. Using the post-provisioning norm provided by the Department of Education, the principal, in consultation with the staff, had to either declare vacant posts at the school or identify educators in excess, taking into consideration the needs of the school and the 'last in first out principle'.

Each school was asked, by means of a circular (circular 14 of 1996), to elect a right-sizing committee, which would identify excess staff of the institution or recommend in the case of disadvantaged and understaffed institutions the number of extra educators who need to be employed. It was stipulated that the committee be constituted of the following stakeholders: the principal as the department representative, three staff members duly elected by all the educator staff at the institution, one union representative – as an observer and one representative of a governing body also as an observer.

The rationalization and redeployment process moved extremely slowly and unevenly because of a lack of a clear plan of action from the Department of Education and resistance from the teachers who were sceptical of the change. The Department of education had no coherent strategy and vision on the procedures to be employed for rationalization and redeployment. This left educators demoralized and insecure, thus creating instability in schools. Further, the issue of tight education budgets in the provinces and budgetary overspending made the issue of teacher redeployment a priority issue (Singh, 1997:6).

The implementation of education policies regarding educator rationalization and redeployment and the national norms and standards for educator: pupil ratios were not only unevenly applied but also challenged in the provinces. These policies set off multiple crises throughout the education system in several provinces.

Rationalization and redeployment created much uncertainty and raised many concerns including: job security, subjectivity in applying the policy, lack of safety for educators (people of certain communities felt that educators from other areas were taking away their jobs), breaking up of family units, insensitivity of the dual role of female educators as mothers and workers, infringement of individual rights and that educators were being treated as commodities to be retrenched, downsized and outsourced – rather than an asset for transformation.

As an educator I have observed at my school that the issue of rationalization and redeployment created tensions, bitterness and conflicts among staff members and low morale, which resulted in the reduction in productivity. Educators put on the excess list refused to teach. Classes were sometimes left without educators. On paper, the educator: pupil ratio was 1: 40, however in reality the educator: pupil ratio was higher. In my school the educator: pupil ratio was 1: 55. The number of educators a school required was based on the pupil enrolment for that particular school. Therefore a school with an enrolment of 800 learners would qualify for 20 educators. However using the formula (to be discussed later in the literature review) applied by the department, the school only qualified for 18 educators, including the principal and deputy principals (senior managers). Also what was not taken into consideration was the fact that the senior managers were not required to teach as many hours as the level one educators.

Therefore in reality there was a huge increase in the educator: pupil ratio. Due to the large numbers of learners in the classroom, individual attention given to learners by educators was negatively affected. Unfortunately in some classes teaching took on the form of lectures. This meant that educators

merely stood in front of the class and spoke. There were very little question and answer sessions to ensure that learners understood the work taught. Also due to space, educators could not walk around the classroom checking learner's work. Extra-curricular and co-curricular activities were reduced. Due to low moral educators were not willing to take on extra duties. All of this ultimately resulted in poor learner performance.

Previous research has highlighted some of these points and has identified strategies to overcome the negative effects of the rationalization policy on educators and management. However most researchers had concentrated mainly on how the rationalization and redeployment policy affected the educators and management. My research will concentrate on how the rationalization and redeployment policy affected the culture of teaching and learning in primary schools.

1.6 METHODOLOGY

I will collect data for this study using document analysis and questionnaires in order to answer each of the two critical questions. This will be explained as follows:

1.6.1 DOCUMENT ANALYSIS

I will analyse all policies related to teacher rationalization and redeployment from 1997 to 2004.

In my analysis I will pay attention to the following issues:

- The origins of the policy of rationalization and redeployment. The factors that led to the introduction of the policy. Were the intended outcomes of the policy of rationalization and redeployment achieved?

- What are the purposes, goals and intentions of the policy of rationalization and redeployment?
- The impact of the policy of rationalization and redeployment and other related documents on the culture of teaching and learning.

1.6.2 QUESTIONNAIRES

The purpose of the questionnaire was to determine whether the rationalization and redeployment policy had any impact on the “culture of teaching and learning” in schools, i.e. what impact did it have on the educator and the learners in the school. Questionnaires were administered to educators and managers of three primary schools in the Mariannhill area. The questions were based on how the educator employment policies had impacted on their teaching and managerial experiences. From the responses of the questionnaires I was able to determine whether the policies had a positive or negative impact on the teaching and learning at schools. I was also able to determine whether rationalization and redeployment affected the learner’s performances at school.

1.7 LIMITATIONS

This study captured only a period between 1997 and 2004. However redeployment of educators occurs every year.

Rationalization and redeployment was not the only factor influencing learner performance at school. Other factors like the introduction of Outcomes Based Education (OBE) during this period may have also influenced learner’s performance at schools.

The study concentrates only on primary schools and not on secondary schools. Therefore the rationalization and redeployment process could have affected secondary schools differently.

1.8 PRESENTATION OF THE STUDY

Chapter One presents an introduction to the study outlining the purpose, objectives of the study, critical research questions, rationale for the study, methodology, limitations of the research, and the presentation of the rest of the study.

Chapter Two will focus on literature review on education in general with particular attention given to literature on policy debates, formulation, implementation, perceptions, rationalization and redeployment.

Chapter Three will describe the research techniques employed to complete this inquiry. Such techniques will include the development and piloting of the research instruments, choosing a sample, data gathering, processing and analysis.

Chapter Four will discuss the findings of the study in policy analysis and analysis of the responses of educators concerning the affect of rationalization and redeployment on the culture of teaching and learning.

Chapter Five will present the conclusions and recommendations of the study.

CHAPTER TWO

LITERATURE REVIEW: RATIONALIZATION AND REDEPLOYMENT.

The content, pace and context of educational reform and transformation continue to dominate events in the education sector in South Africa. Since the inception of the government of national unity in 1994, there have been various initiatives to transform education to address the structural inequalities, spatial imbalances and racial disparities inherited from the past era (Garson 1996: 29).

The aim of this chapter is to present a critical review of the literature pertaining to employment policies of the South African Education Department. Attention will be paid more to the policy of rationalization and redeployment. Therefore this chapter will look specifically at literature about rationalization and redeployment.

The literature review will focus on:

- The historical context of rationalization and redeployment.
- Policy formulation and implementation process. In this part of the literature review I will look at the rationale informing the formulation of the rationalization and redeployment policy and the technical and administrative factors influencing the implementation of the process.
- The rationalization and redeployment process. I will attempt to look at the extent to which the intended policy translated into tangible outcomes for those involved in the process.

2.1 THE HISTORICAL CONTEXT

South Africa's apartheid era brought glaring inequalities to education. One of the main inequalities was the educator: pupil ratio. The National Department of Education commissioned the National Teacher Audit in 1995, which revealed that South Africa had 341903 educators in public schools. With 11.5 million learners in schools, there were sufficient educators for an overall educator: pupil ratio of 34: 1. However there was an unequal distribution of educators across racial groups and urban and rural areas and there was a net oversupply of educators, especially in the White Education Department. For instance, at the African primary level in Eastern Cape, a largely rural province, the educator: pupil ratio was 56: 1 compared to white primary schools in the Free State and Northern Cape where pupil: teacher ratio was 19: 1 (National Teacher Audit 1995). In addition the audit established that there was also an absolute shortage of qualified educators in scarce subjects: mathematics, science, technical and vocational subjects and English (National Policy on Teacher Supply, Utilisation and Development, 1997).

The table below represents the teacher: pupil ratio in the four former education departments. It is plain to see that there was a discrepancy in the educator: pupil ratio between the four former education departments. In 1991 the educator: pupil ratio in the former House of Representatives schools was averaging at 1: 18 while schools from the former African Education Departments were averaging at 1: 46. This could be attributed to the apartheid era.

FIGURE 1. PUPIL: TEACHER RATIOS IN RACIALLY BASED EDUCATION DEPARTMENTS.

	PRIMARY		SECONDARY	
	1987	1991	1987	1991
HOA	18.4: 1	18.0: 1	14.9: 1	14.9: 1
HOD	23.9: 1	23.7: 1	16.9: 1	16.2: 1
HOR	33.8: 1	23.8: 1	12.2: 1	17.9: 1
African Departments (Excl TBVC)	45.5: 1	43.6: 1	35.2: 1	36.3: 1

(18,4 would be rounded of to 18 pupils is to one teacher)

Source: Buckland & Fieden (1994: 42)

Further inequalities were evident between urban and rural areas. Increasing urbanization was an inevitable consequence of the scraping of the Group Areas Act at the end of apartheid (Smith, 1992: 357). This posed a problem in the provision of education. Increased demands for new schools in urban areas were coupled with the need to reconstruct and improve historically impoverished education in rural areas. Racial inequalities can be further illustrated by the level of expenditure per pupil, unequal teacher: pupil ratios and the qualification level determining teacher's earnings (Singh, 1997:4).

Christie (1992) identifies some key challenges and inequalities (listed below) in the provision on Black education.

- The challenge for the new government is to develop equity policies to redress historical imbalances between races. Therefore the new government introduced policies like the policy of rationalization and redeployment to address the unequal distribution of educators in the different departments.

- A key feature of apartheid education has been its institutionalised discrimination on racial lines. Eighteen different education departments catered for racial groups in 'common areas' of South Africa and the homelands. It was clearly evident that the 'White' areas were more advantaged since they had the lion's share of the education budget.
- Most significant is the disparity in funding between Whites and other racial groups. Much more money was spent on Whites education than on Black education, although Whites made up less than 20% of the total population. Whites were provided with free compulsory education to the age of 16. However African education was neither free nor compulsory. Overcrowded classrooms, inadequate libraries, laboratories, equipment and generally lower quality of education are outcomes of inequality in expenditure. Inequalities in expenditure have been marked throughout South African education.
- The fact that the African population was increasing, whereas the White population was decreasing, indicated that inequalities would continue to increase.
- The education policies in terms of official languages (English and Afrikaans) differ from mother tongue languages for the majority, namely the African people and this has posed serious hurdles for African pupils. Being taught in a language that they did not understand very well made it difficult for the African pupils to understand the content of the lessons. Pupils who understood very little English or Afrikaans had to write examinations and tests written in these languages. Therefore pupils performed poorly in their examinations.
- Shortage of qualified African teachers, and facilities for training them is another example of the inequalities that existed in Black and White education. Although there were well- resourced teacher training

facilities for other race groups, they remained under-utilised. This reflects major weaknesses in the planning by the education department and a good indicator of the irrationality of segregated education.

Taking into consideration some of the inequalities in education that Christie (1992) had presented it was evident that the challenge for the new government was to develop equity policies to redress historical imbalances between races. Therefore the new government introduced the policy of rationalization and redeployment to address one of the inequalities in Black education, i.e. the teacher: pupil ratio.

Post apartheid legislation in education has placed the quality of education on the agenda for education change and transformation (Jansen, 1998). Green Papers and White Papers were documents presented in parliament for discussion before they became law. The preamble to the series of these documents, Green Papers and White Papers in education recognized the injustices and evils of the past, articulated a vision of non-racial, non-sexist education and democratic governance in schools, and expressed commitment to quality of education for all children. These statements underlined an official commitment to "levelling the playing fields" in education after apartheid (Jansen, 1998).

According to Mr. Renier Schoeman (Deputy Minister of Education, 1995), the White Paper on education reform was a model of equity and balance providing, as it did, every South African and all South African communities with space in which they could pursue their own educational interests and aspirations. He also stated that it reflected a balance between the educational needs of our diverse communities and in doing so, provides all of us with a positive vision for the future. Unfortunately I do not agree with Mr.

Schoeman. I don't believe that the policy of rationalization and redeployment created a positive vision for the future. In fact from my experience as an educator it has created a lot of tension and animosity.

Mr. Schoeman also stated that the White Paper was a document of compromise, not beholden to any particular ideology, not partisan and hence not completely satisfactory to any one party. The policy of rationalization and redeployment for example would have benefited disadvantaged schools especially Black schools but would have the negative effect on advantaged schools especially White schools. Disadvantaged schools would now receive more educators resulting in a drop in the educator: pupil ratio. Advantaged schools would lose educators resulting in an increase in the educator: pupil ratio. However in practice this did not occur. As discussed later on in this chapter ex-Whites schools managed to maintain a very low educator: pupil ratio by employing Governing Body paid educators while in ex-Black schools the educator: pupil ratio remained high. This was due to educators refusing their redeployment to ex-Black schools.

2.2 POLICY FORMULATION AND IMPLEMENTATION PROCESS.

This part of the chapter deals with literature on policy formulation that was analysed to understand the dynamics and intricacies involved in the drafting of educational policy. Literature on policy implementation was reviewed with a view to establishing the complexities of the technical and administrative process that must be put in place in order to undertake the process successfully.

It is significant to understand the concept "policy" and how it is formulated. Stephen J. Ball (1990) argues that although policy is clearly a matter of the 'authoritative allocation of values... statements of prescriptive intent, values

do not float free of their social context. While education policy cannot be divorced from people of the country's interests, conflict, domination or justice, it is also 'not simply a direct response to dominant interests', and is best understood 'as responding to a complex and heterogeneous configuration of elements' (Chisholm, 1992). Ball also states that a range of political, industrial and bureaucratic interests, shapes debates over school knowledge, articulating different educational ideologies. Policy formation and formulation is demonstrated to be no simple unilinear process. It is the outcome of various complex debates around what form and shape the policy should take. Each concerned party i.e. political, industrial, etc. will be promoting their own interests and ideologies. These debates occur at different levels: the economic, political and ideological.

Therefore policies must be analysed and evaluated in different ways, depending on their nature and scope. Indeed, they vary in their purpose, complexity, target groups, distribution of costs and benefits and location of their impact. There are substantive policies, which reflect what the government should do, and procedural policies that spell out who is going to take action and through which mechanisms. Material policies provide real resources to some interest groups, whereas symbolic policies remain more rhetorical about needed changes. Regulatory policies limit the behaviour and actions of groups and individuals, whereas re-distributive policies shift the allocation of resources or rights among social groups. In South Africa at the moment, most of our new education policy documents are symbolic, substantive and re-distributive (De Clercq, 1997). The policy of rationalization and redeployment would therefore be a re-distributive policy. The objective of the policy was and still is to achieve equity within the teaching profession. Therefore educators would be moved from advantaged schools to disadvantaged schools.

De Clercq (1997) and Jansen (1998) both argue that the educational restructuring policy frameworks, as they have been formulated and reformulated, are unlikely to fulfil their promised intentions of bringing about greater development, equity, participation and redress. Jansen further accuses the education policies since 1994 to have sustained and exacerbated inherited racial inequalities, and also to have created new inequalities in the education system. A contributing policy to this is the rationalization and redeployment policy. Although teaching posts were taken away from advantaged schools, the ex-Whites schools still managed to maintain a very low educator: pupil ratio. This they did by increasing the school fees and employing extra governing body educators. However the ex-Indian and ex-Coloured schools that lost teaching posts were not able to increase their school fees, due to the income level of the community they were serving. Therefore they were unable to employ extra governing body educators. As a result their educator: pupil ratio increased. A large number of the educators that were redeployed to ex-Black schools refused their redeployment. This resulted in the educator: pupil ratios in Black schools remaining very high.

