

**A CRITICAL ANALYSIS OF RATIONALISATION AND
REDEPLOYMENT OF EDUCATORS IN LIMPOPO PROVINCE**

BY

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DECLARATION

I declare that the dissertation hereby submitted to the University of Limpopo for a degree of Master of Education in Curriculum Studies has not previously been submitted by me for a degree at this or any other university, that it is my work in design and in execution, and all the material contained therein has been dully acknowledged.

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ABSTRACT

The research project explores the experiences of educators regarding rationalisation and redeployment. Educators need to understand that the ultimate aim of rationalisation and redeployment policy is to address the imbalances of teacher-learner ratio, which is 1:40 in primary schools and 1:35 in secondary schools. This means that schools which are understaffed must receive educators from schools which are overstaffed.

The purpose of this study is to put forth mechanisms and other strategies which can remove the complications and difficulties caused by rationalisation and redeployment of educators.

The implications and difficulties experienced by rationalized and redeployed educators include the following:

- Being forced to cope with new challenges.
- Being expected to produce quality results.
- Being moved from school A to school B without any compensation or emotional healing and support of some kind.

The study used qualitative approach and it is a critique in nature because it focuses on educational matters at selected primary schools. The study took place in Limpopo Province at public schools of Seshego Circuit. It further used phenomenological paradigm as the study followed a qualitative route. The researcher gathered data using interviews. He chose unstructured interview because it allows the interviewer great latitude in asking questions in whatever order seems appropriate.

20 educators from the five (5) selected primary schools with different educator-learner ratio were selected and interviewed.

(iv)

Among the 20 interviewed participants, 10 were males while another 10 were females.

The study used non-probability sampling type as the participants used were accessible or represents certain types of characteristics (Shaw, 2010)

The study further found that the redeployees understand what rationalisation and redeployment is all about, but seem to be adamant when the actual movement arises. The researcher found out that educators enjoy being attached to one school. I further discovered that rationalisation and redeployment cause high educator absenteeism, lack of interest in their job, painful stigma, higher failure rate of learners and stress to educators, learners and parents.

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CHAPTER 1 GENERAL ORIENTATION

1.1 BACKGROUND TO THE STUDY

Rationalisation and redeployment of educators appear to have been ill conceptualized because it caused many complications and difficulties. I discovered this when I was doing an informal conversation with my colleagues who are victims of the process. I therefore realised that the educators' experience regarding rationalisation and redeployment was a problem. During the first two years in teaching before 1994, I was also adversely affected by this process of rationalisation and redeployment. I was redeployed from a well-resourced school to a poorly resourced school, where teaching and learning were dysfunctional. The educator learner ratio at the well-resourced school was 1:33 while at the poorly resourced school, where I was before redeployment was 1:55.

This problem was also observed by Hlongwane (2011) who states that during his informal conversations with his colleagues, he came to realise that most of them wished to leave the teaching profession for the private sector; and some had even indicated that they would take up severance packages if they were given that opportunity because the process of rationalisation and redeployment made them to be uncertain about their future. These educators also claimed that as a result of this dilemma, there was a high rate of educator absenteeism, lack of interest in their jobs and anxiety that lead to stress.

In support of the above, Rammala (2009) stated that the frustrations caused by the process of rationalisation and redeployment of educators also put a strain on educators' morale particularly at Manoshi high school. One participant who was interviewed there indicated that currently six educators are in excess; they might be removed any day from now. It simply means out of twenty educators, only fourteen will remain. Rammala (2009) further indicated that the enrolment has decreased each year while this rationalization and redeployment process will continue to perpetuate the educators' low

morale. This affects the performance of both educators and learners. Generally, redeployment of educators disturbs the teaching and learning process since the affected educators' morale drops immediately he/she realizes that he/she has to relocate to another school, which sometimes does not happen immediately. The learners' performance could be affected immediately the educator is informed about his/her status regarding rationalisation and redeployment. The replacement of the educator takes time, learners will be more affected because they might not adapt easily to the teaching style of the newly appointed educator who replace the redeployed.

The issue of workload addressed by Rees and Hall (2013) was neglected. They stated that there are more classes and subjects per educator, coupled with a lot of paper work such as learners' files, mark sheets, daily preparations for each subject, class work for each class and subjects, assignments and tests. The rationalisation and redeployment process aggravates this problem, which only looks at teacher/pupil ratio, but fails to take the number of classes per educator and the number of subjects per educator per class into account.

The studies conducted in various countries show that a large proportion of teachers experience high levels of occupational stress (Griffin, 2014). Studies conducted among South African educators supported this view (Even and Leslau, 2010). Griffin (2014) refers to studies which identified changes in education policy as a major factor among sources of stress for teachers, and add that it was not only change, but change on-change beyond the control of most educators, that is a cause of stress.

Jerome (2013) states that the rationalisation and redeployment process moved extremely slowly because of the lack of a clear plan of action to implement it. This view further supports that of Hlongwane (2011) when he indicates that the process of rationalisation and redeployment caused a high rate of educator absenteeism, lack of interest in their jobs and anxiety that lead to stress. Based on the above statements by both Hlongwane (2011) and Jerome (2013), there is no way in which the curriculum can

be thoroughly attended by educators while on the other hand learners are left behind in as far as the syllabus is concerned.

Schleiecher (2012) puts the blame to the Department of Education and teachers unions such as the South African Democratic Teachers' Union (SADTU), the National Association of Professional Teachers of South Africa (NAPTOSA) and the Suid-Afrikaanse Onderwys Unie (SAOU), for agreeing to such an awful system.

The policy of rationalisation and redeployment was created to redress the problems that were created by the apartheid legacy in education. The aim was level the play grounds so that all schools could be on the same footing regarding staff, libraries, laboratories, learning materials, classrooms and other resources. In particular, teacher-learner ratio which is 1:40 in primary and 1:35 in secondary schools was to be normalised (ELRC resolution 4 of 1995).

Donaldson (2011) states that the developments in the rationalisation and redeployment of educators are not in South Africa only. In the United States, rural schools have small classes while educators enjoy their work environments and have few problems with discipline. This is not the case in South Africa. Many rural schools are packed with more learners and bad working environments in most rural schools. This is what the policy of rationalisation and redeployment seeks to address.

Schleiecher (2012) is right when arguing that South Africa needed to undergo changes in order to reach the standards of other countries with a democratic status. He further asserts that while redeployment has succeeded in distributing educators across the education system, it has also brought misery to the careers of some educators, especially those who have experienced the process first-hand. Thus one can understand that besides the positive things happening in the process of rationalisation and redeployment, there are however, some problems that need to be investigated. It is this need that the present study sought to address.

Booyse and Swanepoel (2015) mentioned that redeployed educators take no pleasure in what they see as change for change's sake and feel that they are not doing their best for learners when they no longer feel totally at ease with the conditions they have been put in. Consequently, they feel a return of the lack confidence that they thought had disappeared with their redeployment. When redeployment took place, they also felt excluded from any decisions about implementation of change, felt helpless that they were most likely to lose the motivation necessary to carry them through this period of redeployment.

