The DE LANGE REPORT: 10 years on

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HSRC Education Research Programme
Published titles

1. The computer in education and training. 1983. Five reports. (Also available in Afrikaans.)

2. The use of radio and television in education and training. 1984. (Also available in Afrikaans.)

3. HSRC/NTB Investigation into the training of artisans in the RSA. 1985. (Also available in Afrikaans.)

4. Education for gifted pupils. 1988. (Also available in Afrikaans.)

5. Data base for educational and training programmes in rural areas. 1986.

6. The role of language in black education. 1986.

7. Afrikatale in blanke primêre skole. 1986.

8. Copyright and education and training in the RSA. 1987. (Also available in Afrikaans.)

9. Distance teaching in education and training in the RSA. 1987. (Also available in Afrikaans.)

10. Education for the black disabled. 1987. (Also available in Afrikaans.)

11. Onderwys aan leerlinge binne nie-formele onderwysverband. 1989.

12. Akkreditering in die RSA. 1988.

13. HSRC/NTB Investigation into skills training in the RSA. 1989. (Also available in Afrikaans.) Executive summary. (Bilingual.)

14. HSRC/NTB enquiry: Training and placement of the disabled person. 1989. (Also available in Afrikaans.) Executive summary. (Bilingual.)

15. Politics and education. 1991. (Bilingual collective work.)

16. Educational development in South Africa: a national opinion survey. 1990. (Also available in Afrikaans.)

17. An empirical investigation into the teaching of History in the RSA. 1991.

18. Education for a changing South African society. 1990. (Also available in Afrikaans.)

19. NTB/HSRC Investigation into a national training strategy for the RSA. 1991. (Also available in Afrikaans.) Executive summary. (Bilingual.)

20. NTB/HSRC Investigation into the training of computer experts and computer literates in the RSA. 1991. (Bilingual.) Executive summary. (Bilingual.)

21. Education: The public opinion. 1991. (Also available in Afrikaans.)

The De Lange report:

ten years on

An investigation into the extent of the implementation
of recommendations of the 1981 HSRC Investigation
into Education

C. van Zyl
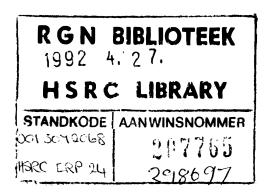
The HSRC Education Research Programme co-ordinates and undertakes research on matters pertaining to education and training, initiated or supported by the Main Committee of this programme.

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Foreword

In July 1981, the President of the HSRC submitted the report of the HSRC Main Committee of the Investigation into Education to the Prime Minister and members of the Cabinet of the Republic of South Africa. When submitting the report, the President of the HSRC also expressed the hope that the report and the recommendations contained in it would provide a useful basis for future decision making on education. The 1981 investigation was therefore not a theoretical exercise; the problems that had to be addressed were real and the challenge implicit in the Cabinet request was that workable solutions had to be proposed. The recommendations put forward in the 1981 report were aimed at implementation and at educational renewal.

The research leading to the publication of the present report, aimed at establishing the extent to which the 1981 recommendations were implemented, was commissioned by the Main Committee of the HSRC Education Research Programme. It was felt that much could be learned about the nature of research implemention and the perceived value of research by means of such a case study. The results of this study subscribe to much that could have been expected - that educational innovation is not achieved overnight; that the context in which recommendations are made and to be implemented influences the manner in which they are utilized by decision makers; that recommendations that are based on undeniable facts are not necessarily outdated after a period of time has elapsed.

It is hoped that this report will be of value to decision makers, researchers and clients of the educational system, to help them understand the intricaties of a system of educational provision for the whole of South Africa, and the difficult task of working towards a just and justifyable system of educational provision for all the inhabitants of our country.

Prof. JP de Lange
Chairman: Main Committee
HSRC Investigation into Education — 1981
HSRC Education Research Programme — 1991

Preface

Research into the implementation of recommendations concerning educational provision is not a simple task. Especially in a time of change, information on the extent of implementation is continuously changing, and it is not always possible to tell which changes came about as a result of recommendations being accepted and implemented, and which changes were the result of other forms of evolutionary change. Depending on the subjective frame of reference held by the researcher or the reader, differing interpretations may also be attached to the set of facts selected to follow up the extent to which a particular recommendation has, or has not, been implemented.

The scope and depth of the recommendations put forward in the HSRC report on the provision of education in the RSA were of great magnitude. The levels of education and the range of sectors providing education on which the recommendations have a bearing are also very wide and diverse. Many of the recommendations put forward in the 1981 Report were aimed at structural changes in the system of educational provision that was functioning at the time of the Investigation into Education. Other recommendations were aimed at changes in and improvements to the diverse range of processes and products, in use in various sections and at different levels of the educational system.

It should therefore be stressed that the complete range of recommendations put forward in the report of the Main Committee, can not be dealt with in sufficient detail in a report such as this. The solution to this problem seems to lie in the *modus operandi* proposed by the Main Committee in its report, namely to "concentrate on broad issues" (1981a : 6), and "to aim the investigation at the macro- level of education". The focus of this report will be placed on obvious "structural" changes as reflected in legislation on educational matters and on information obtained from official documents such as the annual reports of education departments.

With regard to this report, a literature study will provide the means to discover trends in educational innovation in the formal South African education system over the last decade. With the recommendations contained in the report of the Main Committee of the HSRC Investigation into education (1981a) as basic frame of reference, the subsequent reactions contained in the

Government Interim Memorandum (1981), the advice of the interim Education Working Party (1982, released in 1983) as well as the Government White Paper on the provision of education in the Republic of South Africa (1983) will be discussed. Relevant legislation on educational matters, in many cases published or amended following the publication of the White Paper will also be analyzed with reference to each set of recommendations in question. Where possible or applicable, other sources such as official documents, press releases, information on completed research, speeches in Parliament and newspaper reports that have a bearing on the recommendations in question, will also be consulted. The contents of the 1991 discussion document of the CHED investigation into an education renewal strategy - which bear a resemblance to the recommendations put forward in 1981 - represent the most recent developments referred to in this report.

In the course of this investigation, various drafts of the report were submitted to the Main Committee of the HSRC Education Research Programme, who also commissioned the research. Comments of various members of the Main Committee aided the researcher in obtaining a firmer grasp over the information discussed in the report. Special thanks are due to Drr SWH Engelbrecht and FJ Nieuwenhuis for their feedback in the course of the research.

It is hoped that some benefit may come from the research in the sense that a framework may be established to aid future reference and reporting. Future changes and developments in the provision of education may also be incorporated in the structure of this report, making it possible to monitor the extent to which recommendations have been implemented on a continuous basis.

Ekserp

Die 1981-verslag van die Hoofkomitee van die RGN- Onderwysondersoek, *Onderwysvoorsiening in die RSA,* bevat aanbevelings wat gerig was op 'n meer regverdige onderwysbedeling in die RSA. Die onderhawige ondersoek is daarop gerig om na te gaan in welke mate die aanbevelings van die 1981-verslag in die daaropvolgende dekade geïmplementeer is. Die aanbevelings oor onderwysbeginsels, onderwysbestuur, onderwysstruktuur, ondersteunende onderwyskundige strukture en onderwysprogramme is aan die hand van 'n literatuuroorsig opgevolg. Amptelike beleidsdokumente, wetgewing, jaarverslae van staatsdepartemente, en ander bronne is geraadpleeg om die implementeringsverloop in die formele onderwysstelsel na te gaan. Daar is gevind dat nuwe wetgewing die implementering van aanbevelings oor onderwysbeginsels en onderwysbestuur wel moontlik gemaak het, maar binne 'n voorafbepaalde politieke bedeling. Die RGN-aanbevelings oor ander aspekte is verskillend hanteer deur verskillende onderwysdepartemente. Nuwe verwikkelinge op die politieke front veroorsaak dat daar ook opnuut na onderwysvoorsiening gekyk word. Onderwysamptenare en -beplanners skyn tans ten gunste te wees van onderwysvernuwing wat baie van die 1981-aanbevelings reflekteer. Verdere implementering hang ook af van die wisselwerking tussen politieke, ekonomiese en sosiale faktore.

Abstract

Recommendations aimed at a more just educational dispensation in the RSA were put forward in the report of the Main Committee of the 1981 HSRC Investigation into Education, *Provision of Education in the RSA*. This follow-up investigation considers the extent to which the recommendations put forward in 1981 have since been implemented. The HSRC recommendations on the principles, management structure, educational structure, supportive structures and programmes for educational provision was followed up with regard to the formal education sector, and by means of a literature study. Official policy documents, legislation, annual reports of government departments and other sources were consulted. It was found that new legislation enabled the implementation of the recommendations on educational principles and management - but in a predetermined political dispensation. Different education departments handled the HSRC recommendations on other aspects in different ways. A new look at issues surrounding educational provision was necessitated by the advent of a new political dispensation, and much of the 1981 recommendations seemed to be reflected in the official proposals for educational renewal recently put forward by educational planners and executive officers. Further implementation would also depend on the interaction between political, economic and social factors.

Part 1

Orientation

1
Introduction

I am very aware of the hope entertained in many hearts that the Investigation will contribute to a dispensation that will provide the rightful educational opportunities for every learner in the RSA, thereby helping to ensure a meaningful and prosperous future for the RSA and all its people. The direction of education towards this end is the responsibility of the policymaker and the educator.

JP de Lange
Chairman: HSRC Investigation into Education in the RSA
(Preface: HSRC 1981a)

The implementation of research findings is a problem area currently receiving more attention in the practice of scientific research. The following points can be mentioned in this regard:

- Conducting research and making recommendations are actions with social ramifications. The costs involved in conducting research as well as the expectations raised when recommendations are made known, should not be ignored. The credibility of a research effort such as the 1981 HSRC Investigation into Education and also of the authorities requesting the research, will depend very much on the progress in the field of educational provision that is perceived by those people whose hopes had been raised (Psacharopoulos 1989:190).

- Scientific research findings should be made available to a wider public that may scrutinize and criticize these findings especially if

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the implementation of research findings will also affect the wider public.

- The practical implementation of recommendations based on research findings may offer a good testing ground for recommendations often made in theory only.

- Researchers and research bodies often see their commitment to a specific project to end with the publication of a report. Research findings and recommendations that are published are at the most guidelines to facilitate the decision-making process, and should never be confused with policy decisions (cf. Garbers 1986:5-6, Pauw 1981:4). It is however becoming very clear that responsible research-based decisions are best made if researchers can involve and accompany decision makers in the research, decision-making and implementation processes (cf. HSRC 1981o:131-136; Garbers, Muller & Van Zyl 1988:13).

- In the field of education, notoriously slow in adapting to change (Latham 1988:41), it cannot be taken for granted that proposed innovations will in fact be implemented in practice, even if commitments are made and legislation passed in this regard. If one takes into account that meaningful changes in an educational system would also entail "changes in overall social, economic and political relationships that characterize the polity" (Levin 1976 as quoted by Chen & Brovey 1985:3), the complexity of research into the implementation of recommendations, is underlined.

It is therefore not inappropriate that an investigation of this kind should be conducted, namely into the extent to which recommendations contained in the report of the 1981 HSRC Investigation into Education have influenced subsequent decision-making and policy implementation.

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Placing the 1981 investigation in context

In June 1980 the Cabinet requested the Human Sciences Research Council to conduct an in-depth investigation into all facets of education in the RSA. The request to the HSRC read as follows:

> Your Council, in co-operation with all interested parties, must conduct a scientific and co-ordinated investigation and within 12 months make recommendations to the Cabinet on:

> (a) guiding principles for a feasible education policy in the RSA in order to

>> (i)   allow for the realization of the inhabitants' potential,

>> (ii)   promote economic growth in the RSA, and

>> (iii) improve the quality of life of all the inhabitants of the country

> (b) the organization and control structure and financing of education

> (c) machinery for consultation and decision-making in education

> (d) an education infrastructure to provide for the manpower requirements of the RSA and the self-realization of its inhabitants, and

(e) a programme for making available education of the same quality for all population groups.

The investigation must be conducted in the light of, among other things, the present education situation, the population composition in South African society and the means that can be made available for education in the national economy. The investigation must cover all levels of education, i.e. pre-primary, primary, secondary and tertiary. (HSRC 1981a:1)

2.1 Background

The provision of education may be described as an issue affecting _ and affected by — political, ideological, economic, social and personal decision-making. Moreover, education in itself is fraught with often differing expectations of different interest groups. No wonder that educational provision in South Africa has become the subject of intense debate and even conflict in a fragmented society.

The HSRC Investigation into Education, commissioned in 1980 and completed in 1981, may be described as originating from widespread conflict and controversy surrounding education in South Africa at that time. The following may be mentioned as problems giving rise to what has popularly been described as "the education crisis" in the Republic of South Africa:

- Unrest and upheavals, triggered by political and ideological differences and expectations, were apparent in black and coloured education.

- A period of economic prosperity led to the creation of many job opportunities in commerce and industry, resulting in

  - trained teachers leaving their profession for more lucrative positions in other sectors

  - a severe shortage of adequately trained manpower in many sectors of the economy.

- The educational system consisted of various departments of education created for different groups of users, but without

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adequate channels of communication and a basis for comparison between the different education authorities.

- There was also a need for communication channels between the providers of education (authorities) and the users of education. Users of education that did not have access to educational management by means of suffrage or direct representation were the most acutely affected by this lack of communication (Garbers 1986:1; Hartshorne 1982:6; HSRC 1981e:22; Taylor 1987:65-87).

The decade of the seventies should also be seen in a wider or international context, namely as a decade during which neighbouring states such as Angola and Mozambique gained independence, a hitherto unthought of oil crisis developed and the international isolation of the Republic of South Africa started to gain momentum. During this period it became clear that the existing "constitutional structure and distribution of power" (Taylor 1987:87) would have to be reassessed and "alternative paradigms" (*ibid.*) sought. Deliberations on the nature of a possible new Constitution for the Republic of South Africa (eventually implemented in 1984) were already taking place (cf. HSRC 1981a:194), indicating that the HSRC Investigation into Education may also be seen as part of a much larger process of change both nationally and internationally.

2.2 The investigation

In accordance with the South African Plan for Research in the Human Sciences (SAPRHS) (HSRC 1980), the investigation into education was accommodated within the research infrastructure of the Human Sciences Research Council (HSRC), but carried out under the auspices of a Main Committee. Members of this Main Committee were chosen to represent researchers, academics and decision makers concerned with the specific problem area being investigated. The leader of the investigation into education was Prof. JP de Lange and the Main Committee comprised 26 members appointed in their personal capacity and on the basis of their expertise in a particular research area (Garbers 1986:1-2, 8-10; HSRC 1980:12-15; HSRC 1981a:2; Taylor 1987:105-106, 112-113).

The investigation was characterized by a sense of urgency because of the time limit imposed in the original Cabinet request and also because

of the sociopolitical circumstances which preceded and accompanied the investigation (HSRC 1981a:preface; Taylor 1987:65-87, 122-124).

The approach to the investigation, as explained in the Report of the Main Committee, would be pragmatic in the sense that the most pressing problem areas would be given priority, that the investigation would be aimed at the "macro-level" of education and that participation, delegation, co-operation, consultation, innovation and arriving at consensus would be the *modus operandi* (HSRC 1981a:2, 5; Taylor 1987:121, 169-173).

2.3 The report

(a) Historical perspective

The report of the Main Committee, comprising 221 pages and incorporating the work of the 18 work committees and some 1 300 persons directly or indirectly involved in the investigation (HSRC 1981a:8), was handed to the Minister of National Education on 30 July 1981. The supporting reports of the work committees were also presented to the minister on the same date. The report of the Main Committee was tabled in Parliament on 8 October 1981, some ten weeks after the report was presented to the Minister of National Education (Taylor 1987:198-199, 207-208, 306).

The HSRC report (popularly referred to as the "De Lange Report", after the chairman of the Main Committee) was the subject of discussion and debate in the popular press both during the investigation and after publication of the report. This may be ascribed to the expectations and apprehension of many people involved with education, but also to the fact that the investigation itself was planned and executed with due attention paid to issues surrounding implementation and innovational strategies, including the establishment of a variety of communication links with different groups of users of education in the processes of research and dissemination. Popular reporting on the report, and even the initial reaction of Government in its Interim Memorandum, tended to overemphasize recommendations related to the management structure of education − recommendations with undeniable political implications (Garbers 1986:10-11, 17-19).

(b) Reports of the work committees and the Report of the Main Committee

In the first chapter of the Report of the Main Committee it is mentioned that the research for the HSRC Investigation into Education was operationalized in such a way that 18 interdependent work committees, each chaired by a member of the Main Committee, were established. Each work committee was appointed to address a specific area of concern in the investigation. A report containing the findings of the research undertaken by each work committee and subcommittees of the work committee was made available to the Main Committee for incorporation in the final report. Eighteen reports of work committees were thus prepared and incorporated in the final report. It should be noted that only the report of the Main Committee was endorsed by all members of the Main Committee and by the HSRC (HSRC 1981a: foreword addressed to the President of the HSRC, 5-7; Taylor 1987:207-208, 230).

(c) Résumé of the Report of the Main Committee

The report, titled *Provision of Education in the RSA*, comprises five chapters. The **first chapter** contains background information regarding the investigation, the **second chapter** deals with the set of eleven principles for the provision of education in the RSA that were identified as "guidelines that should form the basis of the system of providing education" (HSRC 1981a:11), the **third chapter** sets out problems in respect of the provision of education in the RSA while the **fourth chapter** is devoted to possible solutions to these problems, namely to "recommendations for a future system for the provision of education for the RSA" (HSRC 1981a:91). The **fifth chapter** of the report operationalizes the recommendations contained in the previous chapter in the form of (*inter alia*) "proposed policy guidelines" (*ibid.*:212) and "recommendations on priorities" (*ibid.*:214).

(d) An overview of the recommendations in the report

The HSRC Main Committee arranged its recommendations in terms of the following constituent structures in a system for the provision of education (HSRC 1981a:91):

- the educational structure
- the structure for support services
- the physical structure
- the training structure
- the structure for financing
- the control and administrative or management structure.

Detailed recommendations on each of the above constituent structures were put forward in the 1981 report. Recommendations on the **educational structure** include reference to different phases in the educational system, proposed inlet and outlet points, differentiation, and mechanisms to facilitate vertical and horizontal flow of learners. Recommendations relevant to educational programmes within the educational structure were also put forward. These include recommendations on the teaching of Mathematics and science subjects, the teaching of languages, the promotion of preparatory career education, and special provision made for children with special educational needs. Proposals relevant to the **structure for support services** include recommendations on curriculum services, guidance services, educational technology services, and school health services. Recommendations on the recruitment, training and service conditions of teachers constitute the HSRC recommendations on a **training structure. The structure for financing** is addressed in recommendations on the financing of education,the **physical structure** in recommendations on the provision of grounds, buildings and transportation, and the HSRC recommendations on the management of education in the RSA were aimed at improving the existing educational **control and administrative or management structure.**

2.4 Reaction to the report

(a) First reaction from Government: The Interim Memorandum

The tabling of the HSRC report in Parliament was accompanied by the first formal response of Government to the report, in the form of a bilingual memorandum, titled (in English) *Interim memorandum on the report of the Human Sciences Research Council on the inquiry into the provision of education in the RSA* (South Africa 1981). This memorandum immediately placed the recommendations in the political arena

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(Garbers 1986:2, 10-11; Taylor 1987:306; Van der Ross (quoted by Taylor 1987:314)).

In the four-page Interim Memorandum the Government reacts to the HSRC report in the form of "provisional comments" (South Africa 1981:1). Five main points are numbered and discussed. **Firstly**, general comments are given on the magnitude and the importance of the task completed. In the **second place**, Government states that many positive recommendations were made and that the 11 principles for the provision of education set out in the report of the Main Committee (HSRC 1981a:14-16, South Africa 1981:2) are accepted in principle by Government. The **third** point made in the memorandum, however, is that not all of the recommendations contained in the report are unquestionably acceptable to Government − in fact,

> **(a)ll decisions taken in terms of the recommendations in the Report will have to take due account of, and fit in with, the constitutional framework within which they are to be implemented** (South Africa 1981:3).

The **fourth** main point made in the memorandum is that no final decisions on the implementation of recommendations will be made by Government before interested parties have had the opportunity to submit their comments, although the recommendations and comments will have to fit in with the policy guidelines set out by Government. In the **fifth** paragraph, details on the establishment of an Interim Education Working Party that would consider the comments and the recommendations for possible implementation, were announced.

Although the Government was criticized for placing political restrictions on the manner in which recommendations could be interpreted, it may be pointed out that there was a certain openness in publishing the report in full, writing the eleven principles for educational provision into the Interim Memorandum, and inviting comments from the users of education. Also, the manner in which the recommendations of the HSRC report were to be followed up, indicated that future education planning and decision-making would take place in a more co-ordinated manner − at a central level, with one Minister and Department of Education responsible for co-ordinated consideration (Taylor 1987:307, 310).

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(b) Reaction from other interested parties

The release of the HSRC report and the Government Interim Memorandum led to immediate and also ongoing reaction in Parliament and in the press. Comments from 221 organizations and individuals — some prepared after national congresses — were submitted to the Interim Education Working Party by March 31, 1982 (Garbers 1986:21; Taylor 1987:298; 310-394; Departement van Nasionale Opvoeding 1983:ii).

(c) The Interim Education Working Party (IEWP)

In its Interim Memorandum, Government undertook not to make final decisions on the recommendations of the HSRC report without (a) giving the opportunity to interested parties to comment on the recommendations and (b) having the opportunity of considering the HSRC's recommendations and the comments carefully (cf. South Africa 1981:3-4; South Africa 1983:1). The Interim Education Working Party (IEWP), consisting of 19 members (8 of whom had served on the Main Committee of the HSRC Investigation into Education), and chaired by Prof. De Lange (who had also chaired the HSRC Main Committee), was appointed to assist Government in this task. Continuity was facilitated by the appointment of members of the Main Committee to the IEWP. The manner in which this task was completed is described in the report of the IEWP, which was handed to the Ministers of National Education, of Internal Affairs and of Education and Training (DNO 1983:ii-iv) in November 1982. This report was released to the public in November 1983 with the publication of the Government White Paper on education. The IEWP report contains a brief summary of the comments received on the HSRC report, as well as recommendations of the IEWP on the interpretation and possible implementation of the recommendations in the HSRC report.

The appointment of the IEWP was already a controversial matter. To some, the IEWP was the embodiment of the proposed Interim Council for Education, which was to advise on the consideration and implementation of the HSRC recommendations (cf. HSRC 1981a:215). To others, the composition of this IEWP, "with most members ... inextricably bound up in the present system of Educational

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provision" (Statement in response, see Taylor 1987:446) was unacceptable, especially if compared to its recommended composition in the HSRC report (HSRC 1981a:215, 197). Another viewpoint was that the people appointed in the IEWP were also the people who would eventually have to implement recommendations and live with government decisions in this regard and that it only was to be regretted that the persons "bound up in the existing system of educational provision" were not always perceived to be legitimate representatives of the people they served, and that they also did not all have part in the investigation which paved the way for new insights based on undeniable facts. It should also be pointed out that while the HSRC report — a product of discussion and consensus — does not contain any minority viewpoints, the report of the IEWP does contain a number of differing viewpoints that could not be accommodated in the recommendations of the IEWP. This illustrates a key problem which will repeatedly arise in this follow-up report — the problem of interpretation, operationalization and implementation of recommendations within the sociopolitical context of diversity and change in South Africa.

(d) The Government White Paper

On 23 November 1983, the Minister of National Education submitted a White Paper on the provision of education in the Republic of South Africa to Parliament (South Africa 1983). In this White Paper, the decisions and the views of the 1983 Government are spelled out regarding most of the recommendations contained in the HSRC report. As stated in the Interim Memorandum (1981) and in the White Paper (1983), these decisions were taken after considering the recommendations in the HSRC report, the comments received as well as the advice of the Interim Education Working Party.

(e) Legislation

Legislation concerning the decisions announced in the White Paper, was passed in 1984 (National Policy for General Education Affairs Act, No. 76 of 1984). This "general affairs" Act — in line with the 1983 RSA Constitution Act (Act 110 of 1983) — provides the framework within

which all legislation on educational matters has to function. Various other acts governing educational matters were amended, or passed for the first time, in the period following 1984. The contents of Act 76 of 1984, as well as other relevant legislation will be discussed in more detail in Part 2 of this report.

(f) Further investigations

In May 1990 the Minister of National Education announced that an investigation leading to the development of an Education Renewal Strategy (ERS) for education in South Africa was to take place (DNE 1990; CHED 1991:1). This investigation, done under the auspices of the Committee of Heads of Education Departments (CHED), addressed the same problems as identified in the 1981 HSRC investigation as well as in the 1987 CUP investigation into macro-aspects of the university (CUP 1987). This 1990-1991 investigation was undertaken in the wake of profound changes taking place in the political and constitutional field, and the persons directly responsible for this investigation were officials in the different education departments − which meant that those responsible for formulating recommendations would also be involved with their implementation. Many of the recommendations of the 1981 report were "rediscovered" in the 1991 discussion document, and in that sense the ERS document serves as an illustration of the long path to be followed from recommendation to possible implementation − especially if the climate and structures for implementation also need to be created in this process. It should however be pointed out that the recommendations put forward by the HSRC Main Committee in 1981, and the CHED in 1991 cannot be equated to each other in a simplistic manner.

Other major investigations aimed at finding solutions for the educational crisis facing South Africa include the 1986 investigation of the Education Committee of the KwaZulu Natal Indaba, and the 1990-1992 national education policy investigation (NEPI), "aimed at exploring policy positions in the sphere of education, from the perspective of the democratic movement" (NEPI 1990:1). Although very important in their own right, the results of these investigations will not be pursued further in this follow-up report, which has the narrower scope of concentrating on official developments following the 1981 HSRC Investigation into Education.

