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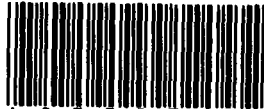
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STATEMENT

This report has been prepared by the Work Committee: Programme for equal quality in education instituted by the HSRC Main Committee for the Investigation into Education.

This report reflects the findings, opinions and recommendations of the Work Committee: Programme for equal quality in education and, where applicable, those of groups or individuals in the work committee with regard to matters about which there are differences of opinion. The findings, opinions and recommendations contained in this report do not necessarily reflect the point of view of either the HSRC or the HSRC Main Committee for the Investigation into Education.

This report is regarded by the HSRC Main Committee for the Investigation into Education as a submission of the Work Committee: Programme for equal quality in education to the Main Committee. The point of view and recommendations of the HSRC Main Committee will be contained in its final report that will be submitted to the Cabinet.

Human Sciences Research Council

Investigation into Education

Report of the Work Committee:

**Programme for equal quality in
education**

**PRETORIA
JULY 1981**

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ORIENTATION

THE REQUEST

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 in 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 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 educational 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."

In accordance with the South African Plan for Research into the Human Sciences, the following plan of action was decided on.

- (a) Prof. J.P. de Lange, Rector of the Rand Afrikaans University would be appointed as research leader.

- (b) After the necessary consultation a high-level co-ordinating committee would be appointed to guide and co-ordinate the investigation and guarantee its scientific character. Members of the committee would include representatives of interested government departments, the private sector as well as eminent scientists from all the disciplines able to make a contribution to the development of education.
- (c) Representatives of education institutions would be invited to serve on the subcommittees and work groups of the investigation.
- (d) All population groups would be involved in the co-ordinated conducting of the investigation.
- (e) The investigation would be conducted in a spirit of positive co-ordination, i.e. the available research manpower both within and outside the HSRC and all research activities which had either already been concluded or were still going on, would be included in the investigation on a basis of voluntary co-operation.
- (f) The HSRC would undertake parts of the investigation itself, but would in the main part make its research structure available to contract researchers for the investigation.
- (g) Priority would be given to the most pressing problem areas so that the investigation could be expedited and interim reports submitted to the Cabinet in good time.
- (h) Where applicable, alternative solutions for problems in education would be submitted.

THE MAIN COMMITTEE

The Main Committee of the Investigation into Education, whose members were appointed by the Council of the HSRC, was as follows:

Prof. J.P. de Lange (Chairman)	Rector, Rand Afrikaanse University
Prof. A.N. Boyce	Rector, Johannesburg College of Education
Dr. S.S. Brand	Head, Financial Policy, Dept. of Finance

Dr. R.R.M. Cingo	Inspector of Schools, Kroonstad East Circuit, Dept of Education and Training
Dr. J.G. Garbers	President, Human Sciences Research Council
Mr. J.B. Haasbroek	Director, SA Institute for Educational Research, HSRC
Dr. K.B. Hartshorne	Centre of Continuing Education, Universi- ty of the Witwatersrand
Prof. J.H. Jooste	Director, Transvaal Education Department
Prof. S.R. Maharaj	Dean, Faculty of Education, University of Durban-Westville
Dr. P.R.T. Nel	Former Director, Natal Dept of Education; Dept of Indian Education
Prof. A.C. Nkabinde	Principal, University of Zululand
Mr. R.D. Nobin	Inspector of Education, Dept of Internal Affairs (Indian Affairs)
Mr M.C. O'Dowd	Anglo-American Corporation of SA Ltd
Mr. A. Pittendrigh	Director, Natal Technikon
Miss. C.C. Regnart	Westerford High School
Dr. P. Smit	Vice-President, HSRC
Mr. F.A. Sonn	Director, Peninsula Technikon, President, Union of Teachers' Associations of SA
Mr. J.F. Steyn	Chief Secretary, Transvaalse Onderwysers- vereniging; Secretary, Federal Council of Teachers' Associations
Prof. N.J. Swart	Vice-Rector, Potchefstroom University for Christian Higher Education
Mr L.M. Taunyane	President, Transvaal United African Teach- ers' Association
Dr. P.J. van der Merwe	Deputy Director-General, Dept of Manpower; Deputy Chairman, National Manpower Com- mission
Prof. R.E. van der Ross	Principal, University of the Western Cape

Prof. F. van der Stoep	Dean, Faculty of Education, University of Pretoria
Prof. N.T. van Loggerenberg	Dean, Faculty of Education, University of the OFS; Chairman, SA Teachers' Council for Whites
Dr. R.H. Venter	Director, Univ. Affairs, Dept of National Education
Prof. W.B. Vosloo	Head, Dept of Political Science and Public Administration, University of Stellenbosch

After the investigation had been in progress for some months, a request was received from the Department of National Education of South West Africa that it be granted observer status on the Main Committee - this was approved.

