

Proposals for  
Educational Provision  
in  
Democratic South Africa  
Edited by Bruno van Dyk

Published by

The Natal Teachers' Society  
June 1992



## Preface

This report represents an attempt by the Natal Teachers's Society to contribute in a meaningful way to the ongoing debate about a future educational dispensation in this country. It was researched and compiled by four task groups (each responsible for a certain area of study) over a period of some 18 months. The four areas (multi-cultural schooling, the school curriculum, the organisation and administration of education, and teacher education) represent the main areas of debate regarding education in South Africa today.

In October last year a mini-conference was arranged so that the membership of the Society could be presented with the deliberations of the four task groups. A special effort was made to give delegates the opportunity to debate and respond to the findings of the task groups; a summary of the feedback is contained in the Addendum to this report.

Special thanks are due to colleagues who chaired and participated in the work of the task groups. The contributions of Alex Coutts, Terry Dachs and Gordon Nicholls are particularly appreciated. If, buried away in the pages of this document, there is something that can, even in some small way, hasten and facilitate the advent of a fairer deal for all, then their labours would not have been in vain.

Members of the Education Committee, under whose auspices the research was conducted, are also thanked for their support and advice. The work of Bruno van Dyk, who edited the final document, deserves special mention.

Brian Jarvis  
(Chairman: Education Committee)

PROPOSALS FOR EDUCATIONAL PROVISION IN A DEMOCRATIC SOUTH AFRICA



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# Multi-cultural Schooling

Dr Alex Coutts

(Task Group Chairman)

## 1 Introduction

The brief given to the Multi-cultural Task Group of the NTS Education Committee was to write a policy document on multi-cultural education that would enable the Society to speak with confidence and clarity on the subject in any forthcoming debate. This report is accordingly framed within the

All schools should

Strive to introduce a multi-cultural element

into the curriculum,

in accordance with the view that all pupils in South Africa

need to identify

with their fellow citizens in an empathetic way.

## 3 Definition of the Concept

Multi-cultural education, as it is usually described in the education literature, essentially implies the presence of children drawn from different racial, cultural and socio-economic class backgrounds learning together in the same classrooms. It tends to be characterised by a non-racial

objects, principles and edu-

Or anti-racist stance on the

cational philosophy of the Society.

## 2 The Origins of Multi-cultural Education

During the three decades following World War I, many liberal Western democracies were faced with the problem of providing appropriate schooling that would accommodate the diverse needs of their growing immigrant minorities. Encountering assimilatory policies that had held sway for many years, these minorities agitated vociferously for a more substantial recognition of their cultural heritages within the schooling system. As a result, ethnic revitalisation movements that affirmed the importance of constituent minority cultures became prominent during the 1960s and 1970s, with seriously disruptive effects. Steeped in a liberal philosophy that

embraced an essentially positive view of humanity, several Western states responded by shifting gradually towards a schooling dispensation that recognised the right of cultural minorities to assimilate the main stream (Western industrialised) culture, while simultaneously retaining the essentials of their own cultures. In turn, children from the main stream of society would also be more systematically exposed to the cultures of the immigrant (and in some cases, indigenous) minorities. Initial moves towards the recognition of these constituent minority cultures (that were sometimes in disjunction with the 'main stream' culture) tended often to be confused and tokenistic. They relied heavily on ethnic additive paradigms or other single-factor approaches. In many institutions there nevertheless appeared to have been a shift to a more penetrating and pervasive, whole-school approach.

part of teaching staff. It encompasses a policy of systematically exposing pupils to a variety of cultural heritages in an endeavour to offer a broad, liberal general education, while fostering tolerance and empathy. Insofar as it is possible for them to do so, its proponents frequently promote the address of socio-economic and gender-based inequalities in an endeavour to achieve social justice.

#### 4 Multi-cultural Education in South Africa

##### a) Problems with the implementation of multi-cultural education in South Africa

The Society notes that many obvious problems face the adoption of a multi-cultural schooling model in



South Africa. Amongst these are  
the following:

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#### i) An indigenous majority

In South Africa we encounter an indigenous majority (not an immigrant minority) who have historically stood outside the main stream Western industrial culture upon which the country's schooling, economy and technological advancement largely depends. Yet urbanisation and the emergence of a black middle class have tended to soften cultural disparities. Nevertheless, in view of the rapid growth in numbers of African youth (many of whom have experienced disrupted schooling), and the comparative stability in the birth-rate of other population groups, the process of integrating into a common system could be contentious and even traumatic for the communities implicated. A measure of Africanisation and Orientalisation of the present system will be inevitable. The historical legacy of lower standards and disrupted schooling experienced by many children will necessitate bridging programmes, affirmative action and academic support if we are to accommodate the diversity. The possibility of 'white flight' becomes real.

#### ii) Racism

Racism is prevalent in South Africa (as it is in many Overseas countries), and stereotypes are well entrenched in our polarised society. Any future schooling system that is designed to accommodate different races and ethnic groups must of necessity reflect a non-racial or anti-racist philosophy. Policy statements might be necessary to deal with the question of racism in schools. The limitations of schooling to address deep-seated racial animosities in the wider society must however be recognised. Our society needs to shift attention to the individual and to judge persons on their records of individual conduct in the light of moral norms and civil law, rather than to label and characterise people on the basis of irrelevant and misleading racial stereotypes.

#### iii) Culture and ideology

South Africa comprises a cultural kaleidoscope. It is often described as a social microcosm of the world. We have thus far tended to accommo-

date our multiplicity of cultural heritages in separate schools; and in

doing so have conflated the concepts culture and race. Although the future will doubtless deal harshly with racially based schools, there is good reason to accept schools based on language or religion where local communities desire them. The staggering range of ideologies in South Africa, that extend from survivalist, tribalist and powerblock frameworks through 'right-way' ideologies to democratic and integrationist mindsets provides an imperative towards greater future flexibility in the provision of schooling.

#### iv) Socio-economic class issues

Socio-economic class issues will also tend to act as a powerful source of fission in schooling. By world standards, South Africa rates particularly highly in the discrepancy between the wealth held by the economically powerful and those who are caught in the web of poverty. Current endeavours to improve the well-being of the socio-economically disadvantaged should be reinforced by any future schooling system, although the comparative inability of schools to ameliorate discrepancies in cultural capital must be clearly understood. Every child who emerges from the system of schooling beyond standard six should have been equipped with sufficient knowledge and skills to enable him or her to be economically independent. Apart from a satisfactory level of literacy and numeracy, pupils need to know and master a range of life skills dealing with health, home and financial matters. All teachers must become more knowledgeable concerning strategies of affirmative action, academic support, bridging courses and second-language teaching if we are to be successful. Success will, however, depend largely on literacy programmes with parents and, indeed, on considerable changes in the wider society in order to provide more realistic opportunities for the disadvantaged.

#### v) Gender inequalities

Gender inequalities will doubtless

present a further set of problems. In traditional societies the roles and

social status of women and girls tend to be subordinate to those of the male. In our predominantly western system of schooling such discrepancies, although evident (I have that on good

authority!) tend to be softened. Disjunctions between home and school might present a problem, although multi-cultural education tends to ameliorate such disjunctions because cultural heritages are not rejected.

Schooling in South Africa is faced with the issue of better accommodating a rapidly increasing indigenous population whose growth contrasts with the stable birth rate of other statutorily-defined population groups, while accommodating a wide spectrum of cultures, ideologies and socio-economic classes.

The system of state schooling has in the past reflected a division of pupils and staff on racial lines, in accordance with the dictates of the Population Registration Act of 1950. The rationale usually proposed in order to explain the dispensation has focused on the need to separate pupils on the basis of their cultural heritages. It is clear, however, that the underlying factor has been race. Urbanisation and the rise of an educated black middle class working in a common economy has for decades proved the weakness of the racial thesis.

b) A new dispensation initiated by private schools

In South Africa many private schools have since the mid-seventies, opened their doors to a large number of persons of colour. Inevitably, such accommodations as have been made in private schooling have frequently been confined to the integration of small numbers of black pupils, in an endeavour to ensure that the traditions and ethos of the schools involved are not too drastically altered. Entrance criteria have provided a mechanism for selection that has tended to preserve the ethos of the school, while ensuring the compatibility of newcomers with its established norms. Yet other schools have embarked on a more encompassing accommodation of diverse cultures, with an anti-racist stance and address of socio-economic disadvantage. Appropriate schooling models are thus readily available from

this latter group. If it becomes future state policy to adopt multi-cultural education as a paradigm for schooling, there is no shortage of appropriate models from which to devise policies and approaches in the development of a fundamentally reformed system.

c) Recent government models for  
white schooling

The three models of schooling proposed by Minister P Clase during 1990, while affording schools the opportunity to adapt to changing circumstances, remain rooted in legislation that is inherently discriminatory on racial lines. It is the conviction of the Natal Teachers' Society that such racial legislation should be completely withdrawn.

5 Rationale for introducing  
open, non-racial, multi-cultural schooling

While acknowledging problems inherent

in open schooling as revealed in the

foregoing, the Natal Teachers' Society justifies its support for open schools on the following grounds:

(J On religious or moral grounds: in a belief in the essential equality of worth of each person. Racial separation has resulted in a gross inequality of provision and an overt or surreptitious devaluing of persons on the basis of irrelevant physiognomic factors.

(J On political grounds: the vast majority of South Africa's inhabitants reject separation on the basis of race. The Group Areas Act will in due course be dissolved and other discriminatory legislation cannot be far behind.

J On educational grounds: our pupils would all benefit from getting to know children from different ethnic groups, as part of their educational experience, before they are thrust together in the economy as adult strangers. Educational experience can be enriched by different cultural heritages and be rendered more realistic and relevant.

(J On economic grounds: we cannot afford to endure tens of thousands of children growing up without adequate schooling, while many insti-

tutions are under-utilised. In the long term our economic competitiveness is being sorely damaged.

Also, ecological disaster faces us if

we do not ensure a more symbiotic

relationship and corporate responsi-

bility through the education system.