(g) Synthesis

Garbers (1986:5-6) refers to four phases of decision-making activities that were distinguished by Soumelis in 1983:

- A normative phase, with indications of what **should** be done (cf. the recommendations of the 1981 HSRC report)
- A strategic phase, with indications of what **can** be done (cf. the recommendations of the IEWP)
- An operational decision-making phase, with decisions on what **will** be done (cf. the 1983 Government White Paper)
- Implementation of decisions — what is really done (cf. legislation, and actions by executive education departments and other stakeholders)

2.5 Change in South Africa since 1981

Since 1981, when the HSRC report on the provision of education in the RSA was tabled, rapid, multifaceted and continuous change has been experienced in South Africa. Without pretending to give a full account of all events constituting change in general or educational matters, the following matters should be taken into account:

- A new constitution
- Economic indicators
- Demographic trends
- Other matters of interest

(a) A new constitution

The Republic of South Africa Constitution Act, No. 110 of 1983 came into operation on the 3rd of September, 1984. Under this new constitution, whites, coloureds and Indians would be represented in a Parliament consisting of three houses — a House of Assembly (for whites), a House of Representatives (for coloureds) and a House of Delegates (for Indians). There would be no parliamentary representation of blacks. According to the constitution, a distinction is drawn between "own affairs" ("(m)atters which specially or differentially affect a population group in relation to the maintenance of its identity and the upholding and furtherance of its own way of life, culture,

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traditions and customs ... " — section 14 of the Act) and "general affairs" ("(m)atters which are not own affairs of a population group ..." — section 15 of the Act). In Schedule I of the Act, **education** is defined as an "own affair", with the exception of general laws on norms and standards for financing and for syllabuses, examining and certification, as well as on salaries and conditions of employment of teachers. According to Section 93 of the Act, "(t)he control and administration of black affairs shall vest in the State President ...".

This "own affairs" political approach that characterized the 1983 constitution is however expected to be phased out in the light of rapid changes announced and experienced on the political front since February 1990.

(b) Economic indicators

Since 1981 trends in the economy of South Africa have irrefutably indicated that no source of income is endless and that increases in expenditure in one sector will have to take place to the detriment of another sector. The purchasing power of the rand had decreased as the result of a high inflation rate (RSA 1988a: paragraph 19). After a decade of phenomenal growth in the price of gold, the price fell and eventually settled (cf. RSA 1988b:11.14). A decrease in gold production (*ibid.*), labour unrest in the mining sector, many gold mines running at a loss and even being closed down clearly indicate that an era of high income from gold production was coming to an end. In the years following 1980-1981, a recession was experienced in the economy (cf. RSA 1988b:12.68, 17.24, 20.14) with a concomitant lower than desirable growth rate (cf. *Hansard* 1989 Col. 5700). Sanctions, disinvestment, unrest and mass protest actions further contributed to a situation in which a zero growth rate and dire economic consequences were predicted for 1991 by the Minister of Finance (Bell 1991). Even with the lifting of sanctions, developments in the world at large indicate that much-needed foreign investments to stimulate economic growth in South Africa are not forthcoming.

(c) Demographic trends

Between 1970 and 1987, the birth rates among whites, coloureds and Indians decreased (RSA 1988a: Paragraph 1.3). It was estimated that

the birth rate among blacks, the highest of the four population groups, had not decreased (*ibid.*). Primary school enrolments show a decrease in the case of the white population group, but increases for the other population groups. Enrolment figures for secondary schools also show dramatic increases (RSA 1988a: Paragraph 2.1; CHED 1991:9). The average annual growth of 4,4% in student/pupil numbers over the past few years (DNE 1990:24) "makes it obvious that the State alone will simply not be able to finance an education system which meets the aspirations of all citizens of the country" (*ibid.*:25).

(d) Other matters of interest

Recent and rapid changes in the political dispensation are not peculiar to the situation in South Africa. Events in Eastern Europe, Mozambique and Angola, Chile and even in the Republic of China indicate that there is a worldwide trend towards democratization (Marais 1991:xiv-xvi). In South Africa itself, the ruling National Party (NP) has gradually moved from a right-wing stance to what is now described as "occupying the middle ground" (Van Vuuren *et al.*:650). Concessions made by the Government to pave the way to negotiation included the scrapping of discriminatory measures and the unbanning of organizations such as the South African Communist Party (SACP) and the African National Congress (ANC) (Marais 1991:xiv-xv; Van Vuuren *et al.*:649).

The decade of the eighties brought to the fore a marked division between various forces – between the incumbents of power, liberal challengers and radical challengers. The political spectrum ranged from the far right to the far left, with radicals on all sides willing to resort to violence to achieve their ideals. Continuing unrest, especially among blacks, in the form of vertical conflict aimed at the government, of horizontal conflict ("black on black violence"), intergeneration conflict and of direct and indirect actions used as political instruments, has led to a situation that needs to be addressed urgently (Van Vuuren *et al.* 1991:651-652, 655, 663). Slogans such as "Liberation before education", "Education for liberation" and a phenomenon such as "People's education", also typical of the eighties, may be seen as challenges to the form and contents of the current system of educational provision.

3

In conclusion

In Part 1 of this report, some background information on the 1981 HSRC Investigation into Education was provided, also to illustrate the complexity and dynamic nature of the total context in which recommendations were formulated and were to be implemented. The comprehensive set of principles and recommendations put forward in the 1981 HSRC report will be discussed in Part 2, with a view to establishing what happened to these in the period following 1981. The focus will be on broad trends as reflected in legislation on educational matters or official documents such as the annual reports of education departments. Appendix A contains a summary of the priority recommendations put forward in the HSRC report, and the subsequent handling of these recommendations.

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Part 2

What happened to the recommendations?

1

Introduction

In Part 1 of this report an overview of the 1981 HSRC Investigation into Education was given, and reference was made to the different aspects of educational provision dealt with by the Main Committee.

Part 2 will look in more detail into the recommendations made by the Main Committee, and the manner in which these recommendations are reflected in the policy and in the practice of educational provision. The main sources that were consulted to obtain the information used in this report, are the various acts regulating educational provision in the Republic of South Africa, official documents such as the annual reports of education departments, media releases, as well as other relevant publications that provide an overview on the present official dispensation for educational provision.

The following sets of recommendations will be grouped together for the purpose of further discussion:

- the principles for educational provision
- recommendations on educational management
- recommendations on the educational structure
  recommendations on educational supportive structures:
  financial structure, infrastructure and support services
- recommendations on educational programmes:

  the training of teachers, and teaching in specific areas — the sciences and Mathematics, career education, languages, and provision for special educational needs.

2

What happened to the principles for educational provision?

Eleven guiding principles for educational provision were formulated and accepted by the Main Committee. It was envisaged that "the principles would have to serve as a basis of a future system of education for the country". (HSRC 1981a:11; also see HSRC 1981b:143). Therefore all the activities and recommendations of the work committees and Main Committee of the investigation were to be accommodated within the parameters laid down by the eleven principles.

The set of principles for the provision of education in the RSA should be read as a whole and no one principle can be interpreted or applied in isolation from the others (HSRC 1981a:14).

2.1 The eleven principles, as set out in the report

In the report of the Main Committee (HSRC 1981a:14-16) the following principles for educational provision are stated (emphasis added):

Principle 1

Equal opportunities for education, including equal standards in education, for **every inhabitant,** irrespective of race, colour, creed or sex, shall be the purposeful endeavour **of the State.**

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Principle 2

Education shall afford **positive recognition** of what is **common** as well as what is **diverse** in the religious and cultural way of life and the languages of the inhabitants.

Principle 3

Education shall give **positive recognition** to the **freedom of choice** of the individual, parents and organizations in society.

Principle 4

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

Principle 5

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

Principle 6

The provision of **formal education** shall be the **responsibility of the State** provided that the individual, parents and organized society shall have a shared responsibility, choice and voice in this matter.

Principle 7

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

Principle 8

Provision shall be made for the **establishment** and **state subsidisation** of **private education** within the system of providing education.

Principle 9

In the provision of education the processes of **centralization** and **decentralization** shall be reconciled organizationally and functionally.

Principle 10

The **professional status** of the **teacher** and **lecturer** shall be recognized.

Principle 11

Effective provision of education shall be based on **continuing research.**

2.2 Subsequent handling of the principles

The widespread acceptance of the eleven principles may be an indication that they are subject to different interpretations. The application of these principles should therefore not necessarily be sought in legislation or in their verbal acceptance, but also in the manner in which these principles shape future policy and practice. Questions raised by Engelbrecht (1989) indicate that the principles for educational provision may actually be applied as criteria for evaluating to which extent progress has been made regarding educational provision in the RSA.

The eleven principles for educational provision were quoted in full in the Government Interim Memorandum, after some general statements on the report were made. Of importance are the statements that Government considered itself in earnest about the report, and that "... it accepts the principles for the provision of education proposed in paragraph 2.3 of the Report, **subject to the points of departure already decided on by the Government** ..." (South Africa 1981:1, emphasis added). Principles guiding the 1981 Government's education policy included

- own schools and an own education authority for each population group, in line with the political and constitutional framework,

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- the Christian and broad national character of educational provision, with due regard for the right of self-determination of different population groups,

- the principle of mother tongue instruction whenever possible,

  and

- individual freedom of choice regarding educational matters having to fit in with the constitutional and political framework (*Op. cit.*:3).

In the White Paper on the provision of education in the RSA (South Africa 1983:3-4), the acceptance of the 11 principles, under the same conditions as put forward in the Interim Memorandum (South Africa 1981) was reaffirmed. Reference was also made to the new constitution of which the details were not known by the Education Working Party (nor by the Main Committee of the HSRC Investigation into Education) at the time of their proceedings.

According to the National Policy for General Education Affairs Act, No. 76 of 1984, the Minister of National Education would be responsible for determining general policy regarding formal, informal and non-formal education in the RSA in four broad areas, namely norms and standards for the financing of running and capital costs of education, salaries and conditions of employment of staff, the professional registration of teachers, and norms and standards for syllabuses and examination and for certification of qualifications. The definition of "general affairs" regarding education was already spelled out in the Republic of South Africa Constitution Act, No. 110 of 1983 (Schedule 1).

General policy that may be determined by the minister in terms of Section 2 of Act 76 of 1984 should however be applied **"within the framework of the following principles:"** (emphasis added by author). Each one of the 11 principles proposed in the HSRC report is then stated as integral part of the Act, with some minor changes in the original wording of the principles. In general, the meaning of the principles were not changed, but the formulation of Principle 3 provides a notable exception. The "unprovisional" nature of Principle 3 (referring to the freedom of choice of the individual, parents and organizations in society) was altered in the sense that this freedom of choice is to be exercised "... subject to the provisions of any law

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regarding the attending of a school for a particular population group by a pupil of another population group" (Section 2, (iii)). Engelbrecht (1989) provides a detailed discussion of the differences in the wording of the 11 principles as set out in the HSRC report, compared to the wording used in Act 76 of 1984.

The 1991 discussion document on an education renewal strategy (ERS) contains direct reference to the eleven principles for educational provision, although the source of these principles is not mentioned. Significantly, it is stated that these eleven principles, among others, were used as criteria according to which the present education model was evaluated (CHED 1991:20-21). The verdict delivered in this document? "In general it was found that the present education model does not measure up to this set of principles" (*ibid.*:21).

2.3 Conclusion

The Interim Memorandum, the Government White Paper as well as legislation entrench the 11 principles for educational provision, with the proviso that these should function within the limits laid down by Government policy and legislation. The 1991 ERS discussion document made the point that Government policy, as embodied in the 1983 Constitution Act, severely limited the scope of implementation of the principles in practice. For instance, the basis on which the proposed positive recognition of diversity (Principle 2) was to be afforded, was already prescribed as on a racial basis, instead of on bases that may be described as educationally more relevant, such as language, culture or religion. It should however be borne in mind that, even if constraints in terms of Government policy are removed, the implementation of the true spirit of the principles for educational provision would not only depend on the decisions and actions of executive officers of the State, but also on those of the "... individual, parents and organized society ..." (Principle 2), who are all participants in the total system of educational provision.

3

What happened to the recommendations on educational management?

According to the HSRC recommendations, the management of education in the RSA should have a **three-level** structure, namely the **first** or **national** level, the **second** or **intermediary** level and the **third** or **local level.** At all three levels, built-in structures for participation, negotiation and consultation should function (cf. HSRC 1981a:195; HSRC 1981c:88). This division into three levels was recommended before details of the proposed new constitutional dispensation for the RSA were known.

Inevitably, political decisions prescribe the eventual structure of the education management system. This was acknowledged in the 1991 education renewal strategy discussion document, where it was suggested that the recommendations on an educational management model should be presented to Government as an input in constitutional negotiations (CHED 1991:26). It is unfortunate that the recommendations on educational management as listed in the HSRC report (HSRC 1981a:192-203) were drawn into the political arena to such an extent that recommendations on other issues were virtually ignored in the popular press.

3.1 Recommendations on the first level of management

3.1.1 A single national education department

A great deal of controversy surrounds the question as to whether recommendations on educational management have or have not been implemented.

In terms of the 1983 constitution, the implementation of each HSRC recommendation on the establishment and functions of a single national education department has been provided for in legislation and/or general educational policy, as handled by the Department of National Education (DNE). Macropolicy regarding the provision of education, and changing priorities within that provision is handled within the Department of National Education. The determination of such policy is the responsibility of the Minister of National Education, after consultation with every minister of a department of State responsible for education. The financing of education in terms of a formula based on norms, is a general educational matter as defined in Act 76 of 1984 and therefore a function of the Department of National Education. Although a ten-year plan aimed at reaching parity in the financing of education had to be abandoned in 1989, the abolishment of racially discriminatory acts will soon make it difficult if not impossible to manage and/or finance education on a division based on race. The revision of financing norms in the light of proposed compulsory education for all population groups, was recommended in the 1991 ERS document (CHED 1991:78-79). Salary structures and the basic conditions of service of teachers of all categories are treated as a general affair in terms of Act 76 of 1984. The establishment of two councils to control standards in education and national education examinations, namely the South African Certification Council (SAFCERT) and the Certification Council for Technikon Education (SERTEC) (in terms of Acts 85 and 88 of 1986, respectively) provides for the implementation of yet another HSRC recommendation. Recommendations in the 1991 discussion document on an education renewal strategy (ERS) provide guidelines to facilitate the transition from the current certification system to a system in which SERTEC and SAFCERT can commence with their proposed accreditation and certification work (CHED 1991:50-51). Data on educational matters are collected by the DNE and may well serve macropolicy decisions,

planning (including demographic and other projections) and evaluation (also the achievement and/or maintenance of parity in the provision of education). International education relations, including those with the independent states in Southern Africa are handled by the DNE, although also by the Department of Education and Training (DET), especially on an executive level.

Yet, the cry for one education department for the whole population of South Africa persists. The reason for this general lack of legitimacy of the current model for education management probably lies in the political factors imbedded in the 1983 constitution and which underlie the sharp division between "general affairs" (handled by the Department of National Education) and "own affairs" (handled by the "own affairs" education departments for the different population groups). The fact that blacks do not have Parliamentary representation, the fact that delineation of second-level education departments is based on racial grounds, the fact that machinery for consultation has been established but not been utilized to its full potential, all contribute to the end result that recommendations on the first level of educational management are perceived by many not to have been implemented at all, or at the very best, not to have been implemented in accordance with the spirit of the HSRC recommendations. Significantly, these very problems were addressed in the 1991 ERS recommendations that "race should not feature in structuring the provision of education" (CHED 1991:21), that a new educational model should visibly express national unity and that a central education authority should have the responsibility for policy on norms and standards in various crucial matters in education (*ibid.*:22-23).

3.1.2 A South African Council for Education

The South African Council for Education (SACE) was established in terms of Act 76 of 1984. According to the HSRC recommendations, this council was to act as a consultative and representative advisory body on educational matters. In the 1991 ERS discussion document, many recommendations on educational programmes for teacher training and a national strategy for pre-primary education were referred to SACE for its advice (CHED 1991:41-43, 63, 66). However it cannot be stated that the council has maintained a high profile or openly invited any inputs from users of education over the past few

years, nor has SACE reported regularly to Parliament — as required in terms of the law regulating its existence (cf. SACE 1985; Section 8 of Act 76 of 1984).

3.1.3 Statutory bodies on the first level of management

Some of the statutory bodies on the first level of management have been established or changed in accordance with the HSRC recommendations. Although Act 76 of 1984 makes provision for the possible establishment of a national registering body for categories of persons involved in education, this matter was handled on the second level of educational management — indicated as Government preference in the 1983 White Paper. Since 1990 initiatives of the DNE as well as of teachers' organizations indicate that registration on a national level may be expected soon (cf.CHED 1991:71). The CUP was broadened in 1986 to include all South African universities on an equal basis, as recommended in the HSRC report. Instead of one statutory body for standards and examinations, three were envisaged of which two have been established in terms of legislation (the South African Certification Council, in terms of Act 85 of 1986 and the Certification Council for Technikon Education, in terms of Act 88 of 1986). The composition of the Committee of Technikon Principals was established as proposed, in the Technikons (National Education) Act, No. 40 of 1967, Section 28. No committee of principals of teacher training colleges has as yet been established on a national level, and the proposed committee of heads of education authorities was established as the Committee of Heads of Education Departments (CHED), in terms of Act 76 of 1984.

3.1.4 The organized teaching profession

According to Act 76 of 1984, the organized teaching profession (defined in Section 1 of the Act) shall have a say in the determination of education policy, and be part of councils and committees established for consultation with the Minister(s) of Education on matters pertaining to education policy, salaries and conditions of service. Two specialist committees, the Committee on Education Structures (CES) and the Research Committee on Education Structures (RECES) will be responsible for advising the Minister of National Education (the minister responsible for general education affairs) on matters pertaining to salary structures. These decisions are in line with the HSRC

recommendation that a mechanism should be created for the organized teaching profession to make representations regarding conditions of service and for arbitration of disputes which may arise.

3.1.5 National co-operative educational services

The establishment and functioning of national co-operative educational services in the fields of curriculum development and evaluation, educational technology, co-operative evaluation, diagnosis and guidance and physical planning guidelines, recommended in the 1981 HSRC report, are still awaiting their full implementation. The recommendations were subsequently handled as follows:

It was recommended by the IEWP as well as by Government that SACE should act as a "broker" for educational support services at the first level, with possible research support from other bodies. Government also stated that co-operative services should be established to the degree that it is authorized by the "own affairs" education departments − a decision taken in line with the constitution of 1983. No legislation on the level of general education affairs has been passed on co-operative educational services. At the level of "own affairs", Section 8 of the National Education Policy Act, No. 39 of 1967 refers to the establishment of "auxiliary services", providing audiovisual services from a centralized source, and Section 41 of the Education and Training Act, No. 90 of 1979, indicates that the minister may establish health services.

In the field of educational technology, a number of co-operative research initiatives by the HSRC Education Research Programme have been carried out in continuation to the recommendations of the 1981 report. The establishment of an educational broadcast service at the SABC as from 1 April 1986, following recommendations from one of these investigations, is an example of a co-operative support service (DNE 1985a:6). Resources and expertise of the directorate for educational technology (DEC:House of Assembly) are also available to other education departments on request. In the field of computer utilization a need for improved co-operation between education departments was voiced in Parliament (*Hansard* 1989a Col. 5895). In this light, it is apt that the 1990-1991 investigation into an educational

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renewal strategy looked into the possibilities of educational technology as well as distance education.

General policy on the school and technical college curriculum was announced by the Minister of National Education in 1989. The Committee for Pre-tertiary Academic Policy (COPAP) was appointed to advise the Minister of National Education, through the Committee of Heads of Education Departments (CHED) on the development of this policy. It is foreseen that the formulation of future national policy for curriculum development will take the form of "frameworks" for instructional offerings (CHED 1991:44-49).

The DNE is responsible for norms for physical facilities. An investigation into cost-effective structures for schools, also in squatter areas, was included in the investigation into an education renewal strategy (DNE 1990b).

Further actions to co-operate research and development services at a national level are awaited from the DNE, the SACE and the South African Certification Council.

3.2 Recommendations on the second level of management

3.2.1 The demarcation of second-level authorities

The HSRC recommendations on principles upon which second-level authorities should be constituted — that second-level education authorities should be responsible for all education in a defined area, and that the definition of these areas should be based on applicable demographic and economic factors as well as relevant subregional and local interests — are perhaps the recommendations that were politically the most sensitive, but virtually ignored in popular reporting on the HSRC report.

The following quotation is taken from an interview with Dr G van N Viljoen (De Villiers 1989:80):

Now, opinions differ about what further De Lange recommended. Some people say the commission recommended that various education departments should be established on a geographical basis alone. Others say no, they could also be established on the basis of population groups.

When Government compiled its White Paper, we specifically asked Professor De Lange and Professor Garbers what they had meant. **And they told us they had left this question open, as a matter of political choice**. (Emphasis added by this author.)

In this spirit, the Interim Education Working Party understandably indicated that a recommendation on the grouping and number of second-level authorities falls beyond its competence. The IEWP recommendation that a number of second-level education departments for the different population groups should be established for the immediate future, was not unanimous. It was also recommended that co-ordinating mechanisms between the various departments and councils should be developed (DNO 1983:10-11).

The Republic of South Africa Constitution Act, No. 110 of 1983 provides a political answer to the question on appropriate criteria for the demarcation of second-level education departments. The distinction drawn between "general affairs" and "own affairs", also in educational matters, provides the framework for the continuance of different education departments for different population groups. Autonomous tertiary institutions, and even institutions offering tuition by means of correspondence, are according to this distinction controlled at the second, and not at the first, level of educational management. The latter decision is not in accordance with the recommendation put forward in the HSRC report, supported by the IEWP, and once again recommended in the 1991 ERS discussion document (CHED 1991:22-23).

Within the education departments for different population groups, further division into regional or subregional units is needed. The four provincial education departments functioning within the Department of Education and Culture (House of Assembly) provides a well-known example in this regard, and these education departments are also administered where applicable in smaller regional units. Regional structures operational in the Department of Education and Training

are managed and controlled by a chief director with support staff (DET 1989:42).

More open policies of admission to educational institutions of different population groups call to question the duplication of second-level education departments operating in the same geographical area. The Indian as well as the coloured education departments have in fact opened their schools for all population groups (cf. AHD 1988:16), and models for parental choice on admission requirements are operational for the white population group. In the case of private schools, technikons and universities, open admission policies are followed in many cases (cf. *Beeld* 1989-05-16).

3.2.2 The Second Level Council and its responsibilities

The **establishment** of education councils for the different departments/ population groups is regulated by legislation (Sections 4 and 5 of Act 39 of 1967, Sections 30 and 31 of Act 47 of 1963, Section 31 Act 61 of 1965 and Section 4 of Act 90 of 1979).

The **terms of reference** of the education councils are however not strictly in accordance with recommendations put forward in the HSRC report, or by the IEWP. For instance, formal liaison with SACE is not mentioned in the legislation, and no reference is made to possible committees to be established by a council, to the possible responsibility of a council to appoint a Director of Education or that such Director should be responsible to the council. Furthermore, it would seem that the second-level education minister has more power to veto decisions made by a second-level council, than *vice versa* (cf. Act 39 of 1967, Section 2(2)(a) to (c), as an example). It would seem that some of the functions regarding policy formulation, communication and negotiation recommended for second-level councils in the HSRC report (HSRC 1981a:200) were in the case of educational provision for whites handed over to other structures for co-ordination, such as the Committee of Heads of Education (DEC:HA 1989:2-4) and various specialized directorates functioning for all the white education departments by means of co-ordinating network committees.

The Council for Education and Training, the statutory advisory body of the Department of Education and Training is representative of the various regions through a system of regional committees (cf. DET

1989:10, 36; *Hansard* 1989b Col. 6580 — the new council was established according to democratic election processes). In an interview with the Minister of Education and Development Aid published in June 1989 (De Villiers 1989:77-82), the minister stated that the autonomy and democratic nature of the council had been increased as far as possible (within the constraints of the constitutional dispensation). The attempts, even from the side of Government, to use education or educational management structures as alternative vehicles of political debate, is clearly underlined in the following quotation:

> One has to keep in mind that blacks do not have access to the central political structures of the country where educational policy is determined. Until such time as reform leads to blacks sharing power in the central legislative and executive institutions, we believe this council may serve as an alternative channel (*ibid.*:80).

3.2.3 Second-level education departments and directors

No indications could be found that second-level directors of education are appointed by, or responsible to second-level councils. Within the various education departments support structures such as planning units and service centres do exist (cf. the annual reports of the various second-level departments of education; Section 8 of the National Education Policy Act, No. 39 of 1967).

3.3 Recommendations on the third level of management

3.3.1 Decision-making powers at school level

The HSRC recommendation that the greatest possible degree of autonomy should be given at the level where parents and teachers are directly involved, namely at school level, has gained some impetus in recent years. Political as well as financial considerations have probably influenced the 1990 announcement by the Minister of Education and Culture (House of Assembly) that the communities of schools under his jurisdiction may in future make a democratic choice to adopt one of four management models for schools. The four options range from

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maintaining the *status quo* to opting for the management and financing structure of a private school (DEC:HA 1990b; CHED 1991:74-75). The 1991 discussion document on an education renewal strategy further developed this idea by listing matters on which school management councils may in future have decision-making and executive functions (CHED 1991:75-78). These include

- control over and maintenance of the school buildings and grounds

- responsibility for acquiring educational aids such as educational media, textbooks and stationery

- responsibility for the financial management of school funds

  (Remark: Parent communities are already often actively involved in fund-raising and the provision of facilities at their own expense (DEC:HA 1989:143; DET 1989:46-48)).

- (recommendations on) the appointment of, and the subvention of salaries for, teachers and non-teaching staff

  (Remark: Currently, school boards do have a say in the selection of candidates applying for a permanent position as well as for management posts. The scope of this possibility varies in different education departments and under differing conditions. The final placement and promotion of teachers are always centrally co-ordinated.

  No direct say regarding promotions and merit assessments rests with teachers or parents — this matter rests with professional staff such as the headmaster and the school inspectorate (cf. DEC:HA 1989:87, 104-105, 117)).

- the admission policy of the school.

The amount of freedom of choice seems to be inversely related to the amount of financial support received from the State.

Parents and teachers (as well as other interested parties such as pupils and local industries) do not have a real share in decision making at the school level in matters relating to the curriculum. This may perhaps be described as a flaw in the current system of educational provision. The

demands for syllabi that are more relevant, or more acceptable according to own needs and viewpoints, are *inter alia* embodied in the concept of "People's Education". Curricular innovation on the school level may perhaps take place more readily in subject areas that are not formally examined, or where parents and teachers are involved on a voluntary basis — local initiatives should however ideally be allowed by a body such as the South African Certification Council. The proposals for "frameworks" and a modular approach for future curriculum development in South Africa (CHED 1991:49) may be indicative of a more open approach in future.

3.3.2 School governing bodies

At the time of publishing of the Government White Paper, Government referred the recommendations on school governing bodies to the South African Council for Education and the executive education departments for consideration and action. An investigation was also under way regarding manners in which local education management bodies can be empowered to levy and administer school fees.