From the fifth meeting of the Main Committee Mr J.A. de Jager, Secretary of the Department, therefore also attended meetings of the Main Committee.

At the beginning of the investigation Dr S.W.H. Engelbrecht was appointed secretary and Dr F.P. Groenewald co-ordinator of the investigation. In due course the secretariat was expanded with the appointment of Dr. D.J. van den Berg, after which the above-mentioned three persons acted as secretary-co-ordinators. Mr C.P. Serfontein was later appointed assistant co-ordinator. During the last phase of the investigation the secretariat was further expanded when Prof. J. McG. Niven of the University of Natal was seconded to the HSRC for three months, from February to May 1981. The administrative staff consisted of Mrs. I.S. Samuel, Mrs. A. van der Lingen, Miss J.M.M. Botha, Mrs. S. van der Walt and other temporary staff.

OPERATIONALIZATION OF THE RESEARCH REQUEST

The operationalization of the research request resulted in the establishment of 18 work committees each being responsible for a different aspect of education. Although all the work committees were not identified at the first meeting, the following work committee were eventually established. (For each work committee the name of the Chairman is given who in all cases had to be a member of the Main Committee. The Chairman of the Main Committee is ex officio member of all the work committee.)

Educational principles and policy	Prof. F. van der Stoep
Education management	Dr K.B. Hartshorne
Education financing	Dr. S.S. Brand
Education system planning	Mr J.B. Haasbroek
Curriculum development	Prof. F. van der Stoep
Guidance	Miss C.C. Regnart
Education for children with special educational needs	Dr. J.G. Garbers
Building services	Mr F.A. Sonn
Health, medical and paramedical services	Mr R.D. Nobin
Demography, education and manpower	Dr P.J. van der Merwe
Teaching of the natural sciences, Mathematics and technical subjects	Mr J.B. Haasbroek
Recruitment and training of teachers	Prof N.T. van Loggerenberg
Innovation strategies in education	Prof. W.B. Vosloo
A programme for equal quality in education	Prof. R.E. van der Ross
Legal matters	Mr M.C. O'Dowd
Educational technology	Mr A. Pittendrigh
Languages and language instruction	Dr P.R.T. Nel
Education bibliography	

Only in the case of the last work committee was a chairman not appointed from the Main Committee. Miss H.J. Otto of the HSRC library compiled the bibliography for each of the work committees.

During the last stages of the investigation a synthesis committee was appointed to consolidate especially the work of three work committees, namely Education management, Education system planning and Education financing. The Chairman of the Main Committee of the Investigation into Education was appointed chairman of the synthesis committee.

THE FIELD OF THIS REPORT AND THE COMPOSITION OF THE WORK COMMITTEE

This report is concerned with the implementation of concepts that will lead to equal quality in education for all population groups and was compiled by the Work Committee: Programme for equal quality in education.

The work committee held three meetings and the second part of the report (i.e. the part from "Premises" (Paragraph 2) up to the end of the report) was finalized during the third meeting. The part entitled "Introductory orientation" was then finalized by the chairman and the final report was accepted by the Main Committee as a basis for the writing of their report..

Prof. R.E. van der Ross was appointed chairman of the work committee by the Main Committee. The work committee was composed of the following persons:

Prof. R.E. van der Ross (Chairman)	Member of the Main Committee
Dr. S.S. Brand	Member of the Main Committee
Dr. R. Venter	Member of the Main Committee
Prof. W.B. Vosloo	Member of the Main Committee
Dr F.P. Groenewald	Secretary - co-ordinator

The following persons were co-opted to the work committee as co-workers:

Mr H. Herman	University of the Western Cape
Mr O.C. van den Berg	University of Cape Town
Mr F.P.J. Olivier	(University of the Western Cape) acted as minuting secretary.

MEETINGS

Meetings were held on the following dates:

22 December 1980
19 February 1981
10 March 1981

DOCUMENTATION, THE COLLECTION AND EVALUATION OF DATA

(i) Mr O.C. van den Berg prepared a memorandum entitled *Educational equali-*

ty as a key concept in the creation of a new educational dispensation for South Africa (September 1980), which was accepted as working document by the work committee.

(ii) This memorandum was submitted to the following persons for evaluation:

Prof. A.L. Behr	-	University of Durban-Westville
Prof. E. Mphahlele	-	University of the Witwatersrand
Prof. H.W. Rossouw	-	University of Stellenbosch

These persons' comments were *inter alia* also used in the finalization of the report of the work committee.

(iii) Relevant memorandums, reports and papers compiled by the following persons and institutions were also studied by the work committee. This documentation was not undertaken specifically at the request of the work committee.