Measured in terms of net available on-site resources, the distance between ex-Black and ex-White schools has increased during South Africa's decade of democracy. There are now greater inequalities of resources and opportunities between the average ex-Black school and the average ex-White school.

The Culture of Learning and teaching (COLT) project was the first policy aimed at addressing inequalities in education. This project was part of the Reconstruction and Development Programme (RDP). The COLT programme was designed to deliver critical services to those disadvantaged under apartheid. However the COLT programme did not make any significant impact on education for the following reasons:

- The provincial departments of education simply did not have the personnel capacity and organisational infrastructure to implement COLT successfully within the time periods specified. (Jansen, 1998)
- The COLT project targeted school infrastructures (rather than improving the quality of teaching and learning inside classrooms), with the result that schools were renovated and repaired but this did not improve learner or educator performance.
- The COLT funding was in several cases diverted into provincial budgets and applied to non-educational needs.

The point simply is that the first tangible, national initiative to reduce inequalities failed despite the millions of rands committed to the programme (Jansen, 1998).

Other policy initiatives introduced by the Ministry of Education were Curriculum 2005 and the educator rationalization and redeployment policy. These initiatives were problematic in many ways:

- Structural changes on their own are not known to have much impact on the ground because they do not directly question and engage with existing educational teaching and learning problems and practices.
- The policies that were presented during the apartheid era were done in the same method as the policies presented today i.e. the top-down method. These top-down initiatives, which are not fundamentally different in form from the practices and policies of the old regime, often do not get the support of the grass root bureaucrats and educators who are the key implementing agents.
- These policy reforms do not assist in mobilizing and building the capacity of educators and disadvantaged communities to challenge and redress the power relations in their favour. These initiatives have little impact on the quality of education of the disadvantaged

communities while they help in consolidation the advantages of the more privileged education communities. (De Clercq, 1997).

There are many complex reasons for the increasing inequality between black and white schools during the past decade. One of the reasons could be financially related. The government may not have the funds to provide sufficient schools and human resources to bring Black education to the same level as White education. Another reason could be that governing bodies of ex-Black schools may not be empowered enough to handle school governance. If policy reforms are to be more effective at creating the conditions for a shift in power relations in education, the educational leadership in government must improve its role on many fronts. It will have to conceptualise adequately the policy problem, and develop strategic priorities, plans and programmes.

2.3 RATIONALIZATION AND REDEPLOYMENT OF EDUCATORS.

In analysing the trends in supply and demand of educators the most significant figure in school enrolment, in 1994 stood at 11,5 million pupils, 69% of whom were at the primary level. Serving this population is 341903 teachers, 61% of whom are at the primary level. (National Teacher Audit 1995) These figures translate into an average educator: pupil ratio of 34:1 across the board, with racial, provincial and regional variations.

Due to the steady rate of increase in the population of the country, The National Teacher Audit (1995) projected the future supply and demand of educators using a computer model, which could manipulate a number of variables. They projected that the educator: pupil ratios will increase to 40:1 at primary school and 35:1 at secondary school level. They also predicted that

with the continuation of present trends there would be a surplus of educators in some areas and a growing shortage of educators in other areas over the next ten years (Department of Education, Pretoria, 1997). There would be a shortage in rural areas and a surplus in urban areas.

These projected figures revealed that there was an over-supply of teachers in some areas and a shortage in other areas (figure 1, page 12). Redeployment therefore became essential, since educators would have to be redeployed and equally distributed throughout the country.

The first step of the redeployment process was to provincialise education. This process was to attain equity in education on a provincial level. It was proposed that some provinces would lose educators while other provinces will gain educators. Educators declared in excess in one school would be redeployed to a school where they would be needed (Skinner, 1997).

To guide the process of rationalization and redeployment the national pupil: educator ratios was set at 40: 1 in the primary schools and 35: 1 in the secondary schools.

It was also agreed that VSPs (Voluntary Severance Packages) would be offered to educators if they wished to leave the service. The posts of educators who accepted the package were to be transferred to less privileged and needy schools. Linked to the process was the issue of educator upgrade and retraining of educators declared in excess, especially in subjects like mathematics and science.

2.3.1 RESOLUTION 3 OF 1996: RIGHT-SIZING AND REDEPLOYMENT OF EDUCATORS.

The resolution deals with the following matters:

- Right sizing, reducing the educators from advantaged schools – using learner; educator ratio as a guide for the distribution of educators. Also reducing the number of educators in the profession - to be brought about by means of Voluntary Severance Packages introduced to encourage the educators to leave the profession voluntarily.
- The institution of a broad banding – an attempt to move away from the qualification related salary structures which existed up to June 1996. Prior to June 1996 educators' salaries were based on the qualifications they attained. A level one educator with 10 years teaching experience but only has two years formal training would receive a lower salary than a level one with 5 years teaching experience but four years of formal training. After June 1996 the department decided that all educators teaching at the same level would receive a similar salary.
- A procedure manual for the implementation for the right-sizing process. A procedure manual for the implementation of educator rationalization and redeployment had been published to assist those involved in managing the right-sizing of educational institutions, "Procedure Manual of the implementation of Matters Emanation from Resolution 3 of 1996" in the Education Labour Relations Council.

The Resolution had recognised that new ratios of 40:1 in primary schools and 35:1 in secondary schools would be introduced over a period of up to 5 years; that the employer party would undertake implementation in the light of 5 year personnel plans; and that each year personnel plans would be produced and continually revised. The unions were comfortable with this positions

believing that the personnel plans would be renegotiated annually. However this decision was taken by high- ranking officials in the union, without the consultation of the grass roots level. Many members were disappointed with the decisions made by the unions, especially the decisions concerning the rationalization and redeployment of educators. Members felt that consultation at grass roots level should be done first before such drastic decisions could be made. These decisions involved educators moving from positions of safety in their schools to positions of uncertainty in other schools

2.3.2 Resolution 6 of 1998: Procedures for Rationalization and Redeployment of Educators.

Resolution 6 of 1998 defines the procedures for rationalization and redeployment of educators in the provisioning of educator post. Some of the procedures are listed below. According to the resolution the process of redeployment is compulsory and educators will be redeployed via transfers as per the Employment of Educators Act, 1998. According to the Act the Head of Department may transfer any educator in the service of he provincial department of education to any other post in that department.

The new procedures for rationalization and redeployment ensure trade union participation at all levels of the process. It protects the individual against victimisation and entrenches the principles of redress and equity (SADTU bulletin, Nov 1998). However this was not always the case. Many principals used the rationalization and redeployment process to 'get rid' of educators they believed were 'trouble makers'. Many of the Sadtu members on the school rationalization committee were not work-shopped sufficiently on the rationalization and redeployment process. Therefore they were unable to prevent victimisation.

The new procedures also guaranteed the permanent appointment of all educators appointed before 1 July 1996 in a substantive post where such educators met the minimum requirement for appointment. It further protected educators from the historically disadvantaged institutions, who did not meet the minimum requirement for appointment but who had been employed on a continuous basis for longer than 10 years. Such educators were to be treated in the same way as permanent educators for the purposes of rationalization and redeployment.

Promotion posts would be advertised in an open vacancy list and any serving educator would apply for them.

In the allocation of educator posts to schools the post provisioning determines the relative need, priority of each school and the distribution of the total pool of available posts to the school. This meant that every school has an immediate mechanism for receiving post establishments in the short term, whilst further investigations were being conducted to improve norms in the long term. (HRM Circular No. 51: 1998).

2.3.3 Objectives of Educator Provisioning.

Educator provisioning was an attempt to provide equity among the racial groups. These were some of the objectives.

- To provide a fair and transparent basis for the staffing of school in 1999.
- To identify educators in excess.
- To identify vacant posts.
- To facilitate and expedite the redeployment of excess educators through a closed vacancy list.
- To achieve equity in educator provisioning.
- To achieve curriculum redress in previously disadvantaged schools.
- To address affirmative action and representivity in the provision of educators.

Although the objectives of educator provisioning were admirable, in my opinion they were not attainable. From my observation I believe that, to achieve equity and to address affirmative action in the present South Africa is not possible. The present generation of educators have grown up racially separated (Group Areas Act). Therefore many are reluctant to be relocated to other communities. They could be criticized as being racist in their attitude. However it is only human nature to feel safe among familiar surroundings.

2.3.4 The Formula used to Determine Post Provisioning.

The Department provided all educational institutions of its educator post provisioning which either increased or decreased the number of posts at a particular institution. The staff establishment of each institution was based on the pupil enrolment as provided in the 1998 annual EMIS statistics and the weighting factor allocated to the various phases and subjects.

The total number of educator posts in this province has been calculated on a learner: educator ratio of 38: 1. Posts have been allocated on a distributive model, for primary schools, taking weighted learners into account, using the following formula:

$$P = \frac{wl}{twl} \times (p - c \times \text{Inst}) + c$$

wl = total number of weighted learners at the institution

twl = total number of weighted learners in the department.

p = total number of posts to be distributed to all the institutions.

Inst = total number of institutions to which the posts need to be distributed.

c = a constant value that determines the extent to which the formula will benefit smaller institutions. The higher the value of c, the more beneficial the allocation will be to smaller institutions and the less beneficial it will be to larger institutions. The value of c between 0.4 and 1 was proposed.

(HRM 51 of 1998)

In my opinion this formula was not practical in the school situation. The wrong assumption that can be derived from this formula is that the number of educators in the same school, regardless of their post levels, will carry equal loads. This is not true as members of the school management team,

teach lesser hours than level one educators. In some schools the principals opt not to take a teaching load. This results in the post level one educators having greater loads. Therefore, when using this formula, the educator: pupil ratio at my school was 1: 46 instead of 1: 36 as recommended by the Education Labour Relation Council.

According to the department the post provisioning report, detailing the number of educators each school qualified for, was calculated programmatically through a computer programme which links directly to the 2003 annual statistical return of each school. Schools had to plan for the 2004 academic year based on the staff allocated to it.

2.3.5 POLICY AND PRACTICE

The challenge for new government of South Africa was to develop equity policies to redress educational imbalances between races (highlighted on pages 2,3 &4). The principle of rationalization and redeployment in context of significant economic constraints was introduced to achieve equity and redress in terms of personnel provisioning scales throughout the public sector. The educator unions thought that rationalization in the public service in general and in education in particular should not be aimed at retrenchments.

The rationalization and redeployment process was challenged by the Grove Primary School case in the Western Cape. Grove Primary claimed that it had the legal right to appoint the educators it wished as it is stated in the South African Schools Act. Grove Primary claimed that the rationalization process restricted these powers since the school was forced to accept educators that were redeployed to the school.

The high court ruled that vacant posts must be advertised and filled from an open vacancy list and not from redeployment lists that have been compiled by the provincial education departments. The case received national attention and affected education as a whole when the court ruled in favour of Grove Primary. The Cape High Court's ruling in favour of Grove Primary's claim to autonomous powers effectively threw out two years of negotiations between educators unions and the government (The Teacher, July, 1997).

According to "Sadtu News" (1997) Grove Primary, an ex-model C school in the Western Cape challenged the process of rationalization. Grove Primary's case rested on the provisions in the South African Schools Act relation to the relative powers of school governing bodies and the Department of Education over staff appointments. The South African Schools Act gives school-governing bodies the freedom to employ new educators into the system.

These provisions, the court said, contradicted government plans to redeploy educators declared in "excess" at their schools to other schools. The court declared redeployment illegal, paving the way for Grove Primary and other schools to employ educators of their choice. Since the courts ruling there have been a number of refusals by schools throughout the country to accept redeployed educators (Skinner, 1997). Meanwhile the state continued paying educators on the redeployment list at a great cost to the already strained resources.

The court ruling put a halt to rationalization and redeployment. Further, the possibility of retrenchments of educators on the excess list reared its ugly head. Educators were no longer guaranteed of a job. Government then introduced the Education Laws Amendment Act. This new redeployment deal brought to an end the yearlong feud between Grove Primary School and the Minister of Education, Sibusiso Bengu. School governing bodies would be

allowed to employ educators of their choice, provided those educators were already working in public education and are in excess. Under the new redeployment deal, governing bodies were allowed to shortlist and interview educators, but would have to keep the provincial education departments informed throughout the process.

Although the Education Department managed to save its policy of rationalization and redeployment after the Grove primary debacle other problems now began to surface.

In an editorial in the *Teacher* (July 1997), it was reported that rationalization and redeployment was not implemented according to the principles agreed to in the ELRC. An example of this was the Voluntary Severance Packages, which was created to facilitate the redeployment of educators by creating vacant posts. The government has encouraged educators to take the voluntary severance but had not transferred these vacated posts to schools in need of these posts. Overcrowding in previously disadvantaged schools therefore remains rampant especially in Kwa-Zulu Natal. There were classes of more than 90 learners in the so-called 'platoon system' (two classes or more sharing one classroom) which was still in operation.

The ELRC also agreed in principle that educators in the system would be redeployed and no new educators would be employed. However there was an increase in the number of acting positions as well as those employed on a temporary basis.

The National Department had set educator: pupil ratio of 1:35 for secondary schools and 1:40 for primary schools. These ratios impacted differently on different provinces. Gauteng and Western Cape, provinces with an average low educators: pupil ratio, have had to downsize. Other provinces, with higher

educators: pupil ratios, have seized the opportunity to upsize and have hired more educators.

According to the Finance Week (August, 1997) downsizing has been badly handled and has thus had a disproportionate impact on teaching capacity in previously able schools. Upsizing on the other hand had seen a net increase in the number of educators employed nationally. It was estimated that from August 1996 to August 1997 there would be 14000 more full-time educators in employment (Finance Week, 1997). When part-time and temporary figures were taken into account, the growth in the teaching corps over the last two years (1996 – 1997) is 60000 – from 360000 to 420000 (Finance Week, 1997).

Disturbingly, this increase did not correspond to a rise in the number of educators active in classrooms. Instead it reflected a ‘double parking’ problem, where educators who were officially redundant were replaced but remained on the payroll. This could only be attribute to bureaucratic bungling.

The department then decided to axe most of the temporary educators (1998). This left classrooms empty and remaining educators saddled with extra pupils in their classes. This indicates that Minister Bengu and his colleagues went ahead with their ‘rightsizing ‘ strategy without the capacity to do so and without first working out its likely cost. In his haste to achieve equity in schools, he had caused more disruption and chaos.