The Natal Teachersâ\200\231 Society accordingly reaffirms its support for:

1) A single Ministry of Education

ii) The devolution of meaningful authority and control to geographically-defined Local Education Departments

iii) A non-racial basis for all education in South Africa

iv) Considerable flexibility in the schooling system, to accommodate valid educational criteria

Vv) A striving for social justice.

It is accordingly suggested that there be integration of the disparate schooling systems into a single, unitary system based on a multi-cultural dispensation, with tolerance of considerable flexibility to accommodate diversity.

Communities that wish to implement an assimilatory model (presumably into the Western main stream culture) should be allowed to do so, while existing powerful nationalisms and ideologies can only be accommodated by the continued acceptance of religion- or language-based schools.

Schools based on race clearly have no future, if we are to have a peaceful, socially coherent and prosperous society.

6 Parental choice

Parents shall have the right to send their children to:

i) the school of their choice within their residential zone, or

ii) any community school outside their zone that will accept them, or

iii) a private school.

## 7 Community schools

The Natal Teachers' Society supports

the concept of state community schools.

### a) Definition

The ordinary state school shall be a community school. It shall be open to all pupils, without discrimination, who reside within the geographical catchment (zone) of the school.

The state community school shall not propagate discrimination on the grounds of race, socio-economic class, religion, language or gender. It shall nevertheless broadly reflect the ethos of the local community.

b) The Natal Teachers' Society accepts the following three models of schooling, based on cultural factors that might provide the orientation of any such community schools.

### The mono-cultural model

This model is by definition not truly multi-cultural. The school intake policy is based on cultural criteria such as religion or language rather than race. All pupils in the school follow the same religion or speak the same language, generally sharing a common culture. The curriculum incorporates a veneer of multi-cultural content, and the pupils' encounter with other cultures is thus largely theoretical.

### The assimilatory approach

Access is permitted to pupils not possessed of cultural heritages closely allied to the main stream culture propagated by the school. Entrants gradually assume the common culture, with a subordination of home cultures.

### The multi-cultural model

These schools positively accommodate children possessed of different cultural heritages. The cultures are valued as an

enrichment for all, although a measure

of assimilation inevitably occurs as a conscious strategy. The approach is

often coupled to an anti-racist stance and the address of socio-economic disadvantages.

All schools should strive to introduce a multi-cultural element into the curriculum, in accordance with the view that all pupils in South Africa need to identify with their fellow citizens in an empathetic way.

c) The internal dynamics of the school

The Natal Teachersâ\200\231 Society acknowledges that the internal dynamics of schools will inevitably change as a result of their opening to persons of diverse cultural backgrounds. The following guidelines are offered as a means of expediting this process.

i) Policy Statement

It might be necessary to formulate school policy in a written statement that deals with, inter alia:

- who the school will serve,
- entry criteria, if any,
- the composition of management and staff,

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- aims of the curriculum,
- academic support,
- religious issues,
- management of racist incidents.

#### ii) Parent Committee

There are sound reasons for ensuring that all ethnic groups are well represented on parent bodies. While trying to ensure that the fears of present parents are allayed, the school must become a welcoming place for all parents. Staff should become well informed about the home background of each pupil, including the home language, as well as financial and community ideological factors. It is essential that the philosophy of the school be conveyed to all parents.

#### iii) Management and staffing

The school should operate on the basis of non-racial staffing.

#### iv) The formal curriculum

In the long term, curricula will probably be increasingly subject to the influence of inter alia:

a) conservative, functionalist ideologies that advocate the retention of a reified form of curriculum based on traditional subject terrain with discrete boundaries;

b) liberal, interpretative ideologies, where the curriculum is more open to negotiation;

c) marxian or socialist ideologies, by which rationale the curriculum is mainly devoted to serving working-class interests.

It is desirable that a curriculum development team operate in every school, with a view to resolving tensions between the plethora of needs that will become manifest in the future.

#### v) Policy on language

Reflecting widely held views, writers such as Neville Alexander have advocated English as the lingua franca for the future South Africa, in which case the teaching of English as second language will be greatly boosted. The rationale behind multi-cultural education however, is that all well-represented languages should be valued as

an enrichment of the learning environment. It is therefore desirable that inter alia Afrikaans, Zulu, Sotho and Xhosa remain viable choices. The question of standard forms of language and dialects will doubtless be contentious issues,

while pedagogy incorporating work in small groups, the use of language buddies, reading periods for the whole school, remedial sessions and the use of a glossary of terms in all subjects will grow in importance.

#### vi) The media centre/library

Much can be done to select literature by authors from diverse backgrounds, and racist slurs and stereotypes can be avoided. Central to the multi-cultural endeavour, however, will be the development of pupils' independent, critical judgement.

#### vii) Non-formal curriculum

Plays, meals, house names, sports, holidays, school uniforms and symbols can all be utilised to reflect the cultural diversity of the school, as part of a broadening of educational experience.

#### viii) Pupil representation and discipline

An SRC system rather than prefects

might be considered in any future multi-cultural dispensation. Discipline might be based on very basic rules, such as:

- respect for the self,
  - respect for others and their property.
- The assumption that a fall in the standard of discipline is inevitable is fallacious.

#### ix) Self-help and community service

Children might become acquainted with self-help duties such as making beds and cleaning classrooms, in an endeavour to impart the values and dignity of self-reliance. For sound educational reasons and in order to render a service to the needy, community service might be implemented. It should accommodate genuine community needs, respect the dignity of individuals and ensure that jobs are not jeopardised.

#### x) Pedagogy

Many children in South Africa only have experience of the bankingâ\200\231 model of pedagogy with its emphasis on â\200\230talk and chalkâ\200\231. In the multi-cultural school, greater flexibility is needed, with wide-spread use of collaborative learning in small and large groups, as well as such open-ended approaches as guided discovery, problem-solving, group assignments and creative methodologies.

In summary, class teachers will be required to:

Â® create a classroom environment that is supportive of cultural diversity,

@ stimulate pupils who are academically capable, while giving learning support to those who originate from deprived backgrounds,

@ challenge racism wherever it arises.

#### xi) Assessment and testing

A wide variety of test instruments mitigates against bias. There should be avoidance of ethnocentricity, stereotyping and pre-judgements based on ethnic factors. Curricular and evaluatory items must be accessible to all pupils.

#### xii) Academic support

Relationships might profitably be established with feeder schools. Support in the classroom usually focuses on language, mathematics and science in order to avoid the creation of academic ghettos or castes at the lower academic levels. Socio-economic factors seem to be more pervasive than either race or culture in propagating disadvantage. It is suggested that differentiated and mixed-ability groups be alternated in order to avoid stigmatising weak pupils.

#### xiii) Religion

Multi-cultural education is congenial to a firm religious base for state schooling, with a sensible tolerance of diverse viewpoints. Multi-cultural education is not, however, congruent with intolerant evangelism. The religious convictions of pupils shall be respected and reflected inter alia during assemblies.

#### 8 State schools to meet special needs

The State may establish schools that meet valid educational needs. All such schools shall be non-racial, and may

incorporate:

0 Technical schools,

G Schools specialising in the expressive arts,  
Remedial schools,

G1 Schools for the physically disabled,

& Schools for gifted pupils.

The multi-cultural nature of South  
African society shall be reflected in  
such schools.

#### 9 Private Schooling

Where communities wish to establish  
private schooling to accommodate  
valid criteria such as religion, gender  
or language, they shall be permitted to  
do so on the basis of a 50% state sub-  
sidy of costs, on a per capita basis.

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## Organisation & Administration of Education

Gordon Nicholls  
(Task Group Chairman)

The difference between a bureaucratic and a democratic system of educational control lies in the fact that the former aims at ensuring a standardised product, while the latter emphasises the importance of developing the individual as a person and realising his potential.

(Modern Education Systems (eds.) E Dekker and O J van Schalkwyk. Durban: Butterworths, 1989, p. 40).

### 1 Introduction

The Regional (Meso)

level would be the  
primary unit  
of the  
education system.

This report lays no claim to being definitive and complete. It is rather a considered basis for further discussion and refinement. Inevitably the organisation and administration of education will evolve over time via a process of interaction, involving give and take, compromise and accommodation. This document attempts to clarify a basic Natal Teachers' Society approach to the future organisation and administration of education. It is a perspective which can be taken to initial negotiations and tabled to stimulate discussion.

### 2 General Principles

The following broad-based guiding principles are posited as a basis on which these recommendations should be based.

- a) All schooling in South Africa must be guaranteed as non-racial under the Constitution.
- b) The provision of schooling must be equitable. All children have an equal right to receive a certain quality of basic schooling.
- c) Morality and social justice demand that the resources in education should be fairly distributed. This requires that physical

amenities and the calibre of the teaching staff must be brought to an acceptable common professional standard.

d) The organisation of education should encompass a single ministry in charge of schooling, coupled with the maximum decentralisation of decision-making to regional and local structures and institutions, with a concomitant devolution of administrative, financial and professional powers.

e) The principal of a school, in negotiation with teacher and parent representatives, should carry the maximum democratic managerial responsibility possible.

f) Any structures suggested should take into account the demographic realities of a region.

g) New structures should incorporate the current expertise, which should be equitably deployed. Networking can ensure the spread of both administrative and professional expertise, and encourage co-operation at a grassroots level.

h) The aim of any structure should be to achieve a unity within diversity.

i) Addressing backlogs and past injustices should be a separate function, with separate resources, controlled and implemented at a national level. This would include ensuring a minimum level of amenities, personnel and equipment for all.

j) The organised teaching profession needs a say in planning and in setting professional standards.

k) The teacher should be fully empowered as a professional.

### 3 Structure and Organisation

It is difficult to comment on structures without knowing what the political dispensation will be under the new Constitution. The following overview will provide general principles and a possible template based thereon.

A three tier system is envisaged, viz.:

- i) National (macro),
- ii) Regional (meso), and
- iii) Local (micro).



Organogram depicting a possible schema for the organisation and administration of Education in South Africa.