Dr. A. Clarke	-	Rhodes University
Mr M.A.S. Corke	-	St Barnabas College, Johannesburg
Dr K.B. Hartshorne	-	Member of the Main Committee
Prof. R.A. Krüger	-	Rand Afrikaanse University
Prof. E. Mphahlele	-	University of the Witwatersrand
The SA Council for English education		

(iv) After the seminar on the HSRC Investigation into Education, which was held from 4 to 8 May 1981, various memorandums were received on matters concerning the work committee. These memorandums were studied by the Synthesis Committee and will therefore be included in the report of the Main Committee.

(v) The Urban Foundation organized symposiums and discussions on a countrywide basis and in-depth discussions were also held during meetings of interest groups organized by the work committee in Cape Town and Pretoria.

(vi) Prof. W.B. Vosloo prepared a draft report on the basis of data collected. This report was discussed and finalized during the meeting of

10 March 1981 (i.e. Paragraphs 2 to 6 of the final report).

- ii) Comment on this report was received from Mr M.C. O'Dowd (member of the Main Committee) and his recommendations were taken into account by the chairman in the finalization of the final manuscript.

ACKNOWLEDGEMENT

A particular word of thanks to all the persons who, under great pressure of time, undertook the compiling of memorandums, the evaluation of documentation and the provision of support services, thereby ensuring that the report was completed in time.

1. INTRODUCTORY ORIENTATION

1.1 BACKGROUND

The work of the Work Committee : Programme for equal quality in education is as fundamentally important as that of the Work Committee : Educational principles and policy. In fact, in its request to the HSRC the Cabinet explicitly stated that a report had to be brought out on "a programme for making education of the same quality available to all population groups". In its deliberations the Main Committee accepted that the recommendations of the Work Committee : Programme for equal quality in education, as approved by the Main Committee, should be taken into account by all the other work committees.

The problem is particularly complex. It is very difficult to determine the meaning of the concept "equality" where education is considered. Questions such as the following are relevant:

Are we concerned with equal access to education?

Should equal facilities be provided?

What is meant by such facilities (buildings, curriculums, equipment, etc.)?

What about the training (and therefore the quality) of the teachers?

Or is the "effect" of education as reflected in the end product more important?

How are these subjective concepts evaluated?

Do we concern ourselves with the formal school and education situation or do we look further?

While financial provision is obviously very relevant, at which stage and at which levels does it play the most important role?

Apart from these questions, which by no means exhaust the subject, there is also the entire field of preschool and out-of-school elements that very definitely affect the achievement of the education client (child, pupil, student, apprentice, adult).

In addition to these, and also without covering the entire field, there are the important aspects of the total community and society with all its cultural, economic and political input which undeniably play a role in determining the quality of education received by any individual and/or population group.

1.2 TWO POSSIBLE APPROACHES

Two possible approaches to the problem can be distinguished. While it is clear that they cannot be separated, there should nevertheless be an awareness of their separateness, because the extent to which they are dealt with separately or together, will determine how precisely and with what degree of prolixity or conciseness the Cabinet's request can be carried out.

The first approach would be to try to make an in-depth study of all the theoretical and philosophical problems involved. This point of view should be immediately rejected, since it would be impossible to solve these problems in the available time, if at all. The problems should be identified, however, since no educational problem can be meaningfully discussed unless the intellectual content is fully understood.

The second approach is a more practical attempt to outline what steps can be taken and what practical criteria applied to ensure that a move is being made in the direction of equal education.

The work committee took cognizance of both these approaches. The general problem was first put to recognized educationists and social philosophers and comments were also received from interested parties.

Owing to the nature of the subject and also because various other work committees were working on the implementation aspects, no empirical investigations were undertaken.

1.3 THE ROLE OF EDUCATION AS INSTRUMENT OF CHANGE

Various persons who submitted comments referred to the total socio-economic political framework within which education functions. It is generally accepted and acknowledged that there are inequalities between the population groups in the RSA in respect of the social environment.

On the basis of this the question arose as to the scope of the committee's terms of reference. Prof. Rossouw therefore wrote as follows: "The terms of

reference of the HSRC is to investigate an education system that makes provision for education of the same quality for all population groups. It is not a request to investigate an education system that can serve as a means towards equalizing the total social order with all its ramifications" (Rossouw, p. 3).

Although there is undoubtedly value in this statement, it should not be interpreted as meaning that the role of education in improving the social order (social engineering) should be ignored. On the contrary, the whole aim of education falls away if such a role no longer exists. Education is essentially a process through which persons are affected by others or by their environment. Neither is education a *ding an sich* existing on its own account, but rather a means to an end, namely man's wellbeing.

From this it follows that education functions at one level where it provides the person with certain knowledge, value systems, insights, means and skills enabling him to operate within a certain environment and then also within a broader, less confined, even universal environment, the limits of which the person alone, in interaction with the environment, nature and the realities of human existence - including the supernatural and spiritual - will eventually determine.