Nemutandani (2004) stated that the education sector in the Limpopo Province was seriously affected by the implementation of the policy on educator redeployment. He cites that disputes between school managers and educators where a middle-aged female educator exchanged blows with the male principal at a school in Giyani in the Limpopo Province was the order of the day in most schools. Nemutandani (2004) further elaborates on how the above incident happened. When analyzing the incident, the researcher discovered that both the principal and redeployed female educator lacked knowledge of how the procedures for rationalisation and redeployment were to be implemented. As such the smooth running of the school and the curriculum were disturbed. Netshivhuyu (2013) reports that at some Limpopo schools, affected educators refused to teach and the learners were regularly being sent home. How can the stability in education be achieved in such instances? There is no ways in which it can be achieved. This prompted the present researcher to research further on this study in order to close a gap that prevails on this subject.

Booyse and Swanepoel (2015) indicate a high level of antipathy to the rationalisation plan of the Western Cape Education Department in the teaching community in the Western Cape. In response to this question of whether the rationalization process would produce equality, only 34.5% of 130 teachers who had been polled responded positively. Of the remainder, almost 30% of the teachers strongly disagreed with rationalisation saying that it would not produce equality. Similarly, almost 60% of the same number of teachers was either unsure or disagreed with the claim that the process

would produce equality. Seventy one (71%) felt that it would not improve standards of schooling and 47% were of the opinion that the process was not the most effective means of achieving equality in education. Gasant (1997) studies was based on rationalisation plan of the whole Western Cape Education Department while the present researcher focused only on rationalisation and redeployment of educators in Limpopo Province at Seshego circuit.

Furthermore, a study by Thwala (2014) on the analysis of management constraints in the distribution of qualified mathematics and science teachers in post-1994 education system of South Africa, a case study of senior secondary schools in the Mpumalanga Province found that educators who were in excess were to be redeployed to schools which were understaffed. The implementation of this policy caused anxiety among educators and contributed to low morale (Thwala, 2014). In Kwa-Zulu Natal this type of study was also conducted, but it focused on the role of the media in teacher rationalization and redeployment in that province. The media played a dual role of molder and mirror in representing the rationalisation and redeployment phenomenon in Kwazulu Natal. The media basically rooted itself either within the consensus paradigm or the conflict paradigm (Govender, 2001).

There are areas like Limpopo Province in Seshego Circuit that the Department of Education failed to address when this process was implemented. For example, follow-ups were not carried out to find out whether the redeployed individuals were properly redeployed and if the necessary relevant criteria were followed (Griffin, 2014). The Department of Education just approved what the task-teams and the principals agreed upon. The department's task, as a matter of fact, was to verify and make sure before approving the recommendations of the task team, taking into consideration all the necessary issues related to this dislocation.

Before 1994 the issue that blocked the rightsizing and redeployment of educators was colour and race (Booyse and Swanepoel, 2015). They indicate that the education system of South Africa was based on colour and race. Christie (2010) further indicates

that the ratios for black learners in primary schools were extremely high as compared to their white counterparts. In the past, with such instances, the inspectorates used secondment technique as redeployment tool to close the imbalances of educators in schools. Black educators were redeployed to black schools, while white educators were redeployed to white schools.

After 1994, particularly in 1998, the Education Department introduced rationalisation and redeployment of educators to balance the educator-learner ratio (Booyse and Swanepoel, 2015). Due to the influx of black people from rural to urban areas, most black educators needed to be redeployed to urban schools, but white educators resisted to be redeployed to black schools. They opted for early retirement or resignation, than teaching in black rural schools. They regarded redeployment as tantamount to demotion. Based on all the problems mentioned above, this study sought to let the redeployed educators to see the rationalisation and redeployment as the way of solving the imbalances of educators-learner ratio at school, but not as the cause of complications and difficulties among the educators and teaching fraternity.

1.2 PROBLEM STATEMENT

Redeployment and rationalisation of educators appears to have been ill- conceptualized because it caused many complications and difficulties. For example, educators are forced to cope with new challenges in the new schools where they find themselves while at the same time quality results are expected from them. What emerged was that discussion of rationalisation and redeployment raised anger, fear, disappointment and uncertainty among educators. The following main points in this discussion were: teacher to learner ratios; fear of moving to rural areas; fear of retrenchment; specific aspects of Resolution 3 of 1996 and Resolution 6 of 1998; the reaction of SGB's to the policy implementation challenges; and the reaction or the involvement by the Unions. All the above problems affect teaching and learning negatively. For that reason, the present researcher felt that these problems need thorough investigation so that the voices of the teachers are heard and that better alternatives are found to mitigate the problems (Gololo, 2012).

1.2.1 The main research question

What are the experiences of educators with regard to rationalisation and redeployment?

1.2.2 Sub-questions

- What insight do educators have about rationalisation and redeployment?
- What are the perceptions of the educators about rationalisation and redeployment of educators?
- What influence does rationalisation and redeployment of educators have on the management of school?
- What are the causes which hinder the implementation of rationalisation and redeployment of educators?

1.3 SIGNIFICANCE OF THE STUDY

The study attempts to investigate one of the most important issues in primary schools in South Africa, the issue of rationalisation and redeployment. As a result of apartheid policies, the education system in the country was segregated. Now that the country is democratic, the education system is inclusive in the sense that people have the right to send their children to any school they want, and all the schools in the country must have enough educators, which means that educators must be redeployed to schools where there is a shortage of teachers. That being the case, personnel must be directed to such needy areas. Therefore, in this case it will be directed to schools where the educator-learner ratio does not balance.

The researcher wanted to understand what the experiences of redeployed educators are in terms of environment, socio-economic factors, language barriers, teaching methods, culture (school and environment), and relationship with other educators and learners. The researcher also wanted to explore how they were inducted in a new environment and whether they are comfortable working under the new conditions. The policy of rationalisation and redeployment was created to redress the problems that were created by the apartheid legacy in education.

1.4 CONCEPTUAL FRAMEWORK

Tshabalala (2010) states that since the government of national unity came into power in 1994, it had to create a variety of policies to address the problems inherited from the apartheid government. These policies, in all areas of government, have to respond to a particular set of conditions and address them with a view to the future. While these policies have the potential to bring South Africa's education system on a par with the first world countries, the ultimate test for the new policies is whether they reflect, and are consistent with the Constitution and emerging human rights culture in South Africa. This research presents a theoretical background to various aspects of policy, discuss the process of the rationalisation and redeployment of educators, and explore how "street - level bureaucrats", that is educators, viewed the process.

1.4.1 Defining public policy

Many authors have attempted to define policy. According to Onwu and Sehoole (2011), it is important to bear in mind that the meaning of policy has several interpretations, depending on the context in which the word is being used. There is a useful definition of policy. According to them, policy may refer to a "general field of activity such as a company's economic policy, or schools' admission policy. Policy could also refer to a desired state of affairs" (ibid), such as affirmative action policy, which seeks to ensure that there is representivity of previously disadvantaged groups in the work place. It may also refer to specific proposals, such as the proposal to provide travel allowances for mathematics and science teachers who are redeployed to deep rural areas of South Africa.