The axing of temporary educators sparked huge outcry and crises situations in school. It led to educator shortages and created mass insecurities for temporary educators. This action further undermined national centralized bargaining and thereby undermined the working relationship between educators unions and the Education Department. Minister Bengu declared

Regulations 593 and 594(1998) without consulting educator unions. This regulation made retrenchment a reality for educators based on budgetary constraints of each province. Educators had no alternative but to consider strike action.

SADTU's industrial action, with the threat of a full-blown strike, forced the minister to withdraw these regulations and enter into consultations with educator unions. This retraction was clearly set out in the Cape Town Agreement in June 1998, which secured the following:

- Input into the budget.
- Establishing norms and standards.
- Procedures for rationalisation and redeployment were set out.
- Renewal of temporary educators' contracts until the process was completed.

This agreement was important not only because it was in principle a victory that averted the strike action but it also set out a framework for several other aspects to be negotiated (The Teacher, August 1998).

The agreement set clear time frames of July 1998 and August 1998 wherein a procedure for rationalization and redeployment and post provisioning norms had to be determined. Several drafts of the new proposed rationalization resolution were presented in the Bargaining Committee. The National Executive Committee meeting on 22 July 1998 gave the negotiators of SADTU a mandate to draft a document for the procedure for rationalization. This mandate included seeking legal advice on whether the final draft of the resolution could withstand any legal challenges and that it was in keeping with the present legislation that has been passed.

The crucial areas of SADTU to consider was the move from a principled position of allowing list of names of redeployed educators to go to the school governing bodies in order for them to consider applicants as opposed to sending one at a time. SADTU's fear was that in receiving a whole list of names, it would allow conservative school governing bodies to exclude certain applicants based on racial grounds. This would prevent education transformation and the integration of school personnel. Included in the proposal was an affirmative action clause. However this only applied to the historically advantaged schools where transformation was a necessity (The Teacher, August 1998).

The Education Ministry's implementation of the rationalization and redeployment policy was severely criticized. These are some of the criticism levelled against the Education Ministry:

- It had been inadequately communicated and had adversely affected educator moral.
- Guidelines on learner: educator ratios were implemented without distinguishing between administrative staff or the subjects educators taught.
- The department had not taken measures to equip redeployed educators for their new post.

Minister Bengu admitted that better ways needed to be found of achieving equity in educational expenditure for the year 2000. The policy had been a 'shotgun approach', which prevented government from targeting which expertise it needed to retain (Financial Mail February 1997). Government approved 11792 voluntary retrenchment packages in its drive to redeploy teachers from well-resourced provinces and schools to needy ones. This number far outweighed those who were prepared to be transferred to rural areas and townships. This and the cost of the severance packages had

severely hampered the rationalization and redeployment scheme. (Financial Mail, February 1997).

2.4 CONCLUSION

Policies like rationalization and redeployment could not have been well implemented without proper structures being put into place to facilitate the process. Policy implementation was also influenced by administrative structures. There seemed to be uncertainty about roles and responsibilities of the national and provincial education departments. Policies seemed to be largely nationally based, leaving little autonomy to provinces. Before policies are actually implemented there needs to be wide consultation and discussions with all stakeholders involved in education.

Taking all this into consideration the big question is how does the uncertainty in the formulation and implementation of policy impact on the culture of teaching and learning? There was a strong indication in the literature review that the educator employment policies had specifically hindered the culture of teaching and learning in schools. Educators were demoralized, educator: pupil ratios had increased, pupils were left without educators, etc.

CHAPTER THREE
RESEARCH METHOD

3.1 DESIGN OF THE STUDY

The purpose of this chapter is to outline the research methodology used in the study. This chapter discusses the following phases of the research:

1. Developing research instruments,
2. Piloting the research instrument,
3. Choosing a research sample,
4. Data collection,
5. Data analysis.

To investigate the Department's teacher employment policies, I analysed the relevant Departmental circulars and data provided by the National Teacher Education Audit.

Educators' perceptions were examined in three short case studies of primary schools in the Mariannhill area. I had opted to use a case study method of research since it provides an opportunity to examine teacher perceptions at a single institution in depth and allows for comparison across the three schools in my sample. The data was collected from the department of education, documentary sources and respondents.

There were two research questions posed to investigate the impact of the process of Rationalization and Redeployment on the culture of teaching and learning in primary schools.

Question one: What impact did the contents; claims, objectives, assumptions and silences of the policy of rationalization and redeployment have on the

culture of teaching and learning? To answer this question I would mainly focus on document analysis.

Question two: How did the implementation of the policy of rationalization and redeployment affect the culture of teaching and learning?

The methodology for each critical question will be discussed separately. The questions address the issue of the department's intentions and reasons for introducing the policy of rationalization and redeployment. The questions also address educator and manager's perceptions on how the policy actually affected the culture of teaching and learning at schools. In answering these questions, the actual effect of the policy of rationalization and redeployment would become clear.

3.2 CRITICAL QUESTION ONE

What impact did the contents, claims, objectives, assumptions and silences of the policy of rationalization and redeployment have on the culture of teaching and learning?

The following documents was analysed: Educator Redeployment Policy Document, Kwa-Zulu Natal Education Department Circular No. 14 and 17 with circular 17 being an amendment to circular 14. Therefore these two circulars was analysed as one document. Other circulars that were analysed were circulars 16, 50 and 51 of 1998 and circulars 1,3 and 10 of 1999. My reason for choosing these particular documents was that the guidelines and procedures for rationalization and redeployment were set out in these

documents and these were the documents that were directly related to the research.

The purpose of the analysis was to locate this policy within the context of broader policy developments in education and to see if this policy concurs with the National Policy of Teacher Supply, Utilisation and development and the National Teacher audit in terms of the areas of focus. The National Teacher Audit spells out teacher demand and supply.

In the analysis of these documents I examined the contents, claims, objectives, assumptions and silences of the key propositions of the educator employment policies (redeployment and retrenchment). The effectiveness of the policy was also assessed. The aim was to capture what the policy intends to achieve in order to be able to compare this to the impact it had on the culture of teaching and learning in schools.

3.3 CRITICAL QUESTION TWO

How did the implementation of the policy of rationalization and redeployment affect the culture of teaching and learning?

The aim of this critical question was to understand the impact of educator employment policies (redeployment and retrenchment) on the culture of teaching and learning. Through interaction with other educators I was able to conclude that many educators were comfortable with their teaching loads and class sizes before the introduction of the policy of rationalization and redeployment. This was due to the fact that class sizes and teaching loads were kept almost constant and educators developed appropriate strategies to ensure effective teaching and learning in their schools. However, with the

introduction of the policy of rationalization and redeployment class sizes and teaching loads began to fluctuate and in most cases increase. This would definitely affect how educators were teaching in their classrooms. Hence, there would be an affect on the culture of teaching and learning. Therefore, I decided to ask educators and managers on how the policy of rationalization and redeployment affected their teaching and pupil's learning in schools. I used a survey method to generate quantitative data pertaining to educators and management experiences and evaluations of redeployment and rationalization. Three groups of educators were targeted, namely educators that were redeployed to that school, educators that were never redeployed and the school management team.

A small pilot study was conducted with 4 educators from Mariannpark Primary School before the actual survey was carried out. Educators at this school were accessible as I am currently teaching at this school. The educators were told about the purpose of the questionnaire and assured of confidentiality. On the basis of the pilot study I adapted the questionnaire, sharpened the focus, omitted repetitions and clarified ambiguous statements.

Subsequently three schools were telephonically contacted and selected in the Mariannahill area. Preliminary visits were made to principals to explain my choice of school and the aims and purpose of the research. The times and venues for the fieldwork were arranged. The schools chosen were Northdene Primary School, Mariannahill Primary School and Mariannpark Primary School.

Northdene Primary School consisted of 12 educators. Three educators belonged to the school management team and 8 educators that were never redeployed. The school governing body employs one educator. Northdene Primary was one of the schools that lost many educators (approximately 8

educators) due to the rationalization and redeployment process. I therefore chose this school to conduct my research. I wanted to get the feelings of the teachers that were left at the school. I wanted to find out what effect did the loss of these educators have on the culture of teaching and learning at the school. Eleven questionnaires were administered at the school and eleven were returned.

Mariannahill Primary School consisted of twenty-two (22) educators. The management team consisted of a principal, a deputy principal, two senior primary heads of department and two junior primary heads of department. Of the remaining 16 level one educators 13 were never redeployed and 3 were redeployed to the school. At this school 22 questionnaires were administered and 18 were returned.

Mariannpark Primary School had a staff complement of 29 educators. The management team consisted of a principal, two deputy principals, two senior primary heads of department and two junior primary heads of department. From the remaining 22 level one educators 10 educators were never redeployed and 12 were redeployed to the school. Due to the voluntary severance package and the influx of learners into the school, Mariannpark Primary had many vacancies. Educators from different circuits, ranging from 10 to 30 kilometres away, were redeployed to Mariannpark. Mariannpark Primary School is one of the schools that had the most number of redeployed educators in the Mariannahill and Shallcross area. I therefore choose this school for my research so I could capture the feelings of these educators and to see its effect on the culture of teaching and learning at the school. Of the 29 questionnaires administered 27 were returned.

Different questionnaires were administered to the management, redeployed staff and to the previously existing staff of the three schools. This was to help

the researcher ascertain the attitudes of the educators with different experiences of the rationalization and redeployment policy. All educators may not view the process of rationalization and redeployment in the same light. Educators who were not redeployed may have a different opinion to the R&R process as compared to educators who were redeployed. Therefore the researcher prepared three different sets of questionnaires to understand the feelings of these educators.

The questionnaire contained closed and open-ended questions. The open-ended questions were leading questions where the respondents had to elaborate on their responses. Each questionnaire had two open-ended questions. The questions posed to managers were:

- What were the main difficulties and obstacles, which you encountered when you implemented the HRM circulars on rationalization and redeployment?
- How did the Department's policy of rationalization and redeployment impact on your capacity to manage the school?

The questions posed to redeployed educators were:

- What were some of the problems you experienced as a redeployed educator?
- Do you think the other educators who were not on the redeployment list were affected by the policy of R&R? If yes briefly explain why.

The questions posed to educators that were not redeployed were:

- As an educator, what were some of the problems you experienced with the introduction of the rationalization and redeployment policy?
- How do you think the process of R&R has affected the educators on the redeployment list?

The questionnaire requested no names or addresses. This was to ensure confidentiality and to honour the respondent's trust.

3.3.1 ANALYSIS OF QUESTIONNAIRES.

The data obtained by questionnaire was analysed using a statistical package for the social sciences (SPSS) – a computerised spreadsheet programme. A spreadsheet file was created to hold the coded data from 58 questionnaires. These were the questionnaires obtained from the schools that were involved in the study. The questionnaires were divided into three groups namely, 'management' questionnaires, 'redeployed educators' questionnaires and 'educators not redeployed' questionnaires. Each questionnaire was coded using a numeric code. For questions with a finite choice a simple numeric code was assigned to each alternative. For open-ended questions a list of generic responses was created and codes allocated to each. If a question was not answered or not applicable a code '0' was used.

The analysis of the data obtained through the questionnaire, involved a total of 58 responses. This comprised of 15 responses from the management of the school, 29 responses from educators that were not redeployed and 14 responses from educators that were redeployed. The data collected from these questionnaires was subjected to computerised frequency tables in order to test statistically the relationship between the specific variables or combinations thereof. Open – ended questions were categorised into common themes manually, which were then coded and entered onto the spreadsheet. The spreadsheet file was used for frequency tables and graphs for presentation. Frequency tables were constructed for most of the variables.

1.4 LIMITATIONS OF THE METHODOLOGY

Time constraints imposed on this study affected the research design since the fieldwork had to be completed over a relatively short time span in 2004.

The researcher was unable to follow up interesting viewpoints and could not probe in-depth due to the anonymity of the questionnaires.

CHAPTER FOUR

SUMMARY OF FINDINGS

4.1 INTRODUCTION

This chapter presents an analysis of the Provincial Educational Department's circular Nos. 14 and 17 of 1996, HRM circular Nos. 1, 16, 50, and 51 of 1998 and circular Nos. 1, 3, and 10 of 1999. All these circulars focus on the different issues on the rationalization and redeployment of educators. The intentions of the circulars were to provide clarity and to give guidance on how the policy of rationalization and redeployment should be implemented.

This chapter also presents the facts about the impact of educational policies, with specific reference to educator rationalization and redeployment, on the culture of teaching and learning in primary schools. It consists of an analysis of quantitative and qualitative data. The findings and analysis of educators' perceptions on rationalization and redeployment at three primary schools in the South Durban region are presented. The chapter also explores how the rationalization and redeployment process directly or personally affected educators.

4.2 ANALYSIS OF THE PROVINCIAL EDUCATION DEPARTMENT'S CIRCULARS ON RATIONALIZATION AND REDEPLOYMENT

The first step of the rationalisation process was to provincialise education. This process was to attain equity in the funding of education at a provincial level. Provinces would now utilise their education budget in accordance to their own needs. Each province would now be spending a different amount on, for example, staff salaries, infrastructure, adult education etc. In most

cases the number of learners in each province determined the provincial education budget. However, this meant that some provinces would lose educators while other provinces would gain educators. It was therefore agreed that the total number of educators in the country would not be reduced, that is educators would not be retrenched. Educators declared in excess in one school would be redeployed to schools where they were needed. This also meant moving to other provinces.

To guide the process of rationalization national educator: pupil ratios were set at 40: 1 in the primary school and 35: 1 in the secondary schools.

It was also agreed that a voluntary severance package (VSP) should be offered to educators who wished to leave the service. The posts of educators who accepted the package were to be transferred to less privileged and needy schools. However the voluntary severance package was only lucrative for experienced educators, that is educators with experience of 20 years or more. Therefore the education department lost many experienced educators because of this. Most educators declared in excess to fill in these positions were younger and inexperienced as compared to the educators who had left. This was due to the 'last in first out' (LIFO) principle used to determine educators in excess. Sadtu (1997) stated that, due to the VSP, there was a shortage of educators specializing in the teaching of Maths and Science. Consequently some schools were forced to use non-specialists to teach grade 10, 11 and 12 Maths and Science. It became obvious that such educators needed to be upgraded or retrained in order to better handle specialist subjects such as science and maths.

