AN EVALUATION OF PERSONNEL PROVISION POLICY IN SELECTED PUBLIC SECONDARY SCHOOLS IN THE EASTERN CAPE PROVINCE.

by

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MINI-DISSERTATION SUBMITTED IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF PUBLIC ADMINISTRATION IN THE FACULTY OF MANAGEMENT AND COMMERCE AT THE UNIVERSITY OF FORT HARE

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The Bible says "Be at rest once more, O my soul, for the Lord has been good to you …"

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Z.W. PETER

05 DECEMBER 2008

DECLARATION

I declare herewith that the mini-dissertation entitled: **An evaluation of personnel provision policy in selected public secondary schools in the Eastern Cape Province**, is my own work and has not been submitted for a degree at another university.

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SUMMARY

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DEPARTMENT: DEPARTMENT OF PUBLIC ADMINISTRATION

DEGREE: MASTER OF PUBLIC ADMINISTRATION (MPA)

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The Eastern Cape Department of Education has a constitutional and legislative mandate to provide quality public education in all public schools within the province. The commitment to improve also involves ensuring effective educator personnel provisioning in public secondary

schools. However, despite various legislative and policy measures relating to educator personnel provisioning, serious concerns have been raised. There have been concerns over the shortage of educators. There are concerns over the lack of suitably qualified educators, especially in Mathematics and Science subjects. Disparities have been noted between legislative and policy directives with regard to educator personnel provisioning and the expectations of educators based on the realities in public secondary schools. The complications and challenges thereof have called upon for the appraisal of educator provisioning.

The objective of the study is to describe and explain the nature and place of personnel provisioning in public secondary schools. Thereafter, evaluate its application at selected public secondary schools in the Eastern Cape Province. The basic intention is to prove that the educator personnel provision policy implementation in public schools needs to be examined and possibly changed for effective results.

Basically, personnel provisioning is the first step in the personnel process. It is classified into:

- Human resources determination; and the
- Filling of posts

The process of filling public personnel posts involves recruitment, selection, appointment, placement, transfer and promotion. In evaluating personnel provisioning policy in public secondary schools, a research study has to be conducted. As an integral part of scope of study, the survey area includes public secondary schools, provincial department offices and educator union/association offices. The questionnaire is used as the appropriate data collection instrument for this survey. The total population for the study are provincial department officials, public secondary school principals, school governing body chairpersons and educator unions/associations.

When data was analysed and interpreted, there were various significant findings. The respondents' demographic details provided a significant insight into the study and its findings. They ensured divergence of opinions and understanding of the personnel provisioning. Regarding human resources determination and the filling of posts in public secondary schools, it was found that there are challenges in terms of the employment of suitably qualified educators. These include among other issues educator dissatisfaction and lack of effective procedures in the filling of posts. This also results in educator shortage in public secondary schools.

KEY WORDS

Education

Public administration

Personnel provisioning

Human resources determination

Recruitment

Selection

Placement

Appointment

Transfer

Promotion

Educator shortage

CHAPTER ONE

INTRODUCTION AND GENERAL ORIENTATION

1.1 INTRODUCTION

The Eastern Cape Department of Education has a public mandate to bring about quality education within this province. Its vision '… is to offer a quality public education and training system that transforms schools into centres of community life and promotes shared moral values, good governance and sustained development.' (*Eastern Cape Department of Education Five-Year Strategic Plan*, 2005/06 to 2009/10: 2)

To realise this vision, it has adopted some values, based upon Section 195 of the *Republic of South Africa Constitution,* 1996. One notable value is the commitment to a '…continuous improvement towards excellence in the standards of performance and professionalism through work ethos.'(*Eastern Cape department of education Five-Year Strategic Plan*, 2005/06 to 2009/10: 2)

The Constitution, 1996, section 26, provides for the constitutional right to education and for the delivery of education to the people of South Africa. Chapter 2 of the Constitution, 1996, also provides for a *Bill of Rights*, which significantly states that:

Every one has the right –

   (a) to a basic education, including adult basic education; and

   (b) to further education, which the state through reasonable measures, must make progressively available and accessible (Section 29(1))

Various educational legislation and policy framework empowers both national and provincial departments of education to provide quality and affordable education. However, the relevant and significant legislation relating to the problem statement under study are the *Employment of Educators Act,* 1998 (Act 76 of 1998) and the *Public Services Act,* 1994 (as amended*)*, that

determine personnel provision of public secondary school educators within the respective provincial department of education. Furthermore, the *Recruitment Policy of the Eastern Cape Province* provides some guidelines for the recruitment and selection of public sector personnel, including educators, within the Eastern Cape Province.

Despite the plethora of legislative and other policy measures relating to educator provisioning in the Eastern Cape Province, various concerns have been raised. Concerns have been raised on the number of people joining the ranks of educators. There has been concern on the general lack of qualified educators, especially in what has been deemed as key subjects , such as, mathematics, science, and technology.(*The Teacher*, January 2007:1) There seems to be a general public concern about educator shortage in South Africa. This phenomenon, if not adequately addressed, could negatively impact South Africa's goal of achieving universal public education for all. In essence, the nobility of the teaching profession is being challenged. Another concern is the educator exodus from the profession, in search of other employment opportunities, either nationally or internationally. Various speculations and perceptions have surfaced around these, both at provincial and national spheres. But, then, is this not one of the impediments to the provision of quality education? Provincial education departments of education, including the Eastern Cape Province, have a role to play to avoid the looming educator shortage crisis. This mini-dissertation will seek to investigate educator personnel provision and its relation to issues arising from the afore-mentioned concerns. The issue of educator vacancies is a contentious issue among certain education stakeholders. It has been further noted that the number of permanent educators are shrinking through attrition resulting in more responsibilities being put on the remaining pool of educators. Subsequently, the declaration and filling of vacancies within the Eastern Cape department of education needs to be investigated. More so, the provincial department of education which "…manages the second

largest education department in the country in terms of the number of employee…" including educators, is experiencing "…a major challenge in both controlling personnel expenditure and in achieving balanced staffing numbers between educators and non-educators." (*Five-Year Strategic Plan*, 2005/06 to 2009/10: 99) This has direct implications on educator provision processes.

The Learner Educator Ratio (LER) in the Eastern Cape Province is another determinant in educator post provisioning within the schools. Thus, the annual fluctuation in educator and learner numbers in schools has direct implications on post provision. This could also affect the provision of quality education in one form or another. Essentially, the provincial department of education needs a pool of educators who have the abilities and aptitudes that will help it to achieve its vision and mission. This begins with the recruitment, selection and promotion of knowledgeable and skilled educators. This and other provision processes need expertise, investment, plan of action and continuous management at all levels to guarantee efficiency.

The above introductory remarks highlight a need to undertake a comprehensive study on the challenges facing educator provisioning in public secondary schools. The general purpose of the research is to significantly contribute towards policy development and implementation, with an ultimate goal of contributing towards the provision of quality education in the Eastern Cape Province.

1.2 BACKGROUND TO STUDY

Educator provision in public secondary schools is influenced by various factors that contribute to issues that characterise the respective steps of the process. These range from separate development, post democratic era, to the socio – economic factors of the country.

1.2.1 Influence of separate development

The education system has seen fundamental changes, with some legislation being introduced to reform or change the influence of separate development. Separate development has perpetuated the legacy of inequality within the schooling system. It has led to general education policies which recognise the liberty of each race in determining their preferred religious, cultural lifestyles, as well as language preference in terms of their children's education. These policies were borne out of the fact South Africa is a heterogeneous and multicultural society.

1.2.2 Influence of the post-1994 democratic era

The new democratic era ushered in a new sense of national unity which is " a process whereby mutual acceptance, cohesion and harmony of ethnic , linguistic, cultural, religious, economic and social differences concur with the project of nation-building, through the consciousness of common history, common values and common interests" (Freer 1991:186). The national commitment to the ideals of a nation free of oppression and inequality is then translated to our education system through the relevant legislation. The existing cultural and ethnic diversity is seen as an asset in that it brought about an education system that is multicultural and inclusive. The new education system reflects a new way of life that recognises the new value systems.

1.2.3 Socio- Economic influences

The fast developing technology must be run by a highly skilled labour force, at both public and private sectors. The demand for skilled personnel is becoming a norm in a modern and economically advancing state like South Africa. The education system is then called upon to provide the means to meet the challenge through technical, technological, and other occupational provisions. Advanced economies rest on an educated society, and schools have been crucially influenced to realise such endeavours.

Environmental influences on educator personnel processes in public schools determine the way in which educator determination, recruitment, selection, promotion and transfer are carried out. The Department of Education's policy on educator provisioning operates under such influences, as schools are regarded as organisations that are open to societal influences and changes.

1.3 PROBLEM STATEMENT AND HYPOTHESIS

The need to undertake this study is driven by the disparity between the formal personnel provision policy and legislative framework, and the educator expectations based on the realities at public secondary schools. The National Department of Education has made policies and legislation relating to personnel provision in public secondary schools. However, there seems to be some challenges and/or problems when it comes to the implementation of these legislation and policy by the respective provincial departments of education, in varying degrees. The realities within the education sector, like the changing needs of role-players and educator expectations and interests within the respective public secondary schools with regard to staff establishment and staffing, expose operational challenges. The complications around the execution of legislation and relevant policies calls upon not only for its evaluation and analysis, but also the commitment to its implementation by all stakeholders at all levels. The contentions around educator post provision have serious consequences that could adversely affect the ultimate goal of providing quality education. The annual declaration of educator posts by the Eastern Cape Provincial Department of Education has constantly been drawing criticism from educator stakeholders like educator trade unions ranging from lack of consultation to the declaration of the correct number of educator posts. Educator recruitment has reached crisis proportions as educators die, resign and retire. (Sunday Times Careers, 11 February 2007:25) The loss of skilled and experienced educators could lead to a deteriorating

standard of education if not handled in an effective and efficient manner. There is a high educator vacancy level in a number of areas which could be attributed to various factors including the personnel provision implementation processes.

In this study it will thus, be proved that the personnel provision policy implementation for public secondary schools in the Eastern Cape Province needs to be analysed and evaluated and probably changed for a more effective educator establishment and staffing system.

1.4 OBJECTIVES OF THE STUDY

The purpose of the research is to investigate and evaluate the existing policy and practice of personnel provision at selected public secondary schools with specific attention to the problems facing the staffing of educators. As an exploratory study, the following objectives have been set:

- To describe and explain the nature and place of personnel provision in public secondary schools.

- To describe and explain the organisational and legislative framework for education in South Africa.

- To empirically evaluate the application of the above policy at selected public secondary schools in the Eastern Cape Province.

- To reach conclusions and make recommendations on improving personnel provision in public secondary schools.

1.5 NECESSITY OF THE STUDY

There is a need to investigate the challenges associated with the recruitment, selection, appointment, placement, transfer and promotion of public secondary educators in the Eastern Cape Province. Admittedly, there are policies and legislative framework relating to personnel

provision. Thus, the main focus of the study will be on implementation challenges and the implications thereof. The endeavour to undertake such a study will also involve policy analysis based on a tentative model. The findings of this study could be useful to:

- Provincial department of education as it could contribute towards policy development.

- School Governing Bodies (SGBs), as it will assist in improving school governance by conducting effective and efficient personnel provision processes.

- School Management Teams (SMTs), to effectively manage personnel provision.

- Educator trade unions, organisations and associations, who will need to conceptualise these phenomena.

- Educators and student educators, who will need to be aware of the complexities around personnel provision, thus understanding the respective process.

- Interested stakeholders who wish to make a meaningful contribution to the education department's mandate of improving educator employment opportunities.

1.6 DELIMITATION AND LIMITATIONS OF THE STUDY

The study is basically aimed at investigating educator provisioning policy and practice. The aforementioned objectives will serve as the guidelines in pursuit of the outcomes of the study. In addressing the objectives of the study, two methods will be used, namely:

- Construction of theoretical base and frame.

- Empirical testing of theory.

Theory construction entails a theoretical framework of the study which uses a scientific method that involves:

- describing factual information;

- explaining the factual information;

- applying the factual information;

- making deductions ; and

- giving suitable references.

The literature study on personnel provision at public secondary schools will form the basis of the scientific method. The policy and legislative framework will guide the discussion in terms of existing provisions and legal directives with respect to personnel provision. Theory testing will involve research questionnaires in investigating the implementation challenges of personnel provision in public secondary schools. It is through this research technique (to be fully discussed in chapter 4) that more information will be developed and analysed. The Eastern Cape Province has a total number of 880 public secondary schools which could be utilised for the study (*Eastern Cape Department of Education Five-Year Strategic Plan* 2005/6 to 2009/10, March 2006:6). However, a selected number of public secondary schools will be used in the study as sample during the school academic year. Every effort will be made to vary the selected schools so as to reflect the provincial demography and the nature of public secondary schools within the provincial department of education.

There is a need to acknowledge some limitations one would face in the course of pursuing the investigation of the problem statement. The first constraint will be the access to rural school educators and school governing body chairpersons. Timely preparations and appointments will surely and significantly assist in overcoming this constraint. Access to the provincial department of education's highest ranking officials, within the Human Resources directorate, will also be a challenging task. The anticipated delays in terms of questionnaire responses from the officials could further affect the finding \s of the study to a certain extent. However, making an appointment, with a motivational letter, and providing questionnaires in time; could significantly assist in overcoming this limitation. The time factor is also one of the biggest challenges. The study should be completed in one academic year, meaning that there will be

insufficient time to complete it. The whole study might be a time consuming activity, resulting in one not meeting target dates on time. If one cannot control time, one is bound to lose it and find it difficult to replace. Effectively planning the various activities around the study is a significant aspect of time management. Endeavours will be made to properly plan so as prevent wasting a lot of time. There is a determination to keeping to a tight work schedule. The general lack of resources during the research should also be anticipated. Besides challenges to one's intellectual, personal and emotional resources, this study's success could be seriously undermined by the lack of financial and physical resources. Even so, one's total commitment to the study could reduce, if not eliminate some of these shortcomings, to a great extent. Therefore, to ensure success, one has to effectively utilise all available resources, with sensitivity and wisdom.

1.7 STUDY PLAN

Personnel provision in public secondary schools is a significant staffing function whose contribution to the provision of quality education is indispensable. Educator personnel provision is an integral part of public administrative functions and processes whose objective is to ensure public service delivery through quality education. The effectiveness and efficiency of public secondary schooling is determined by the calibre of educators employed by the National Department of Education. Various public policies and legislative framework have been formulated as an endeavour to fulfilling the public mandate in relation to personnel provision. However, an evaluation of the implementation of such policies within the Eastern Cape provincial department of education could significantly contribute in determining the challenges around personnel provision in public secondary schools. This treatise has been divided into six chapters for the purpose of the study. Chapter one deals with the background of the study; problem statement and hypothesis; objectives of the study; necessity of the study; delimitation

and limitations of the study; and, terminology and definition of words. Essentially, it indicates what the whole study entails. Chapter two provides a theoretical framework to explain the nature and place of public personnel in public administration with specific reference to educator personnel provision in pubic secondary schools. In chapter three, the organisational and legislative framework for education in South Africa is explained, described and deductions made. Topics such as nature and historical background to education in South Africa; educational aims, goals and objectives; classification of schools; role players in public secondary schools; and public secondary education in the Eastern Cape Province, grace this chapter. Chapter four outlines the research design and methodology relevant to the study. This involves the scope of the study, namely the target population, the use of questionnaires as data collecting instrument and data collecting techniques is explained. This includes policy analysis and evaluation using a tentative model. Chapter five deals with data presentation, analysis and interpretation. It further provides the criteria for data analysis and the questionnaire report. The last chapter, chapter six concludes and make a summary of the findings and deductions of the preceding chapters. The challenges and shortcomings in educator personnel provision policy are explained. In conclusion, specific recommendations are provided in an attempt to overcome the challenges.

1.8 TERMINOLOGY AND DEFINITION OF WORDS

The English language is dynamic and constantly developing, thus making its vocabulary open to a variety of interpretations. The point is that various assumptions on the English lexicon open the language to various expressions. To avoid misinterpretation, misunderstanding and subsequent misrepresentation of the words used in this study, it is necessary to clarify the meanings of some terms and words in the context of education in South Africa. For the purpose of this research, the following terms and words are explained.

1.8.1 Aims in Education

The term aim is often used in conjunction goal and objective in education. Thus, it will be helpful to distinguish among them. "Aims are general statements that provide both shape and direction to the more specific actions designed to achieve some future product or behaviour." (Ornstein and Hunkins, 1993: 210) Thus, aims are a consequence of an activity, that is, education. Barrow and Miburn (1990:15) write that "(a)ny practical activity must have an aim or set of aims to give it purpose and the kind of definition that allows us to talk about success or failure, quality, improvement, etc."

1.8.2 Critical Thinking

Critical thinking is one of the general aims of education. "It is closely associated with goals such as rationality, autonomy, and perhaps, creativity and intelligence."(Barrow and Miburn, 1990:77) Thus, critical thinking involves not only intellectual and strategic prowess but also the ability to contextualise education related activities. Education role-players should be critical thinkers on education related issues in order to advance the cause of this phenomenon.