In each of the different acts regulating educational provision for second-level education departments, at least some provision is made for parental involvement and the establishment of councils, committees or boards for public schools — cf. Section 2(h) of Act 39 of 1967, Chapter 4 of Act 70 of 1988, Sections 3(a), (b), (f), 7 and 44 of Act 90 of 1979, Section 32 as well as in Section 34(s) of Act 47 of 1963 and Sections 31(2) and 33 of Act 61 of 1965.

It would be fair to assume that the implementation of some of the HSRC recommendations on possible extension of the powers and functions of the school governing body, has been achieved in some schools. The 1991 ERS discussion document once again refers to the desirability that school management councils should fulfil a real management task (CHED 1991:74-78). A negative trend that can be discerned in at least the education management structures for blacks and for whites, is the way in which school governing bodies are in danger of becoming politicized (cf. *Beeld* 1989-05-03; De Villiers 1989:80, 82).

3.3.3 Parental choice

Parental choice is exercised by selecting from a number of available options. In the case of private schools, the possible options to choose from that are created by parents (cf. HSRC 1981a:201) are more open than in the case of public schools (*Pretoria News* 1988-11-18; *Beeld* 1989-05-16; *Beeld* 1989-05-17). The proposed new models for educational provision (in schools under the jurisdiction of the Department of Education and Culture: House of Assembly) open up the possibility for greater parental voice and say regarding matters such as the admission of pupils from other population groups to the school their children attend. Greater freedom according to these proposals will however also require more responsibilities in terms of sharing the financial burden of educational provision to some extent.

In Act No. 76 of 1984 (National Policy for General Education Affairs Act) the eleven principles for educational provision are enacted. Principles (iii) and (vi) have a bearing on the matter of parental choice and third-level education management.

3.3.4 Local school districts

Initiatives are taken from time to time to establish "groupings" or "associations" of schools, on a basis of free association rather than on predetermined criteria established from above. An example is the forging of links between schools from different education departments with a view to pooling and sharing facilities and experience, in so-called "twinning schemes" (*Sowetan* 1989-03-16).

Grouping schools to facilitate administration and sometimes also to open up more options to pupils in a specific area is practice in second-level education departments – cf. Act 70 of 1988 (education for whites), and Section 2(2) of Act 90 of 1979, (education for blacks). Such groupings are however established on managerial grounds rather than on a voluntary basis.

No indication could be found of more freedom in choice regarding the content of subjects taught in schools and/or school districts, as recommended in the HSRC report.

3.3.5 Private schools

Private schools and state-aided schools have been exercising a larger measure of freedom of choice and association within the bounds of broad education policy, in line with the recommendations put forward in the HSRC report. Exercising control over minimum standards as prescribed in national policy and implemented at the second level is made possible through the legal requirement that private schools should register with second-level education departments, and apply for state subsidization according to certain principles (cf. the Private Schools Act (House of Assembly), No. 104 of 1986, Chapter 5 of the Education Affairs Act (House of Assembly), No. 70 of 1988, Sections 8, 9, 10, 33 and 44 of the Education and Training Act, No. 90 of 1979), Section 6 and Section 34(d) of the Coloured Persons Education Act, No. 47 of 1963, and Sections 6, 22 and 33(d) of the Indian Education Act, No. 61 of 1965).

3.3.6 Other recommendations put forward by the IEWP

Following the HSRC recommendations, the IEWP added recommendations that the upgrading of farm schools and structures for non-formal education should receive attention, *inter alia* at the third level of education management (DNO 1983:15).

With regard to farm schools, a comprehensive investigation into the provision of education for black pupils in rural areas was completed by the Department of Education and Training in 1986 (DET 1986). Some of the recommendations of that investigation are relevant to educational management at the third level and have already been implemented, such as the management and education development projects in farm schools, a revision of subsidy schemes for school facilities as well as teachers' residences, the revision of teacher training courses and the amendment of Act 90 of 1979, in 1990 (cf. DET 1986:97; DET 1989:6, 100-104, 138, 232). Section 40 of the Education Affairs Act (House of Assembly), No. 70 of 1988 refers to conditions laid down for the continued existence, registration and subsidization of church primary schools and of farm schools.

The establishment of co-ordinating bodies for the planning and provision of non-formal education has not, as far as could be ascertained in this study, been regulated in terms of legislation.

Second-level education departments may establish and maintain centres for adult education or part-time classes (*cf.* Section 5(1)(f) of Act 90 of 1979, Section 3(1)(c) of Act 47 of 1963, Section 3(1)(b) of Act 61 of 1965). Judging from annual reports of education departments, formal as well as non-formal education is offered to adults in such classes (AHR 1988:69, 81,84; AHD 1989:13; DET 1989:152-154; 156; DEC:HA 1989:7-29).

Existing structures for non-formal education (community education) often function under the auspices of private concerns such as employer organizations, private charitable organizations and agencies from foreign countries. The need for co-ordination and sharing of knowledge in these areas is very great.

3.4 Discussion and conclusions

Many of the recommendations on the management of education put forward in the 1981 HSRC report have apparently been implemented, but within the framework of a constitutional dispensation that was not yet known in 1981, at the time of the writing of the report.

Most of the recommendations on the management of education at the first level of management have been implemented, although the terms of reference envisaged for the SACE were wider than were eventually decided on.

The decision to demarcate second-level education authorities on the grounds of population grouping was a political one, and it should be pointed out that the mandate of neither the HSRC nor the IEWP made provision for recommendations on political matters. The decision by Government was in accordance with the wishes of the majority of voters, and also in accordance with the constitutional dispensation accepted for voters from the white, coloured and Indian population groups. The 1991 discussion document on an education renewal strategy however states:

> The present education model enjoys little support among the majority of South Africans who find its racial base, as expressed in separate education departments for the various population groups, unacceptable (CHED 1991:15).

It would seem from the limited perspective granted by a literature study that the co-ordination of non-formal education is one of the matters that has not been integrated into the formal advisory and decision-making structures of education at the first, second or third level of education management. The amount of "say" that parent communities and society as a whole have in education, is possibly also less than was envisaged at the time of the writing of the HSRC report. The paralyzing effect of over-politicizing decision making on educational matters at any of the levels of management is a danger that should not be underestimated. A very delicate matter that will have to be addressed in the near future, is the continuing funding of public education, the reaching of parity for all population groups, and the demands this is going to make on the resources of the State, and also of parents of schoolgoing children. It stands to reason that more monetary involvement in the provision of education should lead to more involvement in the management of education, and it should be a very difficult task to plan for privatization in education, to protect standards, to take some form of affirmative action in the case of less privileged communities, to co-ordinate and at the same time not to overadministrate or politicize educational management.

The challenge to find workable and acceptable management structures for the provision of education is undeniably intertwined with the desire to find a workable and acceptable constitutional dispensation for all the inhabitants of South Africa. Rapid changes in social, political and economic dispensations necessitate continuous liaison between education managers and consumers at all levels.

4

What happened to the recommendations on the educational structure?

The HSRC recommendations for a new educational structure were given prominence in the report of the Main Committee by placing them first among the sets of recommendations in the report, and by the amount of space devoted to their exposition (HSRC 1981a:98-129).

The concept "educational structure" was defined as follows by the Main Committee (HSRC 1981a:95):

> The educational structure is the framework within which different types of teaching and learning situations are arranged, including also their mutual relationships. The structure makes provision for various educational possibilities as well as for the possibility of both the vertical and horizontal flow of pupils through the system.

In a paragraph preceding its recommendations on the proposed educational structure, the Main Committee defined the concepts **formal education, non-formal education** and **informal education**. The use of these terms, as well as other concepts such as "horizontal and vertical flow", "basic education", "bridging modules", "levels", "grades" was necessary in the sense that novel ideas had to be accommodated in new or lesser-known terminology. The Interim Education Working Party (IEWP) added to the potential confusion by reversing the meanings of "level" (HSRC 1981a:104, HSRC 1981e:69-70) and "grade" (*ibid.*) in its

report (DNO 1983:19), and substituting the term "intermediate" with "secondary". Using new concepts, central to the recommendations on a new educational structure, might have made the recommendations less accessible to popular reporting and spontaneous discussion.

4.1 The recommendations

4.1.1 New structure

The HSRC recommended that the proposed new educational structure should be built on the existing structure, with transition taking place in a planned manner — the emphasis placed on **evolutionary** change, based on research and development. While commenting on some aspects of the proposed new educational structure, Government indicated in its White Paper that particulars of this proposed structure would be referred to SACE and the Committee of Heads of Education Departments for their specialized consideration. These bodies should eventually draw up an action plan for implementation, if the proposed structure proved to be acceptable to them (South Africa 1983:21). Changing an educational structure is clearly not a simple task and it is to be expected that evolutionary change will require time. Implementation of the recommendations would require clearly co-ordinated, research-directed movement towards a new educational structure over a period of time.

Three phases

A case may be made out that the educational structure currently in use reflects some aspects of the proposed three phases in the educational structure (prebasic, basic, and postbasic education). The existing structure consists of a non-compulsory preprimary phase which may be compared with the prebasic phase. The primary phase (three years junior primary and three years senior primary) may be compared with the proposed basic phase. The secondary (three years junior secondary and three years senior secondary) and postsecondary phases (tertiary or postsecondary with differing duration) may be compared with the proposed postbasic phase. With specific reference to pretertiary education, an official DNE report which was later incorporated into

general policy on the school and technical college curriculum refers to **two** educational phases (primary and secondary), each with two subphases (DNE 1988b:89-95). The DET (Department of Education and Training) model for career education is in accordance with the phases of basic and postbasic education at school level (DET 1989:102-108).

It should be noted that a primary school usually caters for seven years of schooling, with the first year of the junior secondary phase also being accommodated in the primary school. This division, defined in acts regulating educational provision for the different population groups, fits in more readily with the more recent recommendations in the so-called Walters Report (DOK:V 1990:146-153) that the current 3-3-3-3 educational structure should preferably be replaced with a 3-4-3-2 structure. The 1991 ERS discussion document proposes yet another version in its recommendation on a 3-4-2-3 structure (CHED 1991:46).

The question to be asked is whether the different phases in the educational structure form a unit as proposed, with inlet and outlet points as well as bridging modules, to promote **horizontal** and **vertical** flow. Differentiation to facilitate **vertical** flow (according to **levels** — years of study) and **horizontal** flow (according to **degrees of difficulty**, or placement in a type of educational institution) (cf. Figure 4.6, between pages 118 and 119 of the HSRC Report — 1981a) is theoretically provided for in acts regulating educational provision (cf. Section 2(1)(f) of Act 39 of 1967 (for whites); Section 3(d) of Act 90 of 1979). In practice the development and implementation — on a national level — of appropriate modules and options, as well as a more definite guidance system to facilitate sensible flow, are still being awaited. The proposals in the 1991 ERS discussion document once again refer to the importance of modular options and differentiation (CHED 1991:46), opportunities to change chosen subject packages and to the need for increasing the relevance of vocational guidance (*ibid.*:48).

Certification

The HSRC recommendation that learners leaving the system should receive certificates for what they have accomplished educationally, was expounded by the IEWP with the remark that the formal system would

be responsible for direct certification (when leaving the system) as well as indirect certification (entrance requirements to the system).

Section 10 of the South African Certification Council Act, No. 85 of 1986 makes provision for co-ordination between education departments to such an extent that common examinations may be administered to candidates from different education departments. Currently the Joint Matriculation Board (JMB) and ministers responsible for the various education departments are granted the power to conduct examinations and issue certificates to candidates who pass the examinations (cf. Sections 6(e), 6(f) and 112(b) of Act 70 of 1988; Section 35 of Act 90 of 1979; Sections 34(n) and (o) of Act 47 of 1963; Sections 21 and 33(n) of Act 61 of 1965; CHED 1991:49).

Act 85 of 1986 provides for certification by the council at "points of withdrawal" (Sections 2 and 1 of the Act). The Act does not specify precisely where the points of withdrawal should be in the educational structure. The certification council, although established a number of years ago, is still to become operational — one of the issues addressed in the 1990-1991 investigation into an education renewal strategy. Although exit points from the formal education system have been identified at the end of senior primary education (after seven years of schooling), at the end of junior secondary education (probably after nine years of schooling) and at the end of senior secondary education (after 12 years of schooling), it is expected that the council will initially not operate at more "points of withdrawal" than at the twelfth level, the last point at which the current school system can be left (CHED 1991:46-47, 50-51). The Department of Education and Training is however already responsible for conducting external examinations — not only for Standard 10, but also for Standards 5 and 8, if requested — in the eight regions within the RSA, the six self-governing territories and three of the four independent states, namely Bophuthatswana, Venda and Ciskei (DET 1990:147-149).

The 1991 ERS discussion document often reflects the spirit and content of the 1981 HSRC recommendations. Here, recommendations on linking a system of training qualifications to the formal education system (CHED 1991:26-28) also highlight the need for appropriate certification to enable learners to progress optimally in their school and/or working careers.

Channeling mechanisms

It should be emphasized that the whole question of appropriate channeling mechanisms is a complex and multi-dimensional one, *inter alia* having a bearing on recommendations regarding guidance, curriculum development, and education management. According to Section 2(1)(f) of Act 39 of 1967 and Section 3(d) of Act 90 of 1979, **appropriate guidance** will be given to pupils regarding the proposed differentiation that should take place according to (*inter alia*) ability, aptitude, and manpower needs.

The HSRC request for an urgent investigation into acceptable channeling mechanisms, and into effective combination and placing of such mechanisms, was carried forward by Government. A priority research request regarding the proposed period of compulsory education outside the formal education sector, including appropriate channeling mechanisms to and from such educational provision was addressed to the HSRC by the Department of National Education (DNO 1983:39). This research, completed in 1989-1990, will be referred to again in Paragraph 4.1.9 below. Its recommendations on structured learning in the non-formal sector for young learners leaving the formal sector are echoed in the 1991 ERS discussion document (CHED 1991:47).

Structure for special education

Special education is not really treated as part of the educational structure if one takes into account the different types of schools that may be established in terms of the acts regulating education for the different population groups — not only preprimary, primary, (intermediate) and secondary schools, but also (*inter alia*) schools for vocational training, schools of industries, reform schools and homes, special schools, and centres for adult education (cf. Section 5 of Act 90 of 1979; Section 12 of Act 70 of 1988; Section 3 of Act 61 of 1965; Section 3 of Act 47 of 1963). The whole problem of year-level certification, unique to the structure for special education, clearly illustrates the need for uniform certification and opportunities for vertical and horizontal flow. This matter is only now being rectified. Recommendations on the provision of education for children with

special educational needs are conspicuous in their absence in the 1991 ERS discussion document.

4.1.2 Recommendations on the prebasic phase

The recommendations on the prebasic phase focused on a proposed **bridging period,** aimed at attaining school readiness. It was recommended that the bridging period, partly optional and partly compulsory, should mainly be provided at primary schools. In its White Paper, Government indicated that financing a bridging period would receive priority attention from Government, but working out the details regarding such a period would be the responsibility of the various executive education departments (cf. South Africa 1983:22). The definition for "pre-primary school" in Section 1 of the Coloured Persons Education Act, No. 47 of 1963, includes the possibility of a class attached to an ordinary school, in the year preceding compulsory school attendance. It is significant that all the second-level education departments offer either "school readiness programmes" or "bridging programmes" for pupils entering the first school year (cf. DEC:HA 1989:114; DET 1989:96; AHD 1987:8; AHR 1988:65). A bridging period programme, initiated and evaluated in 1988 by the Department of Education and Training as a pilot project is described as an extended school readiness programme aimed at accommodating pupils that do not benefit sufficiently from the twelve-weeks readiness programme, and in compliance with Government decisions in the 1983 White Paper on education (DET 1989:96). The 1991 discussion document on an education renewal strategy hints at the possibility that the whole first year of compulsory schooling may be utilized as a bridging year (CHED 1991:63, 78). It should however be mentioned at this stage that work done by Liddell *et al.* (1990a; 1990b) on the sociocognitive development of black preschoolers may indicate that a school curriculum geared to accommodate certain "nontraditional" teaching and learning strategies may prove to be more successful than attempts to reform the learning styles of children, negating or underestimating those that have already been established. Also, although the need to establish school readiness is not discounted, it should be borne in mind that many pupils entering the school system for the first time are ready for school to such an extent that they may not need a bridging year. The need to bridge the gap to school readiness may furthermore not be the only priority in education. Here one may perhaps refer to the need

to establish special support programmes for pupils changing the medium of instruction between Standards two and three (cf. Macdonald 1990a).

Sections 12, 25 and 26 of the Education Affairs Act (House of Assembly), No. 70 of 1988, Sections 5, 8 and 9 of the Education and Training Act, No. 90 of 1979, Sections 3 and 4 of the Coloured Persons Education Act, No. 47 of 1963 and Sections 3 and 4 of the Indians Education Act, No. 61 of 1965 provide for the possibility that preprimary schools may be established by the education department concerned, but also that private or State-subsidized preprimary schools may be established. As the Government does not currently provide financing to preprimary education as for the period of compulsory education, a marked trend away from state-funded preprimary schools, to private schools registering with a second-level education department is discernable (cf. Beukes 1990:42; DEC:HA 1989:81, 114, 130). Taylor (1989:32-36) describes this move away from preprimary schools to a bridging programme as possibly inevitable in the light of priorities allocated to finite state funding, but handled in the case of educational provision for blacks, "quite contrary to the stated intention of the Government of moving toward negotiated power sharing" (*ibid*.:36).

In terms of Section 30 of the Child Care Act, No. 74 of 1983, crèches and other "places of care" are registered with and controlled by the Departments of Health and Welfare for different population groups. The Department of Health and Welfare (House of Representatives) reported in its 1988 annual report that it had obtained Treasury approval to subsidize child-minding services, with the national objective to extend these services in future (AHR 1988:28).

4.1.3 Recommendations on the basic phase

Aim/nature of instruction

The aim of basic education as proposed in the HSRC report is to provide the range of education that will ensure basic literacy and some understanding of life. After completing this stage, school-leavers should be capable of benefiting from training in an occupation, and those who

have the ability should be able to continue in postbasic formal education.

Most providers of education apparently preach the generally formative nature of education provided to pupils in the basic phase (or equivalent) — cf. DET 1989:2; DNE 1988b:xvi-xviii; DOK:V 1990:147; CHED 1991:46. The need to effectively conclude the school career of learners before they leave the formal system with a rounding-off module has as yet not received clearly articulated attention.

Entrance requirements

The recommendation on entrance requirements, laid down in terms of chronological age but with more flexibility built in because of the importance of school readiness and/or the successful completion of a bridging module (HSRC 1981a:108, 130), is not clearly incorporated in all legislation dealing with age requirements for school attendance. The only act giving specific indications of a lower limit for primary school attendance, is the Education Affairs Act (House of Assembly), No. 70 of 1988. According to Sections 50 to 54 of the Act, a child is compelled to attend school as from the first school day of the year in which he reaches the age of seven, but a child may also start school in the year of his sixth birthday, if that birthday falls in the period from the first of January to the 30th of June. These admission requirements also hold for other education departments (AHR 1988:66; AHD 1987:23; *Sowetan* 89-01-17). Conditions for exemption from compulsory school attendance are provided for in Section 54 of Act 70 of 1988. One of the grounds for exemption is "... that the child is not yet ready to follow the educational programme concerned". The 1991 discussion document on an education renewal strategy contains reference to the introduction of a compulsory first year of schooling, specifically aimed at promoting school readiness (CHED 1991:63, 78).

Duration

Although seven years of instruction is offered at primary schools, it is policy that the senior primary phase ends in standard four (the sixth level), with the junior secondary phase starting in standard five (the seventh level — still placed in the primary school). This means that the "primary phase" does have a duration of six years, as proposed in the

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HSRC report for the basic phase. Reference was made in Parliament to a recommendation by the South African Council for Education (SACE) that standards four and seven should be defined as "outlet points" from the school system (*Hansard* 1989a Col. 5702). Although these recommendations have not yet been implemented, it would mean that the basic phase would end after six years of schooling, in standard four.

A different recommendation is found in the 1990 Walters Report (DOK:V 1990:145). According to research referred to in the report, at least seven years of schooling is needed before a school-leaver can be accommodated in the economy productively. The duration of the primary school phase ("basic education") should therefore be seven years. The 1991 ERS discussion document contains similar reference to a seven-year primary school phase, with a possible first exit point from formal education being identified as the end of the senior primary school phase, after seven years of schooling (CHED 1991:46-47).

Modular structure

The IEWP warned that the development of modules for a structure that provides for differentiation within year levels would have to take place over a period of time, and with the necessary support. A number of research and development initiatives in the field of primary education was reported by different education departments (DET 1989:98; AHD 1989:12; DEC:HA 1989:135). The HSRC completed an investigation in 1985 into aspects of basic education which included guidelines for objectives and learning content for this phase (Pienaar 1988:129). Apart from the possibilities opened up by the investigation into an education renewal strategy to look into programmes for pretertiary education, no co-ordinated effort by education departments has been reported in the development of a national curriculum for basic education. The June 1991 ERS discussion document on an education renewal strategy does not contain direct reference to a possible modular structure, enabling differentiation, in the primary or basic education phase. From proposals for the junior secondary school phase it would seem that the integrating committee of the ERS foresees that general formative education should be offered in this phase with very little choice in terms of learning content. If differentiation (for the secondary school phase)

is to be realized, this may happen by means of modules and differentiated examination papers.

The importance of the basic phase

"If a priority investment in education is to be made by the State it should focus its attention on the basic and pre-basic phases of education" (HSRC 1981a:115).

Possibly due to the existing luxurious standards and high expectations of providers and users of education with regard to periods of compulsory education and possible continuation into academic tertiary education, the HSRC recommendation that the basic phase should form the focal point of any education reform strategy, has as yet probably not received the attention it deserves in South Africa. The 1991 ERS discussion document however implies that Government will have to revise its general policy on the financing of education so that its priority investment in education will eventually be made in the case of pupils of compulsory school-going age, that is, in the school phase in which basic education is provided (cf. CHED 1991:78).

4.1.4 Recommendations on the postbasic phase: the junior intermediate (junior secondary) phase

The duration of the junior secondary school phase is three years, as recommended in the HSRC report (DNE 1988b:xvi). This phase is currently accommodated in the primary school (Standard 5) and the secondary school (Standards 6-7). The 1990 Walters Report proposes that this phase should cover the three secondary school standards, 6, 7 and 8 (cf. DOK:V 1990:153), while the 1991 ERS discussion document opts for a two-year period, namely the eighth and ninth school years (Standards six and seven − CHED 1991:46).

Aim/nature of instruction

Different second-level education departments have indicated in annual reports that education of a general formative nature, with due consideration for the relevance of subject contents, is offered in the junior secondary school phase (DEC:HA 1989:71; DET 1989:2; AHR

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Aim/nature of instruction

Different second-level education departments have indicated in annual reports that education of a general formative nature, with due consideration for the relevance of subject contents, is offered in the junior secondary school phase (DEC:HA 1989:71; DET 1989:2; AHR

1988:66). The proposed broad range of choice among school subjects, career directions and training options in this school phase has as yet not been realized. It may be considered significant that the 1990 Walters Report proposes one orienting subject (e.g. Productivity Studies) for this school phase, rather than a broad range of specialized subjects (DOK:V 1990:147-148). This recommendation is also echoed in the 1991 ERS discussion document (CHED 1991:47-48).

Entrance requirements

As the development and implementation of the proposed modular structure to promote flow and differentiation are still being awaited, differentiated entrance requirements to the junior intermediate are not yet possible. The 1991 ERS discussion document possibly implies that entrance requirements to the junior secondary school phase may be applicable in future, when it remarks that learners leaving the senior primary school phase either embark on further academic learning in the school, or on structured non-formal education outside the school (CHED 1991:47).

4.1.5 Recommendations on the postbasic phase: the senior intermediate (senior secondary) phase

Aim/nature of instruction

Reconcilable with the HSRC recommendation on meaningful differentiation in the senior intermediate phase, are references to the number of study fields, with or without matriculation exemption, offered by all education departments in this educational phase (cf. AHR 1988:66-67). The general, human sciences and natural sciences study fields however seem to be the most popular (DNE 1988b:xx). These study fields do not directly open up career opportunities. "New" subjects examined in 1988 at the end of the the senior secondary school phase are in the technical or vocational study fields (Business Economics, Commercial Law, Technika — DEC:HA 1989:117, 133; AHD 1989:10; AHR 1988:66). The establishment of more subjects or levels of instruction is however not recommended in the Walters Report (DOK:V 1990:140-142) or in the 1991 ERS discussion document (CHED 1991:48). Instead, practical

guidelines are given in the Walters Report on career-oriented general formative education for the senior secondary school phase and for the academic preparatory course in this phase, promising to effectively rationalize and restructure the current system (DOK:V 1990:148-152). As in the HSRC report, reference is made to the need for horizontal flow and the establishment of career-directed courses. The proposals in the June 1991 ERS discussion document do not spell out as much detail as the Walters Report does (CHED 1991:48). The fact that further recommendations had to be put forward as late as 1990 and 1991 clearly illustrates that not many of the 1981 recommendations have been put to practice yet.

Entrance requirements

It is not possible to implement the HSRC recommendations on admission requirements for the senior intermediate phase in a system lacking the proposed modular, differentiated educational structure. In 1990 an entrance and channelling mechanism in the form of an externally moderated examination at the end of the junior secondary school phase was recommended (DOK:V 1990:148-149).

Duration

Currently the duration of senior intermediate education (the senior secondary school phase) is three years as proposed in the HSRC report. A three-year senior secondary school phase is also recommended in the 1991 ERS discussion document (CHED 1991:48). The 1990 Walters Report recommends a two-year senior secondary school phase, differentiating in two directions.

4.1.6 Recommendations on the postbasic phase: higher education (tertiary education)

Entrance requirements

Entrance requirements to higher education are regulated in terms of general legislation. Section 9(c) of the South African Certification Council Act, No. 85 of 1986 states that the council may endorse certificates of candidates who have complied with the minimum

requirements for admission to study at a university, technikon or "member of such other group of institutions, as the case may be". Reference to the statutory bodies regulating entrance requirements (either to the Joint Matriculation Board (JMB), responsible for standards for university entrance until its functions are taken over by the South African Certification Council, or to the council itself) can be found in Sections 15 of the Universities Act, No. 61 of 1955, Section 12(1) of the Technikons Act, No. 40 of 1967 and Section 12(1) of the Tertiary Education Act, No. 66 of 1988. The Universities Act also makes provision for the establishment of differentiated admission requirements for different fields of study, according to prescribed procedures.