These views of policy tend to be static, because they do not embrace the idea of policy as a process which is formed through a complex interaction of societal dynamics, including history, decision-making and power, and human behaviour which shape its eventual outcome. Onwu and Sehoole (2011) have this to say about policy: We regard policy as a process. This gives policy a historical dimension and alerts us to different foci (e.g. policy- making and policy implementation) during that process. Policy is also

about decisions and a series of decisions and decisions are about power. Sometimes such decisions of power may be revealed in the capacity not to act, the 'non- decision'. Policy is also purposive behaviour, although officially stated decisions may mask other intentions, and rationalization about policy initiatives and outcomes may come after decisions have been made and actions taken.

Finally, human agents construct policy and we need to understand their behaviour. For this we need to appreciate that these agents have multiple, often conflicting and sometimes changing political goals, and that they may enter and exit the policy process at different stages (Webster, 2012). Policy sets the parameters within which acceptable and functional actions are taken in order to achieve a particular objective or set of objectives. It should not be seen as a discrete set of events which link together in a linear fashion, but rather influence one another, resulting in a set of guidelines and decisions appropriate to the situation. The definition of public policy needs to include the fact that policy is made by a public or government institution, as opposed to a private or corporate institution.

Public policy deals with policies made in order to benefit society in general. The guiding framework for all public policy is the Constitution of South Africa (1996). The Bill of Rights, thus, spells out the necessity for the quality of life of all citizens to be improved through the provision of basic services, such as water. The Constitution (1996) also outlines that it is a basic human right to have access to education. This broad framework would need to translate into a more particular policy framework at the grassroots level, where the practicalities of such service delivery are developed. According to Riaz and Haider (2010), people react to policy in different ways. Some may resist a policy if they feel that their needs are not met by that policy and if they feel excluded from the decision.

Finally, policy, at least in its positive form, is based on law and is authoritative. Members of the public usually accept as legitimate the fact that taxes must be paid by all employees earning above the R36 000 tax brackets in South Africa. Speed limits must

be obeyed, unless motorists want to risk heavy fines, suspended sentences or jail. Lunenburg (2011) says that some public policies may be violated even though they are authoritative; such as a national call by the Department of Transport for an Arrive Alive campaign to reduce deaths on South African roads. Some motorists will still break the law and drive above the stipulated speed limit. Being "authoritative" is a necessary, but not sufficient condition for effective public policy.

For Onwu and Sehoole (2011), policy refers to more than simple decisions taken by political leaders. To describe something as policy is to give it significance. Onwu and Sehoole (2011) give some examples to clarify their point on the definition of policy. On the one hand, to say that it is policy that all children should remain at school until the end of Grade 12 is more meaningful than saying it is the preference of the teachers or parents. At the same time, the term "policy" seems to have a small - scale application, as can be noticed when officials describe routine practice as policy. On the other hand, when a university administrator says to a caller "I cannot deal with such an important matter over the phone: university policy strictly stipulates that all complaints of such magnitude must be in writing" (Onwu and Sehoole, 2011). The term "policy" is being used to protect the administrator from having to justify his or her action, or even face a disciplinary hearing.

Thus, a policy includes not only the decision to adopt a law or make a rule on a topic, but also the subsequent decisions that are intended to enforce or implement the law or rule, as has been shown by the two examples above. Public policies in modern political systems do not, by and large, just happen. They are instead designed to accomplish specific goals or produce definite results, although these are not always achieved. Reasons can be attributed to time management, lack of information, budgetary constraints, resignations of key people, expertise in the field and loosely stated goals that may not be clearly understood. Such problems may be an obstacle to implementation. Policy can be regarded as the laws or regulations governments or a group of people can use to control certain situations.

It can be used as a guideline for controlling the use of available resources and addressing various imbalances of the past. The aim of the rationalisation and redeployment of educators in South Africa, for example, was to bring about equity in education. This means that governments had to concentrate on shifting resources from richer to poorer provinces and within provinces, from White, Indian and Coloured Education and Black Education. Policy is not, then, an easily defined term, as it tends to depend on who uses the term and for what purpose. Public policy in most cases is in line with an organization's vision, mission and objectives. For this reason, it is important for people, companies, institutions, governments and any other body or structure to have clear policy guidelines for clients to know how the structure intends to do its business, relate to other structures and its clients. Public policies are then made to control and regulate certain situations and behaviour.

1.4.1.1 Classification of policies

To classify something is to separate it from other things and give it significance. For the purposes of the present study, four different types of policy are given. This is done in order to give the rationalization and redeployment policy some relevance within the broader context of policy. Lunenburg (2011) and Onwu and Sehoole (2011), offer the following classifications of policy: regulatory, distributive, self-regulatory and redistributive policies.

1.4.1.1 (a) Regulatory policies

The nature of regulatory policies is aimed at restricting, controlling or limiting the activities and behaviour of groups and individuals. The goals of these types of policies are to either control or to prescribe behaviour to protect the general public. Slogans can also be used to control the behaviour of individuals, for example 'Arrive Alive', 'Road Safety' or 'Zero Tolerance'. The high price motorists pay for speeding on South African roads is a way of forcing people to adhere to a certain policy, in this case, that of the Department of Transport.

1.4.1.1 (b) Distributive policies

These types of policies focus mainly on the distribution of goods and services, or benefits to groups or individuals. For instance, the national Department of Social Development has launched child support and foster care grants. The policy is referred to as the Social Assistance Act of 1997, for needy children and child headed households, as a result of the AIDS epidemic. Distributive policies make use of public money to assist particular groups or communities.

1.4.1.1 (c) Self-Regulatory policies

The main focus of these policies is to protect and promote specific group interests. Examples of this type of policy are policies made by the University of KwaZulu- Natal on the administration of students, the South African Medical and Dental Council, or the South African Council of Educators (SACE), in order to regulate these institutions or professions. Members had to adhere to a strict ethical code of conduct in carrying out their daily duties. Members of the public can also report certain malpractices, such as corruption, abuse or negligence, to these various bodies.

1.4.1.1 (d) Redistributive policies

A redistributive policy is what this research focuses on. These policies deal with the reallocation or redistribution of resources or benefits among groups or individuals previously marginalized or disadvantaged. These types of policies are usually difficult to put in place because of the reluctance amongst the more privileged groups to redistribute resources. Examples are 'Affirmative Action', 'Gender Equity' and the reallocation of resources to previously disadvantaged communities; these may be human or physical resources (Lunenburg, 2011; Onwu and Sehoole, 2011).

1.4.2 Role-players influencing policy formation

Role -players in policy formation are of great importance in this study because as sound as a policy may be from a theoretical perspective, unless it has role- players who understand clearly the value of the policy, its use is limited. Nazarian (2013) argues that policy formation can be considered to be a set of processes, including at least the

setting of the agenda, the specification of alternatives from which a choice is to be made, an authoritative choice among specified alternatives (as in a legislative vote or a presidential decision) and the implementation of the decision. What it means is that in policy formation the success of one part in the process does not mean the success of the other (Nazarian, 2013). This section aims to illustrate the different actors involved in the policy-making process and the influence each has on it. Some actors are inside government, such as government Ministers and parliamentarians, and others are outside government, such as teachers' unions, trade unions, community based organizations, non-governmental organizations.