1.8.3 Educator

Education can be perceived to be a series of activities and processes that take place within the context of an education institution. *The National Education Policy Act,* 1996 (Act 27 of 1996) defines an educator as '…any person who teaches, educates or trains other persons at an education institution or assist in rendering education services or education auxiliary or support services provided by or in an education department,…' Educators who are employed in terms of the *Employment of Educators Act,* 1998 (Act 76 of 1998) are in the employ of the state.

1.8.4 Educator Personnel provision

In this study, the educator provision process consists of the following steps:

 (a) Human resources determination

 (b) Filling of posts

- Recruitment

- Selection

- Appointment

- Placement

- Transfer

- Promotion   (Meiring, 2001:117-125)

1.8.5 Effective and efficient

Meiring (2001:84) writes that "(t)he impact of policy can be evaluated by looking at the effectiveness and efficiency of the service being rendered. Effectiveness and efficiency are in fact the prime difference between policy input and policy output. Services are rendered effectively if the amalgam of resources and interaction with the environment is measured against costs, and development is indeed achieved. Effectiveness is also linked to the changing circumstances in the environment and to act pro-actively instead of re-actively." Thus, effectiveness and efficiency in personnel provision is about producing the desired outcomes as per policy objectives.

1.8.6 Goals of Education

"Goals are statements of purpose with some outcome in mind." (Ornstein and Hunkins, 1993:212) Goals of education are statements of intention that are used as guidelines to achieve educational purposes.

1.8.7 Learner

Learning is central to the enterprise of schooling. Simply, to learn is to acquire understanding of something that one did not have before. Thus, a learner is defined as any person receiving education or obliged to receive education in terms of the *South African Schools Act,* 1996 (Act 84 of 1996)

1.8.8 Parent

Parent means-

    (a) the parent or guardian of a learner;

    (b) the person legally entitled to custody of a learner; or

    (c) the person who undertakes to fulfil the obligations of a person referred to in paragraph

    (a) and (b) towards the learner's education at school. (*South African Schools Act,* 1996 (Act

    84 of 1996))

1.8.9 Principal

Principal means an educator appointed as the head of a school. Essentially, a school principal should be able to provide managerial, leadership and administrative skills. The school principal's administrative leadership includes amongst others "… school climate improvement, political skills, systematic programme planning, instructional management, school evaluation, resource allocation, and use of resources." (Barrow and Miburn, 1990:15) Thus, principals are endowed with the capacity to make crucial decisions in the interest of education, in specific school situations.

1.8.10 School Governing Body (SGB)

A school governing body means a governing body as contemplated in section 16 (1) of the *South African Schools Act,* 1996 (Act 84 of 1996) It is vested with the governance of every public school. Section 20 (1) deal with some of the functions of the governing body which involve amongst others administrative issues done in the interest of a public school.

1.8.11 Staff (Educator) Establishment

Educator establishment consists of the number of posts created for any public school under the control of a Provincial Department of Education. The National Department of Education a model for the distribution of the educator posts. This model takes into account relative needs of public schools in respect of post provisioning. However, the most crucial factor that determines the number of posts to be allocated to a school is the total number of posts created by the MEC. This depends largely on the availability of funds for this purpose. (*Employment of Educators Act,* 1998 (Act 76 of 1998)

1.9 CONCLUSION

The provision of quality and effective education in public secondary schools is rooted in the various educational legislation and policy framework. Thus, personnel provision of public secondary school educators, as an integral element in the provision of effective education, is based on legislative and other policy measures. Notably, there are various challenges facing educator provision, thus underscoring the need for an investigation. The realities within the education sector complicate the commitment to effective personnel provision policy implementation. Thus, a need exists to prove that change is crucial for an effective personnel provision in public secondary schools.

CHAPTER TWO

LITERATURE REVIEW ON THE NATURE AND PLACE OF PERSONNEL PROVISION IN PUBLIC SECONDARY SCHOOLS

2.1 INTRODUCTION

The term 'administration' in public administration is a generic term for a number of processes and functions which are performed by officials in the public sector. Administration is a universal process of effectively getting work done with and through people. The processes and functions can, for study purposes be classified into various categories. The purpose of this chapter is to describe and explain the nature and place of personnel provision as a major enabling step in the personnel process. The personnel process is seen as one of six administrative processes. A public institution cannot commence its work to render services until personnel have been appointed and deployed.

The topic will be described and explained in four main sections. Firstly, the nature of the administrative functions and processes will be briefly dealt with. Secondly, the nature and place of personnel provision as a step in the personnel process will be described and explained. Thirdly, personnel provision as the first main step in the personnel process will be described and explained. Lastly, personnel provision in public secondary schools will be described and explained.

2.2 PUBLIC ADMINISTRATIVE PROCESSES EXPLAINED

Public administration is a phenomenon that is characterized by various administrative processes to ensure that objectives with regard to public service delivery are effectively attained. The term public administration commands various definitions from various authors, based on various factors, models, values and/or beliefs. The following two are some of the definitions that can be found:

(a) Public administration is a particular kind of administration found in the public sector, which concerns itself with the execution of public policies, laws, rules and regulations made by legislative bodies. (Coetzee, 1991:20)

(b) It is a system of structures and processes, functioning in a particular society, aimed at an "…effective, efficient and productive execution of formulated policies" (Schwella, *et al.*, 2001: 5)

It can be deduced that public administration involves the execution of public policies through the performance of various institutions and functions. Essentially, public administrative functions are a driving force behind an effective and efficient public administration. In a discussion on the nature of administration a distinction should be made between administrative functions and administrative processes because the two activities are not synonymous.

2.2.1 Administrative Functions/Processes

A function can be described in more than one way and is usually linked to a specific object or person, for example, the function of a human heart is to circulate the blood in the human body (Crowther, 1995:480) or the function of a teacher is to develop the physical and mental abilities of learners. (Meiring, 1987:15) In the work situation, functions are linked to a post, for example, the post of a teacher, which means that he/she is assigned to do something and to achieve some measurable or observable result(s). (Meiring, 2001:38)

In public administration six main grouping of functions can be identified. Cloete (1984:2) writes that these functions are policy making, organising, financing, staffing, determining work procedures, and exercising control. According to Cloete (1998) these generic administrative functions are significant in the personnel field within public institutions in rendering services. However, it is also possible to classify the activities of public administration into specific

processes. Cloete (1984:2) also writes that to obtain clarity about what public administration is a survey should be made of the work public officials do because public administration is work, and any work consists of carrying out specific processes. Each process is linked to a specific functional field of action. (Anderson, 1982: ix; Denhart, 1984:189) A process can thus be defined as a series of events which has a recognisable pattern, consisting of a number of identifiable related consecutive steps, which take place so regularly that the pattern repeats itself (Van Dyk, 1960:96 and Crowther, 1995:922). Cloete writes that administration "… is a collection of processes which must be performed where two or more persons work together to reach specific objectives such as … the rendering of services …" (Cloete, 1975: 1). Starling (1977:1) writes that "… administration concerns the accomplishing side of government. It comprises all those activities involved in carrying out the policies of elected officials…" Administration is thus the work that officials perform in the public sector. Meiring (2001:44) classifies public administration for study purposes into six consecutive main processes namely, the policy process, financial process, organisational process, personnel process, procedure process and control process. One can deduce that each administrative process is mutually dependent on others for its efficiency in terms of functioning. Personnel process is interlinked with other processes in that it all begins with a policy framework relevant to staffing; organising staffing matters; providing finances for performing staffing functions; setting out work procedures for staffing functions; and controlling the staffing activities. To perform the function of staffing requires the carrying out of specific consecutive and related steps, namely, the personnel process. (*Vide*, Cloete, 1984: 131) It can be deduced that administration, as a universal concept, can be classified into various processes because any work consists of specific consecutive related steps which constitute a process. The personnel process is thus seen as one of six main administrative processes.

2.3 NATURE AND PLACE OF PERSONNEL PROVISION AS A STEP IN PUBLIC PERSONNEL PROCESS.

Personnel must be continuously provided and utilised to ensure the effective and efficient rendering of public services. The public personnel process can be classified into two main steps (functions), namely:

- Personnel provision; and

- Personnel utilisation. (Meiring,2001:117)

Cloete (1984:132) classifies the personnel process into four steps (functions):

- personnel provision;

- personnel maintenance;

- personnel training and development; and

- personnel utilisation functions.

Personnel provision is thus the first step in the personnel process. Personnel provision can, for the purpose of this study, be classified into:

- Human resources determination; and the

- filling of posts.

2.3.1 Human resources determination

Human resources determination (or planning; Gomez-Mejia, 1995:63), previously known as manpower planning, (Meiring, 2001:117) is the uninterrupted process whereby current and future personnel needs are determined; and programmes are drawn up and measured to meet the demand and the efficiency of the plans to realise institutional aims (Carell, *et al*., 1975:258 and Gerber, *et al.,* 1996:93). The aims of human resources determination are, *inter alia,* to ensure the:

- timeous filling of posts;

- appoint sufficient and suitable personnel;

- effective and efficient performance of work; and

- analysis and determination of future personnel requirements.

Gerber, *et al.*, (1996:93) defines manpower planning as a "… process through which it can be ensured that the correct number of employees, of the right kind, in the right place and the right time are available to the organisation." Milkovich and Boudreau (1988:313) in Gerber, *et al.*, (1996:94) write that this concept is a "…process that estimates the future demands for employees, both in quality and quantity, compares expected demand with the current workforce, and determines the employee shortages and surpluses based on the organisation's strategies and objectives."

Armstrong (1988:205) in Gerber, *et al.* (1996:93) explains the concept by identifying the following activities as its building blocks:

- demand forecasting;

- supply forecasting;

- forecasting requirements;

- productivity and cost analysis;

- action plans; and

- budget and control.

From the aforementioned exposition, it can be deduced that human resources determination in the public sector is about determining current and future public personnel needs, finding a balance between public sector needs and public personnel needs, and making plans and programmes to realise these objectives. (*Infra*, section 5.3.1) Besides determining future resource needs, human resource determination enables an institution, as an employer, to adapt to technological and other socio-economic changes within the employment environment.

(Gerber, *et al*., 1996:95) Most significantly, human resources planning in the public sector are an important part of strategic planning, which also includes identifying achievable objectives.

2.3.1.1 Objectives of human resources determination

The objectives of human resources determination are to:

- Relate human resource needs to public service activities.

- Analyse and determine future public personnel requirements.

- Improve or maximize work performance.

- Make future scientific estimates of public personnel needs. (Megginson, 1981:125)

These objectives indicate that the personnel determination process is an objective-driven program whose ultimate aim is the optimal utilization of the public personnel to the benefit of public service delivery.

2.3.1.2 Steps in human resources determination

Human resources determination is a process that follows some steps which are carried to ensure the effective and efficient realisation of the public institution's personnel determination objectives. Some of the general components in the process are:

(a) Interpretation of the objectives and strategic plan of the organisation

Human resources determination in public administration should begin with an evaluation of an institution's strategic plan, and personnel provision objectives. The basis for determining personnel needs are provided through these objectives and plans, as they provide sufficient information on human resources planning activities like forecasting requirements, action planning, budgeting and controlling. Essentially the goal of a public institution is to provide services to the citizens (Gerber, et *al*., 1996:98).

(b) Determining the current overall personnel situation

The second step in human resources determination is developing an inventory of personnel currently in the employ of the public institution. This is often generally referred to as personnel information system and it includes personal information, present duties, skills, educational and training qualifications, service records, and career prospects. This enables the public institution to match the skills within the institution to overall personnel requirements, and thus determines and analyses personnel recruitment needs and estimation (Gerber, et *al*., 1996:98).

 (c) Human resources forecasting

Human resources forecasting, involves determining the future demand for public personnel with certain skills, as well as establishing the supply of personnel who will be available. In simplifying the concept, Gerber, *et al.,* (1996:99) write that in estimating the supply of personnel this could be "…obtained by subtracting the number of employees who are internally available from projected demand. If the figure is positive, employees will have to be recruited. If the figure is negative, some of the existing employees will have to be dismissed."

Milkovich and Boudreau (1988:317) in Gerber, *et al,*. (1996:99) propose the three phase model for demand and supply analysis for personnel forecasting, which is also relevant to public administration:

Phase 1: Demand Analysis whereupon the strategic plans of the institution and the need for public personnel are determined.

Phase 2 : Supply Analysis which involves the analysis of the 'effectiveness of the existing recruitment programmes; turnover patterns such as promotions, transfers, demotions, retrenchments, retirements and resignations; and the external labour market to determine the external supply of potential employees.'

Phase 3 : Reconciliation whereupon 'the demand forecast is compared with the supply forecast with regard to the number of employees, experience, skills, race and sex.'

(d) Human Resources Audit and Adaptations

Milkovich and Boudreau (1988:320) in Gerber, *et al.,* (1996:103) describe human resources audit as "…a systematic formal experience designed to measure the costs and benefits of the total human resources programme and to compare its effectiveness and efficiency with the organisation's past performance, the performance of comparable effective enterprises, and the enterprise's objectives."

This step involves some important activities which include: Firstly, job analysis aimed at improving the quality of public personnel. Secondly, the institution's skills inventory is analysed by checking personnel skills level. Thirdly, labour turnover is determined. Lastly, internal movements of public personnel such as transfers and promotions are determined (Gerber, *et al*., 1996:103). The whole exercise of human resources audit creates a chance to change and/or adapt to the plans and objectives of human resources determination. It also creates the opportunity for the recruitment of new personnel.

(e) Developing an action plan for filling of posts

The final and most challenging step in the whole process is the development of an implementation plan and programmes to meet the institution's personnel needs. Based on the outcomes of the above steps; fair, objective, correct and efficient methods should be pursued in either the recruitment, selection, placement, performance evaluation, promotions, transfers, dismissals, retirements, upgrading development, motivation or remuneration of public personnel (Gerber, *et al*., 1996:103).

It can deduced that the planning for public personnel utilization is about reflecting on human resources, as well as their activities, so as to draw up a suitable plan for achieving an effective personnel process. In public administration, rules, procedures and methods relating to

personnel determination should be adhered to guarantee effective and useful results that could act as an input for the filling of posts.

Human resource determination in public institutions should be a scientific process with effective utilisation of resources such as time, finance and personnel. After the determination of the public institution's need for human resources, the next step is the filling of posts to fulfil these needs.

2.3.2 Filling of posts

The filling of vacant posts within public institutions is about obtaining suitable personnel on time and in a cost-effective manner. The whole process of filling public personnel posts should also be driven by a comprehensive and clear policy. It also involves the recruitment, selection and appointment of public personnel, and thereafter the placement, transfer and promotion (Meiring, 2001:118).

2.3.2.1 Recruitment of Public Personnel

Recruitment is a process of reaching out and attracting potential job applicants who have, skills, abilities, qualification and aptitudes that will assist the institution achieve its objectives (Nel, 2004:219). In public institutions it is a process of finding and employing individuals to carry out the public service tasks to be done within an institution. It is an effort of persuading a supply of people with the required characteristics to join the public service. Public personnel recruitment should be driven by clear and concise aims and objectives for effective results.

Recruitment in essence is to obtain suitable candidates to apply for a vacant post in the institution. It is a critical and important activity which determines the quality of personnel the public institution possesses and kind of public service delivery it undertakes (Andrews, 1985:100). An effort should then be made to clarify the definition of recruitment, recruitment

policy, factors that influence recruitment, recruitment guidelines, recruitment sources and the recruitment process.

Recruitment of personnel should be a systematic and objective driven process. Any recruitment strategy should aim at "… to inform, persuade, and invite the candidate to apply for the post.' (Meiring, 2001:118). Recruitment of public personnel is aimed at:

- acquiring applicants who are available and qualified (Carnell,1995:250);

- generating a pool of candidates for a specific post (Gomez-Mejia, 1995:193);

- attracting candidates to apply (Gomez-Mejia, 1995:195);

- being able to select the 'right' person for the job. (Milkovich and Glueck, 1995:248)

It can be deduced that the recruitment of personnel within the public institutions is objective-driven, but should also recognise other factors which might have an influence on the process. (*Infra*, section 5.3.2) Thus, recruitment guidelines could assist public institutions in realizing their recruitment aims.

 (a) Guidelines for recruitment

The manner in which recruitment in the public sector is handled is determined by the guidelines followed in the process. For the recruitment to be effective and efficiently carried out the following guidelines should be considered:

- Human resources determination should precede any recruitment process.

- Recruitment should adhere to legislative and regulatory policies of the government.

- Job specifications should be created for every vacant post.

- A realist job preview should be available to the potential candidate.

- Recruitment sources and methods should adapt to changing circumstances, policies and expectations of the public institutions. (Gerber, *et al*., 1996:111)

Recruitment guidelines are open-ended and are subject to change based on the circumstances and factors determining the existence of each public institution. It can be deduced that

implementing recruitment guidelines should challenging exercise but every effort should be made by public institutions to embrace and utilise them. A clear and concise recruitment process should be of significance in realizing such endeavour.