PARLIAMENT eee to all the people)

MINISTRY OF NATIONAL EDUCATION

I

COMMISSION FOR SCHOOLING

|

9 - 12 REGIONAL EDUCATION

wae

LOCAL EDUCATION

DEPARTMENTS

Each Regional Department will be

COMMISSION FOR HIGHER

EDUCATION (Colleges, Universities  
and Technikons)

Re

COMMISSION FOR

POST-SECONDARY EDUCATION

COMMUNITY AND

divided into a number of smaller  
Local Education Departments

|

The LOCAL EDUCATION DEPART-  
MENTS may be subdivided along  
municipal lines

SCHOOLS - Principals, teachers,  
pupils, parents.

### 3.1 National Level (Macro)

A Ministry of Education, under a Minis-  
ter of Education, is envisaged as an  
umbrella body to oversee all educational  
and training matters. This Ministry would  
comprise three Commissions, viz.:

The Commission for Schooling;

the Commission for Higher Educa-  
tion (Universities, Technikons and  
Colleges of Education); and

the Commission for Post-Secondary  
Education (non-higher education such  
as community colleges, career edu-  
cation and training, adult education,  
non-formal education, literacy and  
educational backlogs).

Powers of administration and control at  
the national level should be kept to the  
minimum which is still conducive to  
realising an efficient and effective educa-



tional system. The national level mandate should be to create and control the regional and local structures in a very general way.

The role of the National Ministry should be to have a broad overview of all educational matters. It should act as a channel between the political and the professional/administrative aspects of schooling and education. It should decentralise administrative powers to the maximum extent possible, whilst keeping the broad parameters of education in unison.

The Ministry of Education via the Commission for Schooling should deal with broad issues such as:

Â© formulate the national policy directives and administrative principles (e.g. interaction between national, regional and local structures; treasury, budget and financial expenditure and control principles/systems);

(1 organise educational structures so as to enable the various Regional Education Departments to implement the national directives and principles as they see fit @.e. promote the maximum degree of local option and decision-making possible within the broad guidelines and legislation, as laid down by the Ministry of Education and the Minister of Education);

control the Regional Education Departments in terms of financial regulations, audits and accounting for the use of devolved powers (accountability);

GV finance the Regional Education Departments on an equitable basis for recurrent expenditure (the regions would allocate the funds);

Â© co-ordinate the efforts of the Regional Education Departments;

1 devise national education legislation, in negotiation with political regional and local interests;

#### EMPLOYEE INPUTS

organise and harmonise the various national groupings with a stake in education via the creation of elected Education Boards;

conduct the overall planning of education. This would include:

establishing minimum standards in schooling (e.g. seven years free compulsory education);

establishing an independent accrediting agency to keep Senior Certificates compatible;

controlling budgeting and expenditure;

deciding on national staffing allocations for schooling;

setting national conditions of service for teachers and administrators, including salaries;

establishing a common core curriculum in the broadest sense (e.g. number of years compulsory schooling, languages of instruction, number of subjects required for a senior certificate);

establishing criteria relevant to education in a general way (e.g. minimum teacher training requirements);

control expenditure in liaison with the Regional Education Departments. (The principle is that financing of education is a State responsibility, but the allocation of funds is a regional and local function);

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G1 ensure that the regions do not ignore national needs;

ol fundspecial education (e.g. forhandi-capped children); and

( eradicate backlogs in physical education resources (e.g. in black schooling).

Via the Commission for Higher Education, the Ministry of National Education would establish and fund the running of Universities, Technikons and Colleges of Education. This would incorporate teacher training, including further qualifications and teacher development.

Via the Commission for Post-Secondary Education, the Ministry of National Education would establish career education and further education institutions (technical colleges and community colleges) including non-formal education (e.g. adult education) and deal with matters of prime educational importance (such as illiteracy).

It is envisaged that the Minister of Education or his Superintendent General would regularly consult with the Regional Directors of Education to co-ordinate directives from the central level to the lower levels and to process policy decisions initiated at aregional level for national consideration. The National Ministry would function via a series of Advisory Boards with regional representation.

The Ministry of National Education would function along the lines of the current â\200\230general affairsâ\200\231 concept, with â\200\230own affairsâ\200\231 being a geographically regionalised system ona far more autonomous and co-ordinated basis.

A special function of the Ministry of National Education would be the establishment of a national Certification Council. The task of this Council would be to ensure a uniform standard of school leaving certificates throughout the country. It would also establish national university matriculation requirements. This Council, although established under the aegis of the Ministry of National Education, would be an autonomous body with powers to carry out its functions. This would ensure its credibility. The Certification Council would be akin to the old Joint Matriculation Board.

### 3.2 Regional Level (Meso)

It is envisaged that South Africa would be divided into 9-12 regions, each with its

own Regional Education Department, which would come under the National Ministry of Education and, in turn, establish and control the local education structures. The Regional (Meso) level would be the primary unit of the education system. It would have the greatest say professionally and administratively, yet would allow the maximum devolution of power and responsibility to local structures so that they could realise a real local autonomy, with local input and control. The Regional Departments would flesh out the broad parameters and guidelines set at the National level, whilst ensuring a rich interaction with local structures, organisations and institutions.

The Regional level should have some mechanism for an elected (lay) and nominated (professional/administrative) representativity working together to establish and control education in a region, via Education Councils (similar to the old provincial councils).

The Region would determine its own education affairs, within national parameters, and look after its own educational interests.

The Regional Department would function along the following lines:

educational control and administration should be largely decentralised to ensure maximum local self determination;

=

the region would represent the devolution of professional and administrative powers;

(the regional level would be akin to the old provincial (second tier) structures;

Q0 the region would receive grants from the central body and decide on expenditure and projects in accord with national Education and Treasury requirements;

each region would set its own core curricula and examine as an independent examining body. A national 'standard' would be ensured via accreditation mechanisms. This is the best compromise between centralisation and retaining diversity;

educational planning would occur on a regional basis;

© teachers would be employed locally

but salaries would be a regional responsibility;

0 each region would be primarily decided on a geographical/demographic basis;

0 the Region would be responsible for:

structuring the education system  
general education policy  
planning curricula

examination prescriptions  
paying teachers

setting school terms

the Regional structures would:  
e@ control administration (facilities and finances) and supervise the entire education programme (academic);

Â® control and administer funds for the region (recurrent expenditure) and relay capital requirements to the national level;

Â® enact regional legislation and regulations;

Â© exercise internal control of education within the region;

e delegate duties to local governing boards;

e ensure that, although teacher training facilities and funding would be a national concern, regional representation would be essential in teacher training; and

Â© establish their own support services.  
3.3 Local (Micro)

Local structures would come under regional structures, but would be given a fair measure of local option and clearly defined channels for input to regional policy making.

Local Education Departments (approximating Local Education Authorities) would control + 200 000 - 250 000 pupils each. In Natal 6 local areas are envisaged, viz.:

Northern Natal  
Midlands  
Southern Natal  
Durban (2 areas)  
Pietermaritzburg.



It is possible that local districts, such as these, could be linked to municipal structures. For example, a duly elected person, via local government structures, could represent that area at a Local Education Board level and representatives at the Local Board level would be elected to serve on the Regional Board.

Local structures would also need to accommodate the school (principal and teachers) and parental interests and concerns.

Schools would be community or neighbourhood schools and local structures should accommodate the maximum of local option possible, right down to school level. Principals should be local managers of educational concerns. Staff appointments should be handled at the local level with some parental say. Parents should have clearly defined inputs and a say in matters affecting them. Similarly, structures should accommodate pupil negotiations and inputs, possibly via a Students' Representative Council.

Structures should also accommodate community inputs and employer inputs. Teachers should have an opportunity to contribute to curriculum planning at regional level and syllabus planning at a local level. Schools should have the maximum degree of self management possible. Teachers should be free to move between schools and departments.

Each Local Education Department's concerns would include:

• the appointment of teachers;

• the disciplining of teachers (on guidelines from national levels);

• inspection of schools;

• an input into teacher training; administration and control of local educational institutions; and

• selection of set-books.

Schools should be enabled to make their own decisions on internal matters within the national and legislative framework.

#### 4 Transitional Guidelines

The following considerations should be kept in mind:

i) Maximum use must be made of current physical, financial and human resources. At the same time, past imbalances must be corrected.

ii) Current expertise should be retained and should be more equitably dis-

The Flow of Power, Control and Influence

PARLIAMENT

MINISTRY OF NATIONAL EDUCATION

bec eee Lae

R - Regional Education Departments

L - Local Education Departments

<â\200\224~Â» Indicates reciprocal processes of â\200\230mandating authorityâ\200\231 and â\200\230requiring accountabilityâ\200\231

Â«â\200\224 Represents mutual influence

tributed (curriculum planning and research expertise for example).

iii) All schools should be open schools. Designated schools should be retained as centres of excellence and networking should be established to spread this expertise. A satellite school system could be implemented (magnet schools).

iv) In-service training and teacher development should occur through structures at all levels, but also informally at school level via colleague contact, interschool co-operation programmes and professional society projects.

v) The handling of cultural and language differences (e.g. Inkatha, ANC, Afrikaner Nationalism, English Individualism, Language interests, Religious interests) should be negotiated.

vi) Posts of teacher advisers appointed to teaching posts in schools would permit a grassroots resource interaction system as an ongoing in-service facility.

vii) Any combining of current departments should be as pragmatic as possible and should be made to work.

viii) It should be noted that the best fit in combining facilities on a map is not necessarily the best solution for the child.

ix) Any perceived personal threats need to be accommodated and negotiated (black fears and white fears are real and cannot be wished away).

x) Any new system must be economi-



cally viable.

xi) If bussing is envisaged, it should be on a voluntary basis only.

xii) Stakeholders should be accommodated in assisting education financially.

## 5 Some Problem Areas

Certain problem areas need special consideration.

1) Second chance education (adult education) should fall under the community colleges/technical colleges.

ii) How thenational statesand the TBVC states will bereincorporated into South Africa remains problematic.

11) How will one get teachers to go to rural black areas?

iv) Wider, morerelevantand flexible curricula are needed. Itis noted that currently 50% of workseckers are unemployed. Given this perspective, a universal academic senior certificate is senseless (currently 88% of white pupils and 96% of black pupils complete an academic senior certificate). Courses should be more appropriate, and a vocational component should be incorporated in schooling.