At another level, however, or seen from another perspective, education is not free. It can provide the knowledge, skills, etc., possibly also the vision and ideals, but it is not the only dynamism with which the education client is concerned. Education is itself subject to forces generated *inter alia* in history, the economy, the church, the law, science, the value systems of the social order, its ideals, fears, expectations and prejudices. And in this pattern politics, as the embodiment of so many of these influences, plays a far-reaching and dominant role.

1.4 CERTAIN INTERPRETATIONS OF THE CONCEPT : EQUAL QUALITY IN EDUCATION

On approaching the concept *equal quality in education* it is necessary to take a brief look at some of the interpretations linked with it.

1.4.1 Equal access to education

This means that everyone, i.e. all comparable members of all population groups, will have access to those educational facilities needed for full development of their personalities and potential. By "comparable members of all population groups" is meant that an infant is compared with an infant, an adolescent with an adolescent, etc. It also implies persons with the same aptitude (for example the technical or the artistic), or capacity (for example the physically handicapped or the gifted child).

It will be stressed throughout this chapter that "equal quality" by no means amounts to "identical quality". It is therefore not necessary, possible or even desirable that the same physical specifications should always be complied with. *It is necessary, however, that an appropriate facility be available for every education client either falling within the age limits of a reasonable and just provision of compulsory education, or not falling within such age limits but with a reasonable desire and/or need to improve himself through education.*

The facility should also be accessible in the sense of distance. A school should therefore within reasonable walking distance, otherwise transport or boarding facilities should be provided, with the necessary financial support.

Generous financial provision should also be made for students at colleges, technikons or universities to enable students to attend these institutions and to ensure that the country's progress is not hampered by a lack of trained manpower.

The introduction of compulsory education constitutes an important part of the system. The fact that there should be a period of compulsory school attendance is accepted virtually throughout the civilized world today, even though it is not implemented everywhere.

Compulsory education also remains a prerequisite for equality. It would serve no purpose to make facilities available and then leave it up to a poorly motivated population, or a well-motivated population without the necessary means to decide for themselves on the use of these facilities.

The lamentable position in which South Africa currently finds itself in respect of the lack of trained manpower as well as the marked imbalances in level of development, can to a large extent be ascribed to the fact that there has been tremendous slowness with regard to the introduction of compulsory education for non-White children. This *inter alia* resulted in the development of such a huge backlog in school buildings and the provision of teachers that effective implementation was impossible when it was eventually decided to introduce compulsory education.

While it is difficult to determine fixed age limits for compulsory education, it is necessary to confirm at this stage that such limits have to be determined and that they should be adequate to provide children at least with a sound primary school education. These limits should be determined by the authorities in close collaboration with the particular community.

1.4.2 Authorities

This concerns equality of facilities and conveniences, i.e. that which has to be provided at the educational institution, namely the school, college, university, centre for adult education, etc. It is virtually impossible to name or describe all the resources, but a few particularly deserve attention.

(a) Adequately trained teachers

After the pupil the teacher remains the most important factor in the formal educational situation. It is therefore of vital importance that equality be attained at this level. Equality in this respect includes the following:

(i) Numbers

The pupil/teacher ratio varies; a ratio is usually determined but this is an overhead numerical abstraction. The local situation should be studied at the same time.

(ii) Training

The prospective teacher's academic background should be supplemented by thorough professional training. This will again vary from situation to

situation. In South Africa there are great imbalances between educational provision for the different population groups, care should be taken not to aim too high so that large numbers remain unprovided for. It should therefore not suddenly be decided, for example, that all teachers should at least have a Std 10 qualification if this would mean that the provision of primary school teachers would be far below the required level.

Much good work has been done in our schools by teachers with a school qualification lower than Std 10. In 1979, 57,6 % of all Coloured teachers did not have a Senior Certificate. These teachers are doing valuable work and while they are being phased out, care should be taken that education as a whole is not harmed. If salary problems related to lower academic qualifications should occur, these should rather be solved in a different way.

Teachers' salaries require constant attention. It is undoubtedly so that salaries are related to the quality of work, also in education, and this aspect should not be neglected. This is one area, in fact, where equality can be objectively determined and where it should be implemented. Unequal salaries between population groups or between different categories of teachers, or imbalances between categories in respect of type of work and qualifications, give rise to dissatisfaction. The profession consequently loses its attraction and teachers either leave the service or remain in teaching but do not render their best work.

(b) *School buildings and accommodation*

The basic criterion should be efficacy. The buildings or accommodation offered should be of such a standard that it can reasonably serve as accommodation for the particular type of education. This includes grounds for sport and recreation.

With regard to equality, certain communities do have a large advantage over others. Care should be taken that the expenses from public funds are allocated so as to enable the disadvantaged communities to bring their own facilities to an acceptable and efficient level. More af-

fluent communities, however, cannot be prevented from improving their facilities from their own (private) funds.