(b) The recruitment process in the public sector

The recruitment process will evaluate candidates as to how they fit the set requirements for a post. Essentially it involves a series of discrete steps which require an input, processed to produce an output which will in turn determine the requirements for the input of the next step. Livy (1998:100) in Gerber, *et al.,* (1996:120) writes the following steps for the recruitment process which are applicable to the public sector:

- Obtain approval for an appointment in accordance with the human resources budget and level of appointment

- Update job descriptions and job specifications and confirm these.

- Develop the recruitment advertisement.

- Place the advertisement in the most suitable communication medium.

- Set a closing date for responses.

Meiring (2007: 9-15) writes that recruitment in public institutions is divided into the following related steps:

- Determining of future personnel requirements.

- Determining the recruitment field from which the public institution can recruit candidates for appointment to specific posts.

- Publicity, that is, influencing public opinion to create a favourable attitude towards a public institution and its services, among potential candidates.

- The processing of application forms which includes determining the main requirements of the application form; deciding on a suitable design of an application form; and issuing and receiving application forms.

Effective recruitment in public institutions is a costly activity but every effort should be made to undertake an efficient but cost-effective process. The recruitment process is a challenging task for every public institution which is geared at recruiting suitable personnel for the specific jobs. The selection process takes place immediately after recruitment, starting with the processing of application forms. The information obtained from the application forms determines the suitability of candidates for subsequent appointment in specific posts.

2.3.2.2 Selection of public personnel.

Selection is a complicated and crucial function in the provision of public personnel as applicants are matched against the requirements of the post. A thorough determination of its definition, aims, and factors influencing selection decision, the selection process and guidelines could clarify the perceptions about this phenomenon.

Selection is defined by Livy (1988:107) in Gerber, *et al*., (1996:127) as a "… process of job matching and must begin with a description of the job to be done and the identification of personnel qualities necessary for the field of candidates by progressively eliminating those who did not measure up to the specifications."

Nel (2004:232) further defines this concept as a "… process of trying to determine which individuals will best match particular jobs in the organisational context, taking into account individual differences, the requirements of the job and the organisation's internal and external environment." Effective selection in the public sector is about appointing personnel who will successfully function in public service delivery. It can be deduced that selection is about getting the right candidate for the job. It should be noted, however, that important factors within or outside public institutions can either a positive or negative impact in the selection process and the resultant appointments.

(a) Guidelines for the selection of public personnel

There are various criteria that could be followed in affecting public sector selection process. The following guidelines can assist in measuring the effectiveness of the selection process:

- Has a well defined selection policy been developed?

- Why is the current employment standard being used? How it relates to the actual performance in the job?

- Are accurate records being kept of the reasons why each candidate has been rejected?

- What percentage of applicants has been employed?

- What contribution does each step in the selection process makes towards the entire programme?

- How much does each of the steps in the selection process cost?

- Has every selection tool been properly validated?

- What percentage of the newly appointed employees is dismissed during the trial period?

- Can the selection process be successfully defended in court?

- Is there correlation between the degree of success, in the job and the predictions made during selection?

- Is there an exit interview to determine how well employees and jobs were matched? (Klatt *et al*, 1985:222) in Gerber *et al.,* (1996:145).

It can be deduced that the selection of public personnel is the 'nucleus' within the step of filling of posts. It is during this process that the whole personnel provisioning results could be deemed to have suitable personnel for the specific job.

2.3.2.3 Appointment of public personnel

When the decision is made to employ the successful applicant, a job offer is made in a formal written notice. (*Infra*, section 5.3.4) Appointment of the successful candidate should be done without delay. Delays in informing the successful applicant on time could harm the image and reputation of the institution. Appointment of the successful candidate could either be permanent or temporal. Permanent appointments are over a limitless period of time, with an initial probationary period. "A probationary period gives the employer the opportunity to evaluate on-the-job performance, as well as the chance to replace an employee who fails to demonstrate competence on this job." (Meiring, 2001:124).

2.3.2.4 Placement of public personnel

Placement is a continuous process which is directly linked to appointment. Gerber, *et al*., (1996:149) define placement as "the process by which the newcomer/transferred employee/promoted employee is placed in a certain job for optimal individual and organisational goal achievement in accordance with the individual's own potential and needs."
It is therefore essential that newly appointed personnel in public institutions should be placed in specific posts which suit them best. (Meiring, 2001:124) In public institutions, placement, that is, placing the right employee in the right job, requires competent management to ensure effective public service delivery. It is not only confined to newly appointed personnel from outside the institution, but also to demotion, promotion or transfer of existing personnel.

2.3.2.5 Transfer of public personnel

Transfer is regarded as the lateral or horizontal movement of personnel within the public institutions. (*Infra*, section 5.3.7) The objective is to optimally Ρrealize the existing personnel and also to fill vacant posts. (Meiring, 2001:125) Transfer is a personnel movement that is not

associated with any change in the level of skills, responsibility, position or pay. Transfers are sometimes considered as a positive movement towards career development and at times regarded as a form of punishment. (Megginson, 1981:326) It can be deduced that the transfer of public personnel is done for operational reasons based on human resource determination.

2.3.2.6 Promotion of public personnel

Promotion is an approved advancement of an employee from one job to another that is higher in status, compensation, responsibility and authority. (Megginson, 1981:327) The process of promotion should be effectively implemented, and should be based on the policy requirements. Its application should be beyond any question or doubt, by making sure that the most suitable candidates are identified. In other words a specific selection procedure and prescribed criteria should be adhered to. (*Infra*, section 5.3.6)

Promotion is usually based on either on seniority, that is, an employee's length of service; or merit, that is, an employee's ability to perform a job better than others, or a combination of the two. (Megginson, 1981:32) Seniority based promotions are given to suitably qualified personnel with acceptable length of service. This approach is objective and does not involve value judgements. It is mostly relevant and could be frequently used in lower level posts, but the question of competency puts the approach into doubt.

 Merit-based promotions are dependent on managerial judgement and usually result from performance appraisals (Megginson, 1981:328). This approach is motivational and developmental amongst the personnel, as superior performance equals reward.   Both approaches have both advantages and disadvantages when it comes to their implementation. It can be deduced that a combination of both approaches of promotion could be useful and fair

for public personnel and the public institution for effective public service delivery, depending on various factors.

Thus, the filling of vacant public personnel posts is a process that should be undertaken with precision according to the dictates of the policies to guarantee effective outcomes. Educators in public secondary schools are provided and utilised to ensure that effective and efficient education takes place in these institutions.

2.4 PERSONNEL PROVISION IN PUBLIC SECONDARY SCHOOLS IN THE EASTERN CAPE PROVINCE

Personnel provision in public secondary schools involves educator determination and the filling of vacant educator posts.

2.4.1 Human resources determination in public secondary schools

Human resource determination determines the number of vacancies to be filled in an institution. In the education sector educator determination in public secondary schools is determined through post provisioning. Chisholm, *et al*., (2003:511) writes that " (t)he main motivation for the development of post provisioning model is that educator posts need to be allocated optimally, and the creation and distribution of posts must be in line with the funds available for this purpose." The *Employment of Educators Act,* 1998 (Act 76, of 1998) has developed a post provisioning model for the creation and distribution of educator posts for public secondary schools in the respective provincial departments of education, including the Eastern Cape Province. The provincial department of education is expected to adhere and implement these norms of post provisioning. However, effective implementation of post provisioning is dependent upon various factors.

Annexure 1 of the *Employment of Educators Act*, 1998 (Act 76 of 1998) identify the following factors which should be taken into account by the provincial department of education in determining the post provisioning needs of public secondary schools and learners:

- Ideal learner class size

- Period load of educators

- Size of the school

- Different languages taught at school

- Total number of grades

- Need to promote a learning area (subject)

- Learners with special needs

- Access to the curriculum

- Poverty levels of learners

- Funding levels of schools

- *Ad hoc* factors such as unexpected growth in learner numbers

These factors determine a model for educator post provisioning, which should also take into account each public secondary school's priority regarding post provisioning. In addition, weighting norms and standards, based on the above factors, determine educator post provisioning. Chisholm*, et al.,* (2003:511) also write that "(p)rovisioning is determined not simply on a learner-educator ratio but on the weighted number of learner population and posts required by such weighted numbers". Annexure 1 of the *Employment of Educators Act*, 1998 (Act 76 of 1998) uses 'Weighting Norms' to determine the number of educators needed for each school. Public secondary schools which cater for Grade 8 to Grade 12 classes, have weighting norms which apply in respect to Grade 8 and Grade 9 (General Education and Training Band-GET) and Grade 10 to Grade 12 (Further Education and Training Band-FET) respectively.

The following formula is used to determine the weighting of GET band learners: (W= c/m/ lxf)

"c" divided by the ideal maximum class size, divided by the average prevailing period load, multiplied by the funding level.

The value of "c" is set at 40 and refers to the highest ideal maximum class size in relation to which others are expressed. The following table determines the formula used to determine the number of educators in the GET band needed based on the number of learners.

TABLE 2.1 EDUCATOR DETERMINATION FORMULA FOR THE GET BAND

Grade	Max Class Size	Period load (%)	Funding level	Weight
	(m)	(l)	(f)	(w)
8 to 9	37	88	100	1,229

(Annexure 1, Section 4(a), *Employment of Educators Act*, 1998 *(Act 76 of 1998)*

The FET band is different in view of the variety of learning areas; hence each learner is weighted separately based on his or her curriculum. The following formula is used to determine the weighting of FET band (Grade 10 to Grade 12) learners in public secondary schools:

slw = c/m x p/l x f /7

The subject –learner weighting (slw) in thus determined by means of the following formula:

"c" (where c = 40) divided by the ideal maximum class size, multiplied by the promotion factor, divided by the average period load, multiplied by the funding level, divided by 7.

The following two examples of public secondary school subjects yield the following subject learner weighting (slw):

TABLE 2.2 EDUCATOR DETERMINATION FORMULA FOR THE FET BAND

Subject	Ideal max class size (m)	Promotion factor (p)	Period load (%) (l)	Funding Level (%) (f)	Subject-learner weighting (slw)
Life Sciences	32	1	84	100	0.213
Mathematics	38	1	84	100	0.179

(Annexure 1, Section 4(b), *Employment of Educators Act*, 1998 (Act 76 of 1998)

This table gives examples of two FET band subjects and the formula used to determine the subject –learner weighting (slw) used for purposes of post provisioning.

The *Employment of Educators Act,* 1998 *(Act 76 of 1998)* further notes that:

The values that appear in the above tables as promotion factors are all set as 1.This means that no provision is made in the tables for the promotion of any of these subjects. Should provision be made in policy that a subject should be promoted by, for example 7%, the value of "1" would become "1,07". The promotion factor per subject should be included in the provincial curriculum policy and would apply equally to all learners counted in the subject. Thus, the number of educator posts for each public secondary school is determined through the following criteria:

- A total number of weighted learners is determined in each examinable subject by multiplying the number of learners taking the subject (subject learners) with the relevant subject- learner weighting (slw).

- Each learner is allowed to take six examinable subjects, and one non-examinable subject.

- A total number of weighted learners is determined by adding the total number of examinable and non-examinable weighted learners together.

- The number of posts to be allocated to a school is determined by the multiplying total number of posts available by weighted learners of schools, divided by the total weighted learners of all schools.

- (Annexure 1, Section 4(b), *Employment of Educators Act*, 1998 (Act 76 of 1998)

Adjustments on the number of posts allocated to each school are further based on the afore-mentioned factors that determine post provisioning needs. It can be deduced that legislation on educator post establishment is ideal and definite on how educator posts are established at public secondary school phase. Educator post determination in public secondary schools is followed by the filling of educator posts where applicable.

2.4.2 Filling of posts

The filling of vacant educator posts at public secondary schools is a process that is driven by the *Recruitment Policy of the Eastern Cape* Province, 2001; hereafter called *the Recruitment Policy*, 2001; which itself is expected to meet the statutory requirements for filling of posts. The whole process of filling posts involves educator recruitment; publicity; selection; interviews; appointments; placement; transfers; and promotions.

Educator recruitment is a systematic process which is informs, persuades and attracts potential educators for employment at public secondary schools.

2.4.2.1 Educator recruitment

Educator recruitment for public secondary schools is administered by the Provincial Department of Education, as the employer. Section 3 (3) (b) of Act 76 of 1998 duly states that, for the purposes of creating posts on the educator establishment of a provincial department of

education, the Member of the Executive Council shall be the employer of educators in the service of that department.

The Recruitment Policy, 2001 (2001:4) defines recruitment as a "…process that is divided into three stages namely, Advertising, Interview and Appointment of the candidate". *The Recruitment Policy,* 2001 (2001:4) further encourages each provincial state department to "…formulate a recruitment plan and strategy in order to maintain an adequate supply of individuals of quality and quantity". Furthermore, the National Department of Education has produced a guide called *Employment, Induction and Orientation of School-based Educators* (2000) as a recruitment plan. Thus, the provincial department of education as the employer of educators has a legal responsibility to ensure that its strategic recruitment plan yields the expected results, through its oversight mechanisms.

Section 7 (1) of Act 76 of 1998 lay significant directives for educator recruitment. The Act states that " (i)n making of any appointment or the filling of any post or an educator establishment under thus Act due regard shall be (given) … to equality, equity and the other democratic values and principles which are contemplated in Section 195 (1) of the *Constitution of the Republic of South Africa,* 1996, and which include the following factors, namely-

(a) the ability of the candidates to perform; and

(b) the need to redress the imbalances of the past in order to achieve broad representation."

Essentially, the process of identifying and attracting skilful and qualified public secondary school educators for the vacant posts should be guided by the legislative and relevant policy framework. It is a process which should be undertaken in accordance with human resources budget and educator level of appointment in the institution.

Publicity is the first step in the education recruitment process. It can be deduced that an effective recruitment process should utilise effective publicity to attract skilful and well

qualified educators as desired by the post. Advertising of educators' posts is a publicity tool used for educator recruitment.

2.4.2.1.1 Advertising of educators' posts

The Recruitment Policy, 2001 sets procedures to be followed for advertising vacant educator posts. The *Recruitment Policy*, 2001 (2001:4) further categorises advertising into internal advertising which is targeted at educators "…within the public service … as an effort to encourage upward mobility …" and external advertising "… which is open to all candidates within and outside the public service." The *Employment, Induction and Orientation of School-based Educators, 2000* (2000:2) states that " (a)t least once a year, the provincial education department advertises all vacant positions for educators in a Government Gazette (Bulletin)." The Bulletin has either an open (external advertising) or a closed (internal advertising) list of vacant educator posts. "The Eastern Cape Department of Education has also stated its intention to produce an annual educator establishment and issue annual post bulletins for recruitment against the posts identified as vacant." (*Eastern Cape Department of Education Five Year Strategic Plan* 2005/06 to 2009/10:100)

Skills Search, commonly known as head hunting, is another method of recruitment utilised by the department of education in recruiting skilled and experienced school educators especially in the field of maths and science where it is perceived that there is a high vacancy level. "This method will be applied as a last resort when all attempts through open recruitment have failed" (*Recruitment Policy*, 2001, 2001:5). Each bulletin includes instructions for educators on how to apply for the vacancies and the closing date for applications. Z.83 and Z.27 forms are the acceptable application forms used by the provincial department of education to obtain educator profile, so as to determine suitability for the vacant position. It can be deduced that educator

recruitment procedures as set by legislation and policy is the responsibility and mandate of the provincial department of education. Furthermore, educator recruitment policies and strategies do not often attract the suitable candidates. The utilisation of educator head hunting methods indicates that educator recruitment has some challenges of its own. Attracting educators to apply for a vacant post is followed by selection process as per the legislative and policy directives.

2.4.2.2 Educator selection

Educator selection is an important step in the process of filling a vacant post. It is a process which determines whether the educator as an applicant is accepted or rejected for the post. (*Infra*, section 5.3.3)

2.4.2.2.1 Sifting of applications

The first step in the selection process is the sifting, also known as screening, of applications immediately after the closing date. The provincial department of education at district office level sifts the educator applications according to the following guidelines as set out by Chapter 3, section 3.2 of the *Employment of Educators Act,* 1998 (Act 76 of 1998) :

The employing department shall acknowledge receipt of all applications by:

(i) informing all applicants in writing of receipt;

(ii) clearly indicating whether the application is complete of not; and

(iii) indicating whether the applicant meets the minimum requirements for the post and that such applications have been referred to the institutions concerned.

(b)   The employing department shall handle the initial sifting process to eliminate applications of those

applicants who do not comply with the requirements for the post(s) as stated in the advertisement…

Trade Union parties to Council will be given a full report, at a formal meeting, on:

(i) names of educators who have met the minimum requirements for the post/s in terms of the advertisement;

(ii) names of educators who not met the minimum requirements for post/s in terms of advertisement, and

(iii) other relevant information that are reasonably incidental thereto.

It can be deduced that the sifting of applicants is an activity that is driven by a list of criteria to be met which relate to the requirements and duties accompanying the vacant post. After eliminating those educator applications that do not comply with the requirements for the post/s, the applications are sent to the appropriate public secondary schools for short listing and interviews.