The following trends regarding entrance requirements to higher education are in line with HSRC recommendations: Higher than statutorily required entrance requirements may eventually be applicable to facilitate admission and even influence fees payable (Charle 1989; CUP 1987:88-89; CHED 1991:55-57). Bridging and academic support programmes are offered in some cases, allowing for more flexibility in admission requirements (cf. *Pretoria News* 1989-06-16; CUP 1987:88-89; Hofmeyr & Spence 1989). Recommendations in the 1991 ERS discussion document imply that such support programmes may eventually be offered at so-called edukons, which would be training institutions other than universities or technikons (CHED 1991:53-54).

The IEWP also referred to a recommendation (with political implications for 1981) contained among the priority recommendations in the HSRC report, namely that councils of autonomous tertiary institutions should have the right to decide on the admission of students. Government stated in the 1983 White Paper that legislation granting a greater degree of autonomy to councils in the admission of students from other population groups than for which the institutions were intended was adopted in Parliament during 1983 (South Africa 1983:31).

Horizontal flow

In an investigation carried out by the Advisory Council for Universities and Technikons (AUT) at the request of the Minister of National Education it was found that the different universities in South Africa

do not maintain the same standards (DNE 1989:22). Measures aimed at rectifying these discrepancies may possibly facilitate accreditation and horizontal flow between different universities. In the 1990-1991 investigation titled "a strategy and programme for education renewal" a number of working groups addressed issues relevant to the need to promote horizontal flow — the overlapping of university and technikon programmes (with a view to rationalization), educational programmes for teacher training (with a view to formulating general policy), the functioning of certification councils, entrance requirements to universities and technikons and standards at universities (DNE 1990b; CHED 1991).

General policy regarding norms and standards for technikon education are regulated in terms of Act 88 of 1986 (the Certification Council for Technikon Education Act). Horizontal mobility between technikons, and also from other institutions to technikons, is accommodated in Section 12(2) of the Technikons Act, No. 40 of 1967 — examinations passed at a technikon or another institution regarded as equivalent to a technikon, may be recognized by the council of another technikon for the purpose of obtaining a certificate. Section 3(1) of the Tertiary Education Act, No. 66 of 1988, allows for different types of tertiary institutions to enter into an agreement whereby one institution may offer education which is certificated by another institution or body. Horizontal flow of **postgraduate** students is provided for in Section 10A of the Universities Act, No. 61 of 1955. A university senate may, at its own discretion, recognize the qualifications and/or levels of expertise obtained in other countries, other institutions or work situations of a candidate for a postgraduate degree or diploma.

Duration

The duration of higher education may vary according to the level of proficiency to be reached and/or maintained. Courses in which academic support programmes are integrated, may be of longer duration than "ordinary" courses (Hofmeyr & Spence 1989:47).

Certification

The recommendation that recognition should be given to candidates successfully completing modules of a course, is reflected in Section 9 of the Certification Council for Technikon Education Act, No. 88 of 1986,

which reads: "... the council shall issue technikon certificates, in the form prescribed by it, to candidates who in a course **or subdivision of a course** in technikon education have complied with the norms and standards prescribed by the council in the examinations conducted by an examining body ..." (emphasis added). Other institutions offering tertiary education do not yet have similar legislation opening up such possibilities.

4.1.7 Recommendations on compulsory education

The HSRC recommendation regarding compulsory education — nine years of compulsory education, of which the first six years should be compulsory school attendance and the remaining three years either in formal education or in non-formal education, has not yet been implemented.

Provision for the establishment of compulsory school attendance is made in the various acts regulating educational provision for different population groups. Sections 3(c), 37 and 44(m) of the Education and Training Act (No. 90 of 1979) provides for the possibility of introducing compulsory school attendance. **School attendance is not yet compulsory for blacks.** Section 23, respectively of the Coloured Persons Education Act, No. 47 of 1963 and the Indians Education Act, No. 61 of 1965, refer to regulations to be made known in the Government Gazette regarding compulsory education. Regular school attendance became compulsory for Indians as from 1 January 1979 and for coloureds as from January 1974. The age limits are the beginning of the year in which the age of seven is reached, and the end of the year in which the age of 16 (or Standard 8 — for coloureds) or the age of 15 (for Indians) is reached (AHD 1987:23; AHR 1988:66). Compulsory education for whites is regulated in Section 2(1)(d) of the National Education Policy Act, No. 39 of 1967, and Sections 50 to 54 of the Education Affairs Act (House of Assembly), No. 70 of 1988. The lower limit for compulsory school attendance for white children is the year in which the age of seven is reached and the end of the year in which the age of 16 is reached (or completion of the 12th level) is the upper limit in the case of children receiving ordinary school education. The upper limit for compulsory school attendance may even be higher in the case of handicapped white children (Act 70 of 1988, Section 53(a)).

A higher upper limit than proposed in the HSRC report for compulsory school attendance is in accordance with a later decision in the Government White Paper (South Africa 1983:31) that education departments may maintain higher standards. The question is how standards will be maintained and financing be found when school attendance becomes compulsory for members of all population groups. It is significant that the 1990 Walters Report proposes a 7-year period of compulsory schooling, to be phased in immediately, and a 10-year period of compulsory schooling as ideal (DOK:V 1990:146-147, 153). The 1991 ERS discussion document takes a firm position in favour of the introduction of compulsory education for all pupils of school-going age. Financial constraints probably influenced the proposed limit of seven years of compulsory schooling for which the State should take primary responsibility (CHED 1991:47, 78).

Another sensitive issue, not explicitly addressed in the HSRC report, is that of an upper age limit to effectively prohibit adults from attending ordinary schools as learners. This is also a matter treated differently by each second-level education department.

In accordance with the recommendation in the HSRC report, compulsory education is not established in terms of legislation dealing with higher (tertiary) education (cf. Sections 10(3)(b), 10(4) and 11 of the Universities Act, No. 61 of 1955; Section 12(3) of Act 40 of 1967; Section 12(2) of the Tertiary Education Act, No. 66 of 1988).

The problem area of compulsory education outside the formal education sector was referred to the HSRC for further investigation (see 4.1.9, below).

4.1.8 Recommendations on "free" education

At present, education is offered free of charge to pupils attending primary and secondary (public) State schools for the different population groups. School funds that are payable do not cover the basic costs of providing buildings, basic materials and the remuneration of teachers. New models for the financing of education put forward by the Department of Education and Culture (House of Assembly) in 1990, and expounded in the 1991 discussion document on an education renewal strategy, provide for a number of options along the continuum ranging from "free" education to "private" education, with the relative

amount of autonomy for managing the school more or less directly related to the relative amount of costs shared in the provision of education. The integrating committee of the ERS further recommends that learners in the education system who are outside the compulsory school-going age should be responsible for financing a larger portion of the costs involved with their education (CHED 1991:74-78).

The 1983 Government White Paper referred to the possibility allowed by the new constitution that levies may be raised to supplement financial resources for "own education". An interdepartmental investigation, under the direction of the Department of National Education was requested by Government to look into this matter (South Africa 1983:28). The 1990-1991 investigation into an education renewal strategy also addressed the problem of "free" education and the funding of education for different educational phases.

The *status quo* regarding "free" education is currently prescribed as follows in legislation: For whites, Section 2(1)(e) of Act 39 of 1967, states that education **may** be provided free of charge in schools maintained, managed and controlled by the Department of Education and Culture (House of Assembly). This implies that education need not be completely free. In terms of Section 5(1)(e) of the Education Affairs Act (House of Assembly), No. 70 of 1988, financial aid will not be granted to pupils outside the limits of compulsory education. Both of the above are in accordance with the recommendations in the HSRC report. Section 3(c) of Act 90 of 1979 (for blacks) states that "it shall be the aim and objective with the co-operation of the parents to introduce ... free tuition (including free school books) in all areas". The clause on free books is probably more a result of historically based grievances, than a negation of the recommendation on "free" or "partially free" education contained in the HSRC report. In Section 39 of the same act, it is stated in general that no tuition fees should be payable for the attendance of public and State-aided schools, although exemptions may be made in the cases of education for adults and for pupils whose parents are not residents of the Republic of South Africa. Section 38 provides for financial or other material assistance to be provided to pupils in public or State-aided schools. In Section 23(3) of Act 61 of 1965 it is stated that compulsory education (for Indians) **shall** be free. Section 25 of the same act makes provision for the payment (if any) of school and boarding fees, whereas Section 24 states that financial and other assistance to pupils may be given to pupils at State or State-aided

schools under certain conditions. No direct reference to "free" education is found in the Coloured Persons Education Act, No. 47 of 1963. Sections 25 and 24 of this act refer to the payment of school and boarding fees (**if any**), possible exemption from the payment of such fees and financial and other assistance that may be granted to pupils at State and State-aided schools.

It is possible to offer a "free" bridging period (prebasic education), if it is incorporated into the primary school. This possible means to implementing the HSRC recommendation is in fact recommended in the 1991 ERS discussion document (CHED 1991:78).

At present there is no selective stimulation of study in fields where manpower needs exist by means of financial incentives built into State funding formulas for senior secondary or higher education.

4.1.9 Recommendations on the interaction between formal and non-formal education

The interaction and potential confusion between the concepts "formal" and "non-formal" education is illustrated in legislation referring to these concepts. A theoretical distinction is drawn between the concepts by means of the definitions set out in Section 1 of the National Policy for General Education Affairs Act, No. 76 of 1984. Principles (v) and (vii) in Section 2 of the act also refer to formal and non-formal educational provision. The distinction between these two forms is mainly based on the type of institution where such education is usually offered, the placement of primary responsibility for providing such education and the certification (or lack of certification) following such education. The only recommendation regarding the linkage between formal and non-formal education in the 1991 ERS discussion document almost blurs the narrow dividing line between these two forms of provision − it is recommended that the certification of non-formal education should be established within the framework of a qualification structure (CHED 1991:28). This echoes another recommendation made earlier in HSRC 1989a:257. The definition of "points of withdrawal" given in Section 1 of the South African Certification Council Act, No. 85 of 1984 opens up the possibility that non-formal education may be formalized to some extent by means of certification (also see Section 3 of the act). Section 12D(o) of the Manpower

Training Act, No. 56 of 1981 states that accredited training boards should, in consultation with the NTB, promote closer co-operation between formal education and training in respect of the design and content of curricula.

In the fifth part of the IEWP report it was stated that the HSRC had been requested by the Department of National Education to conduct an investigation into what mainly can be described as the necessary conditions for accountable completion of compulsory education in the non-formal education sector. This research was undertaken under the auspices of the HSRC Education Research Programme. The final research report gives an integrated account of the issues addressed in the research. The concept, "structured non-formal education" is elucidated in the report, and requirements for horizontal flow between formal education, structured non-formal education, unstructured non-formal education, and the world of work are discussed. Aspects pertaining to control measures for structured non-formal education are explicated, and guidelines for an appropriate curriculum in this field are proposed (RGN 1989). The 1991 ERS discussion document uses the phrase "structured learning in the non-formal education sector" (CHED 1991:47) without any elucidation. Putting life to the ideas expressed in the 1989 HSRC report dealing with educational provision to pupils in non-formal edudcation will depend on concerted action of parties involved in education and in training partnerships.

Education departments are at present active in the field of non-formal education on a limited scale. Data regarding non-formal education provided by education departments are reported on an annual basis to the Department of National Education, primarily with a view to integrate subsidization formulas for this education sector (DNO 1986:iii). Unfortunately, the reporting takes place on the basis of the information system for school education, and the assimilation of data regarding non-formal education by education departments therefore can be described as limited at most. All second-level education departments offer some form of non-formal education, mostly in the fields of compensatory and enriching courses for adult learners (AHD 1989:13; AHR 1988:69, 80, 84; DEC:HA 1989:7-20; DET 1989:146-148, 156-160).

The Main Committee of the HSRC Education Research Programme was also involved in a number of large-scale co-operative research

programmes to be associated with non-formal education. This research was done in collaboration with the National Training Board (NTB). Mention can be made of a report on the training of artisans which was published in 1985, a report on skills training in the RSA, published in 1989 and the report on a national training strategy, published in 1991. Changes to the Manpower Training Act, No. 56 of 1981 with regard to the establishment of training boards, resulted from findings and recommendations put forward in the 1985 report.

The 1989 report on skills training provide the following practical guidelines relevant to the relationship between formal and non-formal education:

- There is a need for the establishment of a national manpower policy and a strategy for and the periodic determination of national manpower development priorities (HSRC 1989a:vii, R1 on p. 253).

- All training matters should be promoted, administered and co-ordinated by a single state department, namely the Department of Manpower (*ibid.*:253).

- The proposed manpower strategy (R4, as set out in pp. 255-257), provides for the responsibility of the state, employers, employers' organizations, employees, employees' organizations and the formal education sector in determining the national strategy for human resources development (*ibid.*:255).

- Closer integration of formal education and training initiatives should be aimed at, with a view to establishing a nationally integrated vocational education and training system (*ibid.*:256).

- A training qualification structure should be designed with a view (*inter alia*) to exemption, accreditation and equivalence in the formal education sector (*ibid.*:257).

- The proposed formation of a training certification body should be similar to the certification council for formal education, but should fall under the auspices of the Department of Manpower (*ibid.*).

- The National Training Board should take the initiative in discussions on matters of mutual concern with other state departments (*inter alia*, education departments) (*ibid.*:264).

- Further research should be undertaken to facilitate co-ordination between formal education and training (*ibid.*:263).

The above issues were addressed and operationalized in the 1991 NTB/HSRC investigation into a national training strategy for the RSA (HSRC 1991a). Of the eight main sets of recommendations put forward in the 1991 report the following are directly relevant to the relationship between the formal and non-formal education sectors:

- a number of recommendations of the skills training report (HSRC 1991a:247-248),

- the proposed national training strategy and how to initiate this strategy (*ibid.*:248-260),

- an acceptable financing model for training, in which the benefits available for the formal educational sector should also be extended to the training sector (*ibid.*:260-262),

- optimizing the trainability basis of employees and prospective employees (aimed at the provision of bridging training to youths who have not had adequate schooling to provide them with a trainability base) (*ibid.*:263-264),
  and

- clarifying the basic education requirements of industry and establishing effective linkages between training and education (*ibid.*:264-266).

It is clear that, although non-formal education is included among the matters regulated in terms of Act 76 of 1984, the National Policy for General Education Affairs Act, all aspects of non-formal education (especially if manpower training is included in the wider interpretation of non-formal education) cannot be the concern of education departments only. Apart from the important roles of the private sector and the informal sector, other government departments such as the departments of Manpower and of Health, Welfare and Population Development (*inter alia*) all have important roles to play in the strategic planning, co-ordination and provision of non-formal education. In many instances the Department of Manpower is regarded as the responsible State department for the planning and co-ordination of all aspects of manpower training. Initiatives, especially regarding hori-

zontal flow leading to the provision of non-formal education to learners in the phase of compulsory education would however most probably have to come from the formal education sector.

4.2 Discussion and conclusions

It is quite clear that the architects of the proposed new educational structure were well aware of the fact that the existing structure cannot suddenly be replaced by a new structure – the costs and logistics involved in designing new curricula, creating and providing new syllabi, textbooks and supporting materials, and retraining teachers would be impossible to absorb. It is noticeable that some of the features of the existing educational structure can be recognized in the proposed new structure, albeit with new names. The new proposals (bridging modules, more inlet and outlet points, more differentiation, more co-ordination) can really be implemented gradually, as priorities, money and time allow. Great demands are placed on persons responsible for designing, evaluating and implementing new curricula. The selection or design, verification and implementation of channelling mechanisms in a proposed differentiated modular educational structure will also be a difficult task.

Unfortunately, although various aspects of the proposed new educational structure have benefited from research and innovation over the past few years, these efforts were not co-ordinated. Well-meant endeavours by the Department of Education and Training, for instance, may be rejected by its clients because curricula developed for one department only are often judged as inferior to nationally developed curricula. Not all the products of the HSRC education research programme have yet been incorporated into national education policy, judged by the 1990 proposals for an educational renewal strategy (DNE 1990b). The formulation of a national manpower strategy within the framework of a strategy for human resources development (HSRC 1989a:255; HSRC 1991a) may eventually facilitate co-operation between various educational sectors and phases.

5

What happened to the recommendations on educational support structures?

The structure for financing, the physical structure, as well as the structure for support services within an educational system all provide support to the primary goals and activities of that system. These structures often forge the necessary links between policy and practice, between decisions made within the management structure and their execution within the educational structure. For the purpose of this report, the recommendations on the provision of financing, on the provision of grounds, buildings and transport, as well as on the provision of educational support services will be grouped together as recommendations on educational support structures.

5.1 Recommendations on the financing of education

The formulation of "financially realistic norms for providing a functionally adequate quality of education ... by a central educational authority ... for the whole population" (HSRC 1981a:186) is the responsibility of the Department of National Education. This is done in terms of Section 2(1)(a) of the National Policy for General Education Affairs Act, No. 76 of 1984. In September 1985 it was announced by the Minister of National Education that subsidies to universities would be calculated according to a formula, that the financing of education

departments according to norms and standards that had already been designed but not yet implemented (these were subject to further negotiations, *inter alia* with the SACE), and that private schools would receive state subsidization according to specific policy guidelines and formulas (DNE 1985a:8, 28-29). This announcement was totally in line with the recommendations of the HSRC report. In April 1986 a "ten year plan" for progressively achieving parity regarding norms and standards for the financing of education was announced by the Minister of National Education (DNE 1986). The establishment of a statistical data base, that is comparable between population groups, to facilitate financial planning and the proposed monitoring of progress towards parity is one of the functions of the Department of National Education (cf. DNO 1989:71-72). The 1987 CUP investigation into macro-aspects of the university may also be described as an attempt to co-ordinate policy decisions with regard to the financial provision for universities, with the optimum utilization of the manpower potential in the RSA.

These encouraging signs of implementation form a contrast with the 1989 decision to shelve the ten-year plan to attain parity, due to the lower than expected economic growth rate (*Hansard* 1989a Cols. 5699-5702; CHED 1991:6). During the 1989 and 1990 Budget Debates for National Education in Parliament, the point was made that although the same formula may be used for the subsidization of education for different population groups, differentiated substitution in that formula may still lead to discrepancies (the so-called factor "a" — see *Hansard* 1989a Cols. 5720-5721; *Hansard* 1990b Col. 9803). The 1989 DNE publication on national policy for general education affairs also mentions the factor "a", with reference to the subsidy of university and technikon education only. This official document states that the specific value for "a" is determined by the Minister of National Education, in consultation with the Minister of Finance and at the request of the minister of a Government department responsible for education. Although a value of one for "a" is striven after for all institutions, this value still differed at the time of writing (DNO 1989:30, 48). The same problem applies in the case of the independent states: although the same norms, standards and formulas for educational provision have been formulated for the independent states as an integral part of the South African educational system, differentiated substitution of the factor "a" results in the spirit of the HSRC recommendation not having been implemented yet. In terms of 1987 figures (DNE 1990a) quoted by

Moulder (1991:32), the *per capita* expenditure in the Department of Education and Training is approximately 1,6 times that of the *per capita* expenditure on education in the homelands.

In a 1985 news release of the Minister of National Education an indication was given of how subsidies payable to private schools vary between second-level education departments — the subsidy payable for the most privileged education department being 1,74 times that for the least privileged education department. The reason given for this discrepancy was "the difference in the average level of the qualifications of the teachers employed by the various departments" (DNE 1985a:29). More recent figures (Moulder 1991:32, based on DNE 1990a:18, 121) also indicate that the HSRC recommendation that private schools should receive state assistance in accordance with the centrally established, financially realistic norms, have been implemented.

Since February 1990, changes in the political dispensation have been made. One of the features of the changing policy was that savings in Government expenditure, notably in terms of the national defence budget, have been channelled to eradicate backlogs existing in the case of the black population group — *inter alia* with regard to the provision of education. This allocation was made without reference to a possible master plan to eradicate backlogs in education, and the additional payment was to be handled as a one-off bonus; not as a budgetary item to fund future projects.

Significantly, a number of working groups in the 1990-1991 investigation aimed at a strategy and programme for educational renewal had to address educational financing issues. This is clearly in line with the 1981 HSRC recommendation that financial implications for educational innovation would have to be considered in respect of the whole educational system. Many of the issues addressed in the ERS investigation can be traced directly or indirectly to the 1981 recommendations. The issues addressed by the CHED in 1990-1991 include the full funding of the subsidy formula for universities (a 12-year plan for the full funding of the subsidy formula was previously developed by a task force of the DNE and the CUP (DNE 1990b:23-24) — cf. HSRC 1981a:187), the privatization of education, the high cost of university and technikon studies for students, the effective utilization of

the resources for teacher training colleges, the linkage between formal and non-formal education, and the use of distance education as a possible cost-effective alternative to conventional educational provision. Announcements made in June 1991 on the opening up of "empty" schools under the control of the Department of Education and Culture (House of Assembly) to learners from all population groups, and the abolishment of the Group Areas Act imply that the HSRC recommendations on sharing scarce educational resources are progressively being implemented.

The attainment of parity for the different population groups, stated as a goal in 1981, has not yet been realized. An inevitable consequence of the abolishment of racially discriminatory legislation is that Government expenditure to provide services to the different population groups will immediately have to be on the same level. The eradication of backlogs up to the level of idealized standards will place unbearable burdens on the economy. The 1991 ERS discussion document proposes a solution to this problem by limiting the number of years for which "free" education can be provided (cf. CHED 1991:78). The wisdom contained in the documentation of the Kwazulu-Natal Indaba (1986:32) should also be noted. Instead of calculating costs in terms of the ideal, namely *per capita* expenditures on the basis of current funding for the Department of Education and Culture: House of Assembly (the education department for whites), costs should be calculated by taking the *per capita* expenditure of the House of Delegates as a more feasible norm. Moulder (1991:35) also proposes that the idealized *per capita* expenditure in education should be lower than the current *per capita* expenditure in the education system for whites (or even for Indians), but adds the cautionary note that equal salaries should not be paid for unequal qualifications — as implied by the straightforward *per capita* calculations. Unequal levels of teachers' qualifications should also reach parity in future. The 1991 ERS discussion document clearly subscribes to the 1981 HSRC recommendations that local educational communities should be allowed to finance, from their own resources, educational provision of a higher quality than the minimum standards provided by the State (HSRC 1981a:186; CHED 1991:74-81). But the 1991 document may be criticized as not clearly mentioning the need of those that do not have the means to provide services and facilities over and above the established norms (cf. HSRC 1981a:187; Kallaway 1989:262-264).

5.2 Recommendations on the provision of grounds, buildings and transportation

With the political decision about activities appropriate to educational provision as a "general" affair (at the first or national level of educational management) as opposed to educational provision as an "own" affair (at the second level of educational management — the political decision being that this division should be based on racial grounds) some of the HSRC recommendations on the provision of grounds, buildings and transportation have become rather difficult to follow up. Some activities are the responsibilities of the Department of National Education (first level of educational management) whereas second and even third-level education authoritiess are responsible for other recommendations in this field.

The Department of National Education is responsible for collecting data that may be of use to the proposed single national institution conducting research and development to determine the real needs of education for all, the extent and quality of available facilities, manners in which existing facilities can be upgraded, the formulation of budgeting and design norms, procedures for procuring school sites, and the design of schools with due attention to comfort, the environment and cost-effective utilization as schools as well as community centres. The emphasis in the Department of National Education however seems to be on data collecting for the sake of creating inventories, and the laying down of minimum standards — in terms of Section 2 of Act 76 of 1984 — rather than on the undertaking of innovatory research and development. The latter may perhaps be described as falling in the domain of the second-level education departments or the private sector, together with existing research institutions. This state of affairs is reflected in the ERS recommendations on cost-effective classrooms and school buildings (CHED 1991:85-91). Here, reference is made to the scaling down of existing general space and cost norms for school structures. The ERS recommendation on standard plans for buildings where only minor adaptations are allowed, is in contrast with the HSRC recommendation that a system of detailed briefing should be preferred. The latter recommendation was made at a time when the services of professional design and building consultants would have been more easily affordable than in 1991. Judging from the ERS discussion document, the 1981 HSRC recommendations on more simplified site acquisition procedures (already implemented by the

DET) and the use of building technology appropriate to the labour force available in local communities are also relevant in the 1990s.

The proposed computerized national inventory of school building facilities should soon be receiving co-ordinated attention (cf. DNO 1989:72; CHED 1991:89-91). In the case of tertiary educational institutions, the Department of National Education published guidelines for the reporting of fixed assets, buildings and spaces (DNO 1989:61-63; DNE 1982a and DNE 1982b). No reference to transportation services was found in these information systems.

With the abolishment of the Group Areas Act, and a new land policy announced in March 1991, it is clear that the 1981 HSRC recommendations regarding the procurement and/or utilization of sites and buildings outside specific group areas will be implemented simultaneously. A number of cases where unused school facilities (originally for the white population group) are already being used as schools for other population groups, may also be referred to (cf. *Hansard* 1990a Cols. 9217, 9224).

In the light of current programmes of rationalization for university and technikon education programmes, it is highly unlikely that the 1981 proposal that a facility planning course should be instituted to cover the full range of a planner's responsiblity would now be implemented. Experience, in-service training and/or independent study are the most likely substitutes for such a proposed course. Specific innovatory proposals regarding the design of school buildings that may vary from standard plans, the formulation of national design criteria for specific types of learning spaces, and the provision of buildings for dual use as schools and as community centres have been addressed in a number of policy decisions, research projects and actual developments by education departments (DEC:HA 1990a:46-47, 100; DET 1989:93, 115-117, DET 1990:91, 167-169; AHR 1988:69; AHD 1989:8; AHD 1990:33-34).

5.3 Recommendations on educational support services

Central to the recommendations on the provision of educational support services lies the concept of a **co-operative educational service** that will have to be developed on the first, second and third levels. This co-operative service should provide services for curriculum develop-

ment, educational technology, evaluation and guidance, school health and physical facilities (HSRC 1981a:166). On the first level, this service should be able to perform its general research, co-ordinated development and policy-formulating task with a nucleus of staff — drawing expertise from other sources such as state departments, research institutions, universities, educational institutions, practising educationists and the private sector for specific projects. On the second and third (operational) levels, specifically trained and experienced personnel should be enabled to render services in these fields.