Vv) Howcanmultiple entry andexitpoints inand out of schooling be bestaccommodated? What of age considerations?

vi) Bridging programmes should be established and funded by the Commission for Post Secondary Education, but should be accommodated locally.

## PROPOSALS FOR EDUCATIONAL PROVISION IN A DEMOCRATIC SOUTH AFRICA

The

School Curriculum

A Survey of the Opinions of  
Natal Teachersâ\200\231 Society Members

DR TERRY DACHS

(TASK GROUP CHAIRMAN)

## 1 Introduction

For some time members of the  
Natal Teachersâ\200\231 Society have  
questioned the appropriateness of  
the existing school curriculum and  
suggested that it requires re-evalu-  
ation and revision. What has con-

Substantial changes and  
readjustments within the

school curriculum are

required and there needs to  
be a realignment of the locus  
of control over curriculum

matters.

cerned members has been an ap-

parent over-emphasis upon the ac-  
cumulation of information at the ex-  
pense of the acquisition of skills; a  
growing gap between the school cur-  
riculum and the realities of South Afri-  
can society - in particular the Euro-  
centric nature of the curriculum; and  
the neglect of certain domains of know]-  
edge - particularly in the field of the ex-  
pressive arts.

In order to ascertain how strongly  
members felt about these basic curricu-  
lum issues, the Natal Teachersâ\200\231 Society,  
through its Education Committee, un-  
dertook a survey of membersâ\200\231 opinions  
on two broad areas - the current school  
curriculum, and the mechanism of con-  
trol currently exercised over the cur-  
riculum. Some thirty-five provocative  
statements were produced to ascertain

membersâ\200\231 feelings on these matters and  
a questionnaire was circulated to a rep-  
resentative sample of members.

## 2 Summary of Findings

There is a good degree of agreement amongst members concerning curriculum matters. In less than 20% of cases does the level of disagreement between the various sub-groups surveyed rise above the 12,5% level and in most cases it remains below the 2% level.

NTS members feel that substantial changes and readjustments within the current school curriculum are required and that there needs to be a realignment of the locus of control over curriculum matters. Members feel most strongly (and in rank order) that:

LY

qo

f1 more emphasis should be placed on â\200\230learning howâ\200\231 (todo things) rather than â\200\230learning thatâ\200\231 (something is so);

O greater emphasis should be placed upon preparation for a life of work;

Â© current affairs should be studied;

there should be a decentralisation of control over schools;

teachers should have a greater say in curriculum matters;

greater consideration should be given to the studying of an African language;

textbooks should be reassessed for possible gender or racial bias;

an element concerned with multiculturalism should be introduced into the curriculum;

insufficient attention is paid to the acquisition of basic skills;

schools should be permitted to de-

PROPOSALS FOR EDUCATIONAL PROVISION IN A DEMOCRATIC SOUTH AFRICA

vise their own assessment systems;

c] subject committees should have more control over the curriculum;

g the current curriculum is over-concerned with the accumulation of information;

qj the expressive arts (music, painting, etc) should receive greater emphasis; and

cq the current curriculum is too subject centred.

The only items in the survey which members as a whole do NOT agree with are that:

O we exercise too rigid a control over our pupils;

O Subject Advisers should have increased powers;

parents should be consulted in the designing of the curriculum;

pupils should be consulted in the designing of the curriculum; and

O1 we need a national curriculum.

Members feel fairly strongly that: the current curriculum is too rowded;

there should be greater teacher autonomy in the classroom;

O1 assessment in the curriculum is unadventurous;

there is too much conformity

amongst present teachers;

O good citizenship should receive greater emphasis in the curriculum;

QO

Â© sport received too much attention;

Ga greater degree of curricular difference between schools should be permitted;

1 subject committees have considerable influence upon curriculum developments;

schools should be more financially

independent; and

community representatives should be consulted in the designing of the curriculum.

Members feel ambivalent over the items  
Stating that:

Gg thecurrentcurriculum has little relevance for todayâ\200\231s children;

the curriculum should be more  
Afro-centred;

compulsory schooling should start earlier than it does at present;  
differentiation according to ability is Overstressed in the current curriculum;

the current divisions between junior-primary, senior-primary, junior secondary and senior secondary should be revised; and

a thenumber of years of compulsory schooling should be reduced.

ees)

Ly

In general, most members have a Hirstian view of knowledge seeing clear, discrete, domains with their separate validation criteria; they view a syllabus as a guide to content to be â\200\230coveredâ\200\231 by teachers and not as a prescription of teaching approaches; and assessment as a means of assigning grades to pupilsâ\200\231 work.

### 3 Differences between Sub-Groups

#### a) Between Males and Females

The areas of the most marked degree of difference in opinions are that:

J the current divisions between junior-primary, senior-primary, junior secondary and senior secondary should be revised (females in favour and males against - a 15,5% degree of difference);

the numbers of years of compulsory schooling should be reduced (males more strongly in favour-an 11,75% difference);

1 the current curriculum is too subject-centred (females more strongly in agreement - a 10,75% difference); and

parents should be consulted in the designing of the curriculum (males more in favour than females - a 9.5% difference).

b) Between Graduates and

Non-graduates

Here the areas of greatest disagreement are that:

a we exercise too rigid a control over our pupils (non-graduates disagree-

ing to a greater extent - a 12.25% difference);

parents should be consulted in designing the curriculum (non-graduates disagreeing to a greater extent - a 10.5% difference); and

a)

c1\_ the number of years of compulsory schooling should be reduced (non-graduates disagreeing whilst the graduates showed a slight degree of agreement - a 10% difference).

c) Between the Various School

Phases

This category, not surprisingly, showed the most marked degree of difference of opinions. Teachers involved with children in the different phases of schooling disagree with each other that:

0 textbooks should be reassessed for possible gender or racial bias (tertiary teachers strongly in favour and the others less so - a 37.5% difference);

the number of years of compulsory schooling should be reduced (junior-primary teachers being opposed and secondary and tertiary ones in favour - a 35.5% degree of difference);

C1 sport receives too much attention (tertiary teachers strongly in favour and others less so - a 30.75% difference);

compulsory schooling should start earlier than it does at present (senior-primary teachers moderately against and tertiary teachers most in favour - a 27.5% difference);

(greater emphasis should be placed upon preparation for a life of work (junior-primary teachers most

strongly in favour and pre-primary  
ones less so - a difference of 24%);

and

O \_assessment in the curriculum is un-  
adventurous (tertiary teachers most  
firmly in agreement and junior-  
primary teachers least so - a differ-  
ence of 21%).

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#### d) Between the Various Ages of Teachers

Here there is also a considerable degree of difference in the opinions of the teachers. They disagree that:

the number of years of compulsory schooling should be reduced (under-29 teachers being doubtful about this and the over-50s definitely in favour of this - a 32,25% degree of difference);

c1 sport receives too much attention (under-29 teachers being doubtful and the over-50s very much in agreement - a 32,25% difference);

oj compulsory schooling should start earlier than it does at present (30 year-olds disagreeing and 50 year-olds clearly in favour - a 23% difference);

1 pupils should be consulted in the designing of the curriculum (most opposed to the idea except the under-29s who were uncertain - a 21.25% degree of difference):

parents should be consulted in the designing of the curriculum (again most opposed and the under-29s uncertain - a 19% difference); and

(community representatives should be consulted in the designing of the curriculum (the 40 year-olds largely ambivalent and the under-29s slightly in favour - a 17% degree of difference)).

#### 4 The Sample

The responses of 203 members were used in the analysis. The sample was structured to ensure representation from pre-primary, junior-primary, senior-primary, secondary and tertiary teachers. It was also structured to provide representation for large urban and small, more rural schools, for single sex and co-educational schools, for north coast, south coast, Durban-Pinetown, Highways and inland schools. As respondents were requested to supply personal details it was possible to further divide the sample in sub-groups by gender, by qualifications, by age and by employer. ~

Unfortunately it is impossible to provide an analysis of the urban/rural and the geographical regionsâ\200\231 dimensions because returns were removed from the return envelopes before being handed over for analysis.



A.further complication occurred as the result of a printer's error in failing to provide a clear box for the fifteenth response in the Control over the Curriculum section. Fortunately, most respondents made it clear which response applied to which item but the few who failed to do so (23 in number) were excluded from the analysis.

Although some 400 questionnaires were issued difficulties of return were anticipated and the intention was always to

Sample Size |

include only approximately 5% of total membership selected on a random basis within each of the sub-group categories mentioned above. The responses from pre-primary teachers were not as forthcoming as one had hoped for and they are, therefore, slightly under-represented in this analysis.

## 5 The Questionnaire

The questionnaire employed a Likert Scale of responses for 35 items constructed as the result of a think-tank held on 22 February 1991; open-ended responses calling for definitions of key concepts in curriculum planning; an open-ended section for comments and a section ascertaining the involvement in and opinions about subject committees.

: - Responses to the 35 items were scored

with 5 for strongly agree, 4 for agree, 3 for uncertain, 2 for disagree and 1 for strongly disagree.

All responses were subjected to a computer analysis for arithmetical mean, degree of difference, and rank order. The various sub-groups were established and similarly subjected to computer analysis. Results were plotted on graphs and bar-graphs.

The following table provides an indication

of the number of respondents in

each sub-group:

Graduate  
\_ Non-Graduate  
Total

Male : 61  
Female : 14  
Total ~ 202 \*

Under 29 Years

30 - 39 Years  
40 - 49 Years  
50 - 59 Years  
Total

Pre-Primary : 9  
Junior-primary @ Pie St  
Senior-primary : 59  
Secondary 200 230 86  
Tertiary Z 18  
Total : 203

N.E.D. Employees 165  
Others : 38  
Total 2 203

-\* One graduate gentleman High School teacher in his forties did not reveal either his gender or his age.