4.2.1 ASSUMPTIONS

Circular Nos. 14 and 17 of 1996, HRM circular Nos. 1, 16, 50 and 51 of 1998 and HRM circular Nos. 1, 3 and 10 of 1999 spells out the procedure for rationalization and educator redeployment in Kwa-Zulu Natal schools on the basis on National Policy. The following issues may be deduced from these circulars:

- Serious imbalance of resources exists between historically White, Coloured, Indian and African public schools. This was the direct result of the apartheid laws that existed before 1994. During the apartheid era the lion share of the education budget was concentrated on improving and maintaining white education.
- The quality of education offered at historically African schools was, in the main, poor. The intention of the white government at the time was to ensure that the black population was trained to do manual labour.
- Educators were inequitably distributed in the country. While schools, which previously catered for White, Coloured and Indian children, were favourably staffed, the opposite was true for schools that historically catered for African pupils. Due to the fact that there was not enough money allocated to black education the black education departments were not able to employ extra educators to reduce the educator: pupil ratio in African schools. Therefore educator: pupil ratios at historically disadvantaged schools were significantly higher than those at previously advantaged schools.
- Many of the historically disadvantaged schools did not have basic amenities such as electricity, water and proper sanitation. This was due to the lack of interest shown by the white government in African education and budget constraints experienced by the African Education Department.

- The country would not be able to afford to uplift historically disadvantaged schools to bring them in line with their more fortunate counterparts without disadvantaging the advantaged schools. Therefore resources that existed within the education department would have to be equitable redistributed.
- Educators would be attracted to the voluntary severance packages and thus reduce the number of educators in the system. The voluntary severance packages were made attractive to entice educators to leave the profession. Hence this would reduce the overall salary budget.
- Educators declared in excess would not resist their redeployment to schools that they were asked to report to. I believe that this was an unrealistic assumption as it is only human nature to resist change especially if one is comfortable in the situation one is in. Therefore I can conclude that the department did not give this assumption much thought.
- The governing bodies of schools would accept educators redeployed at their schools by the provincial redeployment agency.
- South African public schools are currently staffed along racial lines, and this reality should be addressed. This was due to an apartheid law called the Group Areas Act, which kept the different race groups apart.
- Rationalization would reduce the overall education budget. The introduction of the voluntary severance would result in educators leaving the profession and thus reducing the salary budget. Also there would be an equitable redistribution of human resources without having to employ extra educators.

Some of these assumptions may be true since they were based on sources like the National Teacher Audit (1995), which stated that there was a unequal distribution of educators across racial groups and urban and rural areas and there was a net oversupply of White educators, especially in urban areas. Also

it was a known fact that the apartheid era created many inequalities in education. The apartheid regime tried to prevent the African population from progressing and therefore spent little time, money and effort in African education.

However the Department of Education also made incorrect assumptions, which provided obstacles to the policy of rationalization and redeployment. The department assumed that educators would not resist their redeployment to other schools. This proved to be incorrect for educators refused to be redeployed. Educators were comfortable in the positions and the schools that they were in. They were afraid of the change that resulted in moving to another school, example cultural, language, numbers in class, etc. Educators also resisted moving great distances away from their homes. This caused friction and tension among staff members on which educator should be redeployed.

The department also assumed that governing bodies of schools would accept educators redeployed at their schools by the provincial redeployment agency. However the governing body of Grove Primary School in the Western Cape challenged the rationalization and redeployment process. Grove Primary claimed that it had the legal right to appoint the educators it wished, on the basis of the powers it had been given by the South African Schools Act. The case received national attention and effected education as a whole when the court ruled in favour of Grove Primary.

The assumption that rationalization would reduce the overall education budget was also proved incorrect. The department assumed that they did not have to employ new educators but instead redeploy educators from favourably staffed schools to schools that had vacancies. However according to Finance Week (1997) it was estimated that from August 1996 to August

1997 there was 14000 more temporary educators in employment. Disturbingly, this increase did not correspond to a rise in the number of educators active in the classroom. Instead it reflects a 'double parking' problem, where educators who are officially redundant are replaced but remain on the payroll. Therefore there was an increase in the overall education budget.

Therefore due to incorrect assumptions made by the department of education the process of rationalization and redeployment did not flow as smoothly as anticipated.

4.2.2 CLAIMS, GOALS AND INTENTIONS

After analysing the documents on rationalization and redeployment, I could conclude that there were specific claims, goals and intentions of the rationalization and educator redeployment policy. Some of them were as follows:

- Redeployment would improve the quality of teaching and learning in historically disadvantaged schools. It is expected that redeployment would bring skilled educators to historically disadvantaged schools that would uplift the standard of education in these schools. The redeployment of educators to historically disadvantaged schools would reduce the educator: pupil ratios in these schools, resulting in smaller classes and hence making it more conducive for effective teaching and learning to take place.
- The effective delivery of the curriculum should as far as possible continue uninterrupted during the rationalization and redeployment

process and the general curriculum requirements needs to be considered. From my experiences as an educator I can conclude that this would be impossible, as a school curriculum would definitely be interrupted with educators being redeployed to other schools. The remaining educators had their loads and class sizes increased. Also educators would be teaching subjects that they had little experience in.

- Rationalization and redeployment would lead to equity in funding of schools and in redressing the past imbalances between Black and White education. It was expected that rationalization and redeployment would achieve equity in two ways. Firstly, it would distribute human resources equitably throughout all public schools in the country without having to increase the salary budget. Secondly, it would reduce the cost on educator salaries. This saving could be invested in physical resources, for example – additional classrooms electrification, sanitation and library resources centres at previously disadvantaged schools. The rationalization and redeployment policy seem to be an excellent solution to correct past imbalances, especially from the education department's point of view. Equity between the schools of the different race groups would be achieved without having to increase the education budget. However, the question one would ask is whether the education department is bringing the standard of education of the black schools to the level of the former white schools or lowering the standard of education of the former white schools to that of the black schools in order to achieve equity. There are varying schools of thought on this issue, however, from my experience as an educator I believe that there is a steady decline in the standard of education in public schools.

- Voluntary severance packages would assist in the rationalization process by reducing the number of educators by offering them attractive packages.
- The time – frame of five years for the completion of the entire process of rationalization and redeployment would be achievable.
- The implementation of the rationalization and redeployment process is subject to the availability of adequate funding. In this regard the post provisioning scales would be directly dependent on the availability of finance.
- The Department of Education would provide schools with post provisioning norms. The department claims that their calculation is very complicated and cannot be obtained without their computer programme.
- The essence of redeployment involves the transfer of excess educators based on the 'last in first out' principle (LIFO). Although initially it may seem that this would involve the movement of White, Coloured and Indian educators to African schools, the opposite occurred in the medium to long-term due to the movement of learners from former African schools to Former White, Coloured or Indian schools.

4.2.3 GAPS AND SILENCES

Gaps and silences are aspects of the policy development process. The policy of rationalization and redeployment is no exception as it conveys and embodies these gaps and silences. Although these are not written in the document it is crucial to the interpretation and implementation of that policy document. As a result there were many dissensions and disputes declared. To illustrate the point that I am making I have discussed a few examples below.

The document states that in identifying excess educators, the curricula needs of the institution and the extent to which an educator satisfies these needs shall be taken into account. Most educators, especially in the primary school, have a minimum of two subjects that they are fully qualified to teach. However, due to the pupil population, curriculum needs, etc., many educators usually end up teaching only one of these special subjects in school. A dispute arose in a primary school where an educator teaching history in the senior primary phase, displaced an educator teaching geography in the same phase. Using the 'LIFO' principle the latter had fewer years of service as compared to the former educator. A dispute panel, consisting of department officials and union representatives was consulted. The decision reached was that since there is no distinction between history and geography in the rationalization and redeployment documents (resolution 6) the 'LIFO' principle must be adhered to.

The rationalization and redeployment documents were also silent about how long it would be before resources, especially human resources, can be equitably distributed i.e. there was no specific time frames given as to when excess teachers would be redeployed to vacant positions. This resulted in classes being left without educators. Since this situation was unacceptable, these children were divided among the remaining educators resulting in them being saddled with extra pupils.

HRM 16 of 1998 had encouraged schools to use discretion in identifying excess staff to be redeployed. Schools were expected to meet with staff and decide on criteria to identify excess staff. From general discussions that I had with other teachers from other areas it would seem that this was not always the case. Whilst the principle is upheld, the process was being left to the discretion of several individuals to identify excess staff. Consultation usually took the form of informing staff and other relevant stakeholders of who was to

be declared in excess. The principal and his/her management team usually arrived at this decision. This resulted in many disputes being declared because educators resisted being redeployed.

In secondary schools where educators teach more than one subject there existed disagreements on whether the educator should be rationalized against the subject he/she teaches the most or all the subjects that he/she teaches. The school management team usually made this decision, resulting in different schools using different criteria, which is in conflict with HRM 6 of 1998. This further resulted in the aggrieved party at these schools declaring disputes against the implementation of the process.

The document was also silent about educators that have an equal number of years of service. In some cases additional criteria were being used to identify educators in excess. One school consulted the time book that educators sign on entering the school. If two or more educators were equal in every respect, than the educator who arrived later, be it a few minutes, was declared in excess. In the absence of a time book some schools resorted to 'names in the hat' method. An educator's fate was determined by the luck of the draw.

In addition to the above inconsistencies, gaps and silences, the Department of Education in Kwa-Zulu Natal has also failed to provide evidence on subject audits, which should precede the implementation of HRM 51 of 1998 and HRM 3 of 1999. Schools had declared educators in excess based on existing curricular offered in schools, which is currently equitable. The final result would be that certain subject areas would not be a match with existing vacancies.

Very few schools offered scarce subjects such as commerce, mathematics, computer science and technical subjects. Some educators with this subject

knowledge were identified in excess but could not be redeployed, as they were very few schools offering such subjects. I believe these educators should have been used to open these subjects in schools that were disadvantaged. This would be a means of providing an opportunity to the disadvantage learner, which he/she was deprived of in the past. This I would believe to be an equitable redistribution of human resources. No audits of subjects and posts have been carried out to facilitate the smooth movement of excess educators. The absence of such audits is tantamount to educators facing retrenchment. At worst the policies smack of a complete disregard for individual distress and suffering. Many provinces did not have the technological capacity to assist them in applying the formula upon which the model was based.

4.3 THE IMPACT OF RATIONALIZATION AND REDEPLOYMENT ON THE CULTURE OF TEACHING AND LEARNING.

4.3.1 SHORT BACKGROUND OF THE PARTICIPATING SCHOOLS.

In this section, I will provide a background of the schools involved in the study. The study involved three schools namely Northdene Primary, Mariannahill Primary and Mariannpark Primary.

Northdene Primary School is an ex-House of Delegates school situated in Durban South, which lies approximately 15 kilometres from central Durban. The community is made up of middle and lower income group residents. The area was previously an exclusively Indian residential area, as set out by the group areas act during the apartheid regime. However, presently there are residents from other racial groups (Africans and coloureds) living in the area. The school caters for pupils from grade one to grade seven with a learner

population of 347. In compliance with the post provisioning model the school has 9 educators, including the principal and two heads of department. In addition the school also employs two governing body paid educators to assist with the teaching load. The school consists of one unit (i.e. one class) per grade with an average class size of 49. The language of instruction at the school is English. There is almost an even distribution of African and Indian learners at the school. The school is adequately resourced with sporting equipment as well as teaching aids. The learners are actively involved in co-curricula activities such as speeches, debates, contests and quizzes in various subjects. The extra-curricula activities offered at the school are soccer, cricket, volleyball, netball and athletics.

Mariannahill Primary School is situated in Nagina, in the Mariannahill area. This is approximately 20 kilometres away from central Durban. The area comprises mainly of Indian and African residents. The area is well developed and consists of mainly middle-income group residents. The school caters for learners from grade R, i.e. pre-primary, to grade seven. It has a learner population of 984 learners and 22 educators including the principal, the deputy principal, two senior primary heads of department and two junior primary heads of department. The school has also employed two educators and a librarian paid by the governing body from school fund. There are approximately 70% African learners and 30% Indian learners. The language of instruction is English. The average educator: pupil ratio is about 1: 43. The school is adequately resourced with sporting equipment and teaching aids. The learners are actively involved in co-curricula activities such as speeches, debates and contests in Maths, English and Science. The extra curricular activities offered at the school are soccer, netball, volleyball, cricket, chess and athletics.

Mariannpark Primary School is situated in Mariannhill; approximately 22 kilometres from central Durban and about 5km away from KwaNdengezi, a former African Township. Although the area where the school is situated in was a former Indian area, it is now densely populated with African families. The school services a very poor community. Information derived from the annual school statistics revealed that approximately 30% of the parents are unemployed and receiving a state grant. The school caters for learners from grade one to grade seven. It has a learner population on 1256, with approximately 97% being Black pupils. Indian and Coloured pupils make up only 3%. The language of instruction is English. In compliance with the post-provisioning model the school has 29 educators, comprising of a principal, two deputy principals, two heads of department in the senior primary phase, two heads of department in the junior primary phase and 22 level one educators. In addition there is one educator employed by the school governing body. The average educator: pupil ratio is 1: 46. The school is poorly resourced with sporting equipment and teaching aids. There is also a shortage of classrooms. Therefore all specialist rooms, namely the library, handwork room, science lab, etc. have been converted into classrooms. Furniture, i.e. desks and chairs for these rooms were obtained via donations from other schools. Educators at this school mentioned that they try hard to build a positive culture of teaching and learning but are constrained by the limited resources. The learners are involved in co-curricula activities however this is not done on a regular basis. The extra-curricula activities offered at the school are soccer, netball, volleyball, chess, cricket and athletics.

4.3.2 EDUCATORS' PERCEPTION ON THE EFFECT OF RATIONALIZATION AND REDEPLOYMENT ON THE CULTURE OF TEACHING AND LEARNING.

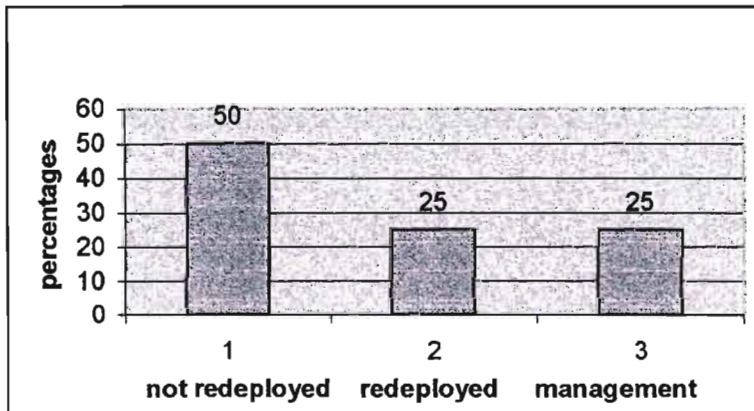
The purpose of the questionnaire was to investigate the effects of rationalization and redeployment on the culture of teaching and learning in the three primary schools in the Pinetown District. The critical research question that the questionnaire attempted to focus on was: How did the implementation of the policy of rationalization and redeployment affect the culture of teaching and learning?