(c) Equipment

This includes books, stationery, learning and teaching aids, library books, school desks and other furniture, sport and recreation equipment, first aid facilities and all loose apparatus required for the success of the teaching process.

The same applies to buildings and accommodation, namely that the authorities should do everything in their power to bring all schools and educational institutions up to standard.

(d) Administration

A school system can only be as good as its administration. One of the greatest problem areas in education in the RSA has its origin in the deliberate division of administrative responsibilities according to population group.

Whatever the motivation, one of the results was that the non-White groups felt that they were being neglected in certain respects. They were out of the mainstream of education; they did not enjoy the same status; the certificates they issued appeared to be inferior, etc. The fact that a considerably higher number of promotions to higher posts were made from their own ranks than previously (appointments as inspectors and higher, for example), did little to alleviate the feeling that the officialdom as a whole, and therefore the administration, was not up to standard.

Equality can and should be achieved in this respect through the consolidation of educational administration. In the past education was administered according to province, with one provincial body responsible for the education of all population groups in the particular province. The centralization of education for all *Coloureds*, all *Indians* and all *Blacks* in national departments, has no value except as the fulfilment of an ideology. It does not necessarily promote education and a far more efficient and satisfactory service can be rendered through decentralization within one national service, even within provincial boundaries again.

Such an arrangement would also be more economical, and by no means necessarily implies integration at school level. It would restore confidence and could have only good results.

1.4.3 The "product of education"

Equality in education remains an elusive concept. An effort can only be made to set certain matters right and this in itself cannot ensure success. While every possible attempt should be made to equalize the allocation of resources in the sense of efficacy, this is not really what education is all about. Resources are merely the means to an end. What really matters, is the "product of education", i.e. the *person* who has passed through the process.

The question therefore arises as to what effect the process has had on the person in terms of his personality, his productivity and the development of his potential.

W. Tyler (1977) rightly says that "the mere allocation of resources into new buildings and better teaching will not buy long term equality. If these funds were directed into strategies that equalised *use* rather than provision, they would stand a far greater chance of redressing the present inequities in the cost and rewards of educational attainment" (*The sociology of educational inequality*. London, Methuen, 1977, p. 129).

This debate naturally implies the questions surrounding human dissimilarities in respect of intellect, potential, aptitude, communication, leadership, skill etc. It also involves the whole question of the effect of the environment on the education client, i.e. the informal education of the family, environment, community, church, etc. The sociology of the environmentally handicapped child is very relevant here and the question arises as to whether it is at all possible to accomplish equality of educational product or results without also equalizing the out-of-school influences.

Reflection on equal products on the other hand, concerns equal opportunities in the postschool life. The person, product of the educational process, will only emerge in his own right when placed in a career. He should then be given equal opportunities so as to obtain negotiating power in the country's economy.

The extent to which this equality of negotiating opportunity will be obtained, is not easy to determine. In the USA large-scale attempts were made to neutralize the negative effect of a nonstimulating environment through programmes of compensatory education. The attempts began at preschool level with "Project Headstart", which was also implemented in South Africa in the early learning centres. However promising the results of these undertakings, the school can never completely eliminate the influence of the environment. Against the background of the experience in America, Coleman therefore says that "complete equality of opportunity can be reached only if all the divergent out-of-school influences vanish" (*The concept of equality of educational opportunity*, Harvard Educational Review, Vol 38, no. 1, Winter 1968, p. 21).

The general consensus is that one should not make the school responsible for changing the social dispensation. However, this does not mean that the school is unimportant. On the contrary, the school and education remain of vital importance because the school is, after all, in the position to influence people. If equality of the products of the education system is to be striven for in the sense that all school-leavers should be able to compete on an equal basis in the economy, and if it is so that all the factors cannot be controlled, attention should at least be paid to those factors within the school system that are controllable.

The argument still remains that the school system is controlled by politics and other out-of-school institutions. This is indeed the case, but the current report is aimed at the political institutions that requested it, in the hope that they will take cognizance of it.

1.4.4 The implementation of "equal norms"

It is perhaps necessary briefly to discuss norms at this stage. Enough has already been said to indicate that identical provision is not the objective. The attainment of equality does not require it. Every education client should, however, be enabled to gain access to and experience these educational facilities to such an extent that he will attain the maximum personal and social benefit of which he is capable and/or to which he aspires. The facilities and resources needed to achieve this aim, form the norm. No objection will be raised if certain school or institutions are above the norm, *but inequality exists where the norm is not complied with and it is here that everything pos-*

sible should be done to eliminate inequality.

In the process of achieving equality, the financial aspects will frequently emerge. Finances will also be mentioned in the reports of various other work committees where they try to follow the guidelines laid down by this committee. Because they will go into the matter in greater detail, no calculations, predictions or projections of the financial implications of the principles will be made in the report of this work committee.