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Teacher  
Education

Brian Jarvis  
(Task Group Chairman)

## 1 Introduction

Teacher education is going to have to undergo a number of very fundamental changes if it is to adequately prepare students for the challenges presented by a democratic dispensation in South Africa. In more ways than one it has

A negotiated national teacher development plan is needed and the state needs to make a specific and definite commitment in co-operation with training institutions, education departments and the organised teaching profession.

Africa's population is the very rapid growth of its black component (2,39% per annum compared with 1,08% for Whites, 1,74% for Indians and 1,82% for Coloureds [Central Statistical Service, 1990]).

A high population growth rate is inextricably tied to poor living con-

to make a complete break with the

past so that ignorance, prejudice

and dependence can be overcome. All individuals need to be brought to a position in which they can function meaningfully in the society in which they live and participate fully in decision-making processes as autonomous, reflective individuals. Only then will they become assets rather than liabilities.

In this report a number of directional changes are put forward for the consideration of all who hope for, and may be in a position to help bring about, a more appropriate and just system of teacher education in the future.

## 2 The Context of Teacher Education

Teacher education, like all education, does not operate in a vacuum. It occurs

within a particular societal context and it needs to be planned and administered accordingly. In particular, account needs to be taken of:

1 a demographic and geographical context;

01 a historical context;  
a socio-cultural context;  
a political context;

an economic context.

Each of these varies from one setting to the next in terms of individual impact and in terms of the impact different combinations may exert. The relative

strengths of each also varies with time.

The more salient aspects of each in

South Africa are presented briefly below.

low.

a) Demographic and geographical factors

The dominant feature of South

ditions (themselves tied to educational provision) and as these can not be raised overnight, South Africa can expect the rapid growth mentioned to persist for some time to come. The pattern for Coloureds and Indians has shown a downward trend for a number of years and this is likely to continue. The beginnings of a downward trend have begun to show themselves amongst black people living in urban areas where living standards are generally higher than in rural areas.

This identifies another dominant feature of the South African population, that of the rapid urbanisation of the black component. Table 1 shows a considerable difference in the degree to which blacks and non-blacks are urbanised, it being clear that if blacks are to follow non-black trends (as all pointers suggest they will) rapid urbanisation on a large scale can be expected to continue for many years.



Table 1: Degree to which the South African population is urbanised (TBVC states excluded) [1985]

Whites

89,6 %

77,8 %

93,4%

39,6 %

55,9 %

Coloureds :

Indians

Blacks

Total

Source: Central Statistical Service 1990

Most scholars regard the process of urbanisation (despite the many problems associated with it) as being essential in the effective fight against poverty.

Bernstein (1990) quoted by Fincham and Piper (1991), forexample, sees black

urbanisation in South Africa as "... an instrument of national development and personal betterment" (51). The challenge to the country's cities in coping with the influx of migrants, quite apart from natural population increase, is

clearly going to be considerable.

This challenge is made all the more daunting by the youthfulness of the black population, a direct result of its rapid growth (table 2).

Table 2: Proportion of the South African population under 15 years of age (TBVC states excluded) [1985]

Whites

Coloureds :

Indians

Blacks

Total

25,0%

35,7%

33,1%

40,7%

37,2%

Source: Central Statistical Service 1990

Not only does this point to continued rapid growth for some time to come but an obvious strain is put upon limited resources since people below the age of 15 years are not generally economically active and depend on those who are. Increasingly the strain will be felt in

urban areas which will come under severe pressure to supply resources, services and facilities, not the least of which will need to be channelled towards the creation of a functional educational infrastructure.

Table 3:

Ratio

To improve TPR\*

1:30 17 300

1:35 11 300

1:40 6 800

Natal-KwaZulu is a particular problem area as far as its demography is concerned. The black component of its population (6,3 million out of a total of 7,8 million [HSRC, 1985]) is growing much more rapidly (2,8% per annum, [HSRC, 1985]) than in the rest of the country and, as such, is a particularly youthful one. Urbanisation rates are extremely high with the population of the Durban Functional Region currently growing twice as fast as in the rest of the

Additional teachers needed:

region.

The challenge to planners is daunting and education has emerged as a particular area of concern. School enrolment in KwaZulu doubled between 1980 and 1990 and the pupil population is currently growing at the rate of 100 000 per annum (Piper, 1991). Considerable numbers of additional teachers are required if an education of acceptable quality is to be provided to all (table 3).

Number of additional teachers  
required in KwaZulu

To accommodate additional pupils Total

14 700

12 600

11 000

32 000

23 900

17 800

Source: Natal Education Board as used by Moulder, 1991 (\* TPR = Teacher Pupil Ratio)



A number of points need to be noted about these statistics.

1:

b)

The present TPR in KwaZulu is 1:51.

It is increasingly acknowledged that a TPR of 1:30 (considered by the HSRC in 1981 to be an ideal towards which South Africa should strive) is a luxury a developing country such as South Africa cannot afford. A ratio of 1:35 or even 1:40 finds greater acceptance.

A reading of statistics such as these needs to be accompanied by a reminder of the necessity to offer practising teachers, most of whom are under-qualified in some way, opportunities to improve their classroom practice and qualifications.

At present, for each new teacher produced by KwaZulu's 9 Colleges of Education an additional 64 pupils are enrolled. These colleges produce in the order of 1 600 new teachers a year (Piper, 1991).

Moulder (1991) contends that if South Africa's teachers were better distributed (amongst existing departments) far less of a supply problem would be evident. This is supported by Orbach (1991). It should be pointed out, however, that: effective redistribution would be extremely difficult, if not impossible, to achieve;

1 redistribution in terms of numbers only would not address the qualitative problems raised in 3 above;

a)

redistribution in terms of numbers only would fail to address, in the secondary school, the problem of severe under-supply in certain subject areas;

2 redistribution would contribute far less to the alleviation of the supply problem if the vast number of children of school-going age not attending school, is taken into account.

Historical factors

South Africa is a country which, because of its geographic and settle-

C)

d)

ment history, consists of many often diverse communities. Each has developed its own traditions, customs and norms over a long period. Yet each participates in a society where the influence of Western Civilisation has been particularly strong. These considerations should find expression in a future political and educational dispensation. At the same time a new national unity needs to be promoted.

The influence of history is also important in the sense that historical attitudes, which are often the result of active policies of the past, are not always easily eliminated. Furthermore, every age lives, to some extent, in reaction to the age which preceded it. Thus, if race or gender was a powerful basis for discrimination in the past, there may be a strong tendency towards the eradication of the same in the present.

#### Socio-cultural factors

Here account needs to be taken of:

Q0 the diversity of South Africaâ\200\231s population in terms of race, culture, language and religion; and

Q0 the diversity in terms of class, well established amongst whites, coloureds and Indians, and of growing significance amongst blacks, where it cuts across tribal divisions.

These factors give rise to particular political and educational needs and should be accommodated within efforts to promote and accommodate national unity. Thus, for example, assimilatory approaches may not do justice to the situation on the ground. There are lessons to be learnt here from the experience of the United Kingdom and United States of America. A multi-cultural approach would seem to be far more preferable.

#### Political factors

These relate to how a state is managed and to why it is organised in a

particular way. In South Africa in the past the dominant organisational

e)

pattern, supported by the ideology of apartheid, viewed the country as consisting of a number of different and separate nations each of which should assume responsibility for its own affairs. A contending position viewed the country's inhabitants simply as South Africans whilst at the same time recognising differences among them. This position has recently gained the upper hand and the country is presently moving towards the negotiation of a constitutional model which will incorporate it in some way. There seems to be broad agreement that within this position there should be a sharing of governmental powers between the central, regional and local levels so as to accommodate differences within a framework of overall unity. Such arrangements will obviously impact upon the organisational and administrative structures of education and of teacher education.

#### Economic factors

Whilst South Africa has experienced various degrees and types of state enterprise it has, in broad terms, been considered a capitalist country. Recent moves towards greater privatisation confirm a belief in the market system on the part of the present government. Such a position is not held by all and there are those who believe that the market system as it has operated up until now has operated to shore up white privilege as well as certain class interests. They believe that reforms of a socialist nature are needed if the country's wealth is to be effectively and justly redistributed and thus meaningful human development promoted.

Contending positions, which are currently very powerful and which are fed by complex political differences between people, will have to be effectively reconciled and the eventual compromise (bits of isms) will obviously impact upon educational provision. Whatever emerges, it is clear that the responsibility of the state in education can not be stressed enough for, quite apart from its duty and obligation to provide for all, it is only the state



which has the muscle and resources to take on the task that lies ahead. By the same token, it should be acknowledged that it will never manage alone and a partnership between it and private enterprise is going to have to emerge. Such a partnership will depend on the extent to which meaningful private enterprise is allowed to exist in a new socio-economic dispensation.

In taking account of the impact of these contextual considerations educational planners will have to ensure that they produce a dispensation which will meet the unprecedented demand for education in such a way as to:

accommodate the aspirations and expectations of all learners;

accommodate the needs, aptitudes and abilities for all learners;

meet the manpower needs of a country for which rapid and sustained economic growth has become an urgent need;

develop and sustain an acceptable (to all!) quality of education for everyone;

QO eliminate existing backlogs in provision;

prevent further backlogs from arising;

O utilise limited funds as efficiently as possible.

In this, careful prioritisation and a re-examination of what can be achieved and of what really needs to be achieved are vital first steps to take in any planning programme.

Teacher education will obviously have to be part and parcel of this process and should indeed assume a leadership role for after all teachers are the prime movers in education. What follows in the rest of this report is an indication of some of the new directions which are going to have to be followed within teacher education if it is going to be able to cope with the new demands made upon it.

3 Different Types of Pre-service Education

As it attempts to work within the context which has been set out above and as

it sets out to meet the pressing need for teachers as quickly and efficiently as possible, teacher education is going to have to assume a new flexibility and openness of mind in terms of the pre-service programmes which are offered to students. Rigid adherence to the four year programme as we have come to know it, is entirely inappropriate as are moves, certainly for many years to come, to establish teaching as a graduate profession only. Alternatives are needed and several possibilities present themselves for consideration.

a) The existing study programme could be restructured so as to offer a greater number of options. For example, all students might pursue a common initial two year programme which incorporates the different phase emphases. During this period the primary focus would be on classroom practice and competence.