Here the issue of power comes to the fore, as actors push for their particular issues to be considered on the governments' agenda and thus ultimately shape the nature of the policy. Between policy-makers and ordinary citizens, many other specialized participants play roles differing from one system to the other. These include interest group leaders, party workers, journalists and other opinion leaders and officials of towns or other subordinate units of government. There are also political parties, which might play an influential role in the shaping of policy. They may do so by opposing policies formulated by the ruling party in order to get their own ideas on the agenda. Such moves are seen when major decisions are taken, such as before the budget speech and during elections in a country. In some cases the ruling or dominant party may alter its decisions on particular policies. Even though not all issues can be placed within a framework of party conflict, the most central ones can, such as the rationalisation and redeployment policy of educators in South Africa.

For the most part, the most consistent, if not always the most directly involved players in the policy game, are political parties. Public policy-makers use a wide variety of sources in making policy decisions. Wachuku (2012) says this type of information includes journalistic reports; advice provided by lobbyists and interests groups; conversations with staff, colleagues and other policymakers; correspondence and comments from citizens and constituents; books and periodicals; faxed messages, text messages; electronic messages or telephone calls from the sources of each of these types of

information. According to Wachuku (2012), in a democratic policy-making process, policy-makers considering a range of policy alternatives will need two types of information to shape their policy decision. Firstly, they need 'political information,' consisting of information about the ethical, ideological and political considerations of the policy alternatives. Secondly, they need 'policy information', describing and explaining how the policy alternatives under consideration will actually operate. Policy knowledge is explained as a body of human knowledge available to assist policy-makers in their understanding of the causes and consequences of the inputs of government and the subsequent societal impact.

Without this kind of information, then, it is difficult for policy-makers in a democratic society to make sound legitimate decisions that have a high probability of succeeding. Further to the interest groups, academics, researchers and consultants are the next most important set of non-governmental actors. Often, parliamentary committees and administrative agencies call on the expertise of researchers and analysts in hearings, meetings and advisory panels (Nazarian, 2013). Other participants in the policy making process are the media. According to Nazarian (2013) the power of the media often tries setting the government agenda for decision-making. This means that the issues which receive greatest attention in the media are more likely to be viewed as important by the general public. Lunenburg (2011) agrees with Nazarian (2013) on the issue of the media. In Lunenburg's terms, the media has a role to play in shaping public opinion in the direction of a particular agency by revealing and making public actions, for or against them. For instance, the Department of Health in South Africa and its position on HIV/ AIDS and Nevirapine has been publicly discussed in the media.

Publicity of this nature is important for the Department of Health to gain a sense of public opinion on the matter. Mass action by the public against a particular issue helps to send clear directives to government to pay attention to detail regarding a particular policy. Lunenburg (2011) says that the courts also play an important role in the formation of policy. They review the cases brought before them and have the power to facilitate or dismiss a policy through their decisions, as was the case of Grove Primary

School in Cape Town which will be discussed. Finally, according to Onwu and Sehoole (2011), human agents are important in policy formation. These policy role-players have multiple, often conflicting goals and may enter and exit the policy process at different stages. Webster (2012) agrees with Onwu and Sehoole (2011) that policy-makers are not purely autonomous actors. The policy-makers operate within multiple interlocking contexts that shape their interpretations of the problems they wish to address, highlighting certain policy choices and making some policy options impossible to follow through.

1.5 ASSUMPTIONS

The study assumes that:

Educators know what rationalisation and redeployment address, but seem to be adamant to move when the process comes into practice.

Educators felt as if they are demoted.

Wrong criteria were used by the principals to sideline individual educators.

There is no proper communication between stakeholders before redeploying an educator e.g. motivation or counseling of some sort.

Educators do not take rationalisation and redeployment positively because others are still not happy to move to other schools.

It left the learners stranded since the timing of moving educators was a little awkward.

1.6 DEFINITION OF CONCEPTS

The concepts used in this study were explained in order to enable the reader to understand the context from which they were used.

1.6.1 Redeployment

Gololo (2012) refers to redeployment as the process of redistribution and equalization within the school system. He further views redeployment as the removal of educational inequality in terms of resources. However, he indicates some constraints experienced during this process. Jerome (2013) explains redeployment as the state mechanism of abolishing the posts rather than transferring them to areas of need. That is education

cutbacks which have devastating effects on public education and ignoring the principles of equity and redress between provinces and within provinces. He further explains that where provinces have education as a priority, education will be experienced. These include a lack of adequate resources, higher educator-learner ratios which will translate into overcrowded classrooms and insufficient funds to build new schools.

Kabungaidze, Mahlatshana and Ngirande (2013) cite redeployment as the transfer of permanently employed full-time teaching staff from one educational institution to another within a specific region. Such redeployment is prompted by the desire to secure judicious staffing of institution against the background of falling rolls within a framework which avoids resorting to compulsory redundancy.

Thwala (2014) defines redeployment as the transfer of educators from over-staffed schools to under-staffed schools. It was done with the purpose of bringing equity as far as staff provisioning is concerned. In this study the term redeployment is used in conjunction with the term rationalisation, which refers to the process whereby a department becomes more cost effective. Redeployment is used to refer to actual transfer of excess of educators from their present school to other schools where vacancies exist.

1.6.2 Rationalisation

Nemukula (2012) cites rationalisation as the mechanism of ensuring that the right people with the right skills are performing the right jobs. Thwala (2014) defines rationalisation as the principle of ensuring equity and redress in the public service. According to Nemitandani (2004) rationalisation means to make changes in an organization in order to increase efficiency and equity. Therefore the policy of rationalisation was introduced to bring efficiency and equity in education. The present researcher views rationalisation as the process of sending out workers to a new place or task to make a balance.

1.6.3 Educators

Jerome (2013) refers to educators as the subject teachers who are not holding any promotional posts. Their day-to-day duties are instructing, teaching, training, drilling, and informing, indoctrinating, enlightening, edifying, nurturing, developing, improving and fostering the learners to be responsible citizens. Gololo (2012) defines educator as the teachers who manage their classes by teaching their subjects well, inspiring a love of it and welcoming discussion. They are patient and sympathetic, never sarcastic, have a sense of humour, are cheerful, friendly and warm, and discipline students fairly.

Gunawardena (2013) notes educators as the ones who have inherited the concept of directing as their management task. The researcher defines educators as the class or subject teachers whose primary tasks are the establishment of educator's relations of authority, understanding (knowing) and trust. According to the present researcher an educator means a person currently employed in a Provincial education department or the department of education within the meaning of education as defined in Act no. 76 of 1998 (RSA).

1.7 CONCLUSION

In this chapter the background to the study, problem statement, main research question, Significance of the study, Conceptual framework, Assumptions and definition of concepts were clearly clarified.

The relevance of the study was indicated as the main research question was supported by four sub-questions. The real problem of this study was outlined in the problem statement as redeployment and rationalisation caused many complications and uncertainty among educators.