2.4.2.2.2 Short listing and interviewing applicants

The School Governing Body (SGB) of a public secondary school, through the Interview Committee, has a legal authority of administering the short listing and interviews of educator applicants for the vacant post/s. (Section 3.3 of Act 76 of 1998). An Interview Committee, known as the panel, a sub-committee of the SGB, is comprised of a maximum of five members who are preferably (*Infra*, section 5.3.3):

- One departmental representative (who may be the school principal) as an observer or resource person;

- the School principal – except in the case where he/she is the applicant;

- members of the school governing body, excluding educator members who are applicants to the advertised post/s; and

- one union representative per union that is part to the provincial chamber of the ELRC as observers. (Chapter B, Section 3.3(h) *Employment of Educator's Act,* 1998 *(Act 76 of 1998)*

The School Governing Body will probably decide on the chairperson and secretary of the panel. "It is important that all members of the panel should take an oath of secrecy as a means of ensuring confidentiality as well as credibility of the process" (The *Recruitment Policy of the Eastern Cape Province*, 2001:7). It is again also important that the panel "… must have a clear idea of the job to be filled and the criteria for selecting the best person for the job… (and) remember, if they make a wise choice, the school will benefit for several years; if they make a wrong choice the school will suffer." (*Employment, Induction and Orientation of School-based Educators*, 2000:6). Accordingly, Chapter B, Section 3.3(f) of Act 76 of 1998 lists the following guidelines in conducting short listing:

(i) The criteria used must be fair, non-discriminating and in keeping with Constitution of the country.

(ii) The curricular requirements of the school.

(iii) The obligations of the employer towards serving educators.

(iv) The list of short listed candidates for interview purposes should not exceed five per post. Specific areas of questioning should be formulated and allocated to each member of the panel for the interview of short listed candidates. It can be deduced that the capabilities and skills of the panel are a significant factor in determining a suitable candidate in the short listing process. The next step is the planning, preparation and conducting of interviews to determine the right candidate to recommend for appointment.

The interview process provides an opportunity for a face-to-face communication where one get brief impressions of personal qualities, competence, experience, values and attitudes of short

listed candidates (Van der Venter and Kruger, 2003:207). The panel should then invite and inform the candidates of the dates and times schedule of the interviews. During the interview suitable questions are asked and answers provided to determine the suitability of candidates and to make selection possible (Meiring, 2001:123).

At the end of the interviews, each member of the panel should have completed a rating (scoring), form for each interviewee. Chapter B, section 3.3 of Act 76 of 1998 concludes the interviewing process by stating that:

(i) At the conclusion of the interviews the interviewing committee shall rank the candidates in order of preference, together with a brief motivation and submit this to the school governing body for their recommendation to the relevant employing department.

(ii) The governing body must submit their recommendation to the provincial education department in their order of preference.

It can be deduced that public secondary schools, through the governing and management bodies, play a significant role in selection process. The provincial department of education as an employer will finally appoint the successful candidate(s).

2.4.2.3 Educator appointment

The *Recruitment Policy*, 2001 (2001:8) states that "(a)ppointing a candidate for the job involves three things namely, issuing a letter of appointment, placement, and probation period." Unsuccessful candidates should also be informed. The provincial department of education must make the final decision in employing an educator, subject to compliance with the *Employment of Educators Act,* 1998 (Act 76 of 1998*),* the *South African Schools Act,* 1996 (Act 84 of 1996) and the *Labour Relations Act,* 1995 (Act 66 of 1995*).*

The letter of appointment given to the successful applicant provides the necessary information on the conditions of service, for example:

- Post description

- Place of work

- Date in which employment begin

- Terms of employment

- Information about the probationary period and its conditions thereof.

An educator is appointed on probation for a period of at least 12 months. Chapter 2, section 3 of Act 76 of 1998 states that "(i)f the head of relevant institution certifies that during his or her probation period or extended probation period, such educator has been diligent and his or her conduct uniformly satisfactory and that he of she is in all respects suitable for the post which he or she holds, the employer may confirm the permanent appointment, …if the educator has complied with all the conditions to which his or her appointment, … was subject."

The Head of Department can decline a recommendation the governing body if:-

(i) any procedure collectively agreed upon or determined by the Minister for the appointment, promotion or transfer has not been followed;

(ii) the candidate does not comply with any requirement collectively agreed upon or determined by the Minister…;

(iii) the candidate is not registered or does not qualify for registration, as an educator with the South African Council for Educators;

(vi) sufficient proof exists that the recommendation of the said governing council, …, was based pm undue influence; a

(v) the recommendation of the said governing body or council as the case may be, did not have regard to the democratic values and principles referred to in Section 7(1).(Chapter 3, Section 6(b) of Act 76 of 1998)

Unsuccessful candidates have the right to appeal against their non-appointment hence the need to keep records and information on the recruitment and selection process. Other than that the right educator has to be appointed in the right job. It can be deduced that educator appointment is legally the sole responsibility of the provincial department of education and is subject to various conditions.

2.4.2.4 Educator placement

The educator placement process requires competent school management team in public secondary schools to ensure optimal and effective management, teaching and learning activities. The School Management Team (SMT) has to match the vacancy requirements with the new appointee's skills, qualifications and experience for the successful execution of the job. (*Infra*, section 5.3.5) Educator placement entails the placement of the new appointee educator to a particular post level, Relative Education Qualification Value (REQV), and salary range as per Chapter B of Act 76 of 1998. It further means determination of workload including the duties and responsibilities as prescribed by the terms and conditions of employment of educators, Chapter A, of Act 76 of 1998. It can thus be deduced that the SMTs play a significant role in ensuring that a newly appointed educator is placed within the designated vacant post. Once employed, the educator can be transferred, subject to legislative provision.

2.4.2.5 Transfer of educators

Educator transfer is regarded as the lateral or horizontal movement of an educator within the department of education whether within the same school, or from one school to another within the same province or another province.

Chapter B Section 2.4, paragraph (a) of Act 76 if 1998 states that the transfer of educators in operational requirements should be based amongst others on the following factors:

(i) change in pupil enrolment

(ii) curriculum changes within a specific educational institution

(iii) change to the grading of the specific educational institution

(iv) financial restraints

Paragraph (b) further states that the transfer of educators declared in excess is "…covered by Resolution No. 6 of the Education Labour Relations Council (ELRC), dealing with the procedures for rationalisation and redeployment of educators in the provisioning of educator posts." Educator rationalisation and redeployment process is based on the number of posts in the post establishment within the provincial education department, as determined by the MEC for education. "Where the number of posts allocated to a school is less than the number of posts that currently exists, the Circuit Inspector together with school will apply the principle of 'last in first out' LIFO, examine curriculum needs and consider redress concerns." (Chisholm, *et al*., 2003:512) This process which was started in 1999 was largely completed in 2001.Thus, educator transfer a complex and sensitive undertaking that requires careful planning and execution to guarantee its intended results. Educator transfer also attempts to contribute towards the filling of vacant posts. Essentially, it is another educator recruitment strategy to ensure a balanced distribution of educator personnel. It can thus be deduced that educator transfer at public secondary schools is either a voluntary activity (e.g. cross transfer) by the affected educators, or compulsory one (e.g. redeployment), to ensure the best possible utilisation of educator personnel, and the equitable distribution of educator posts. Notably, there is no change in compensation and conditions of service, of the affected educators. The moment there is an upward mobility of educators in terms of skills, responsibilities, rank and

compensation, then that pertains to promotion. It can be deduced that if the process of educator transfer

2.4.2.6 Educator promotion

Educator promotion in public secondary schools is generally viewed as a shift to a higher rank. Chapter B, Section 4 of Act 76 of 1998 lists the duties and responsibilities of the various ranks ranging from the school principal (4.2), deputy principal (4.3) Head of Department (4.4) and Teacher (4.5). Thus, the educator career ladder within public secondary schools means promotion to managerial positions due mainly to teaching experience and qualifications. Notably, educator promotion takes place under the same circumstances and conditions for the filling of vacant educator posts. A vacant post had to exist within the institution and a recruitment and selection processes have to be undertaken to determine the suitable candidate, who if selected will be in a promotional post, if the previous post occupied was of a lower rank than the existing one. Thus, educator promotion is not an automatic process that is individually determined for every educator in the educator personnel system. "With no clear promotion guidelines, it is not easy for an individual to plan career mobility in the profession." (Lemmer and Bandenhorst, 1997:19)

Thus, it can be deduced that educator promotion is dependent and hence a result of the recruitment and selection processes. Attempts could be made to address this issue in an attempt to attract more capable educators in higher posts and also retain the existing pool of skilled educators within public secondary schools.

2.5 CONCLUSION

Personnel provision functions in the public sector are interrelated steps which operate according to policy and legislative directives. The significance of public personnel in public

administration is underpinned by the need to ensure that public institutions have the right people in the right numbers with right knowledge and experience, in the right posts, at the right time and at the right cost. This is done in order to contribute towards the functioning of public institutions, through human resources processes like human resources determination, recruitment, selection, placement and promotion. Human resources determination is aimed at obtaining the required personnel. Thus, the personnel process for public personnel utilization is about reflecting on human resources, as well as their activities, so as to draw up a suitable plan for achieving an effective personnel process. Recruitment is aimed at promoting a pool of potential personnel for which the institution can select the best candidate. The recruitment process is a challenging task for every public institution which is geared at recruiting the 'right' personnel for the specific jobs, with an aim of maximizing work performance.

 Selection processes assist in providing suitable personnel who have aptitude, abilities, experience etc, to meet the requirements of the post and of the institution. Selection of public personnel is the 'nucleus' within the step of filling of posts. Placement is a continuation of selection process as ensures the appointment of personnel to positions which correspond to their abilities. The transfer and promotion process of public personnel endeavours to improve work performance and Ρrealize the aims, goals and objectives of education. The Eastern Cape Provincial Department of Education has a legal and constitutional responsibility to ensure an equitable and affordable provision of public secondary school educators throughout the province. It has a responsibility of ensuring an efficient educator post establishment process and output, in the form of equitable distribution of posts within the various public secondary schools. The whole process of filling educator posts is a co-responsibility and mandate of the provincial department of education and the respective public secondary schools. However, the provincial department of education has the final word, in terms of endorsement, in ensuring that legislative and policy procedures are adhered to. The implementation of these procedures

is arguably, a challenge to all affected parties. To understand the context under which the post provision process operates within the education sector, a brief discussion on the nature and development of education in South Africa is significant.

CHAPTER THREE

ORGANISATIONAL AND LEGISLATIVE FRAMEWORK FOR EDUCATION IN SOUTH AFRICA

3.1 INTRODUCTION

The organisational and constitutional framework of the South African education system provides a broad overview of the development, nature and legislative foundations of the schooling system. The contribution of public secondary schooling to the education system is an acknowledgement of its significance in realising the educational aims and objectives. Educators play a vital link in ensuring an effective and efficient secondary schooling. Various role-players within the education hierarchy contribute to the secondary school educator provisioning processes. Secondary school education is further influenced by various factors that impact on educator provisioning within the various provinces of the Republic of South Africa.

It is therefore important that the general South African education and schooling system be briefly overviewed in understanding the Province of the Eastern Cape education set up with regard to educator provision processes. In investigating the educator personnel provision processes within selected secondary schools, it is necessary to initially develop a national historical, organisational and legislative overview of the education system and related issues.

This chapter is aimed at a general understanding of the South African national and provincial education system set-up by identifying various factors. Firstly, it is aimed at broadly overviewing South Africa's education system, its nature and development over time, including significant changes. Secondly, exploring significant aims, goals and objectives of education in South Africa. Thirdly, classifying the formal education institutions. Fourthly, to gain insight into the various role players in education provisioning. Lastly, briefly reflecting on the public

secondary education in the Province of the Eastern Cape including its challenges. The history of the South African education system is an intriguing phenomenon whose development over time has brought about significant changes to all stakeholders.

3.3 NATURE AND HISTORICAL BACKGROUND TO EDUCATION IN SOUTH AFRICA

South African education has been characterised as both informal and formal in nature. Informal education, which is the basis of general education, takes place in a communal and /or home environment. (Badenhorst and Lemmer, 1997:45) It has been part of the lives of the South African people even before the arrival of the Dutch in the Cape of Good Hope in 1652. In those instances, the community elders acted as guardians and teachers, bestowed upon them through their wisdom and knowledge. The arrival of the Dutch settlers brought about the legacy of formal education in schools, which was characterised by teaching, with the teacher playing a vital role. The trend continued under the British, through their Anglicization policies in education from 1902 to 1910.

3.2.1 The Development of Formal Education in South Africa.

Formal education is a process of converting children into useful responsible adults. It is not solely concerned with imparting knowledge, but also the development of the child in totality. During the years 1948-1994, education provision in South Africa has been institutionally functioning along racial lines. This resulted in not only unequal distribution of resources, but also varying degrees of output in terms of learner profile and achievement. The evolution of the education system from a colonial to a democratic era took almost four centuries. It originated and developed as separate education institutions. Education in South Africa was introduced in 1658, with a colonial mentality of master and slave centre of schooling. Despite

attempts at encouraging the indigenous people to embrace formal education, by offering resources, including teaching staff, the Dutch; British and the Afrikaner governments in South Africa established and maintained separate education systems. (Badenhorst and Lemmer, 1997:51-58) By 1910, churches and missionary societies were actively involved in schooling, resulting in marked improvement in the quality of education for the Bantu, Coloured and Indian communities. The role played by the successive White governments since the founding of the Union of South Africa in 1910, towards improving education was unfortunately also based on racial distinction.

Various legislation and policies were enacted to determine amongst other administrative processes, salaries and conditions of employment of teaching staff, and the professional registration of teachers, based on separate racial lines (Badenhorst and Lemmer, 1997:58). Essentially educator provisioning processes were racially motivated and determined. The *Bantu Education Act*, 1953 (Act 51 of 1953) was passed by the National Party government, whereupon Black schools were taken out of the control of the churches and other non-state bodies like missionary societies, and control was centralised. The *Coloured Persons Act,* 1963 (Act 47 of 1963) and the *Indians Education Act,* 1965 (Act 61 of 1965*)* made provision to shift the administration of education, including teacher provisioning, for Coloured and Indian people to the Department of Coloured Affairs, and the Department of Indian Affairs respectively. Kallaway (1984:88) writes that "Bantu, Coloured, and Indian Education were designed to control the direction of thought, to delimit the boundaries of knowledge, to restrict lines of communication, and to curtail contact across language barriers." This marked the institutionalisation of segregation in public and private education. The year 1976, marked a time of political and educational crises. Ironically, in that same year, some predominantly White private schools began to move towards desegregation by admitting students of other races. (Freer, 1991:57) By 1991, the possibility was created for public schools which were

previously exclusively White, to admit students of all races. In 1996, South Africa adopted its first democratic, non-racial, non-sexist Constitution, the *Republic of South Africa Constitution, 1996*, in accordance with the newly integrated society. Accordingly, education legislation has been passed to align the education system with the values and principles of a new South Africa. The educational aims, goals and objectives of the post -1994 democratic era have a significant role in bridging the past inequalities and forging a uniform and equal education system to the benefit of all role players and stakeholders in education.

3.3 EDUCATIONAL AIMS, GOALS AND OBJECTIVES

Education is a purposeful activity that is outcomes-based. (Ornstein and Hunkins, 1993:210) Whether the purpose of education is general, specific, it is reflected in statements of aims or objectives respectively. At the centre of such educational goals, aims and objectives are the educators, who guide the development, implementation, evaluation of educational programs, including teaching. The responsibility bestowed upon educators in realising the educational aims, goals and objectives, confirms the significance of an efficient and effective educator provisioning process, to carry out such educational programs.

3.3.1 Aims of Education

The aims of education within schools are concerned with "… general statements that provide both shape and direction to the more specific actions designed to achieve some future product on behaviour" (Ornstein and Hunkins, 1993:210). Educational aims guide the educators through the educational process. Thus, it is necessary for the educator provision process to determine educator's ability on inability to achieve educational aims. Some of the educational aims that are relevant to South Africa's schooling system and to educators in the schools are to:

- make individuals literate;

- encourage social mobility;

- provide the necessary skills;

- provide necessary tools for effective learning; and

- develop self-realization (Ornstein and Hunkins, 1993:210).

Thus, educational aims to be implementable, through educational programs, have to be turned into specific actions with time limits. It can be deduced that for education to be functional in public school educators play a significant role realising these aims. In implementing these aims, there is a need for clear and concise educational goals.

3.3.2 Goals of Education

Public schools are institutions involved in the preparation of children for their adult roles. Sadker and Sadker (1991:142) identify the following four general goals of schooling:

- Academic, including a broad array of knowledge and intellectual skills.

- Vocational, aimed at readiness for the world of work and economic responsibilities.

- Social and civic, including skills and behaviour for participating in a complex democratic society.

- Personal, including the development of individual talent and self-expression.

In pursuit of the above goals, the quality of the curriculum, educator effectiveness and efficiency is of paramount importance. Competent and committed educators are concerned with ensuring that the curriculum and the teaching strategies, from planning to implementation, are effectively utilised.