At the end of this two year period different categories of students would emerge.

i) Those who could be considered competent classroom practitioners but no more. They would not be permitted to further their studies, at least initially (a decision based on their performance during the two year period), but would nevertheless be regarded as qualified teachers. They would go out into the schools and fill an urgent need electing, if they so desired, to continue with their studies after a period of further growth and development. They would be able to do so on a full-time or part-time basis.

ii) Those who could be considered competent practitioners and who are permitted, on the basis of their performance, to continue with their studies immediately and thus be exposed to the more theoretical and academically orientated components of teacher education. A number of options would be open to them.

Â©) They could enter the classroom immediately and elect to continue studying on a part-time basis. A three or four year diploma would be open to them.

Alternatively (again depending on their performance during the initial two years), a degree course might be pursued.

Â© They could continue with their studies on a full-time basis, opting for various diploma or degree options dependent upon initial performance.

b) The existing diploma and degree programme could be maintained but other possibilities are added to it. Based on a decision at the point of entry some students would embark upon the four year diploma programme as it now exists. Others would enter the four year degree course. Others would enrol for the initial two year diploma course and have available to them the options as detailed above.

In both of the above scenarios it may be deemed expedient to:

Â© drop the fourth year of study from all diploma and degree courses;

Â© drop the fourth year from pre-service programmes which would make its completion possible via part-time, in-service study only.

Curriculum development would obviously have to take account of the nature of the decisions taken.

It may be that high school study programmes might have to be distinguished from primary school courses because of the greater academic input which is required. As such, it may be that a two year diploma option is not made available to secondary course students and that they be required to study for a minimum of three or four years. Students could, as at present, study either at college or university and if at the latter it may be wise to think in terms of offering them a greater amount of flexibility. A Bachelor of Secondary Education (as a match for the Bachelor of Primary Education) might be investigated, for example. Such a course could either run parallel with, or instead of, the present three-year-degree-plus-Higher-Diploma-in-Education route. The latter diploma might also be revisited so that it becomes more a schoolbased apprenticeship with students having to teach for a prescribed





period before undertaking the programme of study on a part-time basis.

It may also be that all high school pre-service work should become college based (see 9 below) and that university departments should function as fully-fledged academic departments. They would continue to work in close association with colleges and perform their accrediting function but would focus primarily on advanced degree work and on research. It should be pointed out, however, that their accrediting function could change depending on the organisational and administrative structures which are adopted. (See 9 below.)

The above should not be seen as an attempt to be prescriptive (for other options and combinations might indeed be more suitable) but rather as an attempt to make the point that greater flexibility of thought is needed than seems to have been the case thus far. New thinking is required to:

meet existing needs as effectively as possible; and

0 accommodate the different kinds of students (who have passed through the various, unequal apartheid structures and who therefore present entry qualifications which make vastly different statements about them) who enrol as aspirant teachers.

And just as the creation of more options

is SO vitally important so is:

1 the need for there to be transferability between them so that a student does not become irreversibly locked into a particular programme of study. (A degree student, for example, who fails say the first or second year of study but is competent in the classroom should not be failed but rather given the option of transferring to one or other of the diploma courses); and

0 the need for there to be transferability between institutions, each of which should offer programmes according to its strengths and availability of resources and facilities and which should receive recognition and accreditation for what is done.

#### 4 Modularisation

The modularisation of all or some programmes of study is another area which

needs investigation as this can do much to add further flexibility to what one is trying to achieve.

Several possibilities present themselves and as in the case of 3 above, a consideration of just what can be accomplished offers a case for even further ideas and options and serves to remind one of just how tight and confined one's thinking has been in the past.

In terms of a modularised programme of study, a student would be presented with a wide menu of modules each of which would be completed within a semester. Within a particular course, phase and field of study some modules would be defined as core modules and would have to be completed by everyone. Others might be classified as primary modules in the sense that they would have to be completed before others could be undertaken. Yet others would be defined as choice or elective modules and could be selected according to student interests, again within the confines of the particular course, phase and field of study.

The emphasis throughout is on flexibility. The student would map out his own study path for different semesters, knowing that to qualify for the particular course for which he is registered a certain number of different kinds of modules has to be completed. As such, he might elect to complete a two year diploma in a year of 18 months or alternatively he may decide to spread his programme out beyond the two year period. Within each semester he draws up his own time-table, mindful of the fact that modules are offered by certain members of staff in different departments at certain times. To provide him with the flexibility he needs in this:

modules would be offered in the mornings, afternoons and evenings;

some modules might be repeated (within the same semester) and offered by the same or different members of the same department; and

Old departments, which would be vigorously competing for students, would offer as wide a range of modules as they could.

It is acknowledged that modularisation can be criticised for breaking knowl-

edge up into compartments, for promot-

ing a â\200\230tick-offâ\200\231 mentality and for under-  
mining the long term view which may  
be regarded as being central to the edu-  
cation process, but these considerations  
need to be weighed against present needs  
and realities.

#### 5 Entry to a Programme of Study

This is another area in which there needs  
to be greater flexibility for the overly  
strong reliance on studentsâ\200\231 perform-  
ance in the matriculation examination  
which has been the mark of selection to  
date is no longer entirely appropriate.  
This is primarily because it is unable to  
tell us enough about a student and his  
potential, given the inequalities of the  
apartheid system and the many prob-  
lems and issues performance in a one-  
off examination fails to pick up.

It is not recommended that the matricu-  
lation examination be discarded alto-  
gether, rather that it be used in associa-  
tion with other selection mechanisms. |  
The balance needs to be swung away  
from how a student has performed up to  
a particular point in time to how he or  
she could perform in future if he or she  
was exposed to the kind of education  
and training offered by the selecting in-  
stitution.

Examples of such mechanisms include  
the following:

O The school report. It may be that  
principals should be asked to write  
somewhat fuller and more detailed  
reports than is the case at present. It  
may also be that they should be  
asked to rank a candidate in some  
way for if a person is ranked say  
10th out of 100 in a particular school  
but presents a rather poor matricu-  
lation certificate the kind of poten-  
tial that one is looking for may just

\_ be present.

OG The adoption of an entrance testing  
procedure conducted by the select-  
ing institution. This could include,  
for example:

e a test of language proficiency based  
on a reading test, a comprehension  
test, a written test and an oral com-  
munication test;



e atest of numerical ability;

e atest of motivation and attitude to establish, primarily, why the student wishes to become a teacher;

e a short interview;

@ a mechanism like or similar to the  
â\200\234teach-test-teachâ\200\231 procedure which the University of Natal has been working with (a student is taught in a limited and specific area, tested to check on his progress and then taught again to establish whether inadequacies have been or can be corrected).

A major difficulty has, of course, to be acknowledged and that is that with many thousands of applicants for a few hundred places (as will inevitably be the case) there will not be the time to go through the above properly or with every applicant. One would probably have to fall back on the matriculation examination as an initial selector and then bring in the other mechanisms when the list one has to deal with is more manageable.

6 Fundamental Questions  
of what it is that Teacher  
Education is About

If teacher education is to have any hope of meeting the demands which are going to be exerted upon it in a new dispensation its aims and objectives will, at least to some degree, have to be re-examined. Teacher educators need to ask afresh questions such as:

What is the nature of knowledge?  
What knowledge is worthwhile?  
Who decides and by what criteria?  
How is it acquired?

How is it taught and learned and  
How should it be taught and  
learned?

What is the hidden curriculum?  
What is the nature of the learners?  
What is the nature of our society?

It needs to be acknowledged that in the final analysis teachers should be about the task of preparing people to play a meaningful role in a free, democratic society and style of government. Teacher education programmes, like all education programmes, must have a critical quality to them. People must be able to bring their experience with them to the learning situation, to critically reflect upon it and to build upon it so that

Ee oe ee

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they can be genuinely empowered as individuals and, as a result, take action to change the course of history.

This will entail a shift away from a position which assumes all knowledge to be â\200\230out there somewhereâ\200\231, handed down on Mt. Sinai (which is not the same as saying that none is and that there are no universal truths), that it is value free and that all teachers have to do is teach (transmit) it to children who merely have to learn it off-by-heart in order to pass their examinations and thus become â\200\230educatedâ\200\231 adults. It will also entail having another careful look at the students who present themselves as would-be teachers as well as the nature of the society they come from and will operate in. In this regard the three school models (mono-culturalism, assimilation and multi-culturalism) discussed by Dr Coutts elsewhere in this document need also to be considered by teacher educators, and readers are referred to them.

There are obvious implications in all of this for the content of particular courses/modules, for the teaching methods and strategies which are used and promoted and for the underpinning philosophical positions which are adopted. There are also significant implications for institutional organisation and management styles for there should be some kind of a match between these and the nature of the broader society one is seeking to promote. An authoritarian, top-down chain of command would not be conducive to the creation and maintenance of democratic procedures in society.

A failure on the part of teacher educators to re-examine what it is that they are about along the lines suggested above would allow for the persistence of technicism and for an overly strong and not always appropriate Eurocentricity.

This re-examination should also involve moves to bring teacher education into line with certain trends and realities in educational provision. The more important of these are considered below.

a) Given the resources and facilities available, the needs of the country and the unprecedented demand for education, a stronger emphasis on the formative phases of education

b)

c)

seems inevitable and indeed, at this moment in time, entirely appropriate. This would certainly accord with the thinking contained in the recent Education Renewal Strategy document and the Walters Report and is in line with decisions taken in many developing countries. The thinking really boils down to a recommendation that only primary schooling should be compulsory (and free), at least for several years to come. Teacher education will have to acknowledge this and it would seem that the rapid production of competent primary classroom practitioners (referred to in 3 above) is likely to emerge as a major priority.

As far as secondary education is concerned teacher education is going to have to take more account of calls for the incorporation of career education into the general education pupils receive. The Walters Report is clear on this, defining career education as "the totality of experiences and activities whereby the pupil/student learns about and is prepared for work as part of his/her life" (15), as distinct from vocational education which prepares people for particular vocations or vocational fields.