CHAPTER 2

LITERATURE REVIEW

2.1 INTRODUCTION

The purpose of this chapter is to review the literature relevant to rationalisation and redeployment of educators. The chapter focuses on the following: (a) the explanation of the concept rationalisation and redeployment policy, (b) the policy of educator redeployment, (c) the implementation of the rationalisation and redeployment, (d) the implications of policy implementation on teachers, and (e) perspectives of redeployment and rationalisation policies in other countries.

2.2 THE EXPLANATION OF THE CONCEPT RATIONALISATION AND REDEPLOYMENT POLICY

A programme of rationalisation and teacher redeployment was adopted in the Education Labour Relations Council (ELRC) in 1996. Jerome (2013) indicates that the first step was to attain equity between the provinces. This would result in some provinces such as the Western Cape and Gauteng losing teachers, while others like the more rural Eastern Cape would gain more teachers. It was agreed that the total number of posts would not, however, be reduced - thus there would be no retrenchments. Teachers declared excess in one institution would be redeployed to where they were needed. A detailed procedure manual was drafted to guide educators through the plan. Educators could also opt out of the system by taking a Voluntary Severance Package (VSP).

Thwala (2014) shows that while this was a worthwhile exercise, it nevertheless was fraught with a myriad of problems in its implementation. For example, the South African government offered VSPs indiscriminately and as such, no posts have been transferred to under-resourced schools, teacher- pupil ratios (set at 40:1 for primary schools and 35:1 in secondary schools) have not been properly implemented, the number of pupils has been divided by the number of teachers (including those in administrative posts with no classes, and teachers then being declared in excess) and lastly, actual class sizes have remained high. In addition to that, Kabungaidze et al, (2013) point out that before

1994, considering the conditions under which teachers worked, it is of crucial importance to look at the size of the classes which they were required to teach. Redeployment of educators was very rare then and teaching and learning at schools was dysfunctional.

Under these stressful conditions, educators in both primary and secondary schools are expected to cope with classes that are at least 50 percent larger than a reasonable criterion of 35 per teacher ratio in the secondary school and 40 per teacher ratio in the primary school. These figures hide the position in the first two years of schooling where, under the double-session system, women educators typically would be responsible for at least 100 children, 50 in each session. That these educators are able to achieve as much as they did, is a great credit to their dedication and commitment. However, with regard to their white counterparts, some schools are closed because of the drop in the number of children, but, instead of redeploying or rationalizing white educators to black schools, the government left these schools with empty classes (Even et al, 2010).

Kabungaidze et al, (2013) cite that the issue of oversupply of teachers' training college in the former Lebowa, Venda and Gazankulu contributed a lot to the rationalization of the education department and teacher redeployment. They attribute the main cause of this rationalization to the issue of replacing both Junior Secondary Teachers Course (JSTC) and the Senior Secondary Teachers Course (SSTC) with the three-year Secondary Teachers' Diploma (STD). This shows that more educators who teach in secondary schools are under qualified because they were just transferred from primary to secondary schools due to the rapid increase or growth in secondary school numbers, which had its origins in the 1975 restructuring of the school system, from one of thirteen years to one of twelve years. This prompted the present researcher into further investigating the problem (Kabungaidze et al, 2013).

Contrary to Nemukula (2012) speech under the heading, "Additional job creation in Public service Government does not honour agreed commitment?" the public servants' Association General manager, Anton Louwrens, mentioned that the agreement was

reached in October 2001 between organized labour and government in terms of which 20 000 posts were to be created in the various sectors of the public service of which education is among them. He said that it simply made no sense to rationalize/restructure the public service while the government remains silent on the creation of posts agreed upon, namely 20 000 additional posts. It should form part of the restructuring process and will offer additional scope for redeployment, while also avoiding retrenchments. This further propelled the researcher into further investigation.

Furthermore, the former president of NAPTOSA, Limpopo Province, Dikobo (Thobela FM local news bulletin 13h00, 23/03/2002) blamed the Limpopo Government for failing to finish the process of rationalisation and teacher redeployment. He stated that he was very disappointed because they stopped this process while some schools were still in a very bad situation. All this further led the researcher to want to investigate more about rationalisation and redeployment of educators, particularly targeting the primary schools of Capricorn region in Limpopo Province.

Onwu et al, (2011) suggests the following ways of viewing the education policy-making system: The bureaucratic power focused on government institutions, ministers and the local government department as the key components in the policy-making system. The technocratic view which states that the power lies in the hands of those who possess technical skills. Clark and Killeavy (2013) add that the Minister of Education is responsible at the government level for the formulation of the education policy.

2.3 THE POLICY ON EDUCATOR REDEPLOYMENT

The policy of rationalisation and redeployment was developed by the government in order to bring about equity and redress in education staff provisioning. It is in line with the Employment Equity Act, 55 of 1998 which promotes equal opportunities and fair treatment. Furthermore, the equity act eliminates unfair discrimination in the workplace and promotes the implementation of employment equity. The act also includes formal equity (anti-discriminatory measures) and substantive equity (Affirmative Action) based on conditions that cause inequity. The equity act requires that all employers accept

affirmative action measures so that people from designated groups such as black people, women and disabled have equal employment opportunities (Bray, 2000). Therefore the rationalisation and redeployment of educators is one of the policies that promote equity at schools.

The rationalisation and redeployment policy is procedural because it deals with how the process will be dealt with and who will be responsible (Even and Leslau 2010). This policy establishes the principles of redress, equity and protects individuals against victimization. For the policy to succeed, people must be persuaded that it is right, necessary and implementable. Therefore the policy making process must be as open and participatory as possible (African National Congress, 1995).

According to Booysen and Swanepoel (2015) public participation in the policy process has the following purposes: empowerment of previously excluded interest groups as well as conflict management and legitimacy government policies. There should be structures in place for the stakeholders to participate in policy making. It is also important that stakeholders should inform their members about information discussed in the structure.

Redeployment of educators is a strategy that sometimes needs to be applied. This occurred in England in 1948 and affected more than one in a hundred educators (Kabungaidze et al, 2013). In England, the policy of redeployment played an important role in helping the Local Education Authorities (LEAs) to adjust to falling enrolment figures at school and to manage the problem of mismatch of teaching qualifications and experience. This policy was also implemented in all the provinces of South Africa in 1999.

In South Africa, the aim of the redeployment policy was to seek a uniform, equitable approach to the allocation of teaching staff, as well as seeking a fair way of dealing with the educators who would be affected by such rationalisation. According to Resolution no.6 (Education Labour Relation Council, SA, 1998), Redeployment has been

categorized into the following types namely: (i) Voluntary redeployment and (ii) Compulsory. However, provision has also been made for (iii) VSP.

2.3.1 Voluntary redeployment

Resolution no.6 (Education Labour Relation Council, 1998b) indicates that voluntary redeployment is when some educators volunteer for redeployment knowing that they might be subject to compulsory redeployment procedure in any event. This resolution also stipulates that the provincial Department of Education may redeploy an educator from one institution to another in the province provided that there is an agreement between all parties concerned, i.e., the educator, the receiving and releasing institutions and the respective school governing bodies. The educator is transferred into a vacant substantive post. Educators who were transferred through this process of redeployment became part of the rationalisation procedure at the receiving institutions.