3.3.3 Objectives of Education

Educational objectives are formulated in such a manner as to indicate the specific terms of the outcomes of any educational program. Essentially, objectives are characterised by specificity

and short-term measures. Educational objectives in schools relate to curriculum activities, including amongst others, subjects, grade levels and classroom instruction. " (Ornstein and Hunkins, 1993:217) Educational objectives are generally there to improve the quality of teaching and learning. Meaningful educational objectives should be measurable, and the educator's role in formulating and implementing some of these objectives, is a challenging task. The employment of the right and competent calibre educators to realize the educational aims, goals and objectives should not be underestimated. Thus, it can be deduced that the achievement of educational aims, goals and objectives within public secondary schools rests within an effective, efficient and appropriate educator provisioning methodology. There is a need for skilful educators who are efficient and can understand and perform their roles and functions as conceptualised by the educational aims, goals and objectives. The classification of schools according to certain features and characteristics is an attempt at realising that in an efficient manner.

3.4 CLASSIFICATION OF SCHOOLS

To promote efficiency in the schooling system, different schools have been created to cater for differences in sex, aptitude, interest, religion and abnormalities.

3.4.1 Various categories of schools

The South African schooling system has been categorized into public schools, independent schools and specialising education schools, which all utilise the services of professionally trained educators. These schools depend on the teaching skills of educators for their effective functioning. This makes educator provisioning within the various schools categories, a significant factor that cannot be ignored. The different categories of schools can be discussed as follows:

3.4.1.1 Public schools

Public schools are instituted and financed by the National Department of Education. It makes significant financial contributions for the maintenance of the school grounds and buildings, provision of learner support material, and support services. Public schools are further characterised by paying educator salaries according to the staff provision scale. Thus, the National Department of Education, as the employer of educators, has a legislative task of ensuring educator provisioning processes through legislative and policy frameworks. Chapter 3, section 6 of *Employment of Educator's Act,* 1998 (Act 76 of 1998) provide the Director-General and the Head of Department, the powers to appoint, promote and transfer educators in public schools.

3.4.1.2 Independent schools

Independent schools are privately funded schools that are owned by private individuals or companies, trusts or churches. Resource allocation for private school is not the responsibility of the state. However, these private schools must register with the state education department and should be governed and managed in compliance with the registration requirements. Some of these requirements relate to education provisioning processes. These requirements include minimum qualification requirements for teaching staff. (Lemmer and Badenhorst, 1997:147) Chapter 5, of the *South African Schools Act,* 1996 (Act 84 of 1996) deals with registered independent schools, with specific reference to their registration and subsidisation (section 46 and 48). Thus, the National Department of Education has a responsibility over the registration and functioning of independent schools.

3.4.1.3 Special education schools

Special education schools offer specialised education to either physically handicapped, mentally retarded, hearing impaired, or deaf learners. These schools provide specialised

education to cater for the special education needs of learners. The special educational needs of learners call upon for special educator provisioning processes, in meeting the requirements for teaching these learners. It can be deduced that separate types of schools should comply with the prescribed legislation to ensure efficiency and delivery of quality education. Educator provisioning is an important process in ensuring that quality education within the respective schools is delivered. Educator provisioning processes in public schools vary according to the levels of formal education. Each level of formal education undergone by each learner determines the quality of an educator required.

3.4.2 Levels of Formal Education

Notably, the differences in age and level of development create an effective opportunity of classifying students within the hierarchical structure in the education system:

0 - 3 years	-	Crèches
4 - 6 years	-	Pre-primary schools - grade 0
7 - 13 years	-	Primary schools - grades 1 to 7
14 - 18 years	-	Secondary schools - grade 8 to 12
19 years -	-	Tertiary institutions

(Lemmer and Badenhorst, 1997:150-153)

In an attempt to cater for the educational needs of the various age groups of learners, The South African education system has been categorised and divided into the following:

3.4.2.1 Pre-Primary education

Pre- Primary or early childhood education offer development programmes to children over the age of 3 years. Pre-Primary school education is basically giving children within the school environment the opportunity to "…thrive physically, mentally, emotionally, morally and socially" (Lemmer and Badenhorst, 1997:150). This presents a challenge to provincial

departments of education to properly develop this level of education in terms of curriculum development and provisioning of educators. Notably, early childhood education centres operate independently from public or as private institutions.

3.4.2.2 Primary school education

Primary school education consists of the first seven years of formal schooling, and its aim is to develop learners to the basic skills of literacy and numeracy (junior primary phase) and later introduce them to the core subjects of learning (senior primary phase). This level of education requires special qualifications for educators to successfully perform their duties.

3.4.2.3 Secondary school education

The junior secondary phase (from grade seven to nine) is a transition phase from primary to secondary education. The senior secondary phase (grade ten to twelve) prepares learners to senior certificate (grade twelve) qualifications. Owens (1998: 138) in Lemmer, E (1999:74) writes that secondary schools should:

- prepare learners for admission to higher education

- prepare learners for the world of work

- seek to fuse academic studies with practical work-orientated studies.

Thus, secondary schooling marks the transition from general education to vocational education. Some different forms of secondary schools like technical, commercial and agricultural, offer students the opportunity to do vocational subjects, thus preparing them for the workplace. Secondary education is further characterised by educator specialization in their respective subjects for effective teaching and learning. Hence, there is need for efficient educator provisioning process for this category of educators. The various provincial

departments of education offer secondary school education at varying degrees in terms of educator effectiveness; quality of the school building; school and class size; and so on.

3.4.2.4 Tertiary education

Tertiary education includes education institutions which offer higher education. These institutions are universities, technikons, private or public colleges as well as professional institutes.(Lemmer,1999:174) Educators in tertiary institutions need not only specialise in the field of study, but also have advanced qualifications. Thus, personnel provisioning vary from institution to institution depending on various institutional factors, including external and internal environments. Educator provision processes within the various kinds and levels of formal education are a significant factor in maintaining and attaining educational aims and objectives to the benefit of all stakeholders. Notably, these processes differ and vary accordingly, including the contribution to the schooling system. It can be deduced that the respective levels of formal education have an important contribution to educative development of the child. There are various role-players involved in the realisation of the education phenomenon within public secondary schools. This also involves educator provision processes within the public secondary school sector. Thus, there are various categories of schools to provide for different, unique needs of learners at every level of education, including some with special requirements.

3.5 ROLE PLAYERS IN PUBLIC SECONDARY SCHOOLS

Various role-players are involved in the ultimate hiring of educators within public secondary schools. These range from the national parliament, the legislative body, to the role of learners in the provisioning process.

3.5.1 The Role of the National Parliament in Education

The National Parliament is a political legislative structure, which occupies the highest status within public administration in South Africa. Politicians within the Parliament take policy decisions, by passing various important legislative measures which relate to education matters such as educator provision within public secondary schools. These laws are subject to the provisions of the *Constitution of the Republic of South Africa,* 1996. One of the important provisions which regulate the function of public service, including educator provision in public secondary schools, is section 195 (I) of the *Constitution of the Republic of South Africa,* 1996. It contains the basic values and principles governing the public administration. Other legislative measures which are directly relevant to educator provisioning, passed by the parliament are the:

- *National Education Policy Act,* 1996 (Act 27 of 1996), which provides for the determination of national policy for education, policy on salaries and conditions of employment for educators.

- *Employment of Educators Act,* 1998 (Act 76 of 1998), which provides for the employment of educators by the state regulation of the conditions of service, discipline, retirement and discharge of educators.

- *Public Service Act,* 1994 (Proclamation 103 of 1994*),* which regulates the way in which various departments of the state including the department of education, are created and staffed.

Thus, constitutional and legislative framework for education in general and educator provision in particular, is an important foundation which is determined by the legislative body. It is through the legislation that powers and roles of the National Department of Education are determined.

3.5.2 The Role of the National Department of Education

The formulation of general education policies and the administration of education in the national sphere of government are the responsibility of the Department of Education (*National Education Policy Act,* 1996, Act 27 of 1996, sections 2 to 7). The Minister of Education, as the political head of the Department, is charged with a political responsibility of determining, formulating and ensuring the implementation of education legislation promulgated by Parliament. The Head of Department, known as the Director-General is the chief administrative officer responsible for the implementation of such legislation. The Director-General also attends to administrative functions related to human resource planning and development, which includes the provision and supply of educators in public secondary schools. The National Department of Education interacts with the provincial education departments through co-operation and delegation of functions in the administration of public education. (*National Education Policy Act,* 1996*,* Act 27 of 1996, section 3(p) (ii)) This is done to avoid duplication of functions and ensure co-ordination of administrative functions within the constitutional and legal parameters. It can be deduced that the National Department of Education is responsible for determining national education policies, undertake consultations, monitor and evaluate education across the country. To perform these functions provincial departments have to play a significant role in the implementation of processes like educator provision.

3.5.3 The Role of the Provincial Departments of Education

Provincial education departments are responsible for the provision of schooling including educator provisioning. South Africa has nine provinces (The *Constitution of the Republic of South Africa,* 1996: section 103 (1). Provinces operate under unique educational circumstances based on past and present circumstances; however generic administrative functions are the

same in all the educational departments, because administration is a universal generic phenomenon. (Cloete, 1998:214) Provincial education administration has undergone continual organisational changes in an attempt to bring about effective administration by formulating and implementing policy directives. One of the administrative functions delegated to provincial department of education is the human resource planning and development function. Chapter 2 of Act 76 of 1998 grants the Member of Executive Committee (MEC) within provincial departments of education to determine the conditions of service and educator establishments in the respective provinces. Chapter 3 on Appointments, Promotions, And Transfers; and Annexure 1 on Allocation of Posts to Educational Institutions of Act 76 of 1998 guide the MECs' in educator provisioning process for public secondary schools. The Provincial Department of Education works in consultation with public school governing bodies to determine personnel provision.

3.5.4 The Role of the School Governing Body (SGB)

The *South African Schools Act,* 1996 (Act 84 of 1996) is the most relevant education legislation on school governance, its composition, functions and authority in personnel provision. Section 16 (1) vests the governance of every public secondary school in its governing body. Section 23 lists the following elected members of the governing body of an ordinary public secondary school:

- Parents or guardians of learners at the school

- Principal (ex officio member)

- Educators at the school

- Learners at the school

- Co-opted members

 Section 21 of the *South African Schools Act,* 1996 (Act 84 of 1996) gives governing bodies in public secondary schools the authority to, amongst other things:

- Determine the school's mission, aims and objectives

- Determine the admission policy

- Determine the language policy

- Determine school budget priorities

- Recommend and negotiate educator appointments, in consultation with the provincial department.

It can then be deduced that school governing bodies have a significant role to play in the personnel provision processes in public secondary school. There is a need to put into place in every public school, an effective and efficient school governance system that will ensure that the right personnel in the right job are employed and utilised. The School principal's role in ensuring such performance within the governing bodies should not be underestimated.

3.5.5 The Role of the School Principal in Personnel Provision

The school principal, as an educational leader within the public secondary school, has school administrative responsibilities; as such he/she should possess administrative leadership. The effective functioning of the school depends on his/her leadership and professional conduct. The principal is expected to acquire new knowledge and additional skills to successfully implement departmental policies. As an administrator, the school principal should follow the legal decision-making and accountability procedures to the benefit of the school as an organisation. The school principal has 'certain powers' with regard to personnel provision and thus is 'partially involved in the total process of filling posts' (Van der Westhuizen, 1991: 244). Van der Westhuizen (1991: 243) writes that "… the function of creating a post at all school level is usually dealt with at central (provincial) or regional (district) authority level. General policy

which serves as guidelines for the creation of posts, usually exists in the form of an educational ordinance… Particulars for the creation of posts may differ, with the result that each school principal should find out what the policy is with regard to the creation of posts in the education department concerned." The school principal should ensure that the governing body is increasingly empowered to make and take human resource development strategies, including personnel provision in terms of legislative and other directives. As a school accounting officer, any deviations from the legal and policy frameworks of the personnel provision processes could open the school to litigation. Chapter 5 of Act 76 of 1998 spells out charges of incapacity and misconduct for a school principal who fails to adhere to the provisions of the Act. In an attempt to ensure and promote efficiency amongst school principals in their administrative duties, Act 76 of 1998, has developed an instrument for developmental appraisal (Chapter C). Furthermore, section 16 (3) of the *South African Schools Act,* 1996 (Act 84 of 1996) grants the school principal the managerial powers to implement departmental policies including personnel provision. "The special task of a school principal in the school context – that of utilising his staff fully to be able to realise the specific goals of teaching and education cannot be overemphasised."(Van der Westhuizen, 1991: 241) Thus, the school principal has to perform management functions effectively to ensure personnel provision outcomes are beneficiary to all relevant stakeholders. To effectively perform such tasks the school management team, should assist the school principal in managing the school.

3.5.6 The Role of the Head of Department

The role of heads of department in public secondary school education cannot be underestimated. The head of department in a public school is involved in planning and designing teaching and learning activities, thus significantly contributing to a creation of a teaching and learning environment. Each head of department has a responsibility to

professionally develop subordinate educators by assisting them to acquire new knowledge and additional skills. The head of department should also possess leadership qualities, to ensure that educator determination of posts is efficiently performed, as a predecessor to personnel processes.

3.5.7 The Role of the Post Level One Educator

The concept 'educator' generally refers to all public school teachers, including the principal, deputy principal, head of department and post level one educator (Act 76 of 1998). Educators are employed in terms of Act 76 of 1998 and are also legally treated as public servants. Post level one school-based educators have core duties to perform as part of their workload. The Act 76 of 1998, chapter 3 on Workload of Educators, lists duties to be performed during formal school day and outside the formal school day. At the centre of the post level one educator is the ability to educate learners. Significantly, educators, as role-players in public secondary schools are expected to act "… as responsible adults, as representatives of children's parents (*in loco parentis*) and as professional experts who scientifically plan and guide the children's process of becoming adults" (Van der Westhuizen 1991:356). Educator interest in the teaching profession is driven by both internal and external factors. Amongst the external factors that determine interest in the profession are issues relating to salaries and job satisfaction. Personnel provision processes like educator recruitment, selection, promotion opportunities and transfer should have an impact on the pool of educators that are within the profession. It could then be deduced that educator significance within the schooling system is also determined by the efficiency of the personnel provision processes.

3.5.8 The Role of Learners

Public secondary school learners are exposed to various aspects of education. The following development areas will equip them to be worthy adults:

- Academic development

- Skills development

- Social development

- Economic development

- Cultural development

- Physical development (van der Westhuizen 1991: 351-352).

As significant role-players, learners should be provided opportunities to acquire these areas, depending on their levels of study, understanding, readiness, and intellectual abilities. Learner discipline is a crucial factor. Hence, the *South African Schools Act,* 1998 (Act 84 of 1996) has set some guidelines for a Code of Conduct for learners. Public secondary school learners play a vital role in the educator provisioning, through their representatives in the school governing bodies. Learners have legal expectation about educators who should maintain a standard of professional ethics and look after their well-being. An inference can then be made that educator provision should take into consideration learners' curricular needs, learner numbers, types of handicaps among learners, and so forth; as these determine among other considerations the number and types of educator posts created.

3.5.9 The Role of Parents / Guardians

Parents, as partners in the education system, play an important role in their children's educational programme, as members of the governing body and as individuals. Parental involvement in the educator recruitment and selection is regulated by Chapter 3, section 6 and 7 of *South African Schools Act,* 1996 (Act 84 of 1996) and Chapter 3: The Advertising and Filling of Educator Posts of Act 76 of 1998. Parents determine the image of public schools

within their community and the school's reputation further determines the type and character of educators it utilises. Parental satisfaction with the quality of teaching and learning, staff members, standard of learner behaviour, quality of school facilities and the school in the general, not only boosts their confidence in that particular secondary school, but also the reputation of the school. Thus, parental participation in school activities including educator personnel provision is thus encouraged through a partnership with educators and the Department of Education for the complete and optimum development of the child.

3.5.10 The Role of Support Staff (Non-teaching personnel)

In public secondary schools, support staff members are either one or all of the following members:

- Administrative personnel.

- Hostel personnel.

- General personnel.

The role of non-teaching staff members within secondary schools as essential services, is commendable, especially the administrative activities which require competency and dedication to the benefit of the school community. The administrative personnel offers crucial administrative support services in the form of secretarial duties, record keeping and departmental forms in relation to personnel provision, thus ensuring the function of the school as an organisation. Their significant contribution to the orderly running of the school is translated into an effective teaching and learning environment.

The significant roles played by the respective stakeholders in public schools with regard educator personnel provisioning, makes a special contribution to the schools and its functioning in the education system. Educator personnel provisioning in an administrative process whose functioning involves a broad range of role players to ensure effective

functioning of the school. There are also some environmental factors that affect not only the role players but also the provisioning process itself.