Much can be learnt, in this regard from the new Namibian education system. Primary education (free and compulsory) is given the task of throwing down the gauntlet as it were, of teaching literacy, numeracy, social and communication skills, basic problem-solving skills and of preparing people for further education. Children who elect to continue their schooling proceed to a junior secondary phase (of three years' duration) where a distinct career orientation begins in earnest. It is continued in the senior secondary phase (of two years' duration) where pupils follow a general education line or a polytechnic line where the career orientation is much stronger.

Teacher education is also going to have to prepare students for a likely role within the framework of second chance education for there are many people in our society who need, for a variety of reasons (many of them





of a socio-political nature), another chance to become educated. Teachers are going to have to be able to cope with such people and will need, for example, to be able to present distance education programmes as well as non-formal programmes of various kinds. To do so effectively they will have to be able to handle children of various ages as well as adults. They will need to acquire a sensitivity to a great variety of needs, problems and aspirations and will, in some situations, need to project and organise their schools as community centres rather than as schools in the traditional sense. To prepare them adequately for this, training institutions, which should themselves become involved in second chance initiatives, should, if nothing else, require their students to become involved in various aspects of community education and supportive education in a broad sense.

#### 7 Academic and Professional Support

Academic and professional support is going to have to be a fundamental ingredient of all teacher education programmes in future, simply because of the many inadequacies in the education (seen in the broader context of both school and community) received by the majority of would-be student teachers.

Support will be needed most obviously in the area of students' ability to think and communicate in a language which is not their mother tongue (English in the main) and the challenge here is going to be considerable, especially in view of the fact that a substantial and agreed-upon procedural base is only now in the process of emerging. What is very clear, however, is that meaningful and substantial exposure to the language model, as presented by native speakers of the language, makes a world of difference and that in presenting such a model institutions should do all they can to encourage students to speak the language as often as possible amongst themselves. Supportive tutorials should also be used but should aim to contextualise students' learning of the language within the social and political environment in which they find themselves

operating. This will enable students to understand and articulate the experiences they bring with them to the learning situation and to build meaningfully upon them.

As a necessary extension of language development and support many students will need help in other areas as well. Precisely what these will be should emerge from a process of interaction between lecturers and their students. Thus, for example, it may emerge that support is needed in the areas of study skills, examination writing, reading for main idea, basic map reading and atlas skills, library skills and essay writing skills, while it may also be deemed appropriate to offer tutorials aimed at exposing students to a greater knowledge and appreciation of the world view and value system of the institution they have elected to study at. As a further area of support an appropriate pastoral care system, using tutors who are sensitive to the kinds of problems students experience, would need to be implemented.

The kind of support advocated above would also need to be accompanied by an undertaking to see to it that sports and cultural programmes are reflective of the study body. Organisational structures which enable students to feel that they can meaningfully participate in the day to day running and management of the institution would also need to be set

up.

It should also be appreciated that a vital contribution to student success lies in the field of curriculum development for if the curriculum remains an essentially white creation aimed at white interests, black students will not be able to identify with what they are required to learn and make it their own. The fundamental questions about knowledge which were posed in 6 above need to be asked and then courses have to be re-developed accordingly. And if this is to be achieved staff members have to believe in the need for it and be motivated to institute the necessary changes. Programmes of academic and professional support should thus also include staff development initiatives and many would contend that this is where the real emphasis should lie. The need is for a sensitive, conscientised staff which pro-

vides meaningful and appropriate support to students on an intra-departmental basis.

## 8 In-service Provision

In-service provision needs to be seen as an integral facet of teacher education. It can be perceived in â\200\230deficitâ\200\231 terms (in which a limited basic training, obsoles-

cence and inefficiency are taken as given and countered by upgrading and the provision of the necessary skills and competencies) or in â\200\230growthâ\200\231 terms (in which the teacher is seen in a positive light, as someone who simply needs personal and professional development on an on-going basis). It is strongly recommended that the latter be adopted for while there are many practising teachers who could benefit from further growth and development it has to be acknowledged that they are performing admirably given the circumstances under which they have to labour. The adoption of a positive view would also be more in keeping with the spirit of reconciliation which is beginning to make itself felt across the country.

The need for in-service work is, of course, very great indeed. Through no fault of their own many teachers are either underqualified or unqualified. It is imperative that they be given the opportunity for further development and this is where in-service work is so very necessary. Add to this the fact that the dire shortage of teachers presents an urgent need for a shorter pre-service training period (for example, the two year initial programme discussed in 3 above) and the need for in-service opportunities becomes even greater.

In planning for in-service provision it is important that:

( the teachers themselves be involved, where possible, in mounting the courses;

O\_ regular schooling programmes be interrupted as little as possible;

full recognition (including of a monetary nature) be given for courses attended and passed;

Â© particular attention be given to language development;

priority be given to weaker schools and rural teachers;

1 appropriate feedback and follow-up mechanisms be incorporated

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into the system;

the initial focus be on classroom competency (a stronger academic and theoretical orientation can be built in later); and

| certain programmes of study be compulsory (if possible) so that in time everyone comes to function at a certain minimum level of professional competence.

In the final analysis in-service work should provide for:

personal growth (the realisation of human potential);

professional growth (classroom competence, relevant knowledge and understanding, confidence, self-evaluation, leadership within the local community);

Â© school growth (more effective, relevant and humane schools); and

Â© societal growth (growing equality, freedom with responsibility, improvements in the quality of life).

In all of this (as with teacher education generally) the primary responsibility lies with the state. A negotiated national teacher development plan is needed and the state needs to make a specific and definite commitment in terms of the provision of resources and facilities, working in co-operation with training institutions, education departments and the organised teaching profession. A co-operative, effective and economic partnership needs to emerge and in this there needs to be careful co-ordination with pre-service efforts. Much of the planning would need to occur on a local and regional basis and distance education would probably have to be relied on quite heavily.

It should also be appreciated that in-service Strategies are likely to succeed, as van den Berg (1987) points out, to the extent that they are coupled with, and form part of, wider strategies to bring about improvements in:

Other conditions under which the teacher works;

the provision of education more generally; and

1 the overall socio-economic and political dispensation in the country as a whole.

## 9 Organisational and Administrative Arrangements

The provision of teacher education in South Africa has not developed optimally for a number of reasons.

- a) Colleges of Education have been aligned administratively with schools and this has not always been in their best interests.
- b) Teacher education has been divided between different institutions (colleges, technikons and universities) with different missions.
- c) Teacher education has been differentially administered and funded along â\200\230own affairsâ\200\231 lines.
- d) Teacher educators have not always functioned in unison in matters of professional concern and have no national society or association.

A revision of existing organisational and administrative structures is long overdue. The revision process needs to draw on a number of fundamental principles.

- a) Colleges of Education are capable of being or becoming viable autonomous institutions which can provide effective teacher education.
- b) Colleges of Education have their own particular mission and are uniquely placed to provide a variety of different courses which have a specific nature, content and set of aims and objectives.
- c) Colleges of Education are or could become ideally placed to provide all teacher education (pre-primary to secondary) including courses worthy of degree status, such as is the case in Scotland.
- d) Colleges of Education should exist in their own right and take their place within the tertiary sector. As institutions they should be judged according to their unique mission with their own distinctive courses to meet their particular purposes.

Â©) In a country with the geographic and demographic make-up of South Africa, sound public administration should be based on a system that is nationally controlled but locally

administered. There should be maximum devolution of decision-making power within national parameters.

f) Colleges of Education, acting within structures on a federal representative basis, have the corporate wisdom to establish and maintain quality pre-service and in-service teacher education albeit in close co-operation with the state.

g) The provision of teacher education is primarily the responsibility of the state.

It is recommended that teacher education be structured in such a way as to allow maximum autonomy at the level of the individual colleges and at the same time provide mechanisms for liaison between colleges and other tertiary institutions in a clearly defined and productive manner. The following scheme might be adopted.

#### a) Individual College Councils

The autonomous college should be seen as the primary unit in the provision of teacher education. A college council and senate system is essential. Professional, academic, community and commercial representation should be accommodated. In terms of such an arrangement the college would be responsible for its own administration in all respects, including financial matters, and would have control over its professional and academic mission.

#### b) Regional College Councils

Each college would elect representatives to serve on regional councils. Such councils would deal with administrative, financial, academic and professional matters on a regional level. They would act as a two way channel of communication and administration between individual colleges and the Collegium (see on). As such, they might be seen as an expanded version of the kind of initiative provided by CORDTEK.

c) A Central College Council (The Collegium)

There regional college councils would elect members to serve on the national body which would also have ministerial representation. The Collegium would be the national governing body for Colleges of Education. It would act as a two way channel between the state and the colleges. It would also interact on a consultative basis with the Technikon Council and the University Council. It would do so within a framework conferring upon it responsibility for the sound administration and financing of the college sector as well as professional and academic matters. The latter would be realised via the establishment of a Collegiate University which would validate all relevant diploma and degree courses and see to it that mechanisms making it possible for students to move between colleges were setup. As such, the Collegium would perform a control function and ensure institutional quality and standards in such a way as to ensure the accommodation of regional and local interests and needs and an equivalence of status of courses. The accreditation of staff and of individual courses would, of necessity, form part of its area of jurisdiction.

Such a collegiate structure has a number of advantages.

1 It allows for full consultation between all stakeholders at all levels.

0 Overall planning is at a national level and central, regional and local structures are logically and well co-ordinated.

01 Financial decisions remain a political prerogative (although lobbying by interested parties at various levels is accommodated) but financial responsibility is devolved to lower levels.

00 Institutional autonomy (and local interests) is accommodated.

Resources and facilities are/ can be rationalised and co-ordinated.

1 Negotiation, liaison and joint decision-making are built in and

both commonality and diversity  
can be accommodated.

Oj Equity in provision becomes a  
central concern and can be ac-  
commodated.

O Functional effectiveness and ad-  
ministrative efficiency are facili-  
tated.

1 Professional responsibility and  
accountability are of central im-  
portance.

1 Equivalence of qualifications is  
ensured via appropriate valida-  
tion and accreditation procedures.

Â© Inter-institutional co-operation is  
engendered.