In practice the planning and rendering of support services have almost exclusively been concentrated in the second level of educational management. Because of this, education is in danger of losing legitimacy and relevancy on two counts. Programmes and products in use by only one education department may easily be perceived as "inferior" by its clients; on the other hand, programmes and products developed without any consideration to local needs and conditions are also questionable on educational grounds.

With reference to co-operative services on the first and/or second levels, only the legislation regulating educational provision for the white population group makes specific provision for the establishment of audiovisual educational and other auxiliary services to promote effective educational provision (cf. Section 8 of Act 39 of 1967). The determination and approval of courses for educational provision and syllabi for such courses (i.e. curriculum development and dissemination) rest with second-level education departments, although national norms and standards for syllabi and examinations have to be taken into account (Act 76 of 1984, Section 2; Act 70 of 1988, Section 6; Act 39 of 1967, Section 2(1)(g); Act 90 of 1979, Sections 3(e), 35; Act 47 of 1963, Sections 21, 34(1); Act 61 of 1965, Sections 21, 33(1)).

The Department of Education and Culture: House of Assembly provides excellent examples of directorates of curriculum development, of educational technology, and of macro-guidance functioning on a "national" (countrywide) basis within the chief directorate of specialized services. These directorates make use of network structures and specialist committees to carry out their work effectively, very much in accordance with the HSRC recommendations for the educational support service on the first level of educational management (cf. DEC:HA 1989:65-74). Although the products and even the proceedings

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of these directorates are to a large extent open to users and observers from other education departments (*ibid*.:71; personal communications − educational technology; study of syllabi of the different education departments), it is a pity that this type of expertise is duplicated in the different education departments. The fact that each second-level education department still can, and often does, formulate its own policies and develop its own products in the field of curriculum development, educational technology and guidance services is probably the single most important point of criticism against the system of educational provision in terms of the 1983 constitution. Costly duplication and lack of legitimacy of "own" endeavours of certain education departments with their clients should not be allowed.

In this light, once again, the 1990-1991 investigation into an education renewal strategy, markedly in the fields of pretertiary educational programmes (calling for co-ordinated curriculum development) and distance education/educational technology, heralds changes in the current educational dispensation. The recommendations from this investigation create the impression that progress is being made with regard to the establishment and functioning of a centralized curriculum service for pretertiary academic programmes (CHED 1991:44-49). Recommendations on distance education and the use of educational technology as a form of teacher support indicate a positive trend towards national determination of priorities and appropriate matches between target group(s) and instructional medium (media). The onus for implementing the recommendations on the use of educational technology is placed on the shoulders of second-level education departments, individual educational institutions, private initiative or role players outside education departments (CHED 1991:28-35, 63-67). The proposed establishment of a co-operative structure by the various education departments to advise on the suitability of programmes and equipment, and to provide a support service to teachers in the use and maintenance of educational technology (*ibid*.:66) is an indication that the establishment of a national co-operative service for educational technology, as recommended by the HSRC in 1981, is still being awaited. Omissions that are notable in the 1990-1991 ERS investigation are the lack of reference to health and guidance services for the clients of the educational system, and no reference whatsoever to national planning on educational provision for children with special educational needs.

The establishment of co-operative services on the third level of educational management is to a large extent still being awaited. Teachers' centres offer opportunities in this regard (*Bulletin* 1990:3) and in some regions in-service training and media production take place in such centres. Adaptation of curricula to cater for the needs of specific regions or even schools is very rarely possible.

5.3.1 Specific recommendations on curriculum services

The general principles for curriculum practice in the RSA, namely soundly based theory, co-ordinated curriculum development, continuing attention, an individual style for the RSA, research support, centralization, sensitivity to the needs and demands of society, democratization and participation, are not all reflected to the same extent in current curriculum practice of the formal educational sector. Experts in the field of curriculum development mostly have thorough academic grounding, and the establishment of a theory for curriculum development has received ongoing attention — in fact, a number of universities offer curriculum studies as specialization options in post-graduate studies in education (for example, see Potchefstroomse Universiteit 1991:E11-E16; University of Cape Town 1991:63-79; Universiteit van Pretoria 1991:40, 44-45; Universiteit van Port Elizabeth 1991:191, 195; University of Transkei 1991:233, 235). The ongoing attention paid to curriculum development also in consultation with interested parties, should however, generally speaking, not be described as more than a cyclic revision of existing syllabi, aimed at the division of such syllabi into modules (cf. DEC:HA 1989:70-71; DOK:V 1987). Radical revision of curricula and syllabi, in reaction to changes in society, the economy and/or developments in the knowledge base for a specific subject however can not always effectively be dealt with in a predetermined timetable. New contents, methodology and retraining of teachers require much effort, time and money for which national, regional and local co-ordinated efforts and funding should ideally be harnessed together.

Unfortunately, the establishment of a curriculum development service on a national basis, active involvement of the SACE and HSRC in this regard, and co-ordinated follow-up research and development to benefit the production of curriculum packages, the implementation of bridging modules and curriculum development for the non-formal

educational sector have not yet taken place. The establishment of the Committee for Pre-tertiary Academic Policy (COPAP) by the Committee of Heads of Education Departments (CHED) may however be described as a nationally co-ordinated effort in the field of curriculum development. COPAP was asked to develop general policy on the curriculum offered in ordinary schools and technical colleges. Recommendations on future national policy on curriculum development put forward by COPAP imply that general frameworks for instructional offerings will be prescribed on a national level, but that particular needs and emphases will be provided for in specific syllabi based on these frameworks, and developed by education authorities at another level of educational management (CHED 1991:44-49).

5.3.2 Specific recommendations on the provision of guidance services

It cannot be stated unequivocally that the position with regard to personnel, programmes and facilities for guidance has drastically improved over the past ten years. Once again, admirable endeavours by individual education departments may be reported with regard to guidance services, for instance the in-service training courses offered for School Guidance teachers, the development and/or revision of syllabi and work programmes for School Guidance and liaison with organizations providing training and employment to obtain and disseminate information on occupational prospects, reported by the DET in its 1989 annual report (DET 1990:141-143). The Department of Education and Culture (House of Representatives) reported in 1988 that "(a)t least one guidance teacher is attached to every school" — an indication that the shortage of personnel referred to in 1981 had effectively been addressed (AHR 1988:77). Career opportunities for guidance personnel do exist within each of the second-level education departments — such personnel may occupy the post of a head of a department within a school, with other promotion posts available as counsellors and/or educational planners. Further promotion opportunities within the specialist field of service rendered at school level, have not been created yet. It is also clear that regional guidance centres have not yet been established by education departments, and that all counsellors in schools have not yet been compelled to register on a common basis through a registration authority. The (nationally) co-ordinated renewal of the curriculum for guidance as well as improved

provision for liaison with the private sector with regard to careers guidance is also still being awaited.

During 1990 and 1991, the educational broadcast service of the SABC offiered TV programmes aimed at disseminating information on different career opportunities. It should also be emphasized that the Department of Manpower and various child and adult guidance institutions at universities and other academic institutions offer invaluable services with regard to careers guidance. Education departments should, and do, liaise as far as possible with these available services.

5.3.3 Specific recommendations on the provision of educational technology services

From the documentation prepared by the Department of National Education on the 1990-1991 investigation into a strategy and programme for education renewal, it can be deduced that educational technology has indeed been accepted as "a fundamental factor in the planning, development and implementation of educational provision at all levels..." (HSRC 1981a:171). The problem statements and proposals set out regarding distance education as well as educational technology reflect the sentiment quoted above.

The initiative to advise on educational technology has however clearly not come from the South African Council for Education — here the HSRC Education Research Programme has probably played a more important part, with the co-operative research undertaken with regard to the computer in education and training (HSRC 1983, also HSRC 1991b), the use of radio and television in education and training (HSRC 1984), copyright and education and training (HSRC 1987a), and distance education (HSRC 1987b). The establishment of the educational broadcast service of the SABC in 1986, after the publication of the 1984 HSRC report, was described by the Minister of National Education as "(t)he most important co-operative supporting educational service introduced so far" (DNE 1985a:7).

The Directorate for Educational Technology within the Department of Education and Culture (Administration: House of Assembly) used to be attached to the Department of National Education prior to the restructuring of that department in accordance with the 1983 constitution and Act 76 of 1984. The functions of the "oïd" DNE

were to a large extent taken over by the Department of Education and Culture: House of Assembly. This "own affairs" directorate offers most of the services proposed in the 1981 HSRC report — propagating effective use, conducting research on educational technology, setting up a national information retrieval network and lending facilities, and co-ordinating the production of educational technology programmes. The Directorate for Educational Technology is not primarily active in the non-formal educational sector and in industrial training, although services are rendered whenever possible. The SABC, and through the SABC a number of research institutions and universities, as well as other second-level education departments are also active in the areas mentioned in the 1981 HSRC report. Task groups representing the SABC and various education departments were at the time of the 1990-1991 investigation into an education renewal strategy investigating ways and means according to which optimal co-operation can be achieved (*Sowetan* 1990-06-14).

As the programmes for teacher training are not yet centrally co-ordinated, the extent to which educational technology is addressed and provision is made for refresher and induction courses for in-service training courses cannot be determined easily. According to the criteria for the evaluation of South African qualifications in education, cur-riculum courses in "teaching aids" and "computer education science" are already required for teacher training courses offered for prospective teachers in the education department for whites (DEC:HA 1991:10, 35-53). The 1991 ERS discussion document recommends that general policy for initial as well as in-service teacher training programmes should include modules on the use of the various forms of educational technology (CHED 1991:66). From research done for the SABC in this regard, it is clear that in-service training courses for teachers as well as other categories of personnel offer possibilities for more effective utilization of educational technology (Van Zyl & Rodda 1987; Van Zyl & Pieterse 1990; Van Zyl, Kamper & Ras 1990).

The HSRC Education Research Programme completed the investiga-tion on the introduction of the computer in education and training (requested by the Minister of National Education following the 1981 HSRC report) in 1983. Practical recommendations and guidelines could immediately be implemented by some second-level education departments, while others waited longer before establishing and implementing their own policies on the computer in education —

with hardware of a new generation. These discrepancies between education departments, because of the absence of national co-ordination and direction are very visible in a field where rapid developments sometimes cause immediate and correct action at a certain point to be perceived as inferior by critics at a later point in time (cf. *Hansard* 1989a Cols. 5895, 5932). In 1990-1991 another investigation, requested by the National Training Board (NTB), on the training of computer experts and computer literates was carried out under the auspices of the HSRC Education Research programme. This investigation also addressed a wide spectrum of aspects with regard to the computer in education (HSRC 1991b).

In spite of 1990 being the year of literacy, no real co-ordinated efforts to harness educational technology in this area of non-formal education could be perceived. The 1991 ERS recommendations on the use of distance education to promote literacy among adults imply that much work still has to be done to identify role players and to do initial research in this field (CHED 1991:33-34). Many individual, local efforts can however be identified. National campaigns by the Department of Population Development and campaigns aimed at increasing general awareness on the danger of AIDS are highly dependent on the effective utilization of educational technology. These endeavours may possibly be described as responding to problems similar to those addressed in the 1981 HSRC report much rather than conscious efforts at implementing the recommendations.

5.3.4 Specific recommendations on the provision of school health services

Interestingly enough, the HSRC recommendations on a health service for education contain quite explicit reference to regional demarcation for the effective rendering of services (HSRC 1981a:174-175). Decisions on implementing these guidelines go hand in hand with changes in the political dispensation, which are currently rapidly moving in the direction indicated in the recommendations. The provision of health services in South Africa at present is organized, as is the case with educational provision, into three levels of management — on the national level, the Department of National Health and Population Development renders a policy-making, supporting and co-ordinating service. On the second level, no less than seven administrations render

their services — there are three Departments of Health and Welfare (one each for the white, coloured and Indian population groups) and four provincial administrations rendering health services (*inter alia*) to the black population group. Before 1989, the Department of National Health and Population Development offered certain health services, including school health services, to blacks — adding to the confusion as to which authority is responsible for which aspect of health services (cf. Act 63 of 1977, Section 16; DNHPD 1987:20-21; DNHPD 1988:15; DNHPD 1990:69). This indicates that the provision of health services has not yet been placed on an equal footing, if judged solely on administrative/managerial grounds. Section 20 of the Health Act (Act No. 63 of 1977) provides for the powers and duties of local authorities in connection with health services.

The provision of school health services is not the primary responsibility of education authorities. The National Health Policy Council, established and described in Sections 10 to 13 of the Health Act, No. 63 of 1977, is responsible for "the formulation of a national policy in regard to the rendering of health services by the Department of Health and Welfare, provincial administrations and local authorities" (Section 12(a)). Provincial administrations, in the case of the black population group, or the three different "own affairs" Departments of Health and Welfare, in the case of the other population groups, are responsible for the provision and financing of health services, including buildings in which such services are rendered (cf. AHD 1989:8). All the acts dealing with educational provision for the different population groups contain some reference to the provision of school health services — Sections 33(g) and (i) of the Indians Education Act; Sections 34(b) and (i) of the Coloured Persons Education Act, Section 8(1) of the National Education Policy Act and Section 5(1)(d)(i) of the Education Affairs Act (House of Assembly). Section 3(g) of the Education and Training Act, No. 90 of 1979 was amended as late as 1989, from "that school health services be introduced in conjunction with the Department of Health", to "that school health services be introduced in conjunction with the hospital and health services of a provincial administration". Section 41 of the same act was amended similarly, with reference to the provincial administration instead of the national Department of Health being responsible for school health services.

The proposal that a section for school health should be established within the co-operative educational service centres has therefore not

been implemented on two counts: in the first place, such centres have not yet been established. Secondly, the provision of school health services is seen as the primary responsibility of the health department, rather than the education department. Within the Department of National Health and Population Development however, a three-level structure for planning and rendering health services can be identified. For instance, an Advisory Committee on Health Education, with representatives from the various educational authorities as well as the SABC and the Department of National Health, function on the first level of management. This Council is responsible for determining needs and co-ordinating health education in schools (cf. DNHPD 1989:18).

Promotive and preventive services form the nucleus of the activities of the school health service, with health (including dental) inspections by school nurses and doctors leading to the identification of defects, referral of pupils for treatment and/or keeping pupils under observation or treatment (cf. AHD 1989:20-21; DHSW:HA 1990:18-19, 26). Currently the emphasis is on a health service on the school level, with no reference in annual reports to preprimary or tertiary education benefiting from "school health services".

Health guidance is currently offered as a subject (Health Education) in the primary school, as recommended in the HSRC report. Secondary school pupils are increasingly receiving health guidance − not necessarily in order to implement the HSRC recommendation, but in reaction to health-related problems resulting from patterns of social behaviour (cf. DNHPD 1990:28, 34; DEC:HA 1989:119, 136; AHR 1988:27). The position with regard to tertiary education is not centrally controlled. Indications are that community needs are accounted for in the health services offered − the comprehensive support care offered to the child and the family on a voluntary basis by school nurses, teachers and doctors reported in the 1988 annual report of the Administration: House of Delegates (AHD 1989:21) offers an example in this regard. The research and special projects undertaken by the Administration: House of Representatives include nutritional guidance programmes, prevention of alcohol and drug abuse, the problem of AIDS, and the problem of teenage pregnancies. Social welfare services include daycare facilities and school social work services (AHR 1988:19, 26-29).

Facilities for health services still vary. Not all schools are provided with a sickroom, and it has never been reported that school buildings and

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grounds are regularly inspected for health aspects. The Administration: House of Representatives reported in 1988 that more nursing personnel were needed to meet the accepted norm (ratio: nursing team: pupils) for school health services (AHR 1988:25).

The compilation of statistics regarding the incidence of disease for specific regions, on the basis of which priorities can be determined, is one of the functions of the Department of National Health and Population Development (DNHPD 1990:18).

5.4 Discussion and conclusions

The recommendations on educational support structures are strongly based on the idea of centralized policy making and co-ordination on the first level of educational management, execution and development of the policy at the second level and refinement based on local inputs at the level where policy is implemented, the third level. This fine balance has not yet been attained. In terms of the current constitutional dispensation it was possible to shift the "centre of gravity" to the second level of educational management, for both the planning and execution of policy. Both the Departments of National Education and National Health and Population Development are, in terms of Act 76 of 1984 and Act 63 of 1977 respectively, responsible for the determination of national policy, co-ordination, norms and standards. Although this was done in theory, practice clearly shows that equal formulas with unequal substitution still lead to discrepancies between second-level education departments. Changes in the political dispensation such as the abolishment of the Group Areas Act and other racially discriminatory acts will most certainly influence the ease with which sites and buildings will be procured for, and/or cost-effectively used by learners from any population group. The financing of education and the provision of health services for all clients of the educational system will also have to be placed on an equal footing, as recommended ten years ago by the HSRC.

The duplication of curriculum development and educational technology services is hopefully to be eliminated soon after the results of the 1990-1991 investigation into an educational renewal strategy are made known. It is to be regretted that this investigation did not address health and guidance services, or the provision of education for children

with special educational needs. Liaison between education departments, the private sector and other government departments also needs to be improved.

The perceived legitimacy of the South African system for educational provision and the extent to which its products are accepted as relevant are to a large extent dependent on the effective, just and justifiable functioning of the educational support structures. Policy decisions aimed at attaining parity at realistic and affordable levels, and better co-ordination to minimize costly and unacceptable duplication should be rigorously sought and upheld.

6

What happened to the recommendations on educational programmes?

Structures for educational provision are brought to life by the educational programmes offered within an educational system. For the purpose of this report **educational programmes** refer to the processes of interaction between learners, teachers/trainers and selected learning contents that have to a greater or lesser degree been explicitly prescribed with a view to attaining predetermined learning objectives and educational goals. Different but often interdependent educational programmes are on offer in different educational phases and in different educational sectors. The HSRC Main Committee concentrated on educational programmes for the formal educational sector when formulating its findings and recommendations. These recommendations cover an extensive field. Aspects of pretertiary educational programmes dealt with in the HSRC report include the teaching of the natural sciences and Mathematics, technical and vocational education (career education), medium of instruction and the teaching of languages, and educational provision for children with special educational needs. The HSRC recommendations on the recruitment and training of teachers will also be discussed here under the general heading of educational programmes.

There is a difference between following up recommendations on educational programmes, and following up recommendations on what may broadly be described as pure structural aspects — aspects such as the management system adopted within an educational system, the regulation of access to and mobility through the system, and the

manner in which the provision of educational support services is organized. Decisions related to structural aspects are generally dealt with at the highest level of educational management, leading to the formulation of official policy clearly prescribed by means of legislation, regulations and other official documents. On the other hand, the contents of educational programmes contain much specialized detail, are subject to curricular change and differentiated adaptation, and are brought to life in the real forefronts of the educational system, namely in those situations where actual teaching and learning take place. Legislation would ideally provide the opportunity to establish and offer educational programmes, but as a rule does not deal with the details needed to implement general policy in practice (cf. Hosten *et al.* 1979:263, 279; Hahlo & Kahn 1968:144). In the 1983 Government White Paper, the recommendations on educational programmes were therefore referred to the different executive education departments for their further consideration:

> To bring about efficacious educational functioning it is necessary for the various education departments to be able to control the functional aspects of their operations as well. This implies that the responsible professionals and professional educationists should be able to decide on the contents and presentation of educational programmes (South Africa 1983:2).

When following up these recommendations and their subsequent handling, it soon became clear that the different education departments often dealt with the recommendations in different ways. Reporting on the many different endeavours of bodies such as education departments, universities and research institutions in this field, would therefore provide the reader with a maze of detailed information. In this light, it was decided to concentrate on general trends that emerge from a more global and also exemplary approach, rather than on comprehensive reporting.

6.1 Recommendations on the teaching of the natural sciences and Mathematics

The HSRC recommendations are arranged according to the following main points:Recommendations aimed at increasing the popularity of

the subject, recommendations on syllabuses and curriculum development, and recommendations on the availability, training and service conditions of teachers in the natural science subjects and in Mathematics. The lack of innovatory recommendations specifically directed at the basic and even prebasic educational phases may be described as a shortcoming in the 1981 investigation.

6.1.1 Recommendations aimed at increasing the popularity of these subjects

The recommendations for increasing the popularity of the natural sciences and Mathematics, namely more relevant syllabus contents, better instruction, specific recruiting efforts and efforts expected from institutions for higher education, have not yet been addressed in a co-ordinated manner. It is therefore difficult to report on all the possible initiatives that have been taken by the different education departments, university faculties and/or research units and other interested bodies.

The in-service training of Mathematics and science teachers, hopefully arming teachers with the necessary knowledge to instill enthusiasm, is a matter receiving ongoing attention from education departments. Encouraging, but unco-ordinated efforts to improve the instruction of the science subjects and Mathematics are also referred to in the annual reports of the second-level education departments (cf. DET 1989:64, 66, 118; DEC:HA 1989:64, 88; AHR 1988:65, 75-76). Publications, olympiads and/or competitions, clubs and interest groups actively utilized in the field of science and Mathematics education reflect the spirit of the recommendations, although these are perhaps all too often aimed at those already "converted" to science/Mathematics education. The guidance offered in schools generally does not effectively introduce job opportunities in the natural sciences to pupils (cf. DOK:V 1990:140).

A number of universities have already implemented bridging courses or modules to prepare students for university study in Mathematics or science subjects (Hofmeyr & Spence 1989:40-41; Hauptfleisch 1989-09-19). A need still exists for co-ordinated research into improved teaching methods in these subjects.

6.1.2 Recommendations in respect of the syllabuses and curriculum development

The 1991 discussion document on an educational renewal strategy contains a description of the present and proposed future general policy regarding curriculum development (CHED 1991:48-49). Salient points of this policy are: centrally prescribed frameworks, a modular approach, and the development of syllabuses taking place at lower levels of educational management. A need for formulating and implementing general policy was pointed out in the 1981 HSRC report.

6.1.3 Recommendations concerning the availability, training and service conditions of teachers

It has become increasingly clear that prospective student teachers are encouraged through various incentives to include subjects such as Physical Science, Mathematics, Computer Studies and Technika in their curricula, and that the second-level education departments consider the recruitment of Mathematics and science teachers as a priority (cf. DEC:HA 1989:97; DET 1989:130; Stone 1990; DEC:HA 1990:5). The same can be said about the availability of various, often uncoordinated, types of in-service training courses for teachers in these subjects (cf. DEC:HA 1989:80, 113, 130; AHR 1988:71; DET 1989:134-138).

It is recommended in the 1991 ERS discussion document that the possibility to adopt a more market-related approach to the determination of salaries and service conditions should be investigated (CHED 1991:70-71, 76). This means that the HSRC recommendations aimed at making the teaching profession more attractive to persons suitably qualified in Mathematics and science subjects may eventually be implemented.

6.1.4 Conclusions

An HSRC investigation into the implementation of recommendations on the position of natural scientists and of mathematicians was completed as long ago as 1983 (South Africa 1983:33). In the report of

this investigation (Jansen *et al.* 1983) a summary is given of the recommendations, the extent to which they have been implemented and probable reasons for the lack of implementation of the recommendations. From this information, it is possible to say that very little has been done to implement some or all of the findings and recommendations in question, the reasons most easily given for lack of implementation being lack of funds, lack of national co-ordination and prioritization and the need for a recognized body to take initiatives. Six years later, in 1989, Jansen (1989:10) had the following to say in this regard:

> Op hierdie tydstip, ses jaar nadat die verslag verskyn het, is die meerderheid van aanbevelings steeds nie geïmplementeer nie en dit lyk of die situasie sedert die aanvanklike ondersoeke in die sewentigerjare nie noemenswaardig verander het nie; in teendeel ...

Problems in the fields of education management (and the politics behind decision-making) as well as the daunting amounts of time and costs involved with "radical" curriculum development may also be identified as deterrents to the effective implementation of the recommendations regarding science and Mathematics teaching. The need to address this problem anew was however acknowledged by education departments (cf. DEC:HA 1990a:5; CHED 1991:11-12).

It would seem from the above that the real issues behind the critical shortage of Mathematics and science teachers — and in more general terms, the acute shortage of competent mathematicians and scientists to fill posts in the basic and in the applied fields of work and study, have not as yet been systematically and intensively addressed — at most, symptoms have been doctored in a rather unco-ordinated manner. This rather harsh statement is supported by facts put forward in the 1989 report of the former CSIR Foundation for Research Development (Pouris 1989:25-37 in particular) as well as by media reports and official figures cited in the 1991 ERS discussion document that reflect the actual state of affairs (cf. *Beeld* 1988-11-07; *Die Transvaler* 1988-11-25; CHED 1991:11-12). Creative and co-ordinated teamwork will be needed to address this need in a new educational dispensation.

6.2 Recommendations on technical and vocational education (career education)

The eleven HSRC recommendations on technical and vocational education (career education) may be discussed in terms of general policy and the role of the South African Council for Education regarding preparatory career education; curriculum design with reference to preparatory career education for the various school phases; school districts in which various options are made available; the role and shortcomings of non-formal education; the training of teachers for preparatory career education, and a campaign to project a positive image of preparatory career education.

6.2.1 General policy and the role of the South African Council for Education regarding preparatory career education

The South African Council for Education (SACE) was requested to advise the Minister of National Education on the application of the **fourth principle** for educational provision as contained in Act 76 of 1984 (DNE 1988b:i). This principle states that education should take into account the needs of the individual, of society, and the projected manpower needs of the country, also taking into account the demands of economic development. The official report resulting from the SACE investigation was published by the Department of National Education in June 1988, and led to the formulation of general policy (DNE 1988b; CHED 1991:44). No innovatory recommendations reflecting the spirit of the recommendations put forward in the 1981 HSRC report, or reference to the recommendations of the HSRC Work Committee for Technical and Vocational Education (1981m), are to be found in this report.

Pre-empting the 1990-1991 CHED investigation into an educational renewal strategy, various research projects dealing with policy aspects of preparatory career education were initiated and completed by the HSRC education research programme and the National Training Board (NTB). Landmarks include the 1985 HSRC/NTB investigation into the training of artisans, the 1989 HSRC/NTB investigation into skills training, and the 1991 NTB/HSRC investigation leading to the formulation of a national training strategy. In the latter report, the need for co-operation between all role players in the world of formal

and non-formal education and manpower training was re-emphasized. Significantly, the 1991 ERS discussion document indicates that role players outside the formal educational sector should also participate in formulating general policy on preparatory career education (CHED 1991:28, 44-48), and the Department of Manpower is mentioned as a major role player in this regard.