3.6 PUBLIC SECONDARY EDUCATION IN THE EASTERN CAPE PROVINCE

The Eastern Cape Province is one of the nine provinces of the Republic of South Africa. Statistics South Africa estimated the Eastern Cape population at around 7 million in 2004, which represented 14% of the total national population (*Eastern Cape Department of Education Five-Year Strategic Plan* 2005/6 to 2009/10, March 2006:1). The Eastern Cape Department of Education has the largest number of public schools. The *Eastern Cape Department of Education Five-Year Strategic Plan* 2005/6 to 2009/10, March 2006:72-73, provides the following 2005/6 statistics regarding public secondary schools:

Number of public secondary schools = 880

Number of learners in public secondary school level = 642,622

Number of state paid public secondary school educators =13,850

The Eastern Cape Department of Education has a vision of offering quality public education and training system that transforms the schools into centres of community life, through the promotion of moral values, good governance and sustainable development. In accordance with its broad constitutional mandate, it has, amongst others, a strategic goal of improving teaching and learning at all educational levels, including secondary schools.

Public secondary schooling in the Eastern Cape is also faced by various challenges. Firstly, there has been a noted backlog in terms of the provision of classroom infrastructure for the increasing number of secondary school learners. This is rampant in rural areas, where there are still mud-built schools that are prone to changes in climatic conditions to the detriment of teaching and learning. Secondly, there have been concerns about the provincial matric pass rate

which has not yet stabilised. For instance, in 2002 the pass rate was 51.9%; in 2003 it increased to 60 %; in 2004 it dropped to 53.4%; in 2005 increased to 56.7%; and in 2006 it was 54%. Thirdly, there have been some challenges to efficient delivery of Learner Support Material to some secondary schools, as some material arrives late, well after the school academic year has started. Fourthly, the impact of HIV and AIDS on secondary school education system is far-reaching thus negatively affecting the teaching and learning environment. Fifthly, school environmental factors like safety and security; availability of running water; and lack of facilities like laboratories, also affect the provision of quality teaching and learning environment. Lastly, the shortage of educators is a matter of concern. The *Eastern Cape Department of Education Five-Year Strategic Plan* 2005/6 to 2009/10 (March 2006:56) on impediments to service delivery notes that "a fundamental challenge that faces the ECDoE (Eastern Cape Department of Education) is the shortage of educators and educator skills as a result of attrition rates …. (a)dded to this has been insufficient budget allocation which inevitably, results in unending financial constraints." These and other challenges have a direct impact on accessing secondary schooling. Thus, a concerted effort to improve the quality of secondary school education should begin by addressing these challenges, including the issue of educator personnel provision.

3.7 CONCLUSION

The South African education system has evolved over time culminating in the passing of laws and policies that marked a post 1994 era of an inclusive and democratic society. The achievement of the educational aims, goals and objectives has become the main focus of schooling. Hence there is a need for a pool of skilful educators to realise them. This then calls for an educator personnel provision process in public schools that caters for the levels and various kinds of formal education. Notably, various role players are involved in varying and

significant degrees in the efficient realisation of this process. The environment under which this process takes place should be acknowledged as one of the contributing factors. In conclusion, a summary of public secondary school education system and its challenges in the Province of the Eastern Cape provides a foundation for an investigation of the educator personnel process in this sector.

CHAPTER FOUR

RESEARCH DESIGN AND METHODOLOGY

 4.1 INTRODUCTION

Policy research in education is not only useful but also desirable in addressing the proper and legitimate concerns of education related issues. It is capable of informing education policy direction and significantly encourages autonomous and critical evaluation of government policies. Thus, policy research in education has a significant contribution to the existence and sustenance of democratic principles and education development. The purpose of this chapter is to describe and explain the methods for the collection of data in relation to educator personnel provision policy in public secondary schools. It determines the methodology and design of the research. This will be done by firstly, seeking for a written permission for the research from the head of the Provincial Department of Education head office. Secondly, the scope of the study will be explained, including the features of the survey area. Thirdly, the research design and methodology used in addressing the research problem will be explained and described. This will include the research strategy; data collection instrument to be used; population details; sampling details; questionnaire details; data collection procedure; the response rate; and the data analysis technique. Lastly, it will be explained how one intends to consider ethics in the study. But firstly, requesting a permission to conduct the study is a crucial opening phase in the research process.

 4.2 PERMISSION TO CONDUCT THE STUDY

In conducting a study on educator personnel provision policy, permission had to be sought from the head of the Provincial Department of Education head office, the targeted public secondary schools and also educator associations and unions. Bell (1987:42) in Cohen *et al*., (2000:53) writes that "(p)ermission to carry out an investigation must be always sought at an

early stage. As soon as you have an agreed project outline and have read enough to convince yourself that the topic is feasible, it is advisable to make a formal, written approach to the individuals and organization concerned, outlining your plans. Be honest."

The purpose of the request was to obtain an informed consent from the respondents to participate in the investigation. The letter indicated the main purpose of the research. It also included the significance of the research to education development in terms of usefulness and desirability. Essentially the value of the research goes beyond the educative interest, but also its general benefits including the re-evaluation of the education policy relating to the implementation of the educator provision processes.

In seeking the permission, assurances of respondent confidentiality and anonymity were guaranteed. This was done to protect the respondent's right to privacy. Confidentiality means "…although researchers know who has provided the information or are able to identify participants from the information given, they will in no way make the connection known publicly the boundaries surrounding the shared secret will be protected" (Cohen *et al*., 2000:62). Furthermore, the respondents completing the questionnaire won't have any identifying symbols like names, occupation and addresses. Seeking such permission will in essence maximise the response rate during the collection of data, thus improving the credibility of the study. Thus, seeking official access and subsequent acceptance from the Eastern Cape Provincial Department of Education to undertake the study is a significant first stage to the effectiveness of the study. Having secured the respondents' permission to conduct the study, the next step was to identify an appropriate design for the research.

4.3 SCOPE OF THE STUDY

The scope of the study attempts to explain the exact limits of the area under investigation. It includes the survey area of the respondents involved in the study.

4.3.1 Survey Area

The main aim of the study is to investigate the personnel provision policy in public secondary schools, with specific reference to policy implementation challenges. The aim is practically applicable through the afore-mentioned objectives of the study. The collection of data for descriptive purposes in this study is a crucial feature of the survey. This survey will be characterised by scanning "… a wide field of issues, populations, programmes, etc. in order to measure or describe any generalised features" (Cohen *et al*., 2000:169).

The design of the survey for this study will be based on the following factors for its effective implementation.

(a) The purpose of the investigation: To investigate educator personnel provision in public secondary schools with specific reference to implementation problems.

(b) Specifying the population upon which the survey is focused: The target population for the study are public secondary school principals, school governing body chairpersons and education departmental officials.

(c) The availability of resources: The use of questionnaires during construction, distribution and collection involves financial resources (Cohen *et al*., 2000: 172).

The survey area for the study is a key factor in the research in that it is where one will be able to "… retrieve and locate information..." that is "…relevant and up-to-date…" (Wilkinson, 2000:55). Thus, the survey area states clearly the places where the study is to be conducted.

In this study, the research will be conducted in three areas. Firstly, selected public secondary schools will be visited to conduct the research. The selected public secondary schools will be located in both urban and rural areas to ensure representativity. Secondly, the survey will also include the offices of the educator/ associations. Thirdly, it will also include visiting the offices of the Provincial Department of Education which is legislatively tasked with educator provisioning (*Employment of Educators Act,* 1998 (Act 76 of 1998) *Chapter B of Personnel*

Administration Measures). It can be deduced that the survey area in this study offers a significant starting field for the research in that it draws the specific areas where it will be undertaken. After discovery the place for the research, the question of how the study will be conducted needs to be explained.

4.4 RESEARCH DESIGN AND METHODOLOGY

A research design refers to the "…techniques and procedures used in the process of data-gathering…" (Cohen *et al.,* 2000:44). Wilkinson (2000:9) writes that research design is one of the main stages in research and it involves the methods of data collection and analysis including identifying the research population/sample. Henning (2004:145) writes that "(t)he design will signpost the type of interpretation that the researcher envisages." Thus, it determines the methods to be used and the factors influencing such endeavours. It is simply a plan of action which involves the following criteria.

4.4.1 Research Strategy

The study will utilise a descriptive form research, that is, a survey. Basically, the study will seek to compare the responses and results of the respondents in attempting to address the research problem. The appropriate research method to use for gathering data of this kind is the survey. The evaluation of personnel provision policy and the implementation challenges thereof is descriptive, that is, it describes and interprets the existing conditions. "Typically, surveys gather data at a particular point in time with the intention of describing the nature of existing conditions, or identifying standards against which conditions can be compared, or determining the relationships that exist between the specific events" (Cohen *et al.* 2000:169). Thus, the survey method of investigation is effective in describing and evaluating a

phenomenon such as educator provisioning. The research strategy also determines the data collection instrument to be used for the study.

4.4.2 The Data Collection Instrument

The question of determining the appropriate data collection instrument to gather data from the respondents is a significant step in the investigation process.   Based on the research methodology used and the purpose of the research, the questionnaire can be used as a data collection instrument. The questionnaire provides an economic and effective way of collecting data in a structured and manageable form. It can be well-planned, so as to produce rich data for analysis and simple interpretation. Cohen *et al.,* (2000:247) identify the following features of a useful questionnaire:

- It is clear on its purpose

- It is clear on what needs to be included to the purpose of the study.

- It is exhaustive and comprehensive in its coverage of the elements of inclusion.

- Asks appropriate kinds of questions which are clear, simple and brief.

- Elicits the most appropriate kinds of data.

- Asks for empirical data.

It can be deduced that a questionnaire is one of the useful and convenient data collection instrument in a survey in that it not only saves time but also ensures considered responses.

In this study, the questionnaire is a data collecting instrument which will be utilised in examining the respondents' perceptions on personnel provision in public secondary schools. The information sought the questionnaire will not be complex, in that it will seek facts and opinions around educator provisioning from relevant and reliable respondents. Thus, the use of a questionnaire could produce an information-rich study. This could further make it possible to generalise about educator provision in almost all public secondary schools in the Eastern Cape

Province. The population of the study becomes a critical element in pursuit of the research objectives.

4.4.3 Population Details

Research design also involves the identification of the research population applicable to the study. Allison *et al*., (1996:30) write that the population is the larger collection of all the subjects that one wishes to apply one's conclusions to. Cohen *et al*., (2000:172) write that the population is the identification of a total population in advance creates a conducive atmosphere for a representative sample. Thus, a population refers to a group of subjects or objects whereupon the sample is drawn and to which generalizations can be made. Realistically, factors such as time, size, and accessibility make it difficult to utilise the whole population for a study. Hence a need for a target population. Allison *et al*., (1996:31) write that a target population "… is the population from which you would like to obtain a sample and to which you would like to apply conclusions." Thus, a target population is who/what you had intended to conduct a research on.

The total population for this study are four components who have a significant stake in the personnel provision processes within public secondary schools in the Eastern Cape Province. These are:

- Provincial Department of Education Officials.

- Public secondary school principals.

- School Governing Body (SGB) chairpersons

- Educator Union/Association chairpersons

Identifying the target population for these components means locating a sizeable group which will be the subject of the study. The target population is a portion of the population, but yet the

general findings of the study could be generalised to the whole population. The target population for this population would be characterised by the following to ensure credibility:

- Reliability;

- Representativity;

- Consistency;

- Transparency;

- Validity.

Thus, the target population for this study should be able to respond in a scientific manner through the sample in relation to the research purpose. Once the population has been identified, one should sample from it.

4.4.4 Sampling Details

Le Compte and Preissle (1993:60) write that a sample is a "…subset of a larger population …" and the term sampling "… denotes extracting systematically from a larger group some smaller portion of that group so as to represent adequately the larger group." Cohen *et al*., (2000:92) write that the"… quality of a piece of research not only stands or falls by the appropriateness of methodology and instrumentation but also by the suitability of the sampling strategy that has been adopted." Thus, sampling is the selection of a representative group of participants in the study to ensure the credibility of the research findings.

In this study one main sample will be selected, namely:

- A sample from selected education officials, school principals, School Governing Bodies and educator unions/associations within the Eastern Cape Province.

The sample will consist of the following respondents:

School Principals

- Urban public secondary school principals

- Rural public secondary school principals

School Governing Bodies

- Chairpersons from public secondary school SGB's

Educator Unions/ Associations

- Representatives of educator unions/associations

Education officials

- Provincial Department of Education officials from the Human Resources Directorate

Thus, the sample for this is representative, knowledgeable and informative, creating an opportunity for the study to findings o that are rich and significant. The next step would be to determine the method of collecting data from the sample.

4.4.5 Questionnaire Details

A questionnaire could be described as a collection of questions and statements presented to the sample for response. Cohen *et al*., (2000:245) write that the questionnaire is a widely used and useful data collection instrument which provides structure data which is straightforward to analyse.

In this study, the following questionnaires will be used (See Appendices A and B):

Questionnaire One: Questionnaire to Public Secondary School Principals and School Governing Body Chairpersons

Questionnaire Two: Questionnaire to Education Departmental Officials and Educator Unions/Associations

Both questionnaires deal with the following sections:

- General Questions

- Human resources determination

- Recruitment of public secondary school educators

- Educator selection

- Educator appointment

- Educator placement

- Educator promotion

- Transfer of educators

- Reasons for the shortage of educators

The study will utilise a semi-structured questionnaire as an ideal type. Cohen *et al.*, (2000:248) write that "(b)etween a completely open questionnaire that is akin to an open invitation to write what one wants and a totally closed, completely structured questionnaire, there is a powerful tool of the semi-structured questionnaire." Thus, the questions in the questionnaire will be classified into both:

(a) Open-ended questions

The respondents will be given a free will to respond in any way they think its best regarding personnel provision in public secondary schools. This provides respondents of the study the opportunity to explain and qualify their responses, avoiding limitations and restrictions.

(b) Closed Questions

The respondents will also be expected to respond to structured questions whereupon possible answers are given to choose from. These types of questions make it possible to code the responses for quick analyses. Thus, using different questions and approaches to questioning will open access to the required information pertaining to educator provisioning policy and its challenges. The next issue is the distribution of the questionnaires.

4.4.6 Questionnaire Distribution and Collection Procedure

The following number of respondents will receive questionnaires:

Provincial Education Departmental Officials

- Five questionnaires

Public Secondary School Principals

- Five questionnaires for urban public secondary school principals

- Five questionnaire for rural public secondary school principals

School Governing Bodies (SGB's)

- Five questionnaires for SGB chairpersons of public secondary schools

Educator Unions/ Associations

- Three questionnaires for educator union/association representatives in the Provincial Education Labour Relations Council (PELRC)

The questionnaires will be personally handed out with explanation, and call back later for collection. Thus, twenty three (23) questionnaires will be distributed to the sample and personally collected to save time and improve the response rate.

4.4.7 Response Rate

The questionnaire statistical details are as follows:

TABLE 4.1 QUESTIONNAIRES USED AND RECEIVED

Questionnaire No.	Distributed	Received back	%
1	8	7	88%
2	15	12	80%
Total	23	19	83%

The validity of the response rate determines the credibility of the study. Barbie (1973:165) writes that a response figure of at least 50% should be sufficient for analysis of the questionnaire, a figure of 60% can be seen as "good" and a figure of 70% as "very good". It

can be deduced that the 83% (19 of 23) response rate is a reasonable and acceptable figure. A valid response rate creates a conducive environment for effective data analysis.

4.4.8 Data Analysis

Data analysis is about bringing together the data in a meaningful way to enable the researcher to interpret and sense of it. Essentially there are two types of data; quantitative, which is inductively analysed and qualitative, which is deductively analysed. But before analysis, data must be classified or coded in some way. Vithal and Jansen (1997:27) write that researchers can only make sense of the data they collect through organising and arranging the data into manageable form. . However, before the coding process, it will be imperative to cross-check the responses to identify and eliminate errors. This is called editing. Moser and Kalton (1977) in Cohen *et al*. (2000:265) identify three crucial 'tasks' associated with editing.

(a) Completeness : A check is made that there is an answer to every question.

(b) Accuracy : A check is made that all questions are answered accurately.

(c) Uniformity : A check is made that respondents have interpreted instructions uniformly.

Thus, processing the collected data, whether numerically or verbally basically involves a systematic arrangement for easy and effective interpretation.

In this study, the data analysis process will begin with the editing of the respective responses in the questionnaire. The data will be cross-checked, to identify inaccuracies such as irrelevant responses and eradicate errors. The respondents' answers to closed questions will be reduced to percentages (rounded to whole numbers) to allow for easy and quick analysis of the data. Each response will be presented in a form of a table to allow for quick and easy interpretation. The respondents whose common answers form the majority percentage will be the determining factor in interpreting responses and making credible deductions. Data from open questions will also be processed and every relevant response will be noted for interpretation. After every

section, deductions will be made based on the responses, thus giving perspectives on issues relating personnel provision in public secondary schools. To ensure genuine and effective results of the study, ethical considerations could not be ignored.

4.5 ETHICAL CONSIDERATIONS

Rosnow and Rosenthal (1996:51) write that "(i)n the day-to-day conduct of human subjects' research, certain dilemmas may arise from concerns about the problems investigated and the methodological procedures used to study them." A researcher is obliged to conform to certain ethical obligations. In dealing with human subjects, the researcher is obliged to firstly, not to cause any physical or psychological damage to participants and secondly, to ensure the validity of the study. Wilkinson (2000:44) writes that the issue of informed consent for potential research participants is critically significant to ensure the credibility of the study. This includes informing them about the purpose and objectives of the study. Thus, the researcher has an ethical responsibility towards the welfare of the potential respondents of the study.