The educator is one of the main stakeholders in the education process and that the educator is also directly involved in the rationalization and redeployment process. Therefore the perception of the educator is vital to study the effects of rationalization and redeployment on the culture of teaching and learning. However educators from different post levels would be affected differently because of their job descriptions and their different roles they were expected to play in the education process. It is therefore important to solicit responses and views from educators from different levels in order to have a complete picture of how post level educators were affected by the rationalization and redeployment process. To cater for this I have included three (3) principals, three (3) deputy principals, eight (8) heads of department and forty-two (42) level one educators in my sample. In the same vain, the rationalization and redeployment process may have affected educators differently depending on whether that educator was redeployed or retained within the school. Therefore three separate sets of questionnaires were directed to managers, redeployed educators and educators that have never been redeployed.

1.3.3 SAMPLE PROFILE

The graph below (Figure 2) portrays the designation of educators from all three schools (combined) – Mariannpark Primary, Mariannahill Primary and Northdene Primary. The respondents from Mariannpark Primary included seven (7) members of the school management team (SMT), nine (9) post level one educators that were not redeployed and eleven (11) post level one educators that were redeployed. The respondents of Mariannahill Primary included four (4) members of the SMT, eleven (11) post level one educators that were not redeployed and three (3) post level one educators that were redeployed. The respondents from Northdene Primary included three (3) members of the SMT and eight (8) post level one educators that were not redeployed. Northdene Primary did not have any redeployed educators.

FIGURE 2. DESIGNATION OF EDUCATOR



The bar graph above reflects that 50% of the respondents were educators that were not redeployed, 25% were redeployed and 25% were managers. This is useful since the study benefited from having a very large percentage (75%) of actual classroom practitioners expressing their views on the issue of practical implications of the policy of rationalization and redeployment for actual

teaching and learning. Also a quarter of the respondents (25%) were managers indicating their perceptions on managing a school during the rationalization and redeployment process.

4.3.4 MANAGERS' PERCEPTIONS ON RATIONALIZATION AND REDEPLOYMENT.

4.3.4.1 Difficulties and obstacles encountered by managers.

A questionnaire was directed at members of the SMT to determine the main obstacles and difficulties, if any, they encountered when implementing rationalization and redeployment policies and how rationalization and redeployment impacted on their capacity to manage schools. Questions were specifically directed to determine the effect of the rationalization and redeployment process on teaching and learning at the school.

The following table reflects the statements that SMT members responded to using the five point Lickert scale.

FIGURE 3. DIFFICULTIES AND OBSTACLES ENCOUNTERED BY SMT.

	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
The R&R policy has interrupted the school's curriculum and planning	50%	50%	0%	0%	0%
R&R has made managing my school very difficult.	43%	57%	0%	0%	0%
The R&R process has negatively influenced the implementation of the curriculum.	43%	50%	0%	7%	0%
Due to teachers being redeployed the timetabling process and the implementation there-of was made difficult.	57%	43%	0%	0%	0%
Some classes were left without teachers.	57%	29%	7%	7%	0%
Teachers were given extra workloads.	50%	36%	0%	14%	0%
As a result of R&R, extra curricular activities at my school have reduced.	29%	29%	7%	29%	6%
R&R has made the implementation of Outcomes Based Education difficult.	36%	43%	7%	14%	0%

On the basis of these figures we can conclude that the overwhelming majority of managers either strongly agreed or agreed that the rationalization and redeployment process had created many obstacles in their management of the school. 50% of the SMT strongly agreed and the other 50% agreed that the rationalization and redeployment had interrupted the school's curriculum and planning and in so doing made managing the school very difficult. This could be attributed to the fact that the Education Department's management plan kept changing during the course of the year, resulting in changes in the school's academic year plan. Timetables and educators' workloads were changed as new HRM circulars were sent by the Education Department to supercede others. Obviously this would interrupt the actual teaching and learning process.

43% of the managers strongly agreed while 50% agreed that the rationalization and redeployment process had a negative influence on the implementation of the curriculum. This could be attributed to the constant changes in the post- provisioning model. Managers were uncertain of the number of educators their school qualified for, due to the constant withdrawal of the HRM circulars concerning the post provisioning norm (PPN) of the school. It was difficult to assign educators to classes because as the staffing numbers changed the remaining educators were moved to different classes or grades.

50% of the managers strongly agreed while 43% agreed that due to educators being redeployed the timetabling process and the implementation thereof was made difficult. Many managers had to engage in the process of reallocating staff and constructing new timetables during the course of the year. The reasons for this include:

- The withdrawal of some HRM Circulars on rationalization and redeployment and replacing it with new circulars.

- Different directives being given by the education department in respect of procedures for identifying excess educators.
- No clear time frames for implementation dates for redeployment to be effected.
- Educators were redeployed to schools during different periods of the academic year.

A large number of the SMT (57%) strongly agreed that classes were left without educators. This can be attributed to the delays by the education department in redeploying excess staff to vacant positions. During the year 1998, at Mariannpark Primary School, three classes from grade four and five, were left without educators for the period of three weeks. At Mariannahill Primary two classes from grade four were left without educators for the similar period of time. Parents or prefects of these schools were left to supervise these classes. It was obvious that during this time no constructive teaching or learning took place.

50% of the SMT strongly agreed while 46% agreed that educators were given extra workloads. They were given the loads of the educators that were redeployed. This created more pressure for the already overburden educator resulting in an increase in educators being absent. Again, this had a negative impact on the culture of teaching and learning in schools.

A small majority of the SMT (58%) agreed that due to rationalization and redeployment, extra curricular activities at their schools had reduced. 35% of managers disagreed to this statement and 7% of managers stated that they were not sure. From this we can conclude that due to the lack of human resources and the increase of educators' workload there has been a decrease in the extra curricular activities. This means that pupils were the biggest losers since they are not being exposed to certain extra curricular activities

offered before the rationalization and redeployment process. Schools that did not show a reduction in extra curricular activities meant that the remaining educators were now further burdened with these extra duties.

A majority of the SMT (79% - 36% strongly agree and 43% agree) acknowledged that the rationalization and redeployment process has made the implementation of Outcomes Based Education difficult. This can be attributed to the increase in class sizes and educators' workloads.

There were two open-end questions in the questionnaire establishing the difficulties and obstacles managers' experienced during the rationalization and redeployment process.

- 1. What were the main difficulties and obstacles, which you encountered when you implemented the HRM circulars on rationalization and redeployment?*

The management of Mariannpark Primary School indicated that the main obstacles faced by them during the rationalization and redeployment process, were the anxieties, tensions and insecurity expressed by the temporary educators who were to exit the service when permanent educators in excess are redeployed to the school. The managers also indicated that the educators questioned the contents of the various circulars and the method employed to declare educators in excess. They wanted to seek clarity from their unions about the process. Many of the educators also felt that the management of the school was responsible for declaring educators in excess. They felt that the management had singled them out to be redeployed because they were deemed 'trouble makers' in the school.

The principal dealt with these difficulties by holding staff meetings to workshop staff on the procedure and the criteria for identifying educators in excess during the rationalization and redeployment process. These workshops were normally held during curriculum time. Although the obstacles were overcome, much time was lost before the school curriculum could be implemented according to the school plan. Educators fight for survival in schools often left the learners as the innocent victims.

The difficulties and obstacles encountered by the management of Mariannahill Primary School included changes to the procedures in the rationalization and redeployment of the educators. This led to the emotional and mental stress and anxiety in all staff members. During casual conversation with other educators, I concluded that school within the circuit and district interpreted the contents of the departmental circulars on rationalization and redeployment differently. Comparisons were being made by staff members in respect of the interpretation of the circulars, made it difficult for the SMT members to implement the directives stated in the rationalization and redeployment documents.

In dealing with these difficulties and obstacles the principal of Mariannahill Primary engaged the staff members in meetings, discussions and workshops and through consultation and discussion with local principals, the superintendent of education management (SEM) and with other officials of education department who were charged with the responsibility of managing the process. Again, the learners' education at this time was not taken into consideration. Educators who sought clarity about points in the rationalization and redeployment documents often held meeting with union officials or officials from the education department during curriculum time. Classes were left unattended. Therefore there was no constructive teaching or learning-taking place.

The main difficulties and obstacles, which the principal and management of Northdene Primary School encountered, was that the educators declared in excess felt that they were victimised. The other educators on the staff identified with the concerns of the affected educators and they strongly resisted the implementation of the departmental circulars by not taking on the extra loads of the educators identified in excess. This led to emotional and mental stress and anxiety in all staff members. The principal also indicated that his position was being undermined as educators demanded clarity and confirmation from their educator unions before the directives contained in the HRM circulars on rationalization and redeployment could be implemented. It was clear that the rationalization and redeployment process was not done in a transparent manner.

The management at Northdene Primary School overcame these obstacles and difficulties by implementing the directives of the HRM circulars in a transparent manner. Every decision concerning the rationalization and redeployment process was taken in consultation with the staff. All the staff members were provided with individual copies of the respective circulars on rationalization and redeployment to familiarise themselves with the contents. The management of the school held regular meetings and workshops with the staff and also invited union officials to explain issues, from the HRM documents, which needed clarifying.

With educators being emotionally and mentally stressed their concentration and motivation levels were very low. This ultimately impacted on the learners since educators could not concentrate in the classroom. Therefore the policy of rationalization and redeployment affected the culture of teaching and learning.

The SMT members were asked to respond to the following open-ended question.

2. How did the department's policy of rationalization and redeployment impact on your capacity to manage the school?

It was interesting to find that the management of all three schools expressed similar sentiments when asked the above question. They all unanimously agreed that the rationalization and redeployment policy made managing the school extremely difficult. These are some of the difficulties they had experienced:

- Educators being redeployed during the course of the year made timetabling difficult.
- Due to educators being redeployed, the remaining educators had to teach subjects that they had little or no experience in.
- Due to staff shortages (redeployment process being delayed due to disputes) classes were left unattended. This created a discipline problem and added a further burden to the remaining educators and management at the school.
- Parents were furious that classes were left unattended and therefore refused to pay school fees.
- Motivation of educators was extremely difficult, especially for educators to accept large class enrolments and an extra workload.
- Bigger classes meant overcrowding and shortage of space and furniture.

The following questions and responses are based on managers' perceptions on staff feelings during the rationalization and redeployment process.

FIGURE 4. SMT PERCEPTION ON STAFF FEELING.

	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
The R&R process has led to tensions amongst staff as they were not sure who would be next to be redeployed.	71%	29%	0%	0%	0%
Redeployment has led to job insecurities amongst staff.	93%	7%	0%	0%	0%
Due to R&R teachers are demoralized and unwilling to take on extra tasks.	43%	50%	7%	0%	0%

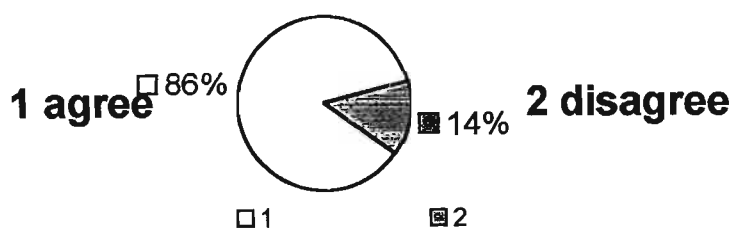
It is evident that the overwhelming majority of the SMT (71%) strongly agreed that the rationalization and redeployment had led to tensions amongst staff. Due to the educator: pupil ratio being changed from 1: 34 to 1:36 and eventually to 1: 40, educators were uncertain of whom will be next on the redeployment list. 93% of the SMT also strongly agreed that redeployment has led to job insecurities amongst staff. This adversely affected the educators' performance in the classroom. Educators were now demoralized and demotivated and also unwilling to take on extra tasks. Therefore the culture of teaching and learning was adversely affected.

4.3.4.2 Managers' perceptions on how R&R has affected their teaching and management loads.

SMT members were asked to respond to the following statements:

- 1. Due to the R&R process my teaching/management load as now increased*

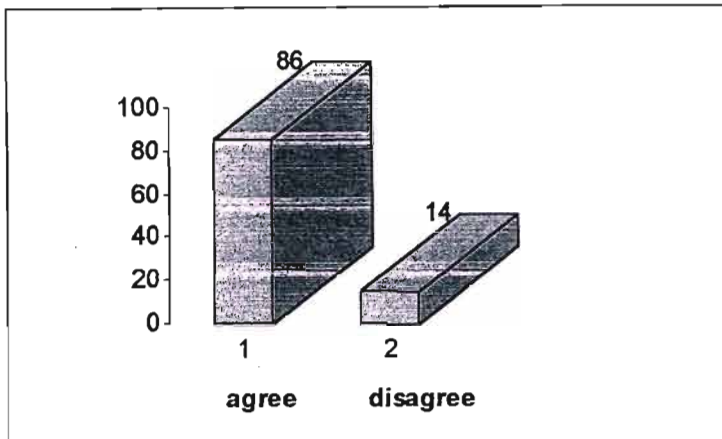
FIGURE 5. INCREASE IN SMT WORK LOAD.



86% of SMT members agreed that their teaching and management loads have increased due to the R&R process. In some schools managers were redeployed leaving the remaining managers to share the management duties. Also due to level one educators being redeployed, managers now had extra teaching time. Therefore they had less time to perform their management duties, which included providing supervision and guidance to level one educators and learners.

2. *Due to the R&R process I now have less time to perform my supervisory management functions.*

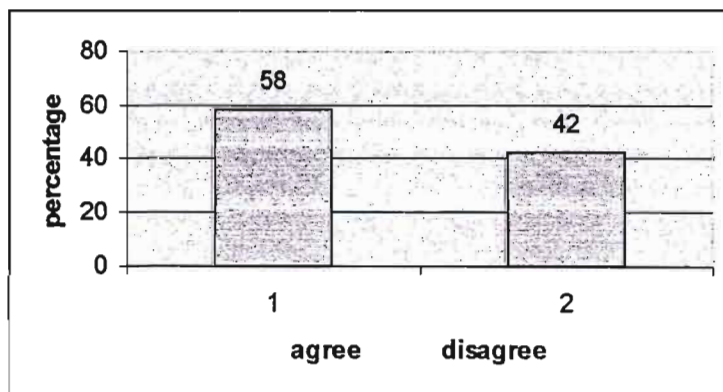
FIGURE 6.



86% of SMT members felt that they now have less time to perform their supervisory functions. Therefore, they were also unable to perform their advisory functions effectively. This impacted on the level one educator who sometimes needed the guidance of the senior educators to help him/her develop as an educator.

3. *As a result of R&R I am now supervising subjects that I have little or no experience in.*

FIGURE 7.



58% of SMT members indicated that they are supervising subjects that they have little or no experience in. Therefore they are unable to provide proper support and guidance to other educators of these subjects. Also, due to educators being redeployed, the remaining educators were given subjects that they had little experience in. Since they were given very little guidance from their managers, the quality of education offered to the learners was poor.