While the work committee is therefore not indifferent to financial matters and does not want to outline a policy that is unattainable, it nevertheless wants to touch on a matter of principle, namely that for the foreseeable future, there will clearly have to be a policy for "overcoming the backlog". This should broadly correspond to the American affirmative action according to which concessions are made to assist the disadvantaged in their society to overcome their disadvantage as soon as possible and to come up to standard with the accepted norm of the whole society.

Such an approach is of course no novelty in South Africa. In fact, the educational administrations for Coloureds, Indians and Blacks have already stated that serious attempts are being made to improve their departments, which often means to bring them up to standard. Despite their efforts, it is obvious that they still have a long way to go. It is stated in this report that despite all intentions, the division according to race has its restrictions in respect of equalization.

The allocation of money to the different population groups is conclusive evidence of this inequality, and it is once again mentioned that the different population groups will probably only get their due rewards in respect of equal treatment if they fall under one education authority, even if it involves geographical decentralization.

The above problem is not unknown in the White population group either and one of the members of the work committee writes as follows: "I would like to suggest that we should not ignore the precedent which has already been established in South Africa in relation to the provision of equal educational opportunities within the White community. When the public education systems were established in South Africa towards the end of the last century the dif-

ferences in socio-economic conditions of different groups and sections among the Whites was very wide indeed. The problems of what should be done to ensure that education facilities were nevertheless equal were faced, giving rise to such policies as the higher *per capita* expenditure for rural children. I think most people would agree that an effective degree of practical equality was achieved" (M.C. O'Dowd). The committee subscribes to this view and agrees that this principle should be maintained and developed to achieve equality among all population groups.

In the light of the above it is now possible to formulate the problem in rather more general terms and to make a number of practical recommendations for the implementation or operationalization.

2. PREMISES

2.1 The striving for equality is essentially concerned with the desire to put into effect a particular socio-ethical provision concerning the ranking of society, namely that every individual's right to equal treatment in the allocation of collective benefits in the social ranking should be acknowledged and ensured. This striving does not necessarily presuppose a postulate or ideal of similarity or uniformity between people. In terms of current Western norms of civilization it does presuppose a postulate of a common humanness and of every person's right, namely that the intrinsic values of his humanness be acknowledged and the realization of these values be promoted by organized society.

2.2 The demand for equality in the field of education is particularly a result of the limitedness of available resources and where a real danger exists that the distribution system may result in some persons or groups being denied their rightful share of the benefits offered by educational provision. What should be understood by "rightful share" cannot be interpreted as "equal share" in the arithmetical sense of the word, for no society can function on the basis of an unqualified, egalitarian principle of equality. Even if it were practically possible to award every person an "equal share" in this sense, such a society would come into conflict with another ethical value that is also normative for the system of rules relating to the allocation of collective benefits, namely justice. "Rightful share" should therefore be understood in the light of the concept "distributive justice". This implies that the right to equal treatment in education only makes sense as a constitutive principle

of distributive justification, i.e. "equality-in-the-light-of-justice".

2.3 "Fair distribution" requires firstly, that the distribution rules be formulated and applied impartially and secondly, that the demand for justice be complied with.

2.4 Because distribution rules can in themselves be unjust even if they are impartially applied, the demand for justice in respect of distribution rules implies that no distinction be made in the rules between people unless *relevant differences* which make differentiation essential, can be indicated. The principle of "equality-in-the-light-of-justice" does therefore make provision for differentiation in the distribution rules and for this reason "rightful share" does not simply mean "the same share for everyone". Educational equality, therefore, does not imply identical or the same education for all persons.

2.5 The crux of the problem in determining what a *fair* share is, lies in the differences between people which can be advanced as grounds for distributive differentiation and consequently for categorization. Justice demands that such differences be *relevant* differences, i.e. they should be relevant to the benefit considered for distribution. The substantive idea people have of justice will determine whether or not particular differences are regarded as relevant. Such a view of what is acceptable and what is not, is *context-orientated* in more than one sense. In the *historical* context, for example, differences such as race, sex or creed are today no longer accepted as readily as before as relevant grounds for differentiation in the fair allocation of benefits. Relevant differences are also context-oriented in a *synchronic* sense, since interpretation of the norm of relevance also depends on the different areas of society in which the problem of fair distribution is experienced. Thus economy differs from politics and education from social relations because the nature and sense of interaction in these different fields of life differ from each other. The operational criteria for the application of the principle of equality (in the sense of "to each his rightful share") should therefore relate to the nature and sense of education.

2.6 Another inevitable problem lies in determining what should be regarded as the "nature and sense education". This problem is essentially concerned with the mutual relation between the educational curriculum and the matters impor-

tant to society and its members. Which objectives should be served by institutionalized education as instrument? The answer probably lies in a compromise between the following community values.