In this study various measures will be undertaken to safe-guard moral values. Firstly, an informed consent from the respective respondents will be personally sought before distributing the questionnaires. They will be fully informed about the nature of the research and how the questionnaire responses will be used as specified by the purpose of the study. This includes the letter of approval to conduct this study from the Provincial Department of Education. Secondly, the respondents' privacy and sensitivity will be guaranteed and protected. Each respondent will be personally visited as an individual and assured his/her anonymity to protect his/her personal responses. Appointments will be made to ensure that debriefings are held at a time and place convenient to the respondents. Lastly, every effort will be to ensure that that each response is treated with confidence, dignity, fairness and equally. Thus, conforming to

ethical requirements will significantly improve the credibility and validity of the findings of the study.

4.6 CONCLUSION

The research design and methodology for this study is mainly determined by the research problem and purpose. The first significant stage in research stage in research methodology is seeking official access to conduct the study and subsequent approval from the Provincial Department of Education. As an integral part of the scope of this study, the survey area delimits the boundaries where the study will be conducted. The research design and methodology determines the methods to be used for the study and the factors influencing the investigation process. The survey method is a suitable research strategy for this descriptive kind of study. A convenient and useful data collection instrument for the study is the questionnaire. The population details for the study provide information about subjects on which conclusions for the study could be applied. Research participants, in the form of a sample, are selected from the population. The questionnaire, as a data collection instrument from the sample, should be economical, effective and structured. The use of open-ended and closed questions in a semi-structured questionnaire fir this study will open access to the required information pertaining to educator provisioning and its challenges. To improve the response rate, the questionnaires are to be personally distributed and collected for data analysis. The data analysis process, whether verbal or numerical, should be systematically arranged for effective interpretation. In undertaking the study, conforming to ethical requirements improves the credibility of the study and its findings. The following chapter will attempt to analyse and interpret the collected data for this study.

CHAPTER FIVE

DATA ANALYSIS AND INTERPRETATION

5.1 INTRODUCTION

This chapter will focus in transforming the process into a final product. Ways and means will be worked out to structure and communicate what has been collected through the questionnaires within the field of Public Administration. The final analysis of the data collected in the empirical research endeavours to find a way to structure and communicate what has been researched. Ely (1999:140) writes that " (t)o analyze is to find some way or ways to tease out what we consider to be essential meaning in the raw data; to reduce and reorganize and combine so that the readers share the researcher's findings in the most economical; interesting fashion". The title of the study involves an evaluation of educator personnel provision policy at selected public secondary schools in the Eastern Cape Province. The purpose is to present the empirical research results that underpin the research objectives and hypothesis of the study. Essentially the study will prove that the provision of educators at public secondary schools is inadequate to satisfy the growing need for suitable and qualified teaching personnel.

In an effort to clearly analyse and interpret the collected the collected data, the chapter will be divided into various sections as poised by the questionnaire to departmental officials, public secondary school principals, SGB chairpersons and educator union/association representatives. Firstly, the respective responses on human resource determination will be analysed. Secondly, the issue of recruitment of public secondary school educators will be analysed and interpreted. Thirdly, educator selection will be analysed and interpreted from the respective responses. Fourthly, the issue of educator appointment will be systematically analysed to reflect on the questionnaire responses. Fifthly, responses on educator placement within public secondary

school will be analysed and interpreted. Sixthly, the issue of promotion of educators and related issues will also be analysed and interpreted. Lastly, the transfer of educators will also be analysed and interpreted as part of personnel provision within public secondary schools. Reasons for the shortage of educators will also be interpreted in support and to prove the hypothesis for this study. After the analysis and evaluation of the collected data, suitable deductions will be made after every section based on the responses. But firstly, personal details of respondents should be dealt with as a background to the questionnaire report as these have implications on the study.

5.2 DEMOGRAPHIC DETAILS OF RESPONDENTS

The following statistical information is provided with regard to the personal details of respondents to the questionnaire on personnel provision in public secondary schools. The statistics are provided in the form of percentages which have been rounded up to a whole number.

TABLE 5.1 AGE DISTRIBUTION OF RESPONDENTS

Age	%
35 – 39	11%
40 – 44	21%
45 – 49	21%
50 – 54	37%
55 – 59	5%
60 – 64	5%

Thus, the majority of the respondents (37%) are between 50 – 54 years of age and none of the respondents are under 35 years of age. This augurs well for the study as maturity in age equals considered responses.

TABLE 5.2 GENDER DISTRIBUTIONS OF RESPONDENTS

Males	68%
Females	32%

Thus, the majority of respondents in terms of gender are males and this imbalance will not affect the credibility of the study due mainly to the fact that the questionnaires do not deal with gender issues.

TABLE 5.3 RESPONDENTS' YEARS OF SERVICE

Years	%
Less than 5 years	37%
5 to 10 years	16%
11 to 15 years	31%
More than 20 years	16%

It can be deduced that the majority of respondents (37%) have less than five years experience in their respective posts. This is not surprising as the union/association representatives and SGB chairpersons are elected for a specified period unlike departmental officials and school principals who are appointed and form the bulk of the 31% who have 11 to 15 years service in their posts. The percentage distribution in terms of years of working experience further ensures divergence of opinions and perspectives.

TABLE 5.4 HOME LANGUAGE OF RESPONDENTS

Home Language	%
English	5%
Xhosa	95%

It can be deduced that in terms of home language, majority of respondents (95%) are Xhosa speaking with English home language forming only 5%. The impact of this on research findings will be minimal to none, as racial and/or language issues are not included in the questionnaire.

TABLE 5.5 RESPONDENTS' ACADEMIC QUALIFICATIONS

Academic Qualifications	%
Matric	5%
Diploma	21%
Undergraduate degree	21%
Post graduate degree	53%

The majority of respondents (53%) have a post graduate qualification which confirms their competency with personnel provision issues. These academic qualifications could influence the quality of data presented by the respondents. Thus, the respondents' response rate is reasonable and representative of the sample. The general personal details of the respondents provide a significant insight on their responses and the subsequent analysis processes.

5.3 PERSONNEL PROVISION IN PUBLIC SECONDARY SCHOOLS

Personnel are an important resource in schools as without personnel such as public secondary educators cannot commence functioning or operate effectively. Personnel are an indispensable means to an end and it is essential that specific steps be carried out to obtain and utilise personnel effectiveness. These steps were described and explained in chapter two and the practical application of these steps and the empirical data collected from public secondary school role-players can be discussed as follows.

5.3.1 Human Resources Determination in Public Secondary Schools.

Human resources determination is aimed at obtaining the required personnel of the desired calibre. It is the planning process for personnel recruitment. (*Supra*, section 2.3.1)

Question 1.1: Is it possible to fill vacant posts timeously in public secondary schools?

Answer: The majority of the respondents (74%) answered negatively and motivate their answers as follows:

- Educator vacancies are not published timeously.

- Too much 'red-tape' in the appointment process.

- Internal school conflicts around vacant posts.

- Vacant posts created through attrition become redundant.

- Non-availability of qualified educators.

- Shortage of Mathematics and Science educators.

- Lack of incentives to work in rural schools.

- Disagreement between Educator unions and the Provincial Department of Education over staff establishment processes.

Question 1.2: Was it possible to appoint sufficient and suitable educator personnel in public secondary schools?

Answer: The answers of the respondents can be set out as follows:

TABLE 5.6 APPOINTMENTS OF SUFFICIENT AND SUITABLE EDUCATOR PERSONNEL

Respondents	2006		2007		2008		Total	
	Yes	No	Yes	No	Yes	No	Yes	No
Departmental Officials	---	100 %	----	100 %	---	100 %	----	100 %
Educator Unions	33%	67%	33%	67%	33%	67%	33%	67%
SGBs	75%	25%	75%	25%	75%	25%	75%	25%
School Principals	50%	50%	50%	50%	50%	50%	50%	50%
Total							42%	58%

From the above it is clear that the majority of the respondents (58%) have noted that it has been quite difficult to appoint educators in public secondary schools from 2006 to 2008. An analysis of the reasons for the non-appointment of sufficient and suitable educator personnel highlights the following:

- Lack of qualified educators, especially educators to teach subjects such as Mathematics and Science in public secondary schools.

- Lack of incentives for educators to work in rural areas.

- Reluctance to replace resigning or retiring educators.

- Candidates do not apply for vacant posts due to poor salaries.

- On-going disputes between educator unions/associations and Provincial Department of Education over post provisioning.

Question 1.3: Does your school have a suitable human resources and programme in place?

Answer: The majority (58%) of the SGB chairpersons and school principals have acknowledged that their respective institutions have no human resources and programme in place. The respondents have cited the following two reasons for the negative answer:

- too much educator workload; and

- lack of sufficient administrative personnel.

Question 1.4: Do you experience an adequate shortage of sufficiently qualified educators in either all subjects or Mathematics and Science subjects, or both?

Answer: The majority of the respondents (57%) to this question do not experience any shortages of sufficiently qualified educators in subjects other than Mathematics and Science subjects. However, the majority of respondents (68%) further acknowledge that there is a shortage of qualified educators in Mathematics and Science subjects. The motivations for not experiencing any shortage of sufficiently qualified educators in subjects other than Mathematics and Science are as follows:

- There is a pool of qualified educators who are either temporarily employed or still not employed; and

- there is a pool of educators who are unemployed due to incorrect declaration of posts.

The motivations for the shortage of qualified educators in Mathematics and Science subjects are as follows:

- Inability to fill vacant posts involving these subjects especially in rural areas;

- closing down of teacher training colleges; and

- few educators are qualified in these subjects.

It can be deduced that it is impossible to timeously fill vacant posts in public secondary schools due to a variety of reasons. It is quite interesting to note that 50% of departmental officials acknowledge that there are some challenges with regard to the filling of educator vacant posts.

Furthermore, the *Provincial Annual Declaration of Posts* and the filling of posts have significantly contributed to the non-appointment of sufficient and suitable educators in public secondary schools from 2006 to 2008. It has also been observed that there is a lack of an effective human resources planning in public secondary schools. Thus, there is a challenge in terms of the employment of suitably qualified educators in the Mathematics and Science fields of study. To sum up, human resources determination for public secondary schools is faced with challenges in the filling of vacant posts, lack of strategic human resource plans and shortage of educators especially in Mathematics and Science subjects.

5.3.2 Recruitment of Public Secondary School Educators

Recruitment is the first crucial step in the filling of vacant posts. Recruitment is clearly about attracting skilful candidates for the job to ensure optimal outcomes. (*Supra*, section 2.3.2.1)

Question 2.1 What is your opinion on the following statement?

'Effective educator recruitment in public secondary schools is a costly and challenging task in every public school.'

Answer: The responses tabulate the extent of agreement or disagreement of respondents to the argument that effective educator recruitment is costly and challenging in public secondary schools.

TABLE 5.7: AN ANALYSIS OF THE RESULTS ON EDUCATOR EFFECTIVENESS

Group	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Total
Dept Officials	25%			25%	50%	100%
Educator Union				33%	67%	100%
SGB Chair				100%		100%
School principal	13%		50%	37%		100%
Total	10%		13%	49%	28%	100%

49% of the respondents agree with the assertion that effective recruitment of educators is costly and challenging. Interestingly, 28% of the respondents strongly agree as the other 13% is objective to the statement. Only 10% of the respondents totally disagree with the statement and none of them disagree.

Question 2.2: How does the introduction of National Curriculum Statement (NCS) positively or negatively affect the recruitment of educators?

Answer: The common and compelling responses to the question from the respondents are:

Positive Implications

- More educators are being recruited especially in critical subjects.

- Educators are attracted to schools that have systems in place for NCS.

Negative Implications

- Lack of skilled educators as required by NCS

- NCS needs more numbers of educators and most schools do not have enough educators.

- Newly qualified educators have no experience in NCS.

Question 2.3: Are you satisfied with existing arrangements for the recruitment of suitably qualified educators in public secondary schools?

Answer: 63% of the respondents have indicated their dissatisfaction with educator recruitment arrangements of the Provincial Education Department citing the following reasons:

- Lack of a clear departmental recruitment plan and understanding of the needs of each school.

- Creates opportunities for nepotism.

- Unnecessary delays in the filling of vacant posts.

- Corruption is rife in the filling of vacant posts.

- Rural schools are unable to attract suitably qualified pool of educators.

Question 2.4: Do you experience any problems in the recruitment of educators?

Answer: The majority of the respondents (74%) have indicated that there are surely some challenges/problems in the recruitment of educators in public secondary schools. The respondents listed the following problems as important:

- Challenges faced by rural schools and reluctance by educators to teach in these areas.

- General shortage of suitable qualified educators.

- Apathy towards the educator profession.

Question 2.5: What ought to be done to improve the existing recruitment programme in public secondary schools?

Answer: The respondents have identified the following compelling suggestions:

- Address the controversial issue of post declaration first.

- Improve the time taken to fill vacant posts

- Undertake a needs analysis for the vacant post to ensure that a suitable candidate is recruited.

- Provision of incentives to work in rural schools.

Question 2.6: What is your reflection on the recruitment of foreign educators?

Answer: The respondents indicated that although foreign educators often have suitable qualifications, skills and expertise and that local educators can learn from them, serious problems such as language barriers exist, which make it difficult for learners to understand properly. Furthermore, some of their qualifications are perceived to be questionable. Some respondents are of the opinion that foreign should be :

- Viewed as a temporal relief;

- appointed in vacant posts, only when suitable local educators cannot be found; and

- appointed in rural schools.

Finally, the Provincial Department of Education should determine a comprehensive policy and plan of action and that suitable, sufficient local educators should be trained. It is clear from the above responses those foreign educators:

- Cannot be seen as a permanent solution; and

- cannot replace local educators.

It can be deduced that educator recruitment is a challenging and costly task to plan and implement. The introduction of NCS in public secondary schools has both negative and positive implications for educator recruitment. The majority of the respondents (58%) are dissatisfied and that the existing arrangements for the recruitment of suitably qualified educators need to be reviewed. Furthermore, the recruitment of educators is experiencing problems which should be resolved to an extent to bring about effective educator personnel provision. Educator recruitment programmes should be improved to ensure an effective recruitment processes. There is also an acknowledgement of the significance of foreign educators, despite some operational challenges. Based on the responses on educator recruitment, it can be deduced that effective educator recruitment of suitably qualified educators is a challenging task, hence the need to constantly review its programmes.

5.3.3 Educator Selection in Public Secondary Schools.

Educator selection is a process of sifting, short listing and interviewing candidates in search of suitably qualified educator(s). *(Supra*, section 2.4.2.2)

Question 3.1: Does your school have an Educator Selection Committee?

The question on educator selection is specifically directed towards school principals and SGB chairpersons. The question enquired whether schools have Educator Selection Committees and its composition.

Answer: The majority of the school principals and SGB chairpersons (75%) of respondents have indicated the existence of Selection Committee. Accordingly, the Selection Committee is comprised of the following members (*Supra*, section 2.4.2.2.2):

- Educators

- Educator Unions

- SGB members

 The following common functions were identified by the respondents:

- Short-listing of applicants.

- Conducting interviews.

- Recommending applicant for appointment.

Question 3.2: List the steps you follow in the educator selection process.

Answer: The majority (53%) of all respondents have identified the following common steps:

- Advertise the post

- Sifting of applicants

- Short-listing of applicants

- Sending invitations to the interviews

- Interviewing of Candidates

- Recommend, notify and appoint

Question 3.3: What is your opinion on the following statement?

'Interviews are a significant component in the selection of suitably qualified educators.'

Answer: The majority (47%) of all the respondents strongly agree that interviews are a significant component in the selection of adequately qualified and suitable educators.

TABLE 5.8: AN ANALYSIS OF THE RESULTS ON THE INTERVIEW SIGNIFICANCE

Group	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Total
Dept Officials				25%	75%	100%
Educator Union		33%		33%	33%	100%
SGB Chair			25%	25%	50%	100%
School principal			38%	24%	38%	100%
Total		5%	22%	26%	47%	100%

Question 3.4: Are you satisfied with the existing arrangements for the selection of suitable candidates from a pool of applicants?

Answer: The majority (68%) of all the respondents are quite satisfied with the existing arrangements for the selection of suitable candidate from the pool of applicants.

Question 3.5: Do you experience any problems in the selection of educators in public secondary schools?

Answer: The majority 53% of all respondents have noted that there are also problems in relation to educator selection processes.

It can be deduced that the existence of a Selection Committee lays a significant foundation for an effective educator selection process. Adherence or non-adherence to the selection process steps as per policy directives could determine the calibre of the appointed candidate. The analysis on the significance of the interviews has shown that they are a major determinant of

suitably qualified candidates from pool applicants. There is general satisfaction with the existing arrangements for the selection of suitably qualified candidates. Despite some challenges, there is a general understanding and satisfaction with the selection process of suitably qualified educators. Interviews are also viewed as a significant and decisive factor in the selection process.