## 10 Conclusion

The key to the solution of the South  
African problem is to be found in the  
development of an education system  
which places the opportunity for an  
appropriate education of acceptable  
quality within the reach of all South  
Africans. The key to such provision in  
turn lies in the development of a much-  
improved, appropriate teacher educa-  
tion programme which has, in more  
ways than one, to make a complete  
break with previous practice. Such a  
break cannot be achieved overnight and  
a transitional period, characterised by  
the setting of realistic and attainable  
achievement targets, is going to be  
essential. The challenge is a consider-  
able one but the nettle must be grasped  
and a start made as soon as possible in  
the interests of all concerned.

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## SUGGESTIONS FROM GROUP DISCUSSIONS

### 1 Multi-cultural Schooling

In order that multi-cultural education be made a viable option, the whole notion of multi-culturalism must be embraced wholeheartedly. Multi-culturalism, in the broader understanding of the word, must incorporate anti-racist and anti-sexist strategies. For instance, one of education's functions should be to ensure that all are educated in such a way that emphasises their individual dignity. This would imply that an assimilatory model is unacceptable.

It would be probable that rural schools would never be multi-cultural owing to the mono-cultural nature of the community which they serve. But besides this particular instance, every effort should be made to introduce multi-culturalism into the schools. This is not to say that multi-culturalism would become synonymous with multi-racial education: what is envisaged is true non-racist, non-sexist education. The practical implementation of this kind of education is one of the primary challenges with which educators will have to grapple in the near future.

There is little doubt that the curriculum needs drastic revision if multi-culturalism (as opposed to assimilation) is to succeed. Coupled with this is an urgent requirement that teacher and pupil support systems be established. Support and assistance is especially needed in the teaching of languages to pupils whose mother-tongue is other than that being taught, e.g. Zulu mother-tongue speak-

#### Addendum

ers learning English in an English medium school. In this regard, Psychological Services should be expanded at this juncture, not disbanded. The possibility of a compulsory pre-school bridging year needs to be investigated as a possible way of making the points of departure as equitable as possible. Although overcompensation must be guarded against, it is evident that the reliance on an exclusively Eurocentric-based syllabus needs to be altered to take into account our special position as Africans.

The selection and admission of pupils into the schools needs careful and urgent scrutiny. At the present moment only pupils of colour are required to

undergo an admissions test; this is nothing short of discriminatory. If tests are to be done then as far as possible tests which are free of cultural bias need to be administered to all pupils. In selecting pupils it is advisable to keep in mind that academic screening is not the only screening that may need to be done. Pupil motivation and educability, coupled with appropriate parent and pupil consultation, for instance, all help to provide a "pupil profile" for selection.

It is true that the legacy of institutionalised racism in this country has created generations of cautious and suspicious adults. Certainly children of a young age are not smitten with the poison of racism. Adults must be seen to be offering the lead towards non-racism in education, especially if they hope to influence a new generation of South Africans positively. In this regard, adults will need to be open and innovative (and sincere) in their involvement in the school; and perhaps many will also need to be given as much assistance and

support. Teachers could help in this instance, particularly as the schools of the future will be a partnership of teachers and parents. Perhaps a point to remember here is that there is no better advertisement for the viability of non-racial education than successful pupils of colour.

Another consequence of decades of separation and discrimination is the belief that white "standards" are of a superior nature and as such are sacrosanct. The truth of the matter is that the world has been viewed from a white, if not a Western, perspective. In our changing political and social landscape this approach is no longer appropriate; and the question of standards needs to be shown to be the culturally- and socially-located concept that it in fact is. In a word: "Whose standards are being touted? And for what reasons?" Parents want the best for their children, and the highest possible educational qualification is the desire of most, if not of all, for their children, irrespective of pigmentation. Those who are able should be given every encouragement to progress to the highest possible level. It is for this reason that "centres of excellence" should remain as schools offering academic courses for the academic achiever.

One of the unique aspects of multicultural schools is the variety of religions that are represented. The accommodation of various religious minorities needs to be looked into, but the

understanding is clear that no discrimination of any nature should be directed towards these minorities. It is possible that Private Schools would cater for particular religious groups and that state schools should reflect a religious neutrality and tolerance.

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There is some concern that children entering multi-cultural schools might be faced with significant problems of adaptation, both social and cultural. They will, in more ways than one, be cut off from their peers, families, and parents. The need for appropriate counselling and support is self-evident, not only for the child, but also for the parents themselves.

Of course, parents and pupils will be a part of the overall school community which will give them, along with management and teachers, a say in the running of the school. But there should be no domination of any one group by the other; very clearly the management of a school will be a collaborative exercise. For pupils, involvement in the school at this level does not imply the abolition of discipline. On the contrary, the assumption of accountability and responsibility, and the development of self-control, should be the object of discipline; it should never be seen as an end in itself.

## 2 Organisation and Administration of Education

The fundamental shift in emphasis for school control and administration in another South Africa, is the shift in control from the National and Provincial authorities, to localised agents: principals, teachers and parents. But the control and administration at a local level should be viewed as a collaborative venture by the agents involved. It is not envisaged that any one of the parties should be given absolute authority, but rather that administration and control be seen as a co-operative process.

Without the local option, any thought of participatory democracy becomes far-fetched. Moreover, the effective utilisation of support services becomes largely impossible unless geared for local conditions. (Incidentally, the Support Services, e.g. Psychological Services, are seen as an absolute necessity in these times of crisis, not as a luxury.) In fact, it is probably a truism to state that without the transference of effective control to local players, local needs will remain largely unidentified and largely unprovided for.

One might even go so far as to say that areas of education as diverse as the setting of examinations, the drafting of the syllabus, the establishment of the Starting age of pupils, should also be handled at a local level, with provision

made for some form of national co-ordination.

In the final instance, control and administration will be vested in a process of negotiation in which the Employing Authority (be it National or Regional), the Organised Teaching Profession (or Union), and parents become the key players.

### 3 The School Curriculum

In general terms, the traditional preoccupation with 'content' could profitably be replaced by an emphasis on education as a 'process'. Of advantage would be the shift in focus to understanding (as opposed to remembering), critical reflection (as opposed to blind acceptance), and committed action (as opposed to lingering apathy). In many cases curriculum change would by its very nature require a reappraisal of teaching methods and approaches. The whole notion of 'teacher-tell' teaching needs to be replaced, for instance, by strategies which make for meaningful involvement on the part of the child.

Teachers would, as a matter of course and policy, be involved in curriculum research, reappraisal and implementation. It is of some considerable importance that teachers achieve a unity of purpose as to what children learn, how they learn it, and why they learn it. There is an underlying assumption here that teachers are in a position to direct curriculum change; in many cases, at the present time, they are not, and in-service courses need to be mounted as a matter of urgency, either by Superintendents of Education or by Subject Associations and interest groups.

The relevance of the curriculum to the changing political, social and economic landscape in our country is of paramount significance. The curriculum must be seen to be appropriate for the world in which the school functions. Real-life needs must be the focus of the curriculum and life skills need much stronger emphasis. Meaningful liaison

with commerce and industry should help to identify the skills needed to impress the 'gatekeepers' of business. In any event, the 'strong academic bias' of the present system is no longer appropriate.

It needs to be impressed upon parents and pupils that an academic qualification is not always the best option; vocational education and career oriented education also have their benefits. It is

also questionable whether the prevailing system of nursing pupils through to Standard 10 is of any benefit, except for the barest minority. Numerous exit points need to be provided, catering for the varying needs of pupils. It is entirely probable that most pupils will need little more than a good senior-primary education before seeking entry into state administered training institutions or those connected to commerce or industry.

The devolution of educational administration that is envisaged would seem to predicate that a National Curriculum is not the ideal arrangement. Instead curriculum revision should be done on a continuous basis, with input from all concerned parties, on a regional and local level. An obvious advantage of this arrangement, for instance, in the KwaZulu/Natal region, is to afford Zulu equal status as a language of either compulsory or voluntary study.

Finally, pupils will need to be taught to cope with change. Sexism and racism, for example, cannot be tolerated. This might mean having to review the hidden curriculum on a regular basis as a matter of course. Similarly, entrepreneurship will need emphasis, especially if we hope to prepare all our pupils for a living, not just the academically adept

#### 4 Teacher Education

Pre-service education and teacher upgrading are both seen as areas of absolute priority. More facilities and more money are needed as a matter of urgency. But it is strongly argued that pre-service programmes need not be as academically orientated as they are at the present moment. The provision of a two- or three-year initial programme is suggested as a possible practical teacher training arrangement in these times of

crisis. The merit of this arrangement is that the teacher becomes active much earlier; thereafter teachers can improve their qualifications by doing in-service courses, by completing correspondence courses, or by collecting modules, which, ideally, should be reflected on their service record for the purposes of financial reward and promotion.

It would seem equally important to upgrade the thousands of teachers who are underqualified or unqualified. This can perhaps be achieved by providing in-service courses, and by making use of itinerant teacher advisers who can offer both practical assistance (in the form of demonstrations, for example)

and by offering short goal-directed training courses. Within the ambit of the Colleges of Education, there is a need to rethink the appointments policy, as it was mooted that many lecturers are appointed for their academic, rather than their teaching, ability.

One aspect that is entirely absent from the sphere of teacher education is the aspect of professional rights and the possibility of collective bargaining. It is suggested that this area needs to be included in teacher education programmes as a matter of urgency; teachers need to know the options that are available to them both as professionals, and if necessary, as members of a teacher

union.

In general terms, it is not an exaggeration to state that a massive rescue operation is needed, an operation which, in all likelihood, cannot be mounted by government alone. The enormity of the situation is tragically evident when one contemplates the fates of the lost-generation. All of the stakeholders - educationalists, teacher organisations, business, political parties, unions, and government - need to meet as a matter of urgency, for it is implicitly understood that the provision of education needs to be part of the negotiated future of this country.

BRUNO VAN DYK

PROPOSALS FOR EDUCATIONAL PROVISION IN A DEMOCRATIC SOUTH AFRICA