The rest of the questions asked to managers were also asked to the redeployed educators and to the educators that were not redeployed. Therefore these questions will be analysed together. This will enable the researcher to compare the perceptions of the educators from the three categories.

4.3.5 REDEPLOYED EDUCATORS' PERCEPTION ON RATIONALIZATION AND REDEPLOYMENT.

A questionnaire was directed at redeployed educators to determine their experiences and difficulties, if any, they encountered during the implementation of the HRM circulars on rationalization and redeployment and how the education department's policy on rationalization and redeployment impacted on their capacity to teach in schools. Questions were specifically directed to determine the effect of the rationalization and redeployment process on teaching and learning at the school.

The performance standards highlighted in the Integrated Quality Management System (IQMS) document was used as an instrument to determine educators' performance in the classroom. The IQMS is an integrated quality

management system that consists of three programmes, which are aimed at enhancing and monitoring performances of the education system. These are:

- Developmental Appraisal
- Performance Measurement
- Whole School Evaluation

For the purpose of this study the Developmental Appraisal aspect of this document was used to determine educators strengths and weaknesses in the classroom. The instrument used in the IQMS document has two categories. One category is made up of four performance standards that have to observe educators in practice. The second category, which is made up of eight performance standards, is related to aspects for evaluation that fall outside the classroom. For the purpose of this study I choose two of the four performance standards used for observation of educators in practice. These two were:

- The creation of positive learning environment; and
- Lesson planning, preparation and presentation.

The aim of this study was to determine whether the rationalization and redeployment process had an impact on the culture of teaching and learning in schools. I therefore choose the above two performance standards to ascertain whether the redeployed educator provided a learning environment conducive for effective teaching and learning. The above performances standards aim to evaluate educators' creativity in creating effective learning space for learners (especially with a large learner: educator ratio), learner involvement in the lesson, maintaining discipline, lesson preparation, lesson presentation, etc. The above performance standards will be explained further during the course of this chapter.

4.3.5.1 Redeployed educators' perception on the process that declared them in excess.

FIGURE 8.

	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
The process that identified me in excess was a fair process.	7%	57%	29%	7%	0%
I was consulted in the process that identified me in excess.	7%	79%	0%	14%	0%

The table shows that the majority of educators (7% strongly agreed and 57% agreed) felt that the process that declared them in excess was a fair process. 7% of the educators strongly agreed while 79% agreed that they were involved in the process that identified them in excess. From this we can conclude that these educators would not have disputed the process that declared them in excess. Therefore they would have not delayed the redeployment process. However 29% of educators indicated that they were not sure that the process was fair. 7% indicated that the process was definitely not a fair one. These educators could have declared disputes against the process and therefore would have held up the process of redeployment. This would have resulted in a delay in sending educators to schools with vacancies causing classes to be left without educators.

Decisions about excess educators were made by:

FIGURE 9.

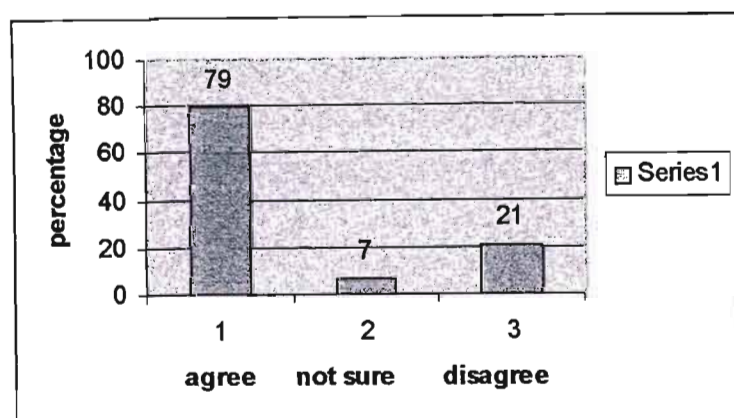
School management team	36%
School governing body	0%
Principal alone	7%
Committee elected by staff	0%
Entire staff	57%
Other	0%

It is interesting to note that 36% of the redeployed educators indicated that, the school management team made the decisions concerning excess educators and 7% of the redeployed educators indicated that the principal alone made this decision. This is not in compliance with paragraph six in resolution 6 (Determining Educators in Excess) that guides the process of rationalization and redeployment. Simply put the resolution states that all decisions concerning rationalization and redeployment must be taken in consultation with the staff at a formal staff meeting convened by the principal. Therefore these educators had necessary grounds to declare disputes against the process of rationalization and redeployment.

Redeployed educators were asked to respond to the following statement.

During the rationalization and redeployment process I was demoralized and unable to perform my duties to the best of my ability.

FIGURE 10.



The above statistics indicate that a huge majority of redeployed educators (79%) were not able to perform their duties to the best of their ability. According to the performance standards mentioned earlier in the chapter, this meant that educators were not motivated to be creative in creating learning space, encouraging learner involvement or maintaining discipline in their classrooms. Educators were also not planning adequately for their lessons. This could be due to several factors. Educators were uncertain of their future in their present jobs. Educators on the redeployed list were not sure whether they would be redeployed to a school that was acceptable to them or whether they would be retrenched. Educators were also reluctant to be redeployed to schools in areas where they would feel unsafe because of the violence that prevailed in those areas. With these worries on mind, it is understandable why affect educators could not concentrate on their teaching duties. Therefore one has every right to question the effect of redeployment on the quality of education.

4.3.5.2. Redeployed educators' perception of the schools they were redeployed to.

FIGURE 11.

	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
It was a difficult process finding a school to be redeployed to.	72%	14%	0%	14%	0%
I was given a choice of schools to be redeployed to.	0%	7%	0%	36%	57%

It is evident from the above statistics that the majority of redeployed educators (72% strongly agreed and 14% agreed) found it difficult to find a school to be redeployed to. This would have added to their frustration, anxiety, tension and mental stress. Educators were uncertain of whether they would be placed in a school or not. The main concern of all educators that I spoke to was the location of the school that they will be sent too. Educators expressed their fear of going to a school in the former black townships. They felt that they would not be safe in a township school and contemplated resignation if they were redeployed to the said schools. This situation left the educators feeling demoralized and unmotivated.

93% (36% disagreed and 57% strongly disagreed) of the educators indicated that they were not given a choice of schools to be redeployed to. However all were very grateful that they were allocated schools in the former Indian areas. However most of these educators were not used to teaching pupils from different cultural backgrounds. Therefore their teaching was made difficult.

FIGURE 12.

	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
I could adapt easily to learners in my new school.	7%	27%	0%	33%	33%
At my new school my teaching was made difficult due to the learners being from different racial and cultural backgrounds.	43%	29%	7%	14%	7%
At my new school I had to teach subjects that I had little or no experience in.	7%	29%	0%	42%	22%

Due to educators not having a choice of schools to be sent to many of them found it difficult to adapt in their new school. 33% of educators strongly disagreed while 33% disagreed with the statement that could adapt to the learners in their new schools. Also 43% of educators strongly agreed while 29% agreed that they found teaching difficult due to learners being from different racial and cultural backgrounds. Educators found it difficult to relate to these learners in terms of providing examples to explain concepts. Also another problem was the language barrier. Many of the learners spoke English as a second language although English was the language of instruction at all three schools. This made teaching and explaining new concepts difficult. In trying to achieve equity through rationalization and redeployment the department of education did not take cognisance of pedagogic considerations. Although the educators were satisfied with the schools they were allocated to, it was the learners that became the victims of rationalization and redeployment.

It is fortunate that the majority of redeployed educators (64%) indicated that they had experience in teaching subjects they were allocated at their new school. However 36% of educators indicated that they had little or no experience in the subjects allocated to them. This problem was compounded by the fact that managers had little time (as shown earlier) to assist the new educators. Therefore the quality of the teaching and learning in these subjects would have been of a lower standard.

There were two open questions in the questionnaire administered to redeployed educators.

1. What were some of the problems you experienced as a redeployed educator?

The redeployed educators of both schools (Northdene Primary did not have any redeployed educators) expressed similar sentiments when asked the above question. They all unanimously agreed that the rationalization and redeployment policy created many problems for them as redeployed educators. These are some of the problems they experienced:

- Job insecurity was one of the common problems experienced by all educators. Educators felt that they could lose their jobs if they could not find suitable schools to be redeployed to. This increased their level of stress and anxiety.
- Finding a school to be redeployed to was extremely difficult. Some educators had to wait between 2-3 months before being redeployed to another school. Also educators did not have a choice of schools to be redeployed to. Therefore they could not choose a school that they were most suited for.

- There was always the possibility of being redeployed again, since the number of years these educators spent in the profession was few.
- Educators stated that their moral was low and they lacked the motivation to teach. Educators experienced physical and emotional stress.
- Educators complained that they were not allowed to attend workshops or seminars based on educator empowerment. Management of the school reserved this privilege for educators who will be remaining at the school. Managers felt that if the educators on the redeployment list attended these workshops, it would not benefit the school since these educators would not be at the school for very long.
- Many of the educators were redeployed during the third and fourth terms of the year. This made it difficult for them to adjust and settle in their new schools.
- Educators also expressed the language barrier as being a problem they experienced in their new schools. Most of the learners spoke English as a second language while the educator could not speak Zulu which was the common language spoken by all learners. This created the problem of understanding each other.
- Educators had to travel longer distances to the schools they were redeployed too. Some educators had to travel in excess of 60 km return, per day.
- There was the general fear of the unknown. The unknown being the schools they were redeployed to. Educators were concerned that the staff of the new school might not accept them. They were concerned that they might not be able to teach learners from a different social and cultural background as compared to what they were used too.

It is evident that the redeployed educator experienced many problems during the process of rationalization and redeployment. These problems impacted on

the educator's ability to teach and therefore impacted on the culture of teaching and learning in schools.

This is the second question asked to redeployed educators.

2. Do you think the other teachers who were not on the redeployment list were affected by the policy of rationalization and redeployment?

Of the respondents 14% was unanswered, and 36% felt that the educators not on the redeployment list were not affected by the rationalization and redeployment policy. However 50% of redeployed educators agreed that the educators not on the redeployment list were affected by the HRM policies concerning rationalization and redeployment. These are some of the ways that they were affected:

- Teaching load increased since educators have been redeployed from the school. Larger teacher: pupil ratio – from 1: 36 to 1: 46.
- Extra curricular and co-curricular duties increased.
- Timetables being changed during the course of the year to accommodate educators being redeployed.
- Some educators were personally affected since they lost close friends and colleagues who were redeployed to other schools.
- Classes left without educators created a discipline problem for the remaining educators at school.

The rest of the questions asked to redeployed educators were also asked to managers and to the educators that were not redeployed. Therefore these questions will be analysed together. This will enable the researcher to compare the perceptions of the educators from the three categories.

4.3.6 PERCEPTIONS OF EDUCATORS WHO WERE NOT REDEPLOYED ON THE RATIONALIZATION AND REDEPLOYMENT POLICY.

This questionnaire was directed at educators that were not redeployed or be put on the redeployment list. The aim of the questionnaire was to determine their experiences and difficulties, if any, they encountered during the implementation of the HRM circulars on rationalization and redeployment at their schools. Also the researcher wanted to determine how the education department's policy on rationalization and redeployment impacted on their capacity to teach in schools. Therefore questions were specifically directed to determine the effect of the rationalization and redeployment process on the culture of teaching and learning at the school.

4.3.6.1 Experiences and difficulties of educators who were not redeployed.

Educators were asked to respond to the following statements.

FIGURE 13.

	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
R&R made it difficult to cope with class sizes.	89%	7%	4%	0%	0%
Due to large class sizes individual attention given to pupils has become almost impossible.	72%	25%	0%	3%	0%

From the above statistics it is evident that the rationalization and redeployment policy has also created problems for educators that have not been redeployed. 89% of the educators strongly agreed while 7% agreed that coping with the larger numbers in the class has become difficult. Space to move in the classroom became a problem due to the educator: pupil ratio being increased. Also due to the increase in numbers in the classroom, discipline became an issue. Learners were now invading the personal space of each other. 97% (72% strongly agreed and 25% agreed) of the educators also indicated that individual attention given to learners became almost impossible. There was not enough time to see to the need of every learner. Therefore learners performed poorly in their exams and tests. It is therefore evident that the rationalization and redeployment policy has negatively affected the culture of teaching and learning.

Educators that were not redeployed were asked to respond to the following statement presented in figure 14.

FIGURE 14.

	Strongly Agree	Agree	Not sure	Disagree	Strongly Disagree
Due to R&R teachers' workloads have now increased.	82%	18%	0%	0%	0%
Due to teachers moving to other schools I am now teaching subjects that I have little or no experience in.	26%	50%	0%	21%	3%
As a result of R&R the extra-curricular activities at my school has reduced.	11%	29%	0%	50%	10%

All the educators either strongly agreed (82%) or agreed (18%) that their workloads have increased due to the rationalization and redeployment process. Generally an educator's free time is used to prepare for future lessons. The increase in the workload resulted in a decrease in the educator's preparation time, thus a decrease in lesson preparation time. 50% of the educators disagreed with a further 10% strongly disagreeing with the statement that rationalization and redeployment had resulted in the reduction of extra-curricular activities in their school. This meant that the remaining educators were further burdened by the duties vacated by the redeployed educators. Compounded to this problem 76% of educators indicated that they are teaching subjects that they have little or no experience in. With the decrease in preparation time an educator would always be struggling to provide a suitable lesson that is of a decent standard for the learner. Therefore the learner is now being 'short changed' due to the rationalization and redeployment.

There were two open questions in the questionnaire administered to educators that were not redeployed.

1. As a teacher, what were some of the problems you experienced with the introduction of the rationalization and redeployment policy?

The educators that were not redeployed from all three schools expressed similar sentiments when asked the above question. They all unanimously agreed that the rationalization and redeployment policy created many problems for them as educators remaining in the institution. These are some of the problems they experienced:

- HRM circulars concerning the rationalization and redeployment process were difficult to understand. Clarity was often sought from union and department officials.
- Increased workload. The remaining teachers were now absorbing the load of the teachers that were redeployed.
- The educators: pupil ratio increased. There were now more children per class.
- There was an increase in discipline problems.
- Frequent adjustments in timetable made it difficult for educators to settle into a routine. This also resulted in curriculum changes during the course of the year.
- There was a drop in the quality of education.
- There was tension in the staff room. Educators were bickering about who should be redeployed.
- There was an increase in extra curricular and co-curricular duties.
- Classes left without educators created discipline problems.

Mariannpark Primary and Mariannahill Primary educators expressed fears of being redeployed during the next round of rationalization and redeployment. This was due to the fact that the educators that were redeployed to these schools had longer service than some of the educators at these schools. This further increased the tension at these schools.