2.3.2 Compulsory redeployment

Resolution no.6 (Education Labour Relation Council 1998b) indicates that compulsory redeployment is a category of redeployment, which occurs when all other possibilities, including voluntary redeployment, have been exhausted. According to Teacher's Forum (1999), the following factors should be considered when applying compulsory redeployment:-

- The curricular needs of the school;
- The specific circumstances of the school;
- The principle of Last in First out (LIFO), and
- The views of the staff when determining the curricular needs and specific circumstances of the school.

2.3.3 Voluntary Severance Package (VSP)

Because the government realized that some educators who were deemed to be in their school might not be willing to be redeployed, the VSP option was included. According to Resolution no.6 (Education Labour Relation Council, 1998b), the state may introduce measures to promote redeployment by allowing educators to retire voluntarily provided

the educators concerned are declared in excess and the posts are to be abolished. Such measures had to run concurrently with the redeployment process. In support of this, Thwala (2014) adds that severance packages were presented as an alternative to teachers who were not willing to be transferred and could be declared as excess educators in their schools. According to the plan, educators who did not want to be redeployed could be classified as non-transferable, and therefore be eligible for VSP.

2.4 IMPLEMENTING THE REDEPLOYMENT POLICY

All the provinces of South Africa implemented the redeployment policy (cf.2.3). The way in which redeployment was to be implemented was devised at the national level and then implemented at the provincial level.

2.4.1 The advertising and filling of educator posts

The National Department of Education planned the way in which posts should be advertised and filled. According to Resolution no.5 (Education Labour Relations Council 1998a), the advertisement of vacant posts for educators was clear and included the procedure to be followed when applying names and telephone number of contact person, preferable date of appointment and closing date for receipt of application.

Resolution no.5 (Education Labour Relations Council 1998a) also stipulated that all vacancies in public schools were to be advertised in the Government Gazette, bulletin or circular, the existence of which would be made public by means of an advertisement in the public media both provincially and nationally. The information to be furnished in the latter advertisement was to include offices and addresses where gazettes, bulletins or circulars may be obtained.

Such information must be communicated to all applicants in writing of receipt of their application. It must clearly indicate whether the application is complete or not. It must further indicate whether the applicant meets the minimum requirements for the post and that such application has been referred to the institutions concerned. The employing department also had to handle the initial sifting process in order to eliminate

application of those candidates who do not comply with the requirements for the post/s as stated in the advertisement. At a formal meeting, the teacher trade unions had to be given a full report of the names of educators who met the minimum requirements for the post/s in terms of the advertisement, names of educators who had not met the minimum requirement for post/s in terms of the advertisement, and the relevant information. Resolution no.5 (Education Labour Relation Council 1998a) also states that interview committees had to be established at the education institution where the vacancies were advertised.

In public school, the interview committee should comprise the following people:

- One department representative as an observer and resource person;
- The principal of the school, except in the case where he/she was applicant.
- Members of the school governing body, excluding educator members who were applicants for the advertised posts, and
- One union representative per union that is a party to the provincial chamber of the Education Labour Relations Council (ELRC) as an observer of the process of short-listing and interviews.

Each interview committee had to appoint from amongst its members, a chairperson and a secretary. All applications which met the minimum requirements and provisions of the advertisement had to be handed over to the school governing body responsible for the specific public school. The school governing body was to be responsible for convening the interview committee and had to ensure that all relevant persons and organizations were informed at least five working days prior to the date, time and venue of the short-listing interviews and the drawing up of the preference list. Resolution no.5 (Education Labour Relation Council 1998a) stipulates the following guidelines for short listing of applicants:

- The criteria must be fair, non-discriminatory and in keeping with the constitution of the country.
- The curricular needs of the school must be considered.

- The obligation of the employer towards serving educators must be taken into account.

All the interviews had to be conducted according to the above guidelines. At the end of the interviews, the interviewing committee had to rank the candidates in order of preference, together with a brief motivation, and submit this to the school governing body for their recommendation. The governing body should then submit their recommendation to the provincial Education Department. The employer had to ensure that accurate records were kept of the proceedings dealing with interviews, decisions and motivation relating to the preference list submitted by the school governing body and other structures. Finally, the employer had to inform all unsuccessful candidates in writing within eight weeks.

2.5 RIGHT-SIZING AND REDEPLOYMENT OF EDUCATORS

Resolution 3 of 1996 deals with right-sizing and redeployment of educators. The resolution deals with such matters as the restructuring of salary and post structures; the restructuring of pension fund; and a procedure manual for the implementation of the right-sizing process. It also makes provision for the following items to be dealt with: post provisioning scales; guidelines on teacher-pupil ratios; and redeployment of teachers. The Resolution recognized, among others, that new ratios of 1:40 in primary schools and 1:35 in secondary schools would be introduced over a period up to 5 years. In 1995 the average teacher-pupil ratio was about 1:34.

A procedure manual established in compliance with Resolution 3 set out how redeployment would work. A 'right-sizing committee' was established to identify staff as being in excess. When a vacancy arose, a 'closed' vacancy list would be published and applications restricted to those educators decreed to be in excess. In all cases the post may be filled only by an educator who qualifies for redeployment. The applicants would then be arranged in a certain order of preference by a committee and a school would then be presented with the name of a single teacher, chosen by the Department. If the

school rejected that particular applicant for reasons found 'valid' by the Department, then 'the next applicant' on the list would be appointed.

2.6 RATIONALISATION AND REDEPLOYMENT PROCEDURES

Schleiecher (2012) states that in November 1998 the parties to the ELRC agreed on the need for rationalization and redeployment of educators to ensure greater equity between schools. Procedures had to ensure equity between schools while minimizing the disruption and uncertainty caused among educators and the teaching process. In essence, they worked by setting staffing norms for schools, and then using an internal application process to redeploy teachers declared in excess.

Through consultations, workshops and negotiations, national regulations were developed and published to provide for:

The determination of the global number of teaching posts in each province;

The distribution of posts between schools, and

Reservation of teaching vacancies for serving employees.

After the allocation of posts to schools, provinces were in a position to identify which institution had too many posts, and which had vacancies. Schools then used the LIFO (Last in, First out) principle within relevant subjects or phases to determine which teachers were in excess. The Education Department, like any employer faced with "operational requirements", is obliged by the Labour Relations Act, 1995 (No. 66 of 1995) to make every effort to accommodate current employees before taking on others.

School Governing Bodies (SGBs) gave their preferences among educators who applied for vacancies. The procedures applied by the Provincial Task Teams (PTT) need to be improved in that they disadvantage newly appointed educators, while the highly experienced ones stand a good chance of remaining where they are teaching without shifting or being redeployed to other schools. The researcher hopes to come out with other alternatives which advantage every educator regardless of age, sex, colour etc.