5.3.4 Educator Appointment

Educator appointment is the offering of the job to the successful applicant. (*Supra*, section 2.3.2.3)

Question 4.1: What determines the appointment of a qualified and suitable educator in public secondary schools?

Answer: The various respondents have identified the following crucial and common determinants in their order of significance:

- Academic qualifications and competence

- Subject specialisation and teaching experience

- Knowledge of the institutions' mission and vision

- Professionalism

Question 4.2: Are you satisfied with the effectiveness of appointed educators in public secondary schools?

Answer: The majority (63%) of all the respondents are satisfied with the effectiveness of appointed educators.

Question 4.3: Are you satisfied with the appointment procedures in public secondary schools?

Answer: The majority (74%) of all the respondents have indicated their satisfaction with the appointment procedures in public secondary schools.

It can be deduced that academic qualifications and subject specialisation are the main determinants for the appointment of suitably qualified educators in public secondary schools. There is general satisfaction with the existing appointed pool of educators, and this could have a significant impact in improving the educator appointment processes. Thus, there is general satisfaction with the current appointment procedures of public secondary school educators. The respondents' answers on educator appointment point not only to their general understanding of the concept but also satisfaction with appointment procedures.

5.3.5 Educator Placement

Educator placement is the matching of vacancy requirements with the appointee's skills, qualifications, and experience. (*Supra*, section 2.4.2.4)

Question 5.1: Do you believe that the current pool of educators placed in public schools is capable of optimally achieving the goals of the Department of Education?

Answer: The majority (52%) of all the respondents are not satisfied with the capabilities of the current pool of educators to achieve the goals of the Provincial Department of Education. The following reasons were given for such incapability:

- Lack of commitment from educators

- No capacity building exercises for educators

- Difficulty to cope with changes like the introduction of NCS.

- Shortage of educators in subjects like Mathematics and Science

It can thus be deduced that interventions are necessary to develop the capabilities of educators placed in public secondary schools. Skills development and in-service training of appointed educators could assist in improving the capabilities of educators.

5.3.6 Educator Promotion

Educator promotion is an advancement of the educator from one level to a higher level that is higher in status, pay and authority. *(Supra*, section 2.3.26)

Question 6.1: Are there promotional opportunities for educators in public secondary schools at all levels?

Answer: The majority (57%) of the all respondents believe that there are no promotional opportunities in the teaching profession within public secondary schools. The respondents expressed the following motivation for their negative answer:

- Opportunities are scarce due to the nature of the profession.

- Promotion depends of each school's staff establishment

- There are very few senior posts in schools

Question 6.2: What are the problem areas in the promotion of educators?

Answer: The following answers were provided by the respondents:

- Failure to fill vacant promotion posts

- Promotion depends solely on staff establishment

- No clear promotion system

- Very few promotional posts

- Shortage of suitably qualified educators

- Lack of experience in some educators

Question 6.3: Is there is a link between educator promotion and educator shortage?

Answer: The majority (68%) of all the respondents have found a correlation between a lack of promotion opportunities and the shortage of suitably qualified educators.

Question 6.4: Please mention three main reasons for educator dissatisfaction.

 Answer: The following common and relevant reasons were identified:

- Lack of promotion opportunities

- Filling of vacant post

- Low salaries

- Heavy work load

- Lack of incentives

- Poor working conditions

Question 6.5: Explain the role of school principals in the promotion of educators?

Answer:

- Facilitate and promote the process in conjunction with all stakeholders in a fair and equitable manner

- Sometimes they are biased and involve themselves in corrupt activities to promote certain educators

- As the school managers, school principals should consider the schools' needs in any promotional activity

- Should identify and recommend the potential candidate

- Must recommend the educator to be promoted

- Should advise and recommend to the SGB

- Act as a guide to the promotion process

- Identify potential candidates for promotion

Thus, educator promotional opportunities in public secondary schools are lacking and this could adversely affect provisioning of educators. It has been noted that there are problems around educator promotional opportunities in public secondary schools which could negatively affect educator provisioning. Promotional opportunities can also be linked to the shortage of educators. There maybe other factors contributing to either lack of promotion or shortage of educators. Based on these responses, it can be deduced that promotion opportunities contribute immensely to educator dissatisfaction. Public secondary school principals play a significant

role in the promotion processes within their schools. However, the variety and often vague roles expected from principals indicate a need to specify clear and definite roles to avoid prejudices around the issue. To sum up, educator promotion opportunities in public secondary schools have brought about dissatisfaction and negative implications on educator provisioning hence a need for the review of the related policies.

5.3.7 Transfer/ Rotation of Educators

Educator transfer is the lateral movement of educator within public schools. (*Supra*, section 2.5.2.5)

Question 7.1: Are educators multi-skilled to be transferred or rotated within the school?

Answer: The majority (58%) of all the respondents do not think that the existing pool of educators is multi-skilled to be rotated from one subject to another.

Their negative response solicited the following motivation:

- Educators in public secondary schools specialize in their respective subjects

Thus, it can be deduced that the issue of subject specialization is a limiting factor to multi-skilling of educators. Subsequently, it becomes difficult to simply fill or replace vacated posts within public secondary schools.

5.3.8 Reasons for the Shortage of Educators

The following reasons were identified by the respective groups:

- Poor planning by the Department of Education

- Lack of financial support for aspiring educators

- Low salaries

- Closure of teacher training colleges

- Poor working conditions

- Lack of incentives

- Educator attrition

Thus, it can be deduced that various factors contribute to the shortage of educators in public secondary schools. Notably, lack of financial support, low salaries, lack of incentives and poor working conditions and low salaries have contributed to the dire shortage of educators thus putting a strain on personnel provision.

5.4 CONCLUSION

The chapter analysed and interpreted the data collected with questionnaires to be able to evaluate the provision of educators in selected public secondary schools in the Province of the Eastern Cape. Various questions, based on the theoretical base provided in Chapter two, were given to school principals, provincial chief officials, school governing body chairpersons and representatives of educator unions/associations, to confirm or refute the hypothesis that the provision of public secondary school educators is inadequate to satisfy the growing need for sufficient and suitably qualified personnel. From the data collected the following information was established. Firstly, that although the biggest group falls within the 50-54 age bracket the respondents can be seen as relatively young, with only 10% reaching the pension age. It not surprising that 37% of the respondents have less than five years experience as the educator unions/association representatives and SGB chairpersons are elected for a specified period of time unlike departmental officials and school principals who are appointed and form the bulk of the 31% who have 11 to 15 years service in their posts. It is also interesting to find that 53% of the respondents are in possession of a post-graduate qualification and that 21% of the respondents have an undergraduate degree qualification. The personal details of respondents provided an opportunity for the study to be sound, logical, representative, trustworthy and credible. Secondly, it was found that responses on human resources determination have

highlighted problems around the filling of vacant posts. It is not viable to fill vacant educator posts in public secondary schools. This is further complicated by a lack of human resources plan in these institutions and shortage of sufficiently qualified educators especially in Mathematics and Science subjects. Thirdly, it was found that the recruitment of educators has also been noted to be a challenging task, hence a need to review existing recruitment programmes. Foreign educators are seen as one solution to the problem but the process of their recruitment should be adequately addressed. Fourthly, it was found that the respective responses have acknowledged the significance of educator selection processes and the existing arrangements. Interviews are generally perceived to be a significant factor in the selection process hence a need for a constant reviewal to ensure its effectiveness. Fifthly, it was found that the appointment of suitably qualified educators is mostly determined by academic and professional qualifications. There is an element of hope in the abilities of the existing pool of educators. However, the respondents believed that to improve such capabilities means introducing interventionist measures. Sixthly, it was found that the issue of educator promotion was too problematic and contributes negatively to educator provisioning. There was a link between the lack of promotional opportunities and educator shortages. Seventhly, it was found that the transfer of educators within public secondary schools is hindered by, amongst other factors, subject specialization. Lastly, it was interesting to note that some of the reasons identified for educator shortage relate to educator provision practices and financing issues. Thus, personnel provision arrangements in public secondary schools do not provide sufficiently the need for suitable and qualified educators.

CHAPTER SIX

CONCLUSION

6.1 INTRODUCTION

Personnel provision in public secondary schools is a first significant step in public personnel process. Improving teaching and learning in public secondary schools also involves ensuring an effective educator personnel provision. There are perceived challenges associated with educator personnel provision in public secondary schools. Hence, a need existed to conduct a study evaluating this phenomenon in public secondary schools. The purpose of the study was to analyse and evaluate, with an intention of proving that there are problems associated with educator personnel provision, resulting in a number of disconcerting outcomes. In this chapter, the objective is to conclude the study by drawing attention to the following aspects. Firstly, a summary and findings of the study will be explained. Secondly, concluding observations that have significant implications on the study will be brought to light. This includes reaching findings on the study. Lastly, specific recommendations on personnel provision in public secondary schools, based on the findings of the study, will be highlighted. The findings and conclusions of the respective chapters are hereunder discussed.

6.2 FINDINGS OF THE STUDY

The findings provide significant outcomes in terms of the purpose and objectives of the study. Thus, it is imperative that findings should present the true reflection in terms of educator personnel provision so as to achieve a credible product of the study. The mini-dissertation consists of six chapters and the findings of each chapter can be explained as follows. Chapter one introduced the problem statement, hypothesis, objectives and necessity of the study. The following chapters have corroborated these issues and concerns in pursuance of the purpose of this study. Chapter two of the study has provided a thoughtful presumption on the nature and

place of public personnel in public administration with specific reference to educator personnel provision in public secondary schools. It has been found that the theoretical framework is a sound and positive development within public administration. However, the realization and execution of such processes and procedures is a challenging and disputable assignment. It was found that:

- personnel provision is an important function of the public personnel process

- personnel provision consists of specific steps that ought to be carried out to ensure effective human resources determination and the filling of posts.

- personnel provision is aimed at obtaining the required personnel of a desired calibre.

Chapter three of the study provided a description of the legislative and organizational framework of education in South Africa. It was found that evolving and advancing education system has to be correlated with a pool of skilled and suitably qualified educators. It was found that:

- the South African education system has evolved overtime culminating in specific legislative measures which influenced such education system prior to 1994 and which were later changed to mark a post 1994 democratic and inclusive education dispensation.

- educational aims, goals and objectives are a point of focus to achieve effective schooling.

- there are various significant role-players involved in public secondary schooling.

- public secondary education in the Eastern Cape Province, a significant phase within the education structure, is faced with challenges.

Chapter four provided a research design and methodology to determine educator personnel provision in public secondary schools. The requirement to obtain permission to the research was firstly explained. This was followed by the scope of the study, where the survey area,

target population, questionnaire details, sampling procedure and the limitations to the study were explained. Twenty three (23) questionnaires were distributed to the respective respondents with a response rate of 83%, which can be seen as good.

Chapter five deals with the analyses and interpretation of data that was collected with the questionnaires. The purpose was to present credible research results that support the research objectives and hypothesis of the study.

The chapter consists of the following sections:

(a) Demographic Details of Respondents

It was found that:

- 53% of the respondents are younger than 50 years of age and 47% are between the ages 50 – 64.

- 68% of the respondents are male which clearly shows an imbalance.

- 37% of the respondents do have less than five years experience and that only 16% have more than 20 years experience.

- 95% of the respondents' home language is Xhosa.

- 21% of the respondents have an undergraduate degree and 53% have a postgraduate qualification.

It has also been found that the responses from the respective types of questionnaires posed to the broad spectrum of role-players are credible, trustworthy, and mostly relevant for analysis and interpretation. This is largely due to the maturity age, years of service and educational qualifications of the respondents. Thus, the quality and reliability of the findings is reasonable

(b) Human Resources Determination

 The study has established that it has been difficult to fill vacant educator posts and appoint suitably qualified educators in public secondary schools during the last three years. Various reasons were given, for example, a lack of incentives, reluctance to fill the vacant posts and

poor salaries. This has further been complicated by a lack of human resources plans in public secondary schools. Thus, there is a need to review the Provincial Annual Declaration of educator posts within public secondary schools.

(c) Recruitment of Public Secondary School Educators

Recruitment of public secondary school educators is a crucial step in the filling of vacant posts. The study has found that the existing recruitment programme does not yield the expected positive results, for example:

- The general shortage of suitably qualified educators.

- Problems experienced by rural schools and reluctance by educators to teach in rural schools.

- Apathy towards the educator profession.

- It was found that respondents cited the following reasons for dissatisfaction with the departmental recruitment arrangements:

- Lack of a clear departmental recruitment plan.

- Lack of a clear understanding of the needs of schools.

- The existence of nepotism.

- The existence of corruption in the filling of vacant posts.

The respondents also provided the following possible solutions for the existing recruitment problems:

- Shorten the time to fill vacant posts.

- Improvement of communication regarding the existing policy on 'post declaration'.

- Introduction of a needs analysis for each vacant post.

- Provision of incentives to work in rural schools.

- Foreign educators cannot be seen as a permanent solution to replace local educators.

(d) Educator Selection in Public Secondary Schools

It has been found that educator selection process in public secondary school is generally known and acceptable except for some challenges, for example:

- Nepotism.

- Mismanagement of the selection process.

- Improvement of the interview process.

(e) Educator Appointment

The study has found that the appointment of suitably qualified educators is determined in the main by academic and professional qualifications. There is an element of optimism with regard to the abilities and capabilities of the existing pool of appointed educators.

(f) Educator Placement

It has been found that educator placement mechanisms in public secondary schools also need to be reviewed. There is a need to introduce interventionist measures to support in developing the full capabilities of educators in public secondary schools. In essence, skills development plans and capacity building exercises for educators could ensure effective educator provisioning processes.

(g) Educator Promotion

The study found that there is a general lack of promotional opportunities for educators in public secondary schools. The implications for educator provision are serious as it contributes towards educator shortages. Hence, there is a link that has been found to exist between the lack of promotional opportunities and educator shortage which could negatively affect educator personnel provisioning.

(h) Educator Transfer

It has been found that educator rotation within public secondary schools does not always yield the intended results due to various factors. The general lack of skills and the issue of subject specialization are but some of the factors.

(i) Educator Shortage

Lastly, the study has found that there are various reasons associated with educator shortage in public secondary schools which negatively affect educator provisioning. The poor working conditions, low salaries and a lack of incentives are some of the significant factors that affect educator shortage.

It was found that the collected data has provided conclusive results on the need for the provision of suitably qualified educators in public secondary schools. To sum up, personnel provision in public secondary schools is driven by legislative and policy directives within public administration. Effective personnel provision, within the personnel process, is a realistic and feasible phenomenon. Public personnel provision in public secondary schools is not only about reflecting on the existing human resources, but also a human resource determination process that could guarantee effective results as an input for the filling of vacant posts. Thus, the process of filling vacant public secondary school personnel posts should be closely determined and preceded by an effective human resources determination. The filling of posts within public secondary schools should be undertaken with precision and according to policy dictates to ensure effective outcomes. Likewise, the process of educator post establishment in public secondary schools should be ideal and realistic, and definite.

6.3 CONCLUDING REMARKS

In this study, it has found that the stated problem of a discrepancy between formal personnel provision in public secondary schools and educator expectations based on realities in these

institutions is true and genuine. The realities within public secondary schools with regard to personnel provision expose operational challenges.

It has also been found that the hypothesis which stated that personnel provision policy implementation for public secondary schools in the Eastern Cape Province needs to be analysed and evaluated, and probably changed for an effective educator establishment and staffing system, was also valid and authentic. The study has identified the following problems in relation to educator provision:

- Controversy around the annual declaration of educator posts.

- Crisis around the filling of posts.

- High educator vacancy rate.

- Ignorance of rural schools in terms of personnel provision.

6.4 RECOMMENDATIONS

Personnel provision in public secondary schools within the Eastern Cape Province needs to be reviewed to bring about parity between formal personnel provision policy and legislative framework, and educator expectations based on the realities at public secondary schools. Both human resources determination and the filling of vacant educator posts have direct implications on the provision of quality education.

Human resources determination in public secondary schools is a source of disagreement amongst education role-players, especially between the Provincial Department of Education as an employer and educator unions/associations as the employee representatives. Despite the existence of a post provisioning model, as espoused by the *Employment of Educators Act,* 1998 (Act 76 of 1998*),* factors such as budgetary constraints determine annual declaration educator posts. To alleviate the controversy, the affected role-players should debate in an open and overt manner with an objective of reaching a resolution. Educator post determination borne out of

such collaboration will assist in finding a balance between public secondary school needs and educator provision.

There are various problems that were identified in this study concerning the filling of posts in public secondary schools. Implementation challenges in filling educator posts and the consequences thereafter necessitate a review of personnel provision processes, so as to adjust to the changing needs and expectations of public secondary schools and educators.

To eliminate these problems it is recommended that:

- Develop mechanisms to fight against corruption and nepotism in the filling of posts.

- Develop effective recruitment measures to attract and re-attract personnel to the educator profession.

- Provide incentive schemes for working in rural public secondary schools.

- Shorten the period to fill vacant posts.

- Introduce a needs analysis for every vacant post.

- Consult as many role-players as possible in the 'post declaration' process.

- Regulate the recruitment of foreign educators.

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