From the above it is quite evident that the policy of rationalization and redeployment had negatively influenced the culture of teaching and learning at schools.

The second open-ended question asked to educators that were not redeployed was:

2. How do you think the process of R&R has affected the teachers on the redeployment list?

The most common response to the above question was that educators who were on the redeployment list were left insecure, frustrated, de-motivated, highly stressed, and disillusioned. Once declared in excess, many educators refused to teach until they were redeployed. This created tensions amongst the staff because the remaining teachers, although sympathetic about their plight, felt that since these educators were being paid they should be performing their duties as educators.

4.3.7 Common questions asked to managers, redeployed educators and/or educators who were not redeployed.

The three categories of educators were asked to respond to the following question:

Do you agree with the statement R&R will eventually improve the quality of teaching and learning?

This question was asked to managers and to educators who were not redeployed. They were in the best position to determine whether there was an improvement in the quality of teaching and learning at their school since they remained at the same school before and after the rationalization and redeployment process.

FIGURE 15.

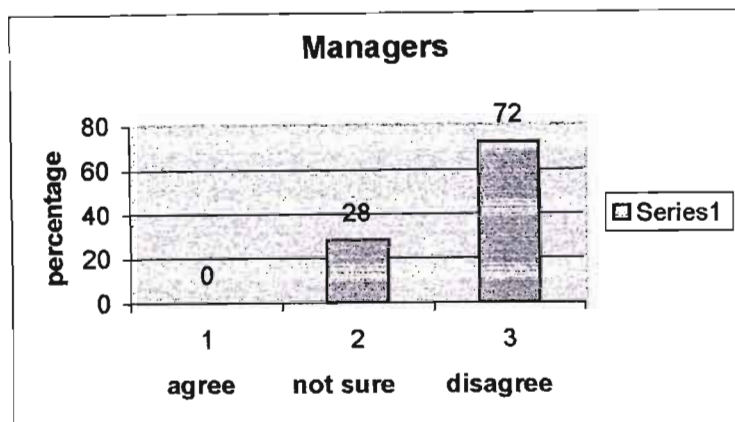
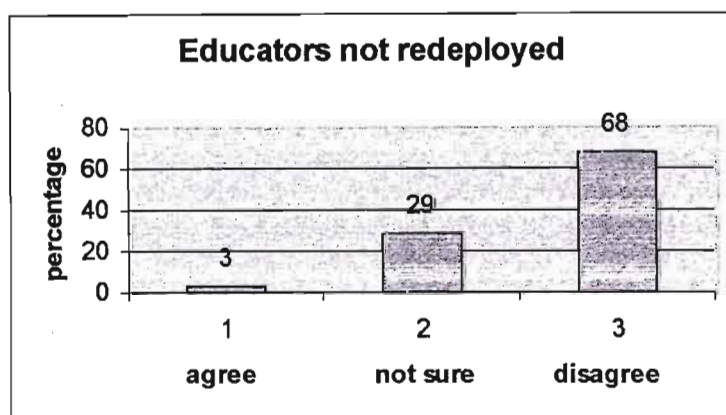


FIGURE 16.



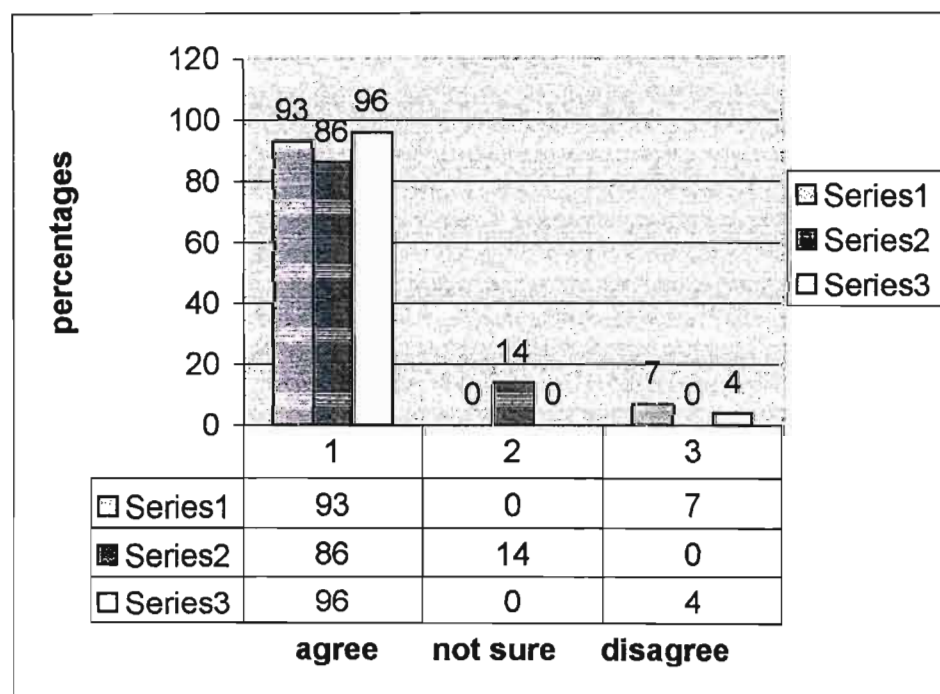
It is evident from the above statistics that the majority of managers (72%) and educators that were not redeployed (68%) disagreed with the above statement. One can therefore conclude that the majority of educators were of the opinion that the policy of rationalization and redeployment did not improve the quality of education. Unlike department officials, who drew up the policy of rationalization and redeployment, these educators are at grass roots level and are able to best assess the effect of the rationalization and redeployment policy on the school situation. Therefore the educators are of an opinion that

the policy of rationalization and redeployment will not improve the culture of teaching and learning.

The three categories of educators were asked to respond to the following statement:

In your opinion R&R is partly responsible for the drop in the standard of education.

FIGURE 17.



Series one (1) = managers

Series two (2) = redeployed educators

Series three (3) = educators who were not redeployed.

The majority of educators agree that the rationalization and redeployment process had resulted in the drop in the standard of education. This can be attributed to:

- Low educator morale.
- Classes left without educators.
- The increase in the educator: pupil ratio.
- Increase in the educators and managers workload.
- Changes to the timetable during the course of the year.
- Educators being redeployed to schools during the latter part of the year.
- Educators teaching subjects that they have little or no experience in.

All three categories of educators were asked to respond to the following statements presented in figure 18.

FIGURE 18.

	Agree			Not sure			Disagree		
	M	R	NR	M	R	NR	M	R	NR
Redeployment has led to building a strong professional core of teachers.	20 %	14 %	21 %	20 %	7 %	21 %	60 %	79 %	58 %
Redeployment has created a core of committed and motivated teachers.	20 %	7 %	11 %	20 %	22 %	14 %	60 %	71 %	75 %

M = MANAGERS

R = REDEPLOYED EDUCATORS

NR = EDUCATORS NOT REDEPLOYED.

The majority of educators from all three categories listed above disagree with the above two questions. Educators believe that redeployment has left educators unmotivated and demoralized. Educators also express that many experienced educators were lost from the profession due to the voluntary severance package, which was introduced to facilitate the process of rationalization and redeployment. The exit of these educators has caused a gap between experienced and inexperienced educators. There were very few experienced educators left in the profession to guide their younger counterparts.

From the responses given by the managers, redeployed educators and educators that were not redeployed it is evident that the policy of rationalization and redeployment failed to improve the culture of teaching and learning in schools.

CHAPTER FIVE
CONCLUSIONS AND RECOMMENDATIONS

5.1 CONCLUSION

According to Jansen (1998) the failure of education policy is a direct result of the over investment of the state in the political symbolism of policy rather than its practical implementation. The policy of rationalization and redeployment may have been politically correct in that it tried to address the issues of inequalities that existed between the race groups. However, the practical implementation of the policy was fraught with problems resulting in the policy not achieving its aim of providing equity in education. From this study I can conclude that the policy of rationalization and redeployment was strongly influenced by politics. There is evidence in this research to suggest that the new Ministry of Education seemed to have rushed the process of rationalization and redeployment in an attempt to show that it was in the process of “delivering” its pre-election promise. This was a rushed attempt at redressing imbalances created by the apartheid era. Also from this research it is quite evident that policy makers were blinded by the intentions and goals of the redeployment policy and therefore could not see the negative effects the policy would have on education as a whole.

In respect of the first research question: What impact did the contents; claims, objectives, assumptions and silences of the policy of rationalization and redeployment have on the culture of teaching and learning?, the study revealed a number of gaps, silences and ambiguities in the policy documents that were analysed. This resulted in many practical problems during the implementation phase. These practical problems resulted in a delay in the process that ultimately influenced the teaching and learning process

negatively. The frequent reversal of policy decisions indicates that the department of education employed the 'trial and error method in implementing the rationalization and redeployment policy. This provides further evidence to indicate that there was not much thought given to the implementation of the policy of rationalization and redeployment. It was merely a politically motivated policy formulated as a 'quick fix' solution to solve the problem of inequitable distribution of educators across the different race groups.

As far as the second research question is concerned: How did the implementation of the policy of rationalization and redeployment affect the culture of teaching and learning?, the research revealed that the policy affected the culture of teaching and learning negatively. It affected managers' ability to manage schools effectively. It demoralized and lowered redeployed educators moral, which rendered them unable to perform their duties effectively. It also made teaching very difficult for educators that were not redeployed. It increased class sizes and educators' workloads.

A mathematical solution of transferring x number of educators from where they were deemed to be in excess to where they were needed, based solely on pupil: educator ratios is too simplistic. This kind of a blanket approach to rationalization and redeployment undermines the intended beneficiaries i.e. the historically disadvantaged communities and schools in two ways: firstly, that redeployed educators, handicapped by the language barrier, may not be able to effectively teach African learners at primary levels where code - switching may be necessary. Secondly, the redeployed educators who have little or no knowledge of the culture and experience of learners whom they are teaching may not effectively relate lessons to the daily lives of learners and hence make outcomes based education unworkable.

The policy of rationalization and redeployment has therefore hindered the culture of teaching and learning in schools

5.2 RECOMMENDATIONS

- The policy of rationalization and redeployment should not be a political symbol but a genuine attempt to improve the quality of education in South Africa. Policy makers need to evaluate and modify the policy, taking cognisance of the implementation problems that have arisen.
- The formula for determining post-provisioning norms for schools should be revisited. It should take into consideration that the management staff of a school, teach lesser hours than a post level one educator.
- The educator: pupil ratios should be reviewed because all educators involved in this study believe that a high ratio is pedagogically unsound in the formative years of a child's schooling.
- There need to be a close cooperation and consultation between national and provincial policy developers in order to ensure effective policy planning, implementation and evaluation.
- The National and Provincial Education Departments need to address the fears, anxieties and concerns of educators in respect of rationalization and redeployment. Special efforts need to be made in reassuring educators who seem to be convinced that they will not be safe in schools to which they may be redeployed.
- In-service training should be organised regularly by the Provincial Department of Education for all educators who have difficulty teaching subjects that they have little or no experience in. Workshop's can also be conducted to assist educators who are teaching learners that are from different cultural backgrounds.

- Educator unions should consult widely with their membership to ascertain all the feelings and concerns of educators in respect of rationalization and redeployment and then go back to the drawing board to re-evaluate their position.
- Policy makers need to ensure maximum grassroots participation since educators ultimately determine the success or failure in respect of the implementation of policy.

DEFINITION OF KEY CONCEPTS.

For the purpose of clarity the following key concepts will be discussed.

Equality: deals with same, non-discrimination. Achieving equality requires ensuring that children are not excluded or discouraged from tracks that lead to better jobs. Equal access requires that status differences do not function to limit or guide admission, promotion or selection.

Equity: deals with fairness and justice. Equity would ensure that those who were more favoured in the past would receive less, while more will be given to those that were disadvantaged.

D.E.T. Schools: schools under the Department of Education and Training were schools that catered for African teachers and pupils.

H.O.A. Schools: schools under the House of Assembly were schools that catered for White teachers and pupils.

H.O.D. Schools: schools under the House of Delegates were schools that catered for Indian teachers and pupils.

H.O.R. Schools: schools under the House of Representatives were schools that catered for Coloured teachers and pupils.

Model C Schools: these schools were under the control of the ex-Natal Education Department schools.

Policy: policy is clearly a matter of the authoritative allocations of values; policies are the operational statement of values, statements of prescriptive

intent (Kogan, 1975:55) but values do not float free of their social context. We need to ask whose values are validated in policy and whose are not. Thus, “the authoritative allocation of values draws our attention to the centrality of power and control in the concept of policy” (Prunty, 1985: 136).

Post Provisioning Norms: is the allocation of educator posts to schools. The post-provisioning model determines the relative need, and priority of each school and the distribution of the total pool of available posts to the school in accordance with the relative needs and priorities.

Racism: any attitude, action or institutional structure, which subordinates a person or group because of their colour.

Rationalization: means full integration, equity and redress of personnel provisioning scales. It also means reducing the number of teachers.

Ratios: number of pupils per teacher, which is at the moment 36:1 at the primary schools.

Redeployment: means the transfer of teachers from one school to another. If need be teachers can also be transferred from one province to another. It also refers to redistribution of human resources from advantaged schools to disadvantaged schools.

Redress: correcting past inequalities in policies and practices.

Surplus: the number of educators in a school that are above the post-provisioning norm.

Voluntary Severance Package: a measure introduced to encourage teachers to leave the profession to scale down the number of teachers. It could also refer to voluntary retrenchment.

REFERENCES

Bell, J. 1993: **Doing your Research Project**: Open University Press.

Bennet, N., Glatter, R., Levacic, R (eds). 1994: **Improving Educational Management through Research and Consultancy**: London, The Open University Press.

Buckland, P. and Fielden, J. 1994: **Public Expenditure on Education in South Africa 1987/8 to 1991/2 : an analysis of the data**: Johannesburg, Centre for Education Policy Development.

Chisholm, L. and VaJly, S. 1996 : **The Culture of Learning and Teaching in Gauteng Schools**. Report of the Committee on the Culture of Learning and Teaching, Education Policy Unit, University of Witwatersrand, Johannesburg.

Christie, P. 1992 : 'From Crises to Transformation: Education in Post Apartheid South Africa,' **Australian Journal of Education. Vol 36(1) 38-52.**

Cohen, L. & Manion, L. 1980 : **Research Methods in Education** London: Croom Helm.

Crouch, L. 1997/98: **Fifteen Facts, Two Goals, and some Unlikely Stories: Dilemmas of School Funding in South Africa**. Unpublished paper, p.5

Daily News, 1999 : 28 July.

Daily News, 1999 : 23 November.