Attempts by the second-level education departments include the development of a proposed model of career education by the Department of Education and Training. This model was developed with reference to the 1983 Government White Paper on education, findings of the Science Committee of the President's Council on formal and non-formal education, and the HSRC/NTB investigation into the training of artisans (DET 1989:102-108). This new approach to career education was however developed by one education department in isolation and for that reason may lack general acceptance. A committee of the Department of Education and Culture (Administration: House of Assembly) also investigated issues relevant to career education. This committee indicated that its most fundamental recommendations should be referred to an interdepartmental task group in order to consider and implement the recommendations on a national level (DOK:V 1990:157-158). The need to attain a proper balance between preparatory academic and preparatory career education was explained and emphasized in various official documents (South Africa 1983:34; DOK:V 1990:143-144; CHED 1991:44-49), but a workable policy and nationally co-ordinated educational programmes are still being awaited.

6.2.2 Curriculum design: preparatory career education for the various school phases

The HSRC recommendations on curriculum design and the different emphases placed on aspects of preparatory career education in the various school phases, is in accordance with the more general recommendations on a proposed educational structure, discussed elsewhere in the report.

Apart from the research work and recommendations expounded in reports of the Department of Education and Culture (Administration: House of Assembly) (DOK:V 1990) as well as in the ERS discussion

document (CHED 1991), the Department of Education and Training did its own research, development and partial implementation work regarding a proposed model for preparatory career education which is integrated into the normal school programme (cf. DET 1989:102-108). It should be noted that the various bodies investigating aspects of career education still offer differing recommendations on the most acceptable subdivision into school phases — some propose a 3-3-3-3 division, others a 3-4-3-2 division, and others a 3-4-2-3 division.

Indications are that the second-level education departments all make some form of provision for aspects pertaining to general formative preparatory career education as an integral part of the schooling process (cf. DEC:HA 1989:81-86, 100, 104, 117, 133, 135; AHR 1988:66-67; DET 1989:106-108, 114; AHD 1989:10). These endeavours, all based on aspects of the current educational structure, do not reflect a national, co-ordinated effort to curriculate purposefully for preparatory career education which is fully integrated into the various phases of the school curriculum.

6.2.3 Practical availability of various options: School districts

The second-level education departments have in the past tried as far as possible to make available a full spectrum of preparatory career fields of study. Reported efforts include careful planning, the establishment of technical centres to serve a number of schools and making available hostel facilities where needed (cf. DET 1989:104; AHR 1988:66-67; AHD 1989:8; Stone 1990:4; DOK:V 1990:142). Even more effective sharing of resources between learners from different population groups and in different education sectors is envisaged for the future (cf. CHED 1991:89).

6.2.4 The role and shortcomings of non-formal education

The national manpower training strategy proposed in the 1991 HSRC report is an attempt to provide for the ideal that career training of direct relevance should be available to learners moving out of the formal system and for adult learners. The distinction drawn between "non-formal education" and "manpower training" (HSRC 1991a:225-226) will probably fade even more in due course. The 1991 ERS discussion document contains reference to the need that structured

non-formal education should be offered to early school-leavers (CHED 1991:47; also see RGN 1989), and also implies that technical schools may be utilized more effectively (CHED 1991:44-49, 60-61).

6.2.5 The training of teachers for preparatory career education

Annual reports of the various second-level education departments indicate that pre-service training as well as full-time and part-time in-service training courses are offered in the fields of vocational and technical education and that the importance of courses in these fields is being recognized by these authorities (cf. DEC:HA 1989:97, 128; Stone 1990:4-5; DET 1989:130, 142). Although such courses are more often than not offered by universities or teacher training colleges, teacher training for selected technical and/or trade subjects are available at technikons (DET 1989:132; AHD 1989:14; AHR 1988:73). The Department of National Education's compendium of formal instruction programmes in the RSA contains reference to a national teachers' diploma technical ("workshop" or "hairdressing") and a national higher diploma in postschool education, implemented in 1989 (DNE 1991:317-320).

The training of teachers at technikons, in the sense that courses offered at a technikon may under certain conditions supplement the teacher training offered at a university or college, is provided for in Section 2A of the Technikons Act, No. 40 of 1967 and Section 1A of Act No. 39 of 1967. From the 1991 ERS discussion document it can be assumed that technikons may play a more significant part in future teacher training policy (CHED 1991:43).

6.2.6 A campaign to project a positive image of preparatory career education

The media, with emphasis on the popular press and the SABC, offer a potentially powerful role in disseminating information on career-oriented education (cf. *Beeld* 1988-08-26; *Bulletin* 1990:3). More intensive and extensive campaigns to promote a positive image of all forms of preparatory career education still need to be financed, planned, evaluated, and implemented.

6.2.7 Conclusions

Although many recommendations have been made and accepted in principle to improve the image of preparatory career education, they have not been fully implemented.

Problems and priorities along the way to full implementation include the acceptance and implementation of a national manpower training strategy, the attainment of optimal co-operation between all the role players responsible for manpower training and other forms of non-formal education (cf. HSRC 1991a:265-266), finding solutions for the relative inability of the formal education sector to keep up with rapid developments in training needs (necessitating curriculum development and acquiring modern/state of the art training equipment), finding means to finance training incentives during periods of economic downswings, addressing the problem of unrealistic expectations and the demand for adequate job opportunities for all learners channelled to the field of preparatory career education (even if this is done through preparing learners for work in the informal sector) and to depoliticize the implementation of recommendations in the area of preparatory career education.

There is a need for a body or bodies with the necessary infrastructure and credibility among educational users to be of help in implementing a national education and manpower training strategy. The manner in which co-ordination between different state departments (e.g. the education departments, the Department of Manpower), the private sector and also different states (i.e. in the Southern African context) is to be obtained, financed and orchestrated, will be of cardinal importance for the successful implementation of such a strategy.

6.3 Recommendations on medium of instruction and the teaching of languages

Language, as medium of instruction, as subject of study, and as a powerful vehicle of value-laden communication, is such an all-encompassing field of study that it is not surprising that so many subthemes had to be addressed by the work committee and the Main Committee. It should be borne in mind that the use of a particular language (Afrikaans) as medium of instruction in black schools was

cited as one of the direct causes of the 1976 Soweto riots. This underlines the importance of an investigation into issues surrounding language in education, as well as the speedy implementation of recommendations aimed at alleviating problems.

The Work Committee: Languages and Language Instruction addressed an extensive problem field which resulted in the formulation of a wide range of recommendations. These are grouped together as follows in the 1981 HSRC Main Report: Language medium in formal education; aims and objectives for the teaching of Afrikaans and English as first and second languages; the third language in education in the RSA; the recruitment, selection and training of language teachers; evaluation and examination in language teaching; attitudes to language in education; literacy, and an infrastructure for language promotion.

6.3.1 Recommendations on the language medium in formal education

Afrikaans and English are defined as the official languages of the Republic of South Africa in the Constitution Act (No. 110 of 1983, Section 89). Provision is also made for the possibility that an African language, under certain conditions, may become an official language of a specified region. This sets the stage for the formulation of policy on language medium in formal instruction at macrolevel.

The HSRC recommended that only broad, educationally established principles should be adopted as policy factors at the macrolevel, and that decision making which mainly concerns an area or a community should be delegated to lower levels. This is to a large extent reflected in legislation governing educational provision. No direct reference is made to language policy in the National Policy for General Education Affairs Act (No. 76 of 1984); language policy is dealt with in the "own affairs" acts regulating educational provision for the different population groups.

In the case of education for whites, Section 2(c) of Act 39 of 1967 states that the mother tongue, if it is one of the official languages, shall be the medium of instruction. The manner in which this broad statement should be put into practice is dealt with in detail in Sections 55 to 58 of Act 70 of 1988, and the contents of these sections correspond with the

broad guidelines for medium of instruction contained in the recommendations of the HSRC report. Less detail is spelled out in Section 34(f) of Act 47 of 1963 and Section 33(f) of Act 61 of 1965, by which the Minister of Education and Culture in question is empowered to make regulations regarding medium of instruction in schools under the jurisdiction of his department. Act 90 of 1979 indicates that preference for the mother tongue as medium of instruction is a "... universally accepted educational principle" (Section 3(b)). This act provides for the mother tongue being the medium of instruction for blacks up to and including Standard two, and leaves the choice as to medium of instruction after this stage to parents. The manner in which the mother tongue should be determined is not explicitly dealt with. The 1988 and 1989 annual reports of the Department of Education and Training highlight a number of themes relevant to language policy formulation (DET 1989:61-62, 143; DET 1990:57-59).

Language-related research undertaken by the HSRC revealed the complexity of determining the mother tongue of black pupils, when the language spoken at home and with friends is a dialect not used for the purposes of writing and school-based instruction (cf. Schuring 1986). In a research and development project Macdonald (1990a; 1990b) re-emphasized the vast problems experienced by black children when they change to English as medium of instruction.

Both official languages are usually offered as school subjects. This is prescribed for whites in terms of Section 59(2) of Act 70 of 1988, but the education acts for the other population groups do not contain such explicit details. It has recently been proposed that the language load for (white) pupils may be reduced (DOK:V 1990:149).

6.3.2 Recommendations regarding aims and objectives for the teaching of English and Afrikaans as first and second languages

Apart from a research report on aims and objectives in second-language teaching published by the HSRC during 1983 (Leschinsky 1983), a number of other investigations dealing with aspects of second-language instruction have also been published under the auspices of the Work Committee for Language in Education and Training of the HSRC Education Research Programme (cf. IER 1988:287-291).

The syllabuses for Afrikaans and English have been subject to certain changes since 1981 (cf. DEC:HA 1989:100, 136; DET 1989:60), but fundamental reformulation of aims and objectives may possibly only take place in future, if the proposed three levels for language instruction (CHED 1991:47) are accepted and implemented.

6.3.3 Recommendations concerning the third language in education in the RSA

It is clear that the recommendations put forward by the HSRC Main Committee on the third language at school level were not meant to whitewash existing policy. The HSRC Main Committee unequivocally stated that it could not suppport the practice that black learners should carry the burden of three language subjects (HSRC 1981a:146). Indian pupils, having to deal with languages reflecting their cultural inheritance, also seem to experience problems with the additional load of a third language (cf. AHD 1989:9).

The HSRC Main Committee suggested that the possibility of offering the third language, as language of communication only, as a "middle school" course should be considered. When this approach to language teaching (as practised in education departments for whites) was evaluated, it was found in general that a greater sensitivity to the language in question was cultivated, but that the minimum survival level for language communication was not reached (RGN 1986). Therefore, if adequate communication skills in a third language is aimed at, the structure of the proposed "middle school course" may possibly benefit from adaptation. Various sources indicate that interest in third languages as school subjects in the secondary school is markedly decreasing (DEC:HA 1989:81, 87, 136; Maree 1983; Weideman 1984; Weideman 1985).

Reports on research into relevant language skills for the work situation that was undertaken in the period since 1981, include one by Rousseau, Lombard & Kamper (1989), on language proficiency levels in Afrikaans and English that are required in the work situation, as well as a 1989 HSRC/NTB report titled *The HSRC/NTB Investigation into*

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Training in Communication in the Workplace. The latter report also provides the reader with criteria and practical guidelines for training in communication in the workplace (*ibid.*: Part 1; Part 2:2-4).

6.3.4 Recommendations on the recruitment, selection and training of language teachers; with a number of recommendations also having a bearing on research

A number of research projects have been or are being carried out within the HSRC in the field of language variants, mother tongue interference, cultural differences and attitudes (cf. Ribbens' current project; Schuring 1986; Calteaux's current project; Macdonald 1990a; Cahill & Kamper 1989).

Regarding teaching techniques and media utilization, the different second-level education departments are definitely paying attention to the acquisition of new educational media and the training of language teachers (especially of the second language) to effectively use these (AHR 1988:65; DEC:HA 1989:85; DET 1990:79). The 1991 ERS discussion document indicates a need for future co-ordinated development and dissemination of appropriate technologies to support language teaching (CHED 1991:64-66).

The document *Criteria for the Evaluation of South African Qualifications for Employment in Education* (DEC:HA 1991) may be considered as a model often applied by other education departments (cf. DNE 1990b:10). These criteria contain admission requirements as well as directives regarding a linguistic component in teacher training courses that clearly reflect the spirit of the HSRC recommendations. The 1991 ERS discussion document contains indications that the practical teaching component of teacher training courses will in future receive more attention (CHED 1991:41-42).

Not all the annual reports of education departments contain direct reference to the qualifications and in-service training of language teachers, but one may assume that these matters are receiving ongoing attention (cf. DEC:HA 1989:118, 129; DET 1989:60). The proposed co-ordination of in-service training and further training may be realized for the first time, if some of the recommendations of the 1991 ERS discussion document are implemented (cf. CHED 1991:29-31).

6.3.5 Recommendations on evaluation and examination in language teaching, also with reference to research that should be undertaken in this regard

The HSRC is continuously involved with research and development work regarding the examination of language skills. For instance, multiple choice tests in English that may be used to assess writing proficiency, and comparative studies between the direct and indirect testing of certain language skills, have been completed (Lombard 1987; 1988). The effective utilization of available item bank items is constantly receiving attention of second-level education departments (cf. DEC:HA 1989:68-69). Various other developments regarding the examination of languages have been reported in the literature (cf. DEC:HA 1989:81; DET 1989:60-62; RGN 1986).

6.3.6 Recommendations regarding to attitudes in language teaching

In his discussion of the HSRC recommendations on language and medium of instruction Taylor (1987:190) suggests that attitudes regarding language utilization and for instance the political and functional roles of the English language could have been addressed more directly. Although research dealing (*inter alia*) with attitudes in language teaching has since been undertaken (see DET 1990:59; IER 1988:290-291), this complex matter clearly needs to be addressed by the formulators of a national language policy in a changing political dispensation.

6.3.7 Recommendations with regard to literacy

The problem of illiteracy among adults falls outside the primary focus of the providers of formal education. Many praiseworthy efforts in the field of literacy training have been taking place in South Africa, but without real co-ordination. The Department of Education and Training reported active involvement in a number of literacy projects (DET 1989:156; DET 1990:87). French (1986) investigated the potential of television in the promotion of adult literacy, and programmes broadcast by the SABC during 1990 on behalf of the

population development programme provide examples of the media promoting aspects of literacy. When the problem field of illiteracy was highlighted during 1990, the international literacy year (cf. *Bulletin* 1990:1), it soon became clear that the needs that were mentioned in the 1981 HSRC report (better co-ordination, a standardized test to measure levels of literacy, need-based literacy programmes that are also in the language that the learner is familiar with) still existed. The appointment of a specialist committee of SACE to plan and co-ordinate various literacy programmes — also across the borders of dependent national states (HSRC 1981a:153) — has not been realized yet.

6.3.8 Recommendations regarding an infrastructure for language promotion

Some informal links have been forged between various interest groups in the field of language education by the Work Committee: Language in education and training, established by the Main Committee of the HSRC Education Research Programme. Neither the main committee nor the work committee in question have the same kind of mandate as the South African Council for Education and its proposed specialist subcommittees would have had in creating an infrastructure for language promotion. The NAVO data base of the HSRC, the universities as well as the DNE network committees may be future role players in collecting information for co-ordinated language promotion.

6.3.9 Conclusions

A number of research initiatives and developments in the field of language planning may be traced to the recommendations of the 1981 HSRC report. More detailed recommendations, especially aimed at teacher training, curriculum development, evaluation procedures and the development of testing materials have either not been implemented yet or have taken place in such a sporadic and unco-ordinated manner that it is difficult to trace these to recommendations made in the 1981 HSRC report.

Action-directed decisions however need to be taken in the near future in many fields related to languages in education and the teaching of languages. The formulation of an accountable language policy for a new South Africa is a matter of high priority in the areas of political as well as educational decision-making.

6.4 Recommendations on provision for children with special educational needs

The Work Committee: Provision for children with special educational needs distinguished in its supporting report between educationally **relevant** and educationally **irrelevant** grounds for considering separate or differentiated educational provision. The special educational needs of some children provide educationally **relevant** grounds, whereas race, creed and sex provide educationally **irrelevant** grounds for differentiation. The work committee also pointed out that the balance between mainstream education and separate education is a delicate one (HSRC 1981h:26).

The HSRC Main Committee focused its recommendations on aspects of educational provision for children with special educational needs within the mainstream of education. This is in line with its remark that endeavours to include all children in the mainstream of education should enjoy higher priority than the provision of education for children with special needs. The reader was referred to the supporting report of the work committee for specialized recommendations on handicapped children that mostly have to be accommodated outside the mainstream (cf. HSRC 1981a:160; 158).

Recommendations on the provision of education for children with special needs are arranged according to the following main categories: The control structure within which policy should be formulated; the proposed Section for Evaluation and Guidance (SEC) as part of the proposed Co-operative Educational Service Centres (CESC); the infrastructure for effective identification, evaluation, diagnosis and assistance within the mainstream of education (with regard to the scholastically impaired child, the environmentally handicapped child, highly gifted children, parental involvement and handicapped children), and priorities.

6.4.1 The control structure within which policy should be formulated

Ten years after a lack of co-ordination between the education authorities concerned with provision for children with special educational needs was reported (HSRC 1981a:154), the control structure for the formulation of policy was still fragmented. Provision for co-ordination is made in Act 76 of 1984 in terms of the formulation of general norms and standards for financing, certification and the registration of teachers, and in Act 74 of 1983 (the Child Care Act) by means of the establishment of a child welfare council under the auspices of the Department of Health and Welfare. In practice, however, these mechanisms have not yet come into operation and currently the various second-level education departments are responsible for the formulation and implementation of policy regarding special education provision (cf. Sections 1, 3 and 34 of Act 47 of 1963; Sections 1, 5 and 44 of Act 90 of 1979; Sections 1, 3 and 33 of Act 61 of 1965; Sections 1, 5, 12 and 112 of Act 70 of 1988), with the second-level departments of health services and welfare also playing a role on some counts (cf. Act 74 of 1983). Indications are that co-ordination *within* the second-level departments takes place on a countrywide basis (DEC:HA 1989:51-52; Van Rooyen 1987:30; DET 1990:33), but that co-ordination **between** second-level departments has not yet been optimized (cf. HSRC 1987c:197; HSRC 1989b:112). The different departments do however liaise with regard to specialized education − for instance, the DET reported on such inter-departmental contact with the Department of National Health and Population Development, with the Department of Manpower, the three "own affairs" Departments of Education and Culture, and the education departments of self-governing states (DET 1990:135).

6.4.2 The proposed Section for Evaluation and Guidance (SEC) as part of the proposed Co-operative Educational Service Centres (CESC)

Specialist professional persons such as specialized teachers, medical and paramedical staff, psychologists and social workers are attached to schools for specialized education (AHR 1988:76; DEC:HA 1989:53) rather than at regionalized school clinics and the proposed SEG. It was indicated in Section 5.3 of this report that co-operative educational

service centres and sections for evaluation and guidance have not yet been established within the proposed nationally co-ordinated supportive educational structure.

No registration council for all teachers in the RSA has as yet been established (also see sections 3.1.3, 3.1.4 and 6.5.2 of this report), although the establishment of such a council was once again strongly recommended in the 1991 ERS discussion document (CHED 1991:71). The establishment of special categories of teachers or auxiliary personnel has not been formally dealt with in the ERS proposals or the current legislation governing the establishment of second-level registration councils for teachers.

6.4.3 An infrastructure within the mainstream of education for effective identification, evaluation, diagnosis and assistance

(a) The scholastically impaired child

The different second-level education departments provide for the special needs of scholastically impaired children in various ways. These include the establishment of remedial classes for children with learning problems at primary schools (AHD 1989:11; DEC:HA 1989:82, 101, 115, 131; AHR 1988:77), of adaptation classes for (mildly) mentally handicapped children needing the services of a remedial teacher attached to some primary schools (AHR 1988:78), the establishment of remedial educational centres to provide across-the-curriculum therapy to pupils with serious learning problems (AHD 1989:11), and the in-service training of teachers to render guidance, assistance and counselling to pupils who experience educational problems, and to their parents (DET 1990:137-143). The Department of Education and Training reported involvement in a research and development project regarding the provision of education for (mildly) mentally handicapped children within this department (DET 1990:95).

(b) The environmentally handicapped child

Various ventures in the field of school readiness may be noted. These include the development and evaluation of a number of school-

readiness programmes, the introduction of bridging period programmes in schools, the modification of training programmes of junior primary school teachers, and endeavours to establish and register preprimary schools within the constraints of available funds (cf. DET 1990:91, 93, 113, 115; De Jongh 1990). The integrating committee of the ERS significantly indicated that the establishment of a preprimary school phase to address the problem of school readiness should be considered a priority in future (CHED 1991:62-63).

Findings from a pioneering investigation by Liddell *et al.* (1990a; 1990b) into the sociocognitive development of black children from the year before entering school onwards, underline the rationale behind the 1981 HSRC recommendation that the typical learning style of the environmentally handicapped child, which has now for the first time been documented in a useful way, should be taken into account when designing syllabi and curricula.

(c) Highly gifted children

Different approaches to gifted child education are followed by the different second-level education departments. These approaches range from a rather structured one based on workbooks and teacher manuals (DET 1990:95), to more open-ended possibilities offered either at schools, or at extracurricular centres (cf. Section 5 of Act 70 of 1988; AHD 1989:13; DEC:HA 1989:83, 101, 115, 131-132). Specialization courses in gifted child education may lead to a B.Ed. (e.g. UNISA 1990:5) but also to a Further Diploma in Education (e.g. DEC:HA 1989:112). It is clear that the HSRC recommendations on education for the highly gifted did receive the attention of every education department, various universities as well as of research institutions (cf. HSRC 1988) in the period following 1981.

(d) Handicapped children

Although detailed recommendations with regard to each of the groups of handicapped children made in the supporting report of the work committee were not repeated in the report of the Main Committee (HSRC 1981a:158), various indicators suggest that much has already been done to implement these detailed recommendations (e.g. AHD 1989:20 — genetic services for prevention and early provision for

handicaps; DET 1990:133 — recurriculation for physically disabled pupils; DEC:HA 1989:52-55; DET 1990:135 — trained hostel personnel also provide services; AHD 1989:114; AHR 1988:78; DEC:HA 1989:53-56; DET 1990:130 — suitable teacher training; HSRC 1987c and *Bulletin* 1990:1 — provision not yet adequate in the case of blacks; DEC:HA 1989:52-56 — clarification of concepts, improving multidisciplinary approach; HSRC 1989b — research; DEC:HA 1989:82, 101, 131; Pretorius 1990 — Standard levels instead of year levels are now used as norm). Limitations in funding probably impeded the full implementation of recommendations that have a bearing on school size and the establishment of separate schools.

6.4.4 Priorities

Endeavours aimed at accommodating the fast-growing number of children in mainstream education seem to have generally received more attention than the refinement of educational provision for the much more limited number of children with special needs. The establishment and upgrading of services for special education by education departments where a backlog was evident seems to have been receiving ongoing attention. It is clear that every education department had to plan, prioritize and provide education for children with special educational needs in the light of prevailing circumstances. It is also noticeable that, although methods may have varied, not one of the education departments chose to ignore the needs of the highly gifted child.

6.4.5 Conclusions

The above discussion serves to illustrate three points. In the first place, that the range of the recommendations set forth in the 1981 HSRC report is very wide, touching on almost every aspect of educational provision for children with special educational needs. Secondly, that if in the years following the 1981 HSRC report some of the recommendations on special educational needs have been implemented, such changes in policy cannot always be related to the recommendations. On the contrary, the facts leading to the recommendations to be formulated in the first place, have not changed. Thirdly, there still is a lack of co-ordination between the parties that are and should be involved with the provision of education to children with special

educational needs. The many interesting and encouraging ventures in the field of specialized educational provision unfortunately do not seem to form any part of a national strategy for educational provision. It would therefore probably be wrong to equate the extent to which these recommendations could be paired with changes in educational provision with positive implementation of recommendations.

6.5 Recommendations on the recruitment and training of teachers

The recommendations on the recruitment and training of teachers also include recommendations on service conditions. Dissatisfaction about service conditions was a contributing issue in the so-called "education crisis" which led the Government to request the HSRC to conduct an investigation into education in the RSA (cf. Taylor 1987:67-70; Hartshorne 1982:16). Also, at the time of writing of the 1981 HSRC report, the ideal of elevating the professional status of teachers was a prominent issue in academic circles (cf. HSRC 1981n:11-15; 25-28; 39-40; 84-97). On the other hand, rapid population growth led to such a demand for teachers for specific population groups that realism with regard to the insufficient supply of adequately qualified teachers had to replace unbridled idealism. In the words of the HSRC work committee, "... (i)t is axiomatic that no recruitment programme can be effective unless the number of candidates is substantially greater than the number of positions" (*ibid.*:27). In the period following 1981, the politicizing of teachers also played a part in destabilizing the educational system as a whole, "... severely damaging the professional status of the teacher" (CHED 1991:14). The 1990-1991 investigation into an education renewal strategy once again emphasized the need to improve on the existing programmes and structures regulating the training, registration and service conditions of teachers (CHED 1991:12, 14, 30-44, 70-71). The remark, "(t)he key factor in the provision of education is the teacher" (HSRC 1981a:218) is echoed in the ERS discussion document (CHED 1991:12).

The Main Committee classified its recommendations on teacher training according to the following headings: The recruitment and selection of teachers, the education and training of teachers, continuing training, and conditions of service.

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6.5.1 The recruitment and selection of teachers

A broad model for a recruitment and selection programme for teachers, within which second-level education departments can differentiate according to own needs, has not yet been established. The 1991 ERS discussion document proposed that the Senior Certificate should remain the common minimum admission requirement to all teacher training courses (CHED 1991:40), but the issue of selecting suitable candidates on grounds other than minimum academic requirements was not directly addressed (*ibid*:83-84). Specific recruitment and selection programmes are worked out by the second-level education departments, according to their own needs (cf. Act 39 of 1967, Section 1A(6)). Information on demographic trends, economic factors, and on supply and demand seems to be taken into account when planning such recruitment and selection programmes (AHD 1989:13; AHD 1990:34; AHR 1988:71; DEC:HA OFS 1990:29; DEC:HA 1989:40; DET 1989:124, 130; DET 1990:111, 117).