2.7 CURRENT STATUS OF RATIONALISATION AND REDEPLOYMENT

The new rationalisation and redeployment process ran throughout 1999, with the following result at the end of the year (Onwu and Schoole, 2011): Gauteng Department of Education has reached a point where the majority of its 2885 excess educators have been absorbed into vacant (reserved) posts, and personnel are equitably distributed. The Western Cape is in the process of filling 700 promotion posts, and up to 480 of their 1 150 excess educators will be absorbed in this process. Most institutions are operating at an equitable level, or have vacancies.

Mpumalanga will accommodate most of its 938 excess educators in the 2 322 vacancies it has advertised, and expects 200 to remain as requirements.

Kwazulu - Natal has redeployed 4 032 educators, but still has 6 779 in excess, most of whom will be accommodated in the 8 127 vacancies for promotion.

Eastern Cape has re-deployed 7 600 educators to date, with another 1 684 appointed in August 2000.

North West has redeployed 1 106 educators, but faces a problem with only 4 247 posts for educators.

Limpopo Province has 5 925 educators in excess and 1 333 posts were filled as advertised in a closed vacancy list. This process is still ongoing and the department is lending assistance to the province for this project.

Free - State has redeployed 962 educators, and estimates that no more than 100 educators will be left in excess. The researcher has been challenged by the figures of the excesses of the Limpopo educators and therefore wants to speed up the investigations in this process.

2.8 DIFFICULTIES ENCOUNTERED WHEN THE PROVINCIAL TASK TEAM (PTT) IMPLEMENT RATIONALISATION AND REDEPLOYMENT

According to Nazarian (2013), the rationalisation and redeployment process encountered a number of obstacles. These problems included:

A lack of understanding at the circuit and district level from both the employer and unions;

The resistance and destabilizing behaviours of some schools principals and circuit and district managers;

Inadequate resources and capacity in provincial departments and in the task teams themselves; Weak statistics on school needs available posts and vacancies;

Because teachers did not want to be redeployed and some felt that the school was unfair in determining who was in excess, many individual disputes were declared, and the inclusion of Colleges of Education.

2.9 THE IMPLICATIONS OF THE POLICY IMPLEMENTATION

Evidence suggests that redeployment has brought about low morale among educators. According to the South African Democratic Teachers Union, 33 863 excess posts were declared and 36 728 posts advertised. However, this does not simply mean that educators will be prepared to relocate their families to remote areas. The principal of Westford high said "... the human factor was not considered in the planning stages. In the end, education is about people" (Anon. 1999(a): online: www.Teacher.co.za).

It is not simple for educators as the process had some impact on their personal lives which in turn, affects their morale. In most schools there is tension among educators because of redeployment. This has led to a fist-fight among staff members in full view of their pupils. This has affected the culture of learning and teaching in schools. Those who are waiting to be redeployed have not worked since they were told of their position (Anon. 1999(a): online: www.Teacher.co.za).

2.9.1 Loss of experienced staff

Some schools lost valuable staff members and this affected academic achievement, causing depression, anxiety and poor performance among educators. One school in Ulundi lost seven educators including two mathematics and one science educator. This resulted in the increase of class sizes from 30 to 55 (Anon. 1999(a): online: www.Teachers.co.za). It will be difficult for an educator to achieve good academic results with a large number of pupils in a class.

2.9.2 Difficulties in relocating

A large number of educators who were earmarked for redeployment was women who could not relocate their families and consequently opted for voluntary severance packages. The cost of voluntary severance packages (VSP) was estimated at R 600 million, but due to the increased number of educators who opted for (VSP), the figure increased to R1 billion above what was estimated. The application of the (VSP) was criticized for not allowing the public service to reduce itself and the loss of major skills in the education sector. It appeared that there was no clear plan which would match provincial needs to the numbers and skills of those educators taking the voluntary severance packages (Wits EPU, 1997: online: www.sn.apc.org).

The KwaZulu-Natal province had to overspend on (VSP) and Eastern Cape lost about 1 200 educators although there were staff shortages. This led to the reduction of educator numbers rather than redistributing teaching posts as agreed in the Education Labour Relations Council (ELRC) therefore. The historically disadvantaged continued to be most affected by the increased education disparities.

The insecurity which was brought about by the redeployment policy led to the mushrooming of private schools all over the country with the help of South African business. Some school governing bodies of advantaged schools could employ additional staff using their resources and the poorer were unable to employ more educators (Wits EPU, 1997: online: www.sn.apc.org).

2.9.3 Disputes

According to Anon (1999©: online: www.Teacher.co.za) educators lodged a number of disputes against the process at an average of 60 per province. Some of the reasons put forward are allegations that principals are declaring them in excess simply because of their personal feelings towards them. Other disputes were lodged by educators unions with the provincial education departments who were dissatisfied with crucial elements like the lack of reliable information.

Further, principals were accused of contributing to the problem by providing false information to the department in an attempt to keep more educators. It would seem that there was no proper workshop or training for the officials of the department so that the process of redeployment could take place smoothly. The redeployment policy was treated as a crude numbers game without paying attention to the human element. It seems that the concerns of educators were not taken into consideration, which led to many feeling that the education department was treating them as numbers and not as humans. The number of educators who are unemployed increased as they could not be employed whereas the process of rationalization and redeployment was being implemented.

2.10 ATTEMPTS TO BLOCK RATIONALISATION AND REDEPLOYMENT

Even and Leslau (2010) state that the specific problems of teacher redeployment were highlighted with reference to the legal challenge brought by Grove Primary School. This school is in the Western Cape and it took the Minister of Education to court in June 1997 in an attempt to block the process of rationalization and redeployment in the Department of Education. This school took up the case on behalf of 80 ex - white Model C schools who were contesting the rationalization of education and teacher redeployment. It subsequently won the case.

The impact of policy changes were examined with reference to eight contrasting schools in metropolitan Cape Town. The legacy of residential segregation and the national policy of allowing schools to charge fees were found to be major constraints on the removal of educational inequality. Schools formerly intended for those classified as Coloured have suffered the most from rationalization process. Budgetary constraints mean that African schools have so far experienced little upgrading of facilities. Sharing of resources offered some short-term possibilities of reducing inequalities. In their study, however, Even and Leslau (2010) fail to indicate redeployment and rationalization of educators to other provinces except the Western Cape, the most resourced province as compared to the remaining 8 provinces. This made the present researcher to focus his study on the under-resourced province of Limpopo.

2.11 REDEPLOYMENT AND RATIONALISATION IN OTHER COUNTRIES

According to Sanda and Sraha (2011), the Skills Development Fund in Singapore is managed by the National Productivity Board and companies can apply for 30-70% reimbursement for local and overseas training. The Singapore Development Fund has also succeeded in persuading employers to increase their spending on training as a percentage of payroll from 1, 5% in 1986 to over 2% in 1990. Furthermore, as part of the SDF, vocational education and training in Singapore is promoted and skills obtained in this way by workers are recognized through the allocation of National Training awards. These awards are presented annually to companies (even the educational department) with outstanding record in employee training and development. Therefore, in determining the recipients of the National training awards, certain quantitative indicators are used which include, inter alia, dollar investment in training, breath of training effort, and a degree of in-house training. Certain quantitative indicators of management commitment to training and the use of analyses are conducted and the emphasis that companies place on training results is shown. Redeployment and rationalization of educators or employees is very rare because every training that is done is controlled by the demand of the company.