Department of Education, 1997 : **National Policy on Teacher Supply, Utilization and Development**. Pretoria.

Department of Education (KZN), HRM Circular No. 14 and 17 of 1996:
Right-sizing of the Provincial Department: Application for Voluntary Service.

Department of Education (KZN), HRM Circular No. 1 of 1998 :
Staffing of Schools and other Institutions in 1998.

Department of Education (KZN), HRM Circular No. 16 of 1998 :
Interim Management Plan to Staff Schools from April 1998.

Department of Education (KZN), HRM Circular No. 50 of 1998:
**Termination of Contracts of Temporary Educators who were
Appointed on or after 1 July 1996.**

Department of Education (KZN), HRM Circular No. 1 of 1999:
**Rationalization and Redeployment of Educators. Post Level Two
and Higher Posts and Other Related Matters.**

Department of Education (KZN), HRM Circular No. 3 of 1999:
**Rationalization and Redeployment of Educators in Post Level Two
and Higher Posts and Other Related Matters.**

Department of Education (KZN), HRM Circular No. 10 of 1999:
Rationalization and Redeployment.

Department of Education (KZN), Resolution 3 of 1996: **Right-Sizing
and Redeployment of Educators.**

Department of Education (KZN), Resolution 6 of 1998: **Procedures for Rationalization and Redeployment of Educators.**

Edupol 1993 : **Teachers Salaries in South Africa: A Policy Perspective.** Johannesburg, The Urban Foundation.

Financial Mail, 1997 : 2 February.

Financial Mail, 1997 : 14 February.

Francine de Clergy. 1997: **Policy evaluation and power shifts: an evaluation of South Africa's education restructuring policies.** Education Policy, Vol. 12

Garson, P. 1997 : 'New Ties, New Challenges, Labour Relations in the Education Sector', **South African Labour Bulletin, Vol. 21 (3).**

Hitchcock, G. and Hughes, D. 1995 : **Research and the Teacher: A Qualitative Introduction to School Based Research.** London, Routledge"

Jansen, J. D. 1994: **Policy as Slogans:** A Critical Review of the Proposals for and Training in the Reconstruction and Development Programme. COMET Course pack, Module 4.

Jansen, J. D. 1998: **Why Education Policies Fail,** Faculty of Education – University of Durban Westville.

Jansen, J. D. 1998: **How Policy Creates Inequality**, University of Durban Westville, paper presented at CHRI/IDSA Symposium, Cape Town.

Jansen, J. D. 1998: **Does Class Size Matter? Contribution of Policy to the Education Crisis in Developing Countries**. Paper presented at the International conference on Teacher Education, , University of Durban Westville, 20 – 22 July.

Knapp, M 1997: “Between Systemic Reforms ...” **Review of Educational Research. Vol. 67, No. 2, p. 234.**

Mather, G: The Education Atlas of South Africa, **South African Geographical Journal, Vol. 78.**

Motala, S. 1997: From Policy to Implementation: Ongoing challenges and constraints. Quarterly Review of Education and Training in South Africa, Vol. 5.

Myburgh, J. 1997: **Grove Primary’s Heroic Stand**. Finance Week, Vol. 74

Post Natal, 1998: 16 – 19 December.

Public Service and Administration Department, 1997: **Provincial Review Report**, Pretoria.

Samoff, J. 1996: **Frameworks. South African Education and Training Policy Documents, 1994 -1996**. Prepared for Macro-Education Policy Unit, University of Durban Westville.

Singh, C 1997: **Primary School Teachers' Perceptions on Right-sizing and Teacher Redeployment**. Research report submitted in partial fulfilment of the requirements for the Masters of Education Degree, University of Durban Westville.

Skinner, K. 1997: Blocking Transformation. **South African Labour Bulletin, Vol. 21**

Skinner, K. 1997: Sadtu Fights Retrenchments. **South African Labour Bulletin, Vol. 21**

Smith, D.M. 1992: **Redistribution of Apartheid: Who gets what, where in the new South Africa**. Area, Vol. 24

Sunday Times, 1999: 1 August.

Sunday Times, 1999: 8 August.

Sunday Tribune, 1999: 2 May.

The Teacher, 1996: 3 June.

The Teacher, 1997: 2 July

The Teacher, 1998: 3 August

The Teacher, 1999: 4 April

The Teacher, 2001: 4 June

The Teacher, 2003: 4 August

QUESTIONNAIRE

Dear Sir / Madam:

RE: RESEARCH PROJECT. THE AFFECTS OF RATIONALIZATION AND REDEPLOYMENT ON THE CULTURE OF TEACHING AND LEARNING.

I am a M. Ed student specializing in Education Management at the University of Kwa-Zulu Natal. I am currently conducting research on the affects of the R&R policies on the culture of teaching and learning at primary schools.

I am hopeful that the research will help to inform and guide policy makers in formulating policies on teacher employment and redeployment.

Some of the questions require a brief explanation. If you do not want to respond to any question please do not feel obliged to. The information that you provide will be treated with total confidentiality and used for research purpose only.

I realise your time is very precious, but I humbly appeal to you to be so kind as to complete the attached questionnaire.

Thank you for your assistance.



NERESH BHARATH

QUESTIONNAIRE: MANAGEMENT**PLEASE PLACE A CROSS (x) IN THE APPROPRIATE BOX.****BASED ON YOUR EXPERIENCE:**

1. Rationalization and Redeployment (R&R) has interrupted the school's curriculum and planning.

Strongly agree	agree	Not sure	disagree	strongly disagree

2. R&R has made managing my school very difficult.

Strongly agree	agree	Not sure	disagree	strongly disagree

3. The R&R process has negatively influenced the implementation of the curriculum.

Strongly agree	agree	Not sure	disagree	strongly disagree

4. Due to teachers being redeployed the timetabling process and the implementation there-of was made difficult.

Strongly agree	agree	Not sure	disagree	strongly disagree

- 4.1 Some classes were left without teachers.

Strongly agree	agree	Not sure	disagree	strongly disagree

4.2 Teachers were given extra workloads.

Strongly agree	agree	Not sure	disagree	strongly disagree

5. The R&R process has led to tensions amongst the staff as they were not sure who would be next on the redeployment list.

Strongly agree	agree	Not sure	disagree	strongly disagree

6. Redeployment has led to job insecurities amongst staff.

Strongly agree	agree	Not sure	disagree	strongly disagree

7. Due to the R&R process my teaching/management load has now increased.

Strongly agree	agree	Not sure	disagree	strongly disagree

8. Due to the R&R process I now have less time to perform my supervisory management functions.

Strongly agree	agree	Not sure	disagree	strongly disagree

9. As a result of R&R I am now supervising subjects that I have little or no experience in.

Strongly agree	agree	Not sure	disagree	strongly disagree

10. Due to R&R teachers are demoralized and unwilling to take on extra tasks.

Strongly agree	agree	Not sure	disagree	strongly disagree

11. In my opinion R&R is partly responsible for the drop in the standard of education.

Strongly agree	agree	Not sure	disagree	strongly disagree

12. As a result of R&R, extra curricular activities at my school have reduced.

Strongly agree	agree	Not sure	disagree	strongly disagree

13. R&R has made the implementation of Outcomes Based Education difficult.

Strongly agree	agree	Not sure	disagree	strongly disagree

14. Due to R&R there is less time for staff to engage in staff development programs.

Strongly agree	agree	Not sure	disagree	strongly disagree

15. R&R has eventually improved the quality of teaching and learning.

Strongly agree	agree	Not sure	disagree	strongly disagree

16. R&R has helped to get rid of old, tired educators who were not willing to take on extra duties.

Strongly agree	agree	Not sure	disagree	strongly disagree

17. R&R was used as a means of getting rid of educators, not wanted by the principal.

Strongly agree	agree	Not sure	disagree	strongly disagree

18. What were the main difficulties and obstacles, which you encountered when you implemented the HRM circulars on rationalization and redeployment?

19. How did the Department's policy of rationalization and redeployment impact on your capacity to manage the school?

QUESTIONNAIRE

Dear Sir / Madam:

**RE: RESEARCH PROJECT. THE AFFECTS OF RATIONALIZATION
AND REDEPLOYMENT ON THE CULTURE OF TEACHING AND
LEARNING.**

I am a M. Ed student specializing in Education Management at the University of Kwa-Zulu Natal. I am currently conducting research on the affects of the R&R policies on the culture of teaching and learning at primary schools.

I am hopeful that the research will help to inform and guide policy makers in formulating policies on teacher employment and redeployment.

Some of the questions require a brief explanation. If you do not want to respond to any question please do not feel obliged to. The information that you provide will be treated with total confidentiality and used for research purpose only.

I realise your time is very precious, but I humbly appeal to you to be so kind as to complete the attached questionnaire.

Thank you for your assistance.



NERESH BHARATH

QUESTIONNAIRE: REDEPLOYED EDUCATORS

PLACE A CROSS IN THE APPROPRIATE BLOCK.

BASED ON YOUR EXPERIENCE:

1. The process that identified me in excess was a fair process.

Strongly agree	agree	Not sure	disagree	strongly disagree

2. I was consulted in the process that identified me in excess.

Strongly agree	agree	Not sure	disagree	strongly disagree

3. R&R was used as a means of getting rid of teachers not wanted by the principal.

Strongly agree	agree	Not sure	disagree	strongly disagree

4. Decisions about excess educators were made by:

School management team	
School governing body	
Principal alone	
Committee elected by staff	
Entire staff	
Other	

5. It was a difficult process finding a school to be redeployed to.

Strongly agree	agree	Not sure	disagree	strongly disagree

6. I was given a choice of schools to be redeployed to.

Strongly agree	agree	Not sure	disagree	strongly disagree

7. The average class size at my previous school was:

Below 25			41 - 45	
26 - 30			46 - 50	
31 - 35			51 - 55	
36 - 40			Above 56	

8. The average class size at my present school is:

Below 25			41 - 45	
26 - 30			46 - 50	
31 - 35			51 - 55	
36 - 40			Above 56	

9. My workload has increased as compared to my previous school.

Strongly agree	agree	Not sure	disagree	strongly disagree

10. I could adapt easily to the learners in my new school.

Strongly agree	agree	Not sure	disagree	strongly disagree

- ✓ 11. At my new school I had to teach subjects that I had little or no experience in.

Strongly agree	agree	Not sure	disagree	strongly disagree

- ✓ 12. During the rationalization and redeployment process I was demoralized and unable to perform my duties to the best of my ability.

Strongly agree	agree	Not sure	disagree	strongly disagree

- ✓ 13. At my new school my teaching was made difficult due to the learners being from different racial and cultural backgrounds.

Strongly agree	agree	Not sure	disagree	strongly disagree

14. Rationalization and redeployment has led to tensions amongst the staff.

Strongly agree	agree	Not sure	disagree	strongly disagree

15. Redeployment has led to job insecurities amongst teachers.

Strongly agree	agree	Not sure	disagree	strongly disagree

- ✓ 16. Due to large class sizes individual attention given to pupils has become almost impossible.

Strongly agree	agree	Not sure	disagree	strongly disagree

- ✓ 17. In my opinion R&R is partly responsible for the drop in the standard of education.

Strongly agree	agree	Not sure	disagree	strongly disagree

- ✓ 18. R&R has made the implementation of Outcomes Based Education difficult.

Strongly agree	agree	Not sure	disagree	strongly disagree

- ✓ 19. Redeployment has led to building a strong professional core of teachers.

Strongly agree	agree	Not sure	disagree	strongly disagree

20. Redeployment has resulted in learners being exposed to educators from the different racial and cultural backgrounds.

Strongly agree	agree	Not sure	disagree	strongly disagree

21. Redeployment will create a core of committed and motivated teachers.

Strongly agree	agree	Not sure	disagree	strongly disagree

✓ 22. What were some of the problems you experienced as a redeployed teacher?

23. Do you think the other teachers who were not on the redeployment list were affected by the policy of R&R.

yes		no	
-----	--	----	--

If yes briefly explain how.



QUESTIONNAIRE

Dear Sir / Madam:

RE: RESEARCH PROJECT. THE AFFECTS OF RATIONALIZATION AND REDEPLOYMENT ON THE CULTURE OF TEACHING AND LEARNING.

I am a M. Ed student specializing in Education Management at the University of Kwa-Zulu Natal. I am currently conducting research on the affects of the R&R policies on the culture of teaching and learning at primary schools.

I am hopeful that the research will help to inform and guide policy makers in formulating policies on teacher employment and redeployment.

Some of the questions require a brief explanation. If you do not want to respond to any question please do not feel obliged to. The information that you provide will be treated with total confidentiality and used for research purpose only.

I realise your time is very precious, but I humbly appeal to you to be so kind as to complete the attached questionnaire.

Thank you for your assistance.



NERESH BHARATH

QUESTIONNAIRE: LEVEL ONE EDUCATOR NOT REDEPLOYED.PLACE A CROSS IN THE APPROPRIATE BLOCK.BASED ON YOUR EXPERIENCE

1. BECAUSE OF R&R I WAS MADE TO TEACH A CLASS OF:

Below 25			41 - 45	
26 - 30			46 - 50	
31 - 35			51 - 55	
36 - 40			Above 56	

2. R&R HAS MADE IT DIFFICULT FOR ME TO COPE WITH CLASS SIZES.

Strongly agree	agree	Not sure	disagree	strongly disagree

3. R&R HAS LED TO TENSIONS AMONGST THE STAFF.

Strongly agree	agree	Not sure	disagree	strongly disagree

4. REDEPLOYMENT HAS LED TO JOB INSECURITIES AMONG THE STAFF.

Strongly agree	agree	Not sure	disagree	strongly disagree

10. DUE TO TEACHERS MOVING TO OTHER SCHOOLS I AM NOW TEACHING SUBJECTS THAT I HAVE LITTLE OR NO EXPERIENCE IN.

Strongly agree	agree	Not sure	disagree	strongly disagree

11. AS A RESULT OF R&R THE EXTRA CURRICULAR ACTIVITIES AT MY SCHOOL HAS REDUCED.

Strongly agree	agree	Not sure	disagree	strongly disagree

12. R&R HAS MADE THE IMPLEMENTATION OF OUTCOMES BASED EDUCATION DIFFICULT.

Strongly agree	agree	Not sure	disagree	strongly disagree

13. REDEPLOYMENT HAS LED TO BUILDING A STRONG PROFESSIONAL CORE OF TEACHERS.

Strongly agree	agree	Not sure	disagree	strongly disagree

14. REDEPLOYMENT HAS RESULTED IN LEARNERS BEING EXPOSED TO EDUCATORS FROM THE DIFFERENT RACIAL AND CULTURAL BACKGROUNDS.

Strongly agree	agree	Not sure	disagree	strongly disagree

19. How do you think the process of R&R has affected the teachers on the redeployment list?