6.5.2 The education and training of teachers

Facilities

The upgrading of **physical facilities** for teacher training which was recommended in the 1981 HSRC report has not been left unattended. The Department of Education and Training, for instance, made extensions to existing facilities, while at the same time new buildings were being planned and built (DET 1989:126; DET 1990:113). The rationalization of training facilities for the white population group has led to underutilized facilities being closed, property being alienated and also to the improvement of existing facilities. Even while student enrolments were falling, new buildings and/or sites for teacher training colleges were still being planned or completed for some second-level education departments (AHD 1990:32; DEC:HA OFS 1990:31; DEC:HA 1989:40). The discussion document on an education renewal strategy suggested that the problem of underutilized facilities should be addressed by Government, and that distance education may also play a role in making teacher training facilities (or options) available in regions where there is a serious shortage of teachers (CHED 1991:84-85).

Training institutions

With regard to the recommendation that technikons should be allowed to train teachers, it should be noted that diploma training courses for initial teacher training are currently offered at teacher training colleges, technikons or at universities (CHED 1991:40). It is legally possible for technikons to play a role in teacher training (Sections 2A and 2B of Act 40 of 1967; Act 39 of 1967) and technikons do in fact offer a limited number of pre- or in-service teacher training courses (AHD 1989:14; AHD 1990:35; DET 1990:111, 117; CHED 1991:44). The present role of technikons is however still regarded as "inadequate" (CHED 1991:42). The explicit exclusion of **teachers' training** in the definition of **technikon education** (Section 1 of Act 88 of 1986) should be interpreted in terms of certification only. The HSRC recommendation that guidelines for orderly co-operation between universities, teacher training colleges and technikons should be drawn up is echoed in the 1991 ERS recommendation that student mobility between universities, technikons and teacher training colleges should be made possible by means of minimum criteria and effective accreditation (CHED 1991:44, 60, 84). Greater comparability of the autonomous status of the different institutions would be effected by granting more decision-making autonomy to college councils (CHED 1991:84; AHD 1989:13).

Contents of training courses

The various recommendations with regard to co-ordinated standards for teacher training put forward by the HSRC in 1981 were to a large extent accommodated in the 1991 ERS discussion document. It was stated in 1990 that general policy for academic programmes at teacher training colleges had not been developed, with the result that it was difficult to evaluate, on a national basis, the academic activities taking place at different training institutions (DNE 1990b:10). Nevertheless the requirements for teacher training within white education departments laid down in the CHE document *Criteria for the evaluation of South African qualifications for employment in education* (DEC:HA 1991 being the most recent publication) are used as reference by other education departments (cf. CHED 1991:40).

The general minimum requirements for admission to a teachers' training course is a Senior Certificate (CHED 1991:40; also see Section 1(2) of Act 47 of 1963; DEC:HA 1991:26-27 for more detail). It is clear that second-level education departments are actively pursuing the ideal that serving teachers who are without a Standard 10 certificate, should also attain such a qualification. The 1989 annual report of the DET provides a summary of the decrease in the numbers and percentages of teachers without a Standard 10 certificate (DET 1990 :86-87). The 1991 ERS discussion document furthermore proposed that teachers with 8 years' continuous teaching experience should be granted the status of a Standard 10 certificate for the purpose of further studies (CHED 1991:41).

Three years' training being the minimum duration of a teacher's certificate (HSRC 1981a:182) was also accepted by second-level education departments (Theron 1988; *Sowetan* 1988-10-06). The qualifications of teachers who have less than three years of pre-service training may be upgraded by means of in-service contact or correspondence tuition (cf. AHD 1989:14; AHD 1990:35; AHR 1988:71, 73); distance education being supported in CHED 1991:29-32. The current policy of most second-level education departments to require four years' training for secondary school teachers (Section 1B(1)(g) of Act 39 of 1967; AHR 1989:70; DEC:HA 1991:41; also see DET 1990:117) is questioned in the ERS discussion document (CHED 1991:42-43).

The contents of teacher training courses have not been subject to planning and co-ordination on a national basis. Teacher training courses of one education department have for instance been adapted to accommodate subjects that are not offered in other education departments (cf. DET 1989:128). The integrating committee of the ERS in its 1991 discussion document clearly indicated a need for the development of a model providing essential aims and objectives for teacher training programmes (CHED 1991:41). Recommendations on the specific content, duration, and balance to be found in teacher training programmes made in the 1981 HSRC report may have found their way to the 1991 CHED request to SACE to further investigate aspects pertaining to the contents of teacher training programmes. These include the possibility of an internship for prospective teachers (CHED 1991:42; HSRC 1981a:182-183).

The professional registration of teachers

In terms of Section 2(1)(c) of the National Policy for General Education Affairs, the **professional registration of teachers** is a matter falling under general education affairs. In actual practice, the establishment of a professional registering council or councils to uphold professional standards of conduct for teachers has been handled on the second level of educational management. Existing legislation actually implies exclusivity in terms of population groups for the different councils (cf. Section 8B of Act 39 of 1967; Sections 30 to 32 of Act 90 of 1979; Sections 30 and 33(a) of Act 61 of 1965; and Section 33(h) of Act 47 of 1963). Changes are however taking place. In June 1990 it was reported that the Teachers' Federal Council (TFC — for white teachers) was already registering black teachers employed at private schools, and that consultations were taking place between the TFC and recognized teachers' associations from other population groups on the establishment of a single registration council for all teachers (see Teachers' Federal Council 1990). The non-racial National Teachers' Unity Forum (NTUF) should also be noted as an informal co-ordinating organization with which different teaching associations may affiliate. It was estimated in 1990 that the NTUF and the TFC could both boast membership numbers of close on 100 000 (*Business Day* 1990-06-14). These paved the way for the recommendation that "... the Minister of National Education should again investigate the possibility of determining general policy in the registration of educators" (CHED 1991:71). The identification of specific categories for registration of teachers in professional councils has, as far as could be ascertained, not yet received co-ordinated attention.

Co-ordinated evaluation and recognition of qualifications

Instead of evaluating and recognizing teachers' qualifications on a co-ordinated, national basis — on the first level of educational management — these functions are currently handled by the second-level education departments on a countrywide basis, fragmented in terms of population group (cf. Sections 1B(1)(a) and (f) of Act 39 of 1967; Sections 19(1)(a) and (2)(a) of Act 90 of 1979; DET 1989:126:DET 1990:111). The policy on the evaluation of qualifications for employment in education formulated by the Department of Education and

Culture, House of Assembly (cf. DEC: HA 1991) may be regarded as a guideline for future national co-ordination (CHED 1991:40, 44).

Draft legislation on the establishment of a Certification Council for Teachers' Training was tabled in Parliament during 1986, together with what later became the South African Certification Council Act, No. 85 of 1986 and the Certification Council for Technikon Education Act, No. 88 of 1986. The act on teacher training was however not passed during 1986 or in any Parliamentary session since 1986. The establishment of such a council was once again recommended in the ERS document (CHED 1991:44).

The role of the South African Council for Education

In accordance with the HSRC recommendation that the proposed South African Council for Education's Committee for the training of teachers should play a key role in the planning and co-ordination of teacher training, Section 2(2)(a) of the National Policy for General Education Affairs Act (No. 76 of 1984) states that general education policy shall be determined by the Minister of National Education in consultation with the other ministers responsible for education **and with the SACE, in respect of the training of teachers** (emphasis added). In the 1991 ERS discussion document, specific requests for advice on teacher training programmes are addressed to SACE (CHED 1991:41-43).

6.5.3 Continuing training

The different second-level education departments all offer various forms of in-service, further and/or continuing training. Facilities for continuing training are made highly accessible by means of correspondence courses (cf. AHR 1988:71; DET 1989:124; DET 1990:119). Apart from the Colleges of Education for Further Training established and maintained under the auspices of different second-level education departments, colleges of education and universities also offer services in this regard (cf. DET 1989 :128, 138-140; DET 1990:111, 121-123; AHD 1989:14; AHR 1988:71). Teachers' centres, where in-service training courses are sometimes offered and where teachers can equip themselves on an ongoing basis for their task, are ideally situated at strategic and/ or easily accessible places, as recommended in the 1981 HSRC report (cf. DET 1990:121).

The need for establishing uniform criteria for continuing training courses, with a view to controlling standards and the acquisition of certificates has as yet not been systematically addressed on a national level. SACE was recently requested by the CHED to look into this matter (CHED 1991:43).

6.5.4 Conditions of service

In Section 2(1)(b) of Act 76 of 1984 (the National Policy for General Education Affairs Act) and also in the Constitution Act of the Republic of South Africa (Act 110 of 1983), **salaries and conditions of employment of staff** are listed as matters determined by general education policy — indicating that uniform conditions of service for members of all population groups and teachers attached to all the different education departments are to be established and maintained. Also in Section 2(1) of Act 76 of 1984, the eleven principles for educational provision are stated, and the tenth principle reads: "that the professional status of the teacher and the lecturer shall be recognized".

From the details regarding service conditions for teachers as set out in the various acts regulating educational provision, it would seem that members of the teaching profession are subject to regulations peculiar to members of a large government service, instead of a professional code of conduct, prescribed and upheld by a professional council (e.g Sections 66-100 of Act 70 of 1988, 14-28 of Act 90 of 1979, 8-19 of Act 61 of 1965, 8-19 of Act 47 of 1963). Sections 84 to 94 of Act 70 of 1988 and Section 31(5)(g) of Act 90 of 1979 provide for a professional teachers' association being acknowledged as a role player in a departmental enquiry on alleged misconduct. The HSRC recommendations on conditions of service that should open up the possibility for professional growth and for promotion as well as for the necessary apparatus and aids to be made available and favourable physical circumstances for teaching to be created have been directly or indirectly addressed on a number of counts. These include seminars and courses (AHD 1990:35), provision made for financial aid to teachers wishing to improve their qualifications (AHD 1989:79), guidance and in-service training on a differentiated basis (AHR 1988:70), and the establishment of teachers' centres (AHD 1989:14-15; AHD 1990:35; AHR 1988:65, 74; DET 1990:121).

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The TFC, as the body instituted by law to represent the organized teaching profession (for whites), has in past years played an important role in negotiating, through recognized structures, for more favourable salary structures and conditions of service for all race groups (Nuusflitse van die FOR 1990:2). An investigation undertaken by the Committee for Educational Structures (CES) and the Research Committee for Educational Structures (RECES), established in terms of Sections 2(3)(a) and 2(3)(b) of Act 76 of 1984, led to the improvement of the salary position of educators in comparison with other members of the public sector in 1988 (DNE 1989:24). The 1991 ERS discussion document contains a number of proposals aimed at creating incentives related to salary and service conditions to draw teachers of high quality and teachers in the "scarce" subjects to the profession and keep them there (CHED 1991:70-71, 76). These include a request to RECES to look into the possibility of differentiated salary structures and the subvention of salaries by communities.

6.5.5 Conclusions

In the 1988 annual report of the Department of Education and Culture (House of Assembly) the following is reported by the Directorate of Teacher Training:

> Because colleges of education fall under the jurisdiction of the provincial education departments, and Faculties of Education form part of autonomous universities, the Directorate has no executive functions in respect of institutions for the training of teachers (DEC:HA 1989:40).

Decisions on teacher training are also made only after the necessary consultations with recognized statutory bodies.

Systematic and co-ordinated research and development in respect of teacher training, recruitment and selection, recommended in the 1981 HSRC report, is also highly relevant for the 1990s. It is not surprising that most of the recommendations on the training and service conditions of teachers that were put forward in the 1991 ERS discussion document were phrased as research requests to SACE.

The past ten years may be described as a period in which giant strides were made to overcome backlogs in terms of the available number and

the general level of qualifications of in-service teachers. This input-oriented approach, where rewards are given for the qualifications rather than for the qualities of a teacher, was perhaps almost inevitable in a large, bureaucratic system and may eventually lead to unnecessary expenditures. "Sometimes macro policies work, but just as often they do not, so higher expenditures fail to produce commensurate gains in achievement" (Hanushek 1989:49). A balance needs to be struck between recruiting teachers to fill available posts and selecting teachers that wish to render their services in a dedicated manner.

6.6 Discussion and conclusions

The co-ordinated planning and presentation of educational pro-grammes at a national level, with due attention to be given to special needs and to regional and local adaptation, is a matter that needs to be addressed urgently. Educational programmes are bound to gain much in terms of legitimacy, funding and back-up systems if the expertise spread over a number of second-level education authorities can be drawn together to render a service that is planned from the start as a national service to all learners in the country.

7

Conclusions

From the discussion in the previous sections it is clear that no final conclusion can be drawn regarding the implementation of the recommendations of the 1981 HSRC report. Two very obvious impediments to drawing a final conclusion are the many meanings that can be attached to the concept "implementation", and the complexity of the context within which research results are implemented.

7.1 The many meanings of successful implementation

A wide range of possible meanings can be associated with the concept "successful implementation". Successful implementation or utilization of research findings may *inter alia* be defined as

- definite steps towards the utilization of recommendations

- legislation resulting from recommendations

- general application of the findings of a research project, leading to new theoretical insights or grounds for discussion

- the development of a product that meets a need in the market

- the compilation of a databank which forms the basis for local and foreign publications (from De Beer 1990:5).

Taylor (1987:427) evaluates the 1981 HSRC investigation as a comprehensive investigation, which generated continuing research and which represents an achievement in the evolution of a research

tradition indigenous to South Africa. As such, the research findings have been utilized and implemented in a theoretical or academic context. In practice, too, it was shown in the preceding sections of this report that the HSRC recommendations have been incorporated into legislation as well as into a number of new or continued educational endeavours. The implementation of recommendations in terms of legislation was relatively easy to follow up by means of a literature study, but the manner in which legislation as well as recommendations have been operationalized in practice is a much more diffuse and subjective field of study, and clear-cut conclusions are not easily drawn. The discussion in the next section serves as elucidation to the latter remark.

7.2 The context of implementation

Harley (1990:13) points out that research in itself cannot change things — research has the potential to inform the thinking of decision makers, and consequently to affect their decisions and actions. "The effects of research are, therefore, mediated through the actions of decision makers. In mediated form, the effects of research are not always easily discernible" (*ibid.*). The complicated process taking place between making recommendations and their eventual implementation takes place in various phases, namely a **normative** phase (what **should** be done — recommendations), a **strategic** phase (what **can** be done), an **operational decision-making** phase (what **will** be done) and an **implementation** phase (what is actually done) (from Soumelis 1983 as referred by Garbers 1986:5). In this regard, Garbers (*ibid.*:20-23) refers to the roles of the Interim Education Working Party, the Minister of National Education and the then Cabinet Committee of Ministers of Education, the Directorate Macro Educational Policy within the Department of National Education, the various executive education departments as well as the HSRC in carrying out research following the investigation. Contextual, personal, institutional and political factors are powerful determinants in each of the phases mentioned above.

The context in which the 1981 HSRC investigation was undertaken and the research findings were to be implemented can be described as fragmented and subject to change. Recommendations aimed at the complete spectrum of educational problems exposed in the investigation had to be interpreted and implemented by interest groups with

different perspectives on the problem. Politically sensitive issues had to be addressed in the HSRC investigation – and recommendations had to be made to the principal of the investigation, the Government of South Africa, in such a manner that these recommendations could be acceptable as well as implementable by the decision makers of the time. The report may be described as ahead of its time, but at the same time conservative on some counts. History has shown how the report and its recommendations were drawn into the political arena, because decisions on educational provision are, after all had been said and done, made by politicians within an existing or changing political framework. Garbers (1986:10) describes this as a classical example of goals and objectives being shifted during the implementation phase, because of an unbalanced emphasis on political considerations – something completely beyond the control of the investigation itself.

The "own affairs" approach brought about by the 1983 constitution actually aggravated the problem of fragmentation in the South African educational dispensation. Furthermore, the complex and multidimensional educational system, structure and practice are deeply rooted in the cultural and political heritage of a people and as such, changes are very difficult to be accomplished. Expectations aroused by the HSRC report have to be restrained to some extent by the realistic knowledge of the processes and costs involved to bring about change. Nevertheless, it should also be borne in mind that the current climate of change in the political dispensation of the country has created a context conducive to innovation and renewal in the educational system; perhaps to the extent that it may be described as a potential turning-point in the provision of education. The powerful potential of research and research-based decisions in resolving issues over which there is conflict should also not be underestimated (cf. Simmons 1980).

7.3 Findings

Although many of the recommendations put forward by the HSRC Main Committee may be criticized as still open to different interpretations, or inviting further research and development, a great deal of effort has already been put into the formulation of priority recommendations which could and should have been implemented as a matter of urgency. In Appendix A an overview is given of these priority recommendations, and how they were subsequently handled. The

priority recommendations may be seen as a conscious effort in facilitating the process of decision-making and the eventual implementation of recommendations by interest groups who had not been actively involved in the research process (cf. Garbers 1986:2, 10).

Legislation passed as far back as 1983-1984 (with a new constitutional dispensation coming into effect) paved the way for the implementation of much, if not all, of the recommendations of the 1981 HSRC report. Act 76 of 1984 may be described as the direct embodiment of the HSRC principles for educational provision, and the HSRC recommendations on educational management on the first level — **but** — as interpreted by the Government of the day, in terms of existing policy. The HSRC recommendations, which were in an apolitical context, had to be interpreted and incorporated into a political context.

Changes currently taking place in the political dispensation are also changing the context into which the 1981 HSRC recommendations may be projected. For instance, the abolishment of the Group Areas Act was absolutely unthinkable in 1981; in 1991 it has become part and parcel of the "new" South Africa.

The manner in which the 1981 HSRC report was "rediscovered" in the recommendations put forward in the 1991 discussion document on an education renewal strategy also serves to illustrate that innovation in a bureaucratic system takes time. Economic, political and demographic factors seem to have played more significant parts in preparing the way towards this seeming identification with the recommendations put forward in the 1981 HSRC report by decision makers in the formal educational sector; a form of acceptance perhaps more significant than the official reaction formulated in the 1983 Government White Paper and the 1984 Act on National Policy for General Education Affairs. The Department of National Education, in its co-ordinating role for the 1990-1991 investigation in an education renewal strategy, clearly started to move into the direction of becoming the national, first-level department of education with the mandate to plan and formulate policy on macro-level issues. The question that remains is whether the ERS recommendations will be interpreted as "too little, too late" being done by role players lacking in legitimacy among the far left as well as the far right, or as positive indicators of moves toward a fair and just educational dispensation.

Recommendations that were primarily aimed at second-level education departments, or at bodies with the infrastructure to support research and development, have not at all been implemented in a uniform, co-ordinated manner. The protection of own interests in the name of "own affairs" may be blamed for a lack of co-operation; ignorance of some of the recommendations may be another factor, caution to implement recommendations that may have far-reaching implications financially, educationally and politically may be another reason. It is also true that the different second-level education departments, apart from having very different funding levels from which to operate, often experience different problems and priorities. The difference between a shrinking and a growing school population is but one example in this regard; the difference between experiencing problems with a second or third language as medium of instruction and unquestioningly using the mother tongue as medium of instruction provides another powerful example. The problem with unco-ordinated implementation howewer is that the most dedicated attempt by one education department **in isolation** from other education departments will lack legitimacy in the eyes of its users, will lack depth of research and expertise available by joining the forces of the different education departments, will not cross-pollinate attempts of other education departments, and will inevitably lead to some waste in money because of duplicated attempts, no com-patibility between the apparatus bought by different education departments, and reduced bargaining power if not all education departments use the same or compatible products. More open, consensus-directed co-operation between education departments and other potential contributors in the field of research and development of educational systems, structures, infrastructure and programmes is badly needed.

7.4 Conclusions

The very fact that the HSRC recommendations were based on a pioneering analysis of the factors lying behind political and economic inequalities (Taylor 1987:426) − undeniable demographic, economic, political and educational factors were taken into account when formulating principles and recommendations for a future educational dispensation − may be the reason for the phenomenon that many of

the 1981 HSRC recommendations are currently receiving renewed attention. The reasons for formulating the recommendations in 1981 have only manifested themselves more clearly in the period following the publication of the 1981 report. Although some HSRC recommendations may be supplemented or amended in the light of the wisdom of hindsight and changes that have taken place in the overall situation since 1981, the general validity of the recommendations is beyond doubt and the report may still be described as one of the most comprehensive guides for educational planners. As remarked by Garbers (1986:24), the quality and the credibility of research are powerful determinants of the extent to which recommendations may or may not eventually be implemented in practice.

The eventual effect of the HSRC Investigation into Education is something which cannot be fully established by means of theoretical investigations. Much can be and has already been done to provide the framework, by means of legislation and regulations, within which the principles for educational provision are stipulated and the recommendations put forward in the report are repeated. But so much more remains to be learned about existing perceptions and expectations in this regard, and the credibility and legitimacy of the providers of education in the eyes of its users. The manner in which the spirit of the principles and recommendations are brought to life will depend on the conscious and co-ordinated effort of all actors — policymakers, potential employers, teachers, parents, and pupils — in education.

Appendix A

Summary of the priority recommendations and their subsequent handling

Apart from the comprehensive set of recommendations on educational provision in the fourth chapter of the 1981 HSRC report, an outline on priority recommendations was given in Paragraph 5.7 of the fifth chapter of the report. These priority recommendations were to be implemented as a matter of urgency, to pave the way towards implementation of all the recommendations aimed at the eventual achievement of equal standards in educational provision. This implies that the HSRC Main Committee did not see its task ending with the formulation of recommendations. Strategic planning by decision makers, and the formulation of action plans based on priority recommendations would be facilitated by means of recommendations that were also formulated with a view to their eventual implementation.

In the following pages, a brief overview will be given of the priority recommendations put forward in the 1981 HSRC report, as well as of the way they were subsequently handled by decision makers.

1. The priority recommendations on education management (paragraph 5.7.1)

Recommendation	Outcome
● Appointment of an Interim Council for Education by Cabinet — within the next few months	Implemented. (Interim Education Working Party - announced in Interim Memorandum (South Africa 1981:4)
● The composition of the Interim Council corresponds as closely as possible with that of the proposed South African Council for Education	Implemented(?) (Some interest groups mentioned in HSRC 1981a:197 not included).

Comments
Depending on the interpretation given to "as closely as possible", one can state that the recommendation was fully implemented, partially implemented, or that the spirit of the recommendation was ignored by the appointment of "a working party with a strong official flavour" ("Statement in response ...", see Taylor 1987:446).

● The (Interim) Council should be appointed for a maximum period of three years	Implemented. (No reference made to the period of office in the Interim Memorandum.)

Comments
The Interim Education Working Party (IEWP) completed its task on 1982-10-12 (DNO 1983:ii), one year after the publication of the Interim Memorandum. In the 1983 Government White Paper however, the IEWP (renamed the Interim South African Council for Education) was appointed to fulfil the functions of the proposed South African Council for Education (SACE), until the passing of legislation regarding the establishment, functions and composition of SACE. This legislation was passed in 1984 (Act 76 of 1984), but the names of persons appointed as members of SACE was announced only in September 1985.

Recommendation	Outcome

● The function of the (Interim) Council is to advise on the consideration and implementation of the recommendations of the HSRC Investigation

Implemented.
(The IEWP was appointed to consider responses and to advise the Ministers of Education on possible implementation of recommendations — South Africa 1981:4; DNO 1983:ii)

● Attention should be paid particularly to the establishment of norms and standards for the provision of education in the RSA

Not fully implemented.
(The IEWP (DNO 1983:6) indicated that this matter should be the responsibility of a single education authority at the first level)

Comments
The **establishment** of norms and standards for the **financing** of education (including formulas aimed at the attainment of parity between population groups) led to the announcement of a "ten year plan" (DNE 1986) which could as yet not be fully **implemented** (*Hansard* 1989a Cols. 5698-5699). The establishment and application of norms and standards for syllabuses, examination and certification are the responsibilities of two certification councils, established by legislation in 1986 (SAFCERT and SERTEC, respectively established by means of Act 85 of 1986 and Act 88 of 1986; DNE 1988a:22). The 1990-1991 investigation into an education renewal strategy was *inter alia* once again aimed at establishing common norms and standards for educational provision.

● Interim Council for Education should be established through an Act of Parliament

Not implemented.
(The IEWP was established by means of a Government announcement in the Interim Memorandum — South Africa 1981:4)

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Recommendation	Outcome
• Cabinet should appoint one minister as its agent in the matter	Implemented (?) (Three responsible Ministers were to consider recommendations; the Minister of National Education acting as convenor — South Africa 1981:4)
• Proposed (Interim) Council should have access to any data relevant to execution of its function	Implemented (?) (Not explicitly stated, but implied — DNO 1983:ii; composition of IEWP as set out in South Africa 1981:4)
• (Interim) Council should report regularly to Parliament on activities and progress made	Not implemented. The IEWP handed over its report (advice) to the Minister of National Education

2. The priority recommendations on educational structure (Paragraph 5.7.2)

• The progressive introduction of nine years' compulsory education, six years of which should be com-pulsory schooling devoted to basic education.	Not implemented.

Comments
Education is not yet compulsory for blacks. The 1991 ERS discussion document proposes seven years of compulsory schooling. The distinction between compulsory schooling and compulsory education has not been drawn yet.

Recommendation	Outcome

• The introduction of a prebasic bridging period aimed at school readiness as soon as possible where the need is the greatest.

Partly implemented.

Comments

All education departments have implemented some form of bridging programmes within the first year of schooling. Initiatives by the DET, as well as new proposals put forward in the 1991 ERS discusssion document indicate that this matter is regarded as a priority.

• The expansion of preparatory vocational education, in addition to preparatory academic education to meet the manpower needs of the country.

Not fully implemented.

Comments

The DET model for career education and recommendations following joint research of the HSRC and the NTB are moves in the proposed direction. The 1990 report of the Walters commission provides practical guidelines, which were referred to the DNE for co-ordinated consideration and possible implementation. The 1991 ERS discussion document does not provide more than sketchy remarks in this regard.

• The establishment as soon as possible of the necessary infrastructure for the provision of non-formal education.

Difficult to ascertain.

Comments

The implementation of the recommendations in the report on channelling mechanisms (RGN 1989) and joint HSRC/NTB investigations (1989; 1991) may provide more grounds for better co-ordination between the formal and non-formal education sectors.

Recommendation	Outcome
• The granting of the right to councils of autonomous educational institutions in higher education to decide who should be admitted as students.	Implemented.

3. The priority recommendations on supporting services (Paragraph 5.7.3)

(a) Curriculum services

• The establishment — planning and provision — of a national level curriculum development, provided on a contract basis.	Not fully implemented; currently receiving attention.
• The curriculum development should be developed simultaneously at second level and at local level (the latter by means of regional centres and within teaching centres).	