- (i) The *raising of the material standard of living*, i.e. to equip the education client according to his individual potential with the necessary skills to be an economically productive member of the trained and active labour force in order to provide for his individual needs as well as the collective needs of society.
- (ii) The *preservation and development of cultural values*, i.e. to equip the education client (sometimes the learner, sometimes the parent, sometimes the community) with an appreciation for his cultural heritage as well as the critical and creative abilities essential for cultural renewal. This includes full consideration of the requirement that the different cultural groups be granted the opportunity to share responsibility in determining the content of the curriculum made available to their members.
- (iii) The *development of innovations and adaptive abilities in respect of the demands of cultural change*, i.e. to equip the education client with knowledge and understanding of the requirements of continuous cultural change, for example to adapt to new situations, to cultivate productivity-oriented work ethics, to master new technologies and skills, etc.
- (iv) The *improvement of interpersonal relations*, i.e. equip the education client with knowledge, interaction skills and a sense of social responsibility that can promote mutual respect, trust and co-operation between individuals and groups.
- (v) The *cultivation of positive civil attitudes*, i.e. to equip the education client with knowledge concerning the history, geography, fauna and flora, government system, etc. of the country, as well as the problems and challenges confronting society.
- (vi) *Religious development*, i.e. to grant the education client the opportunity to undergo religious development in accordance with his own convictions.

(vii) The *improvement of the total quality of life*, i.e. to enable the education client to develop as an individual in his totality, for example acquiring language, number and handicraft skills; acquiring and developing the ability to learn independently and to evaluate; acquiring and developing a personal value system; identifying and developing the largest possible variety of individual talents; developing physical and mental health; cultivating specialized skills as well as social and leadership abilities, etc.

3. EVALUATION OF THE CURRENT EDUCATIONAL DISPENSATION IN SOUTH AFRICA

3.1 In the current system of educational distribution, differentiation between education clients occurs in various ways and on various grounds. Everyone does not receive the same education.

3.2 Some of the grounds on which differentiation occurs, for example ability, interest, aptitude, occupational orientation, level of curriculum development, language, etc. could be relevant and therefore comply with the demands for justice insofar as they relate to the nature and sense of education and its requirements as a social practice.

3.3 However, there are also grounds for differentiation based purely on differences in race and colour and which cannot be regarded as relevant grounds for unequal treatment. Examples of these are where the different racial groups are treated in a blatantly unequal way in the distribution of education in terms of *per capita* expenditure, the proportion of qualified teachers, the qualitative and quantitative provision of facilities such as buildings, equipment, sports facilities, etc. A further example is where the access to educational opportunities is regulated mainly on the basis of race. The result is that an individual, on the basis of his membership of a particular racial group, does not or cannot receive his rightful share of educational provisions. Differentiation based purely on differences in race or colour cannot be regarded as a relevant basis for unequal treatment and is therefore in conflict with the socio-ethical demand for justice.

3.4 If provision has to be made for a programme of equal quality in education for all population groups, the distribution of education will have to

be organized in such a way that everyone receives a rightful share regardless of race, colour, socio-economic or ethnic context, creed, sex or geographical location (not necessarily identical distribution of education).

4. PROBLEMS RELATING TO THE FORMULATION OF OPERATIONAL CRITERIA WITH REGARD TO THE CONCEPT "EQUAL QUALITY IN EDUCATION"

4.1 The approach to the concept "equal quality in education" can be narrowed down to two points of view, namely *educational results* and *educational opportunities*.

4.2 The interpretation of "equal quality in education" in terms of *results* refers to the level of education or expertise achieved by the education client through educational activities. This interpretation creates various operational problems. To ensure that every individual attains the same level of achievement, all possible factors that could hamper the equality of the and result, for example differences in aptitude, spiritual abilities, ambition, etc. would have to be eliminated. The implications of such an ideal would amount to an impracticable and/or ethically unacceptable programme of equalization.

4.3 The interpretation of "equal quality in education" in terms of *opportunities* means that everyone, regardless of race, colour, language, socio-economic status, creed or sex, is afforded the same opportunities of obtaining a rightful share of the benefits offered by education. However, this interpretation also creates various operational problems if the education system is expected to give all education clients an equal opportunity of exercising their claim to education as a social advantage. These problems are situated in a clear definition of what is meant by "equal opportunities" and in determining where the same "starting line" lies in consideration of the factors that possibly cause an unfair advantage or disadvantage for some participants. Attention will *inter alia* have to be paid to the basis serving as starting point for the individual, for example the socio-economic position of his family and other environmental factors which influence his school readiness and learning ability. The position of the community of which the individual is a member will also have to be noted, for example the degree of effective participation in the decision-making on matters of policy such as the allocation of resources, the determination of priorities and the control of executive matters.