South Africa can learn a great deal from Taiwan about education and training. In Taiwan, not less than 50% of the national budget, 25% of provincial budgets and 35% of country and municipal budgets, are appropriated for education. Equal education opportunities are guaranteed for all children, free textbooks are provided to children from low income families and special grants are awarded to aid poor areas in developing educational programmes. Taiwan has succeeded in increasing the number of teachers significantly over the past 10 years. While in 1981 there were about 170 000 teachers, this figure had grown to about 220 000 by 1991 (Pisla et al, 2010). Therefore educators are neither retrenched nor rationalized since educators are trained according to the demands or vacancies/post available at schools.

O'Neill (2012) states that South Africa can also learn from Germany with regard to vocational training which in turn discourages redeployment and rationalisation of workers. In Germany, vocational training occurs both at work and at school. This dual system of training ensures that the apprentice has access, in a real life situation, to the latest techniques and equipment while receiving a thorough theoretical grounding. The purpose of the training programme is not merely for the trainee to become proficient in the one or other skill, but to acquire mastery in his/her chosen trade/craft. O'Neill (2012) further states that by allowing a forum on which employer associations, trade unions, vocational training institutions and the state are represented to draft the curriculum for training, it is being ensured that the training is not task or company specific. This does not only guarantees common standards nationwide, but facilitates keeping pace with technological change and the challenges posed by a labour market. At present, 1.8 million young people in Germany are undergoing apprenticeship training of various kinds, of which half are in the industrial or commercial sectors, and a third in the crafts. Therefore, redeployment and rationalisation of employees, particularly of educators in Germany is very rare due to vocational training which takes place both at work and at school.

2.12 EDUCATOR REDEPLOYMENT AND DEPLOYMENT IN RURAL SCHOOLS

Despite economic-related restrictions, the deployment of qualified educators in the African continent has been described as being skewed in favour of affluent urban areas based on a variety of reasons (Mulkeen, 2007). In Ghana, for example, the reluctance of student educators' to work in rural areas has been attributed to the fear of the dangers such as disease and unsustainable accommodation (Mulkeen, 2007). Equally, in Tanzania student educators' reluctance derives the prospects of dealing with poor classrooms, home accommodation, school resources, reduced leisure opportunities and lack of medical facilities in rural communities (Mulkeen, 2007). These factors not only contribute to the difficulties of recruiting educators to rural schools, but also facilitate the exit of those educators that have already been deployed to these areas (Johnson et al. 2012). In Zimbabwe, for instance, a study on the training of science educators in the rural schools found that centrally deployed educators in rural areas were frequently

requesting government to move them out from these rural areas to more desirable locations (Mhishi, Bhukuvhani and Sana, 2012). These examples suggest that there is a need for a school context that will help in moderating relationships between educators and their learners (Kraft, Papay, Charner-Laid, Johnson, Ng and Reinhorn, 2012). Such a school context is characterised by the fostering of organisational stability, provision of teaching support, monitoring of school activity and shielding staff against distractions from their work (Leithwood, Day, Sammons, Harris and Hopkins, 2006).

Attempts to improve staffing in schools are often guided by two major deployment systems, namely the central authority and market systems (Mulkeen et al., 2007). The central authority system promotes national or provincial planning and the deployment of educators to schools. In other words, schools are not afforded an opportunity to recruit their own educators (Mulkeen et al., 2007). The implication is that many principals were not being afforded a chance to redeploy and recruit their own educators and this has apparently contributed to these principals having less influence on the quality of educators that are sent to their schools (Mpokosa and Ndaruhutse, 2008). This is an approach that is also applied in developed countries such as the US. Donaldson (2011) indicates that some of the school principals in the US have “less latitude to redeploy and assign, evaluate and dismiss, and develop teachers as they saw fit.” Even after the apparent exclusion of principals from the process of recruitment and appointment of educators, the educator deployment systems that most developing countries use seem to be inadequate. For instance, the central authority system in countries such as Mozambique and Malawi was less successful because provinces were unable to raise sufficient funds to recruit all their newly qualified educators and that several qualified educators refused to take up rural posting (Mulkeen et al., 2007). Meanwhile, the use of a market system in countries such as Lesotho has allowed educators to deploy themselves by searching for jobs, and gave each school more autonomy in selecting their own educators (Mulkeen et al., 2007).

However, this local and often uncontrolled intervention has the potential of rendering the recruitment process ineffective as unqualified people may end up being hired or

redeployed. In Kenya, for example, a study found that local communities demanded that their own people be appointed or redeployed to the positions of school principal without the necessary qualifications (Mobegi, Ondingi and Oburu, 2010). Another Kenyan study also reveals that local districts in that country were often accused of acts such as nepotism, receiving bribes and keeping selection dates secret (Kipsoi and Anthony, 2008). Further evidence suggests that even some of the developed countries face challenges regarding the implementation of a market system. According to a study in Pennsylvania, schools tend to hire and redeploy candidates with local ties, friends and relatives (Monk, 2007).

2.13 EQUAL OPPORTUNITIES POLICIES

Guldbrandsen (2010) maintains that the 1990s saw the emergence of gender as a priority issue in education and in the workplace for virtually the first time in South Africa. Along with proposals for a Charter of Fundamental Rights, concept legislation abolishing statutory discrimination against whoever qualifies for a job, particularly women, the disableds etcetera and providing for matters connected with equity in the workplace is addressed by the process of rationalization and redeployment, particularly of educators. Such legislation deals with access to education and with the issue of equal opportunities of equal worth, which will have implications for the employment of relevant educators. Thus, society and schooling are never gender neutral, but are interwoven with a complex set of issues such as domestic status, economic role, political ideology and cultural factors. For this reason, the improved position of the disadvantaged group in the society is not merely a function of better schooling, but a function of a host of social issues. In the words of Manik (2014), "achieving equality in educational access is not elusive; it can be done. However, it takes more than opening schools to women" in order to address the imbalances of educators at schools through rationalization and redeployment.

2.14 FAIR SELECTION CRITERIA

Pisla, Irimias and Munteau (2010) in their study mention that selection criteria becomes an issue when an employer has to decide which employees should be retrenched or

redeployed in order to solve his financial or operational problems. Such an employer must adopt and implement fair and objective criteria when identifying the selected employees. The selection criteria may be negotiated with a workplace forum or trade union and form part of an agreement. Selection criteria for determining which employees are to be retrenched or redeployed or rationalized would include the employee's length of service competence and /or merit (performance); skills qualifications or technical knowledge or experience; conduct; service record; age; gender, as well as "Bumping". In other words, if an employee in a specific section is declared redundant, instead of his employment contract being sectioned to replace ("bump") other employees who are then retrenched in terms of the LIFO formula. LIFO formula refers to the formula in which the last in employees are first to be taken out.

2.15 CONCLUSION

This chapter dealt with literature review, looking at what other people have written in the area of rationalization and deployment of teachers. The experiences of some countries such as Taiwan, Singapore and Germany regarding rationalization and redeployment of educators were highlighted to show how they differ with the policies adopted by South Africa. This