Comments

Norms and standards for syllabuses are centrally prescribed and general policy for pretertiary education was determined by the DNE in 1989. New endeavours by the DNE and the Committee for Pretertiary Academic Programmes (COPAP) indicate that procedures for determining "frameworks" for different subjects open up the possibility of implementing the HSRC recommendation. At present duplication of curriculum development of different second-level education departments is possible (DNE 1990b:11-14).

• The immediate training of curriculum specialists should receive priority attention.	Implemented.

Recommendation	Outcome

Comments

A number of universities offer postgraduate courses in this field. It is difficult to ascertain to which extent these courses are directed at the needs of education departments.

• The curriculum service should render a design and development service for	Not fully implemented.
- the prebasic bridging period	Initiatives came from individual education departments.
- basic education	Neglected to a large extent. Individual education departments recently revised primary school curricula.
- differentiation at the senior secondary level	Neglected to a large extent. Rationalization of the large number of distinct subjects is needed.
- the teaching of languages	Still in need of attention at national level. The DET has paid attention to some, but not all, aspects. (Not the same problems are experienced within all second-level education departments.)
- the natural sciences and Mathematics	The renewal of syllabuses is handled on the basis of a predetermined programme by the education department for whites. Other education departments, whose representatives may participate in the planning and evaluation process, usually implement the same syllabuses, after minor adaptations.

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Recommendation	Outcome
- non-formal education	Neglected; better co-operation between formal and non-formal education needed.

Comments

A new dispensation regarding a nationally (DNE) co-ordinated curriculum service for the school and technical college curriculum is being awaited (CHED 1991:44-49).

(b) Educational technological services

• An educational technological service, together with the curriculum service, should be developed at the first, second and third levels.	Not fully implemented, currently receiving attention.

Comments

These services are mostly concentrated (and duplicated) on the second level. Recommendations in the 1991 ERS discussion document imply that better co-operation may be expected in future (CHED 1991:66).

• Action research on
  - computer-assisted instruction
  - the involvement of the Post Office and the SABC should be undertaken.
	Implemented (HSRC 1983; HSRC 1991b; HSRC 1984).

(c) Guidance services

• A comprehensive guidance service should be developed at all three levels with the inclusion of the private sector.	Not implemented.

Recommendation	Outcome

Comments
The second-level education departments, the Department of Manpower, the SABC and other bodies offer services that are not always centrally co-ordinated. The 1990-1991 ERS investigation did not explicitly refer to guidance services.

• Recommendations on the training of school guidance officers and their career prospects should enjoy top priority.	Not fully implemented.

Comments
Career prospects for guidance officers have not changed yet. Recommendations put forward on the service conditions of teachers in general (CHED 1991:70-71) may open up possibilities for more flexibility in training and career prospects for this group of educators.

(d) Health and social services

• Health and social services: The necessary co-operation should be obtained, the infrastructure created progressively, and decisions should be made regarding minimum standards so that this service can be placed on an acceptable level for all learners.	In the process of implementation.

Comments
The Department of National Health and Population Development, not the Department of National Education, is responsible for co-operation and policy making regarding health services at national level.

Recommendation	Outcome
• The co-operative educational service should be developed simultaneously at the first (national) level, the second level, and the third or local level.	Not implemented. (Not implemented as a service of an **education** department.)
• Sophisticated research and development assistance should be made available to the second and third (operational) levels. The operational levels should also be as close as possible to the user for effective rendering of services and involvement.	Not implemented. (Not implemented as a service of **an education** department. In educational provision for children with special educational needs, some education departments have extremely efficient research and development support available.)
• Evaluative and diagnostic services for learners with handicaps: The provision of services should be developed gradually as part of the total co-operative educational service.	Implemented – without national co-ordination.
• The field training of professional staff and co-operation between different groups of professional staff should be given priority.	Difficult to ascertain.

4. The priority recommendations on the recruitment and training of teachers (Paragraph 5.7.4)

• The institution of a registration authority where all teaching staff may register.	Not implemented.

Comments
"Own affairs" registration authorities have been established. This 1981 HSRC recommendation is repeated in the 1991 ERS discussion document (CHED 1991:71).

• The registration authority should first decide, after the necessary consultations, on the categories in which teaching staff may register	Not implemented.

Comments
Teaching staff do not register in terms of different categories.

• A model recruitment and selection programme should be developed for use (after possible adaptations) by educational authorities.	Not implemented.

Comments
Recruitment and selection programmes have been developed for the different second-level educational authorities.

• Geographically well-situated institutions should be planned and constructed for groups requiring additional facilities.	Implemented, but handled as "own affairs" by different second-level authorities.

Recommendation	Outcome

Comments

The abolishment of the Group Areas Act and more prominence given to distance education enable fuller implementation.

• A training programme for the staff who are to man such institutions should be implemented as soon as possible.	Not yet implemented on a national level.
• The training of teachers for general formative and preparatory career education (technical education in particular) should enjoy top priority.	Not fully implemented.

Comments

The model for career education of the Department of Education and Training attempted to address this matter. Proposals in the 1991 ERS document may lead the way to eventual implementation.

• Immediate attention given to recommendations on the training of teachers of the natural sciences and Mathematics.	Not fully implemented yet.

Comments

This matter is currently receiving top-level attention (cf. DEC:HA 1990a:5), also see CHED 1991:70-71.

• Std 10 as minimum admission requirement for teacher training applied as soon as possible.	Implemented.

Comments

ERS proposals on admitting teachers without a Senior Certificate, but with eight years of teaching experience to studies requiring a Senior Certificate (CHED 1991:40-41) may create problems in this regard.

Recommendation	Outcome

• Facilities for those wishing to obtain this qualification should be provided and the continuous need for in-service training should be satisfied.

Implemented.

Comments
Different second-level education departments handle this matter as an 'own" affair. The ERS discussion document proposes that serving teachers may be granted the status of a senior certificate on certain conditions (CHED 1991:40-41).

• The introduction of statutory machinery for negotiation.

Implemented, but not as a general affair.

Comments
The TFC (for whites) provides a model that needs to be provided to all teachers.

• The improvement and maintenance of conditions of service at a level ensuring that reasonable numbers are drawn to the profession and serving teachers are retained.

Implemented.

Comments
Differentiated salary increases and improvements in service conditions since 1981 have taken place; this matter is receiving ongoing attention (the role of the TFC is significant in this regard, also proposals put forward in the 1991 ERS discussion document).

• The co-ordination of training of teaching personnel should be one of the tasks of the proposed South African Council for Education.

Not implemented.

Recommendation	Outcome

Comments:
Requests directed at SACE by the CHED (1991) on matters pertaining
to teacher training create the impression that this matter is being
rectified.

5. The priority recommendations on physical facilities (Paragraph 5.7.5)

- The establishment of national   Implemented.
  space and cost norms with
  regard to physical facilities.

Comments
See SAPSE 101: Nation-wide space and cost norms for buildings and
land improvements other than buildings (DNE 1985b) − also see DN0
1989:57, 58, 93; DEC:HA 1990:46 − SAPSE and SAMEB space and
cost norms. Proposals on scaling down these norms are found in
CHED 1991:86-87.

- Undertaking a survey of under-   Partially implemented.
  utilized and unused facilities
  with a view to find ways in
  which these can be used to help
  eliminate inequalities.

Comments
Second-level education departments in fact undertake such surveys −
cf. DEC:HA 1991:46. This matter has however not been co-ordinated
or initiated at the first level of educational management, and before
1991 underutilized facilities in "white" areas were not made available
for other population groups. See CHED 1991:89 for proposed progress
in this regard.

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Recommendation	Outcome

- Undertaking a study of where inadequate provision has been made and drawing up a plan to satisfy needs according to acceptable norms and design criteria.   Partially implemented.

Comments

Second-level education departments carry out this function (cf. DET 1990:169; CHED 1991:87-88). Norms and standards on building and costs are centrally prescribed and apply to all educational departments (DET 1990:167; DNO 1989:57).The erection of more cost-effective classrooms, and suitable school structures for squatter camps, were issues addressed in the 1990-1991 ERS investigation.

- A structured national inventory of existing facilities should be compiled and kept up to date to assist in national planning.   Partially implemented.

Comments

An inventory of physical facilities was not listed among items to be reported by second-level education departments with regard to schools (DNO 1989:72). Extension to the information system for ordinary school education to include this matter was recommended in CHED 1991:89-91. Fixed assets, buildings and spaces are incorporated in the national information system for university and technikon education (DNO 1989:61-63; DNE 1982a (SAPSE-008) and DNE 1982b (SAPSE-009)).

- A national budget programme drawn up to execute the priority recommendations listed above.   Not implemented on national level.

Comments

Second-level education departments draw up their own "national" budget programmes (cf. DET 1990:169). Recommendations in the 1991

ERS discussion document are apparently aimed at better co-ordination (CHED 1991:88-89).

6. The priority recommendations on the financing of education (Paragraph 5.7.6)

• Financially realistic norms for the provision of education drawn up and revised from time to time by the central authority, for the central authority's financing of education for the total population.	Implemented — in theory. Currently receiving attention.

Comments

In practice there are still unequal *per capita* expenditures for the different population groups. Formulas for financing do not provide for the elimination of backlogs, and although already developed and used as frame of reference, have not yet been determined as general policy (CHED 1991:80-81).

• An effort should be made to achieve parity in government expenditure on education as soon as possible — on the basis of the proposed norms.	Not fully implemented.

Comments

The so-called 10-year plan announced in 1986 had to be shelved in 1989 because of too low economic growth. Since 1990 savings in other areas of government expenditure have been channelled to black education but without official reference to a goal-directed plan in terms of reaching norm-based parity. The 1991 ERS discussion document contains recommendations aimed at rectifying the problem.

Recommendation	Outcome

- Annual budgets requests of the different educational authorities handled centrally. — Implemented.

Comments
The DNE co-ordinates educational budgets, and allocates funds.

- Budgets of the educational departments should be planned with reaching parity as goal. — Currently receiving attention.

Comments
Educational budgets are planned with a view to reaching parity, but so-called historical differences are also taken into account (Beukes 1990:41; DEC:HA 1989:35). The financing of education and subsidy formulas also receive separate attention of second-level education departments such as the DEC:HA (1990a:46-47). Recommendations in the 1991 ERS discussion document reaffirm the need for implementing this 1981 HSRC recommendation (CHED 1991:81).

- Backlogs existing in comparison with accepted norms should be estimated. Provision should be made in annual budgets to eliminate backlogs as soon as possible. — Difficult to ascertain.

Comments
Data on such estimations are not available. It was stated that subsidy formulas provide the measures according to which backlogs can be quantified (*Hansard* 1989a Col. 5928). It is difficult to ascertain from annual reports to which extent budgets provide for the elimination of backlogs. It was stated that the first priority is to prevent further backlogs (in the light of rapid population growth), before existing backlogs can be eliminated (*ibid.*). Also see CHED 1991:81.

Recommendation	Outcome
• A reliable statistical basis for educational expenditures of central government should be developed. This statistical basis should be used to promote and secure parity, and to evaluate progress in this regard.	Implemented. Currently receiving attention.

Comments
The statistical basis was developed and implemented by the DNE, and may well be used to promote and secure parity — also see *Hansard* Col. 5928 and CHED 1991:81.

Recommendation	Outcome
• The application of measures that will lead to better utilization of scarce resources in education.	Currently receiving attention.

Comments
Some working groups in the 1990-1991 ERS investigation had to address the problem of ineffective utilization of resources as part of their brief.

Recommendation	Outcome
• The growth-dependent financing of universities should be reconsidered with a view to change the one-sided, excessive movement towards academic preparatory education.	Not yet fully implemented.

Comments
This matter was under consideration at the time of the CUP investigation (1987). The subsidy formula for building projects as defined in SAPSE 110 is still based "on the increase in student numbers" (DEC:HA 1989:35). Although enrolment numbers as base for funding is supplemented by student pass figures and research

Recommendation	Outcome

outputs (DEC:HA 1989:34, 37; DEC:HA 1990a:55; DNO 1989:24), this funding basis may create a problem of lowering standards.

7. Recommendations on planning for the provision of education (Paragraph 5.7.7)

- A sophisticated and continuous survey of the need for and change in the demand fo reducation as a result of *inter alia* trends in population growth and shifts, and changing manpower needs should form the basis of planning for educational provision.

Currently receiving attention.

Comments
The 1991 ERS discussion document contains reference to aspects of this ideal (CHED 1991:56, 92). The 1991 NTB/HSRC Investigation into a National Training Strategy for the RSA clearly addresses this need and proposes solutions in this regard.

8. Guidelines on innovational strategy (Paragraph 5.7.8)

- The innovational strategies put forward in the report of the Work Committee: Innovational Strategies in Education, should be used as guidelines in bringing about changes in education with a view to effecting improvements and achieving education of equal quality.

Not fully implemented.

Comments

Clearly, changes in educational provision have been established during the period 1981-1991, with indications that more rapid change is to be expected from 1991 onwards. Indications of a **planned** innovational strategy are not easily found. With reference to the guidelines put forward in HSRC 1981(o) the following may be reported on the intentional, incidental, or lack of, implementation of the guidelines:

Judicious selection of broad objectives

The acceptance of the 11 principles for educational provision may be described as both acceptable and fair to most target groups.

Creation of a favourable climate to change

External and internal forces seem to be creating a world-wide climate favourable to change. These forces seem not to be in the hands of educationalists. The HSRC investigation, reporting on the mass media and the 1991 investigation into an education renewal strategy may all be identified as agents promoting change by means of information, explanation and critical evaluation.

Determination of clear targets

Educationalists seem to follow trends rather than to determine targets.

Formulation of an action programme

Because of changing trends and targets, action programmes are not easily formulated.

Identification and neutralization of resistance

External factors — economic, political and demographic realities — have neutralized much resistance to change from those previously opposed to such change because of personality traits or vested interest. Sunken costs and frustration have not been addressed by the external agents to change.

Identification and mobilization of strong points and stimuli

These factors have not been clearly addressed yet, although indications are that politicians and the top executive of education departments (with particular reference to the Department of National Education) are moving in the direction of using advisory

committees, and starting rationalization programmes. Building up a dynamic personnel corps, appointing imaginative persons to key posts and the use of appropriate budget techniques may hopefully receive even more attention in future. The matter of teacher training was re-addressed in the 1991 ERS investigation, but the continued training of leaders in education was not specifically mentioned.

Phasing of executive action
Not yet clearly achieved. In 1990 the ERS investigation was announced as "a strategy and programme for educational renewal" — in 1991 the discussion document did not contain any indications of a programme or action plans.

Guiding and evaluation of progress
Not yet clearly achieved. This investigation and several similar actions are attempts to evaluate progress.

Follow-up and adjustment action
Not yet clearly implemented. Without a definitely outlined programme, adjustments cannot be made.

Institutionalized and uninterrupted innovation
Not yet achieved. The innovational process has not yet perceivably started to build up a momentum of its own. Uninterrupted research work to guide innovation is readily available at most education departments as well as at various other research institutions. These have not yet been harnessed together to support innovational strategies.

Table of Acts with reference to the Acts relevant to Educational Provision

The following acts relevant to educational provision were used as reference in this report. In each case, the title of the act and the purpose of the act, as set out in the preamble to the act, are quoted.

The classified and annotated statutes of the Republic of South Africa (Butterworths, issue no. 24) were used as source.

Education:

General Affairs:

National Policy for General Education Affairs Act, No. 76 of 1984, as amended.

ACT to provide for the determination of a national policy for general education affairs within the framework of certain principles, and for matters connected therewith.

Technikons (National Education) Act, No. 40 of 1967, as amended.

ACT to provide for the establishment of technikons, for their control, administration and regulation and for matters incidental thereto.

Tertiary Education Act, No. 66 of 1988.

ACT to provide for the establishment of colleges to provide tertiary education; and for matters connected therewith.

Universities Act, No. 61 of 1955, as amended.

ACT to consolidate and amend the law relating to universities.

Universities and Technikons Advisory Council Act, No. 99 of 1983, as amended.

ACT to provide for the establishment, constitution and function of an advisory council on universities and technikons; to amend the Universities Act, 1955; and to provide for matters incidental thereto.

South African Certification Council Act, No. 85 of 1986.

ACT to provide for control over the norms and standards of subject matter and examination, and for the issuing of certificates, at the different points of withdrawal in school and technical college education and non-formal education; and for that purpose to establish the South African Certification Council; and to provide for the conducting of common examinations; and to provide for matters connected therewith.

Certification Council for Technikon Education Act, No. 88 of 1986.

ACT to provide for control over the norms and standards of subject matter and examination in technikon education, and for the issuing of technikon certificates; and for that matter to establish the Certification Council for Technikon Education; and to provide for matters connected therewith.

Own Affairs:

National Education Policy Act, No. 39 of 1967, as amended.

ACT to confer upon the Minister of Education and Culture certain powers in respect of the general policy to be pursued in providing

education to white persons in certain schools; to regulate certain aspects of the training of white persons as teachers; to confer upon the said Minister certain powers in respect of the policy to be pursued in connection therewith, and in respect of certain other matters in connection therewith; to provide for the constitution of an *ad hoc* council; to establish an education council for each provincial education department; and to make provision for the recognition of a body for the organized teaching profession; and for other matters incidental thereto.

Technikons Act (Own Affairs: House of Assembly), No. 40 of 1967, as amended.

ACT to provide for the establishment of technikons, for their control, administration and regulation and for matters incidental thereto.

Education Affairs Act (House of Assembly), No. 70 of 1988.

ACT to provide for the provision and control of education in schools, and matters connected therewith.

Private Schools Act (House of Assembly), No. 104 of 1986, as amended.

ACT to provide for the registration of, the control over, and the making of financial grants to, private schools, and for matters connected therewith.

Coloured Persons Education Act, No. 47 of 1963, as amended.

ACT to provide for the control of education for Coloured Persons by the Department of Internal Affairs; to amend the Republic of South Africa Constitution Act, 1961; and to provide for matters incidental thereto.

Indians Education Act, No. 61 of 1965, as amended.

ACT to provide for the control of education for Indians by the Department of Indian Affairs, to amend the Special Education Act, 1948, the Vocational Education Act, 1955 and the Republic of South Africa Constitution Act, 1961, and to provide for matters incidental thereto.

Education and Training Act, No. 90 of 1979, as amended.

ACT to provide for the control of education for blacks by the Department of Education and Training; and to provide for matters incidental thereto.

Other:

Republic of South Africa Constitution Act, No. 110 of 1983, as amended.

ACT to introduce a new constitution for the Republic of South Africa and to provide for matters incidental thereto.

Child Care Act, No. 74 of 1983, as amended.

ACT to provide for the establishment of a Child Welfare Council; for the establishment of children's courts and the appointment of commisioners of child welfare; for the protection and welfare of certain children; for the adoption of children; for the establishment of certain institutions for the reception of children and the treatment of such children after such reception; for contribution by certain persons towards the maintenance of certain children; and to provide for incidental matters.

Medical, Dental and Supplementary Health Services Act, No. 56 of 1974, as amended.

ACT to consolidate and amend the laws providing for the establishment of the South African Medical and Dental Council, for control over the training of and for the registration of medical practitioners, dentists and supplementary health service professions; to provide for control over the training of and for the registration of psychologists; and to provide for matters incidental thereto.

Health Act, No. 63 of 1977, as amended.

ACT to provide for measures for the promotion of the health of the inhabitants of the Republic; to that end to provide for the rendering of health services; to define the duties, powers and responsibilities of the several authorities which render health services in the Republic; to

provide for measures for the co-ordination of such health services; to provide for the establishment of a National Health Policy Council and a Health Matters Advisory Committee; to repeal the Public Health Act, 1919; and to provide for incidental matters.

Manpower Training Act, No. 56 of 1981, as amended.

ACT to provide for the promotion and regulation of the training of manpower and for that purpose to provide for the establishment of a National Training Board, a Manpower Development Fund and a Fund for the Training of Unemployed Persons; to provide for the establishment, accreditation, functions and powers of training boards; the registration of regional training centres; and the imposition on certain employers of a levy in aid of training; and to provide for matters connected therewith.

Glossary and list of abbreviations

In this section, a list of abbreviations is given that are used in, or that are relevant to the report. A short explanation is given with each abbreviation.

AUT: Universities and Technikons Advisory Council.
Body responsible for advising the Minister of National Education on general policy matters pertaining to university and technikon education. Established in terms of Sections 2 and 3 of Act 99 of 1983.

CEM: Committee of Education Ministers
Committee consisting of the Minister of National Education and all the ministers of Government departments responsible for education. This committee considers matters of common interest to its members, promotes co-operation and is a forum for statutory consultation on recommmendations concerning general policy (cf. Section 2(5) of Act 76 of 1984).

CES: Committee on Education Structures

RECES: Research Committee on Education Structures
Advisory body, and its research committee, responsible for advising the Minister of National Education on matters pertaining to salary structures and service conditions. Established in terms of Section 2(3) of Act 76 of 1984.

CHE: Committee of Heads of Education
Advisory body for the Minister of Education and Culture, Administration: House of Assembly, consisting of the heads of the provincial education departments under the

chairmanship of the head of this department. Established and functioning in terms of Section 6 of Act 39 of 1967.

CHED: Committee of Heads of Education Departments
Advisory body for the Minister of National Education, consisting of the heads of the DET, DEC:HD and DEC:HR as well as a member nominated by the CHE, under the chairmanship of the head of the DNE. Also responsible for liaison between the different education departments on general educational matters. Established and functioning in terms of Sections 5, 6, 7 and 8 of Act 76 of 1984.

CME: Conference of Ministers of Education
Consists of the Minister of Education and Development Aid and the Ministers of Education of the self-governing territories. Liaising body aimed at taking joint policy decisions, and promoting the achievement of parity in educational provision (DET 1989: 32-34).

COPAP: Committee for Pre-tertiary Academic Policy
Committee to assist the CHED on advising the Minister of National Education on general policy on school and technical college curriculums. Members represent the education departments, universities, technikons, teacher training colleges, private schools, the organized teaching profession and the private sector (CHED 1991: 44-45).

CTP: Committee of Technikon Principals
Advisory and liaising body regarding technikon education, established in terms of Section 28 of Act 40 of 1967.

CUP: Committee of University Principals
Advisory and liaising body regarding university education, established and functioning in terms of Sections 6 and 7 of Act 61 of 1955.

DEC:HA: Department of Education and Culture, Administration: House of Assembly
"Own affairs" education department for whites. Consists of four provincial education departments (Cape, Natal, Orange Free State, Transvaal), under the auspices of the

Department of Education and Culture, House of Assembly.

DEC:HD: Department of Education and Culture, Administration: House of Delegates
"Own affairs" education department for Indians.

DEC:HR: Department of Education and Culture, Administration: House of Representatives
"Own affairs" education department for coloureds.

DET: Department of Education and Training
Education department for blacks outside the self-governing territories.

DNE: Department of National Education
"General affairs" education department responsible for general educational policy, norms and standards in the RSA, in terms of Act 76 of 1984.

ERS: Education Renewal Strategy
Investigation into educational provision for South Africa, undertaken under the auspices of the CHED. This investigation was to seek short and medium-term managerial solutions to some of the most pressing problems in education. The investigation was co-ordinated by the DNE.

HSRC: Human Sciences Research Council
Statutory research body established in terms of Act 23 of 1968, as amended. The mission of the HSRC is to conduct and promote research in order to contribute to the creation of viable solutions to human issues.

JMB: Joint Matriculation Board
Constituted to control the Matriculation (university entrance) examination of the universities established in the RSA by acts of Parliament, in terms of Section 15 of Act 61 of 1955. The South African Certification Council (SAFCERT), established in terms of Act 85 of 1986 will also take over the functions of the JMB.

NEPI: National Education Policy Investigation
An initiative aimed at exploring policy positions in the sphere of education, from the perspective of the democratic movement.

NTB: National Training Board
Statutory body aimed at advising the Minister of Manpower on any matter pertaining to education and training, established in terms of Chapter 1 of Act 56 of 1981.

PRISEC: Private Sector Education Council
Established in 1990 by bodies representing the bulk of employers in the RSA, with the mission to be involved in the development of a national education system which will encourage economic growth and equip its users to cope with life in a democratic society (cf. HSRC 1991a:265).

RSA: Republic of South Africa

SABC: South African Broadcasting Corporation
National public broadcasting service established and functioning in terms of Act 22 of 1936 and Act 73 of 1976.

SACE: South African Council for Education
Advisory body to the Minister of National Education on formal, non-formal and informal education, including teacher training but excluding university and technikon education. Also responsible for general matters needing co-operation between the different education departments. Established and functioning in terms of Sections 3, 4, 7 and 8 of Act 76 of 1984.

SAFCERT: South African Certification Council
Established in terms of Act 85 of 1986, with the object to ensure that the certificates issued by the council at a "point of withdrawal" (meaning a stage in school or technical college education or non-formal education at which a candidate is required to sit for an examination with a view to obtaining documentary proof of profi-

ciency) represent the same standard of education and examination.

SERTEC: Certification Council for Technikon Education
Established in terms of Act 88 of 1986, with the object to ensure that corresponding technikon certificates issued by the council represent the same standard of education and examination.

TFC: Teachers' Federal Council
Body for the organized (white) teaching profession, established in terms of Section 8 of Act 39 of 1967.

WGHED: Working Group of Heads of Education Departments
Body consisting of the Director-General of Education and Training and the heads of the education departments of self-governing territories. Attends to matters referred by the CME, investigates matters of common interest, co-ordinates reports and makes recommendations to the CME (DET 1989: 34-36).

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DATE DUE

Recommendations aimed at a more just educational dispensation in the RSA were put forward in the report of the Main Committee of the 1981 HSRC Investigation into Education, *Provision of Education in the RSA*. This follow-up investigation considers the extent to which the recommendations put forward in 1981 have since been implemented. The HSRC recommendations on the principles, management structure, educational structure, supportive structures and programmes for educational provision was followed up with regard to the formal education sector, and by means of a literature study. Official policy documents, legislation, annual reports of government departments and other sources were consulted. It was found that new legislation enabled the implementation of the recommendations on educational principles and management - but in a predetermined political dispensation. Different education departments handled the HSRC recommendations on other aspects in different ways. A new look at issues surrounding educational provision was necessitated by the advent of a new political dispensation, and much of the 1981 recommendations seemed to be reflected in the official proposals for educational renewal recently put forward by educational planners and executive officers. Further implementation would also depend on the interaction between political, economic and social factors.