Attention must also be paid to the question of *access* to available educational opportunities, for example the number of possible choices, the extent to which there is freedom of choice, the geographical distribution of school facilities, the extent of compulsory education and free education, the quality of available educational opportunities, etc. Complete equality of opportunities can be achieved only if all out-of-school and in-school obstacles can be eliminated. Owing to the multicausal nature of out-of-school inequalities, little success has so far been achieved in the developed as well as the less developed countries of the world in terms of the creation of equal educational opportunities.

4.4. Because of the extremely complex problems hampering a clear and positive definition of what is meant by the provision of a "programme of equal quality in education for all population groups", the following approach could probably provide an answer: *the decrease and elimination of tangible inequalities in the quality of educational provisions available to members of the different population groups.*

Such qualitative inequalities can be clearly described and documented as concrete, empirically determinable facts. *These inequalities* can be pointed out on the basis of various specific indicators:

- (i) Accessibility, including freedom of choice in the sense of the absence of educationally irrelevant restrictions.
- (ii) Curriculum content and standards, for example choice of subjects, syllabuses, textbooks, evaluation criteria, examination standards, certification and general administration.
- (iii) General compulsory education, for example for a specifically fixed number of years.
- (iv) Teaching staff, for example level of training, teacher-pupil ratio, etc.
- (v) Physical educational facilities, for example the number and quality of buildings, equipment, sport facilities, etc.

(vi) Financial resources, for example *per capita* expenditure.

5. PROPOSED POLICY GUIDELINES

5.1 The progressive provision of adequate means enabling every inhabitant to acquire the essential minimum of knowledge, skills and values, will be recognized and maintained as the highest priority in the programme of educational provision.

5.2 No person will be refused access to available educational opportunities from which he can benefit on the basis of educationally irrelevant grounds.

5.3 In the formal organization of the education system in respect of matters such as buildings and equipment, pupil-teacher ratio, the level of training of teachers, bursary schemes, curriculums and choice of subjects, the allocation of equal benefits to all education clients of a particular educationally relevant categorization will be recognized and maintained as a priority.

5.4 Where educationally irrelevant inequalities are identifiable in educational provision, these will be eliminated by educational reforms striving for justice.

6. IMPLICATIONS

6.1 The main implication of the above guidelines is that they are collectively aimed at the general objective of establishing a new educational dispensation which will be structured in such a way that it will promote the progressive implementation of the principle of equal quality in education for the different population groups. This does not mean that the education system will have been reformed to such an extent by a given date that "equal quality" in education in an *absolute* sense can be provided immediately. It is unrealistic to expect such an objective to be achieved overnight.

The achievement of this general *objective* can nevertheless be pursued syste-

tically and effectively through the achievement of defined *objectives* and the determination of clear *priorities* in terms of concrete action programmes.

2 The *first guideline* implies that provision should be made for the introduction of *general compulsory education linked with free education* for a certain number of years. It is self-evident that the tempo at which compulsory education can be progressively extended, depends mainly on the availability of manpower and funds for educational provision. The guideline implies however, that compulsory education within the budgetary framework of public educational provision should receive the highest priority and that the achievement of progressively raised objectives should be aimed at insofar as both the duration of compulsory education and the quality of the curriculum are concerned.

3 The main implication of the *second guideline* is that clarity should be obtained on the *methods and tempo* to be followed to eliminate *restrictions to access* to educational facilities which are based purely on racial or colour discrimination. The methods relate to the use of legislative, organizational, financial and persuasive instruments. The tempo relates to the phasing of the measures introduced and the educational levels to which they apply to ensure an appropriate transitional and adjustment period. This guideline does not imply that the provision of education should be identical at all levels for all population groups, or the same with regard to curriculum content. In a country such as South Africa with a multidimensional heterogeneity of cultural and social value orientations, it would be unjust to reform the education system to the extent that cultural and social community values are excluded from the content and presentation of the curriculum.

4 The implications of the *third guideline* are that clarity will have to be obtained on the *model* to be used for determining the quality of the benefits that will be provided to a particular educationally relevant categorization of education clients. This "model" will obviously have to be determined on the basis of criteria that are viable in terms of available manpower and funds. However, equal benefits as priority inevitably imply that current and future provision will have to be adapted to a practically implementable standard. On the basis of available resources the standard of provision that has up to date been available only to Whites will have to be programmatically adjusted and reformed to a standard that can be made available to all relevant catego-

ries of education clients, regardless of race, colour, language, creed, area or sex.

6.5 The main implication of the *fourth guideline* is that educationally irrelevant inequalities that can be pointed out should be identified as clearly as possible and eliminated through educational reforms. This obviously refers only to inequalities that can be eliminated through policy measures relating to educational provision. Although there may be wide difference in opinion on the out-of-school causes of inequalities in educational opportunities and the ways in which they can be eliminated (for example biogenetic differences in terms of aptitude and ability and environmental differences in terms of social, economic and political circumstances), the principle of justice requires that educationally founded strategies be devised to compensate for inherent or environmentally conditioned backlogs in the system of educational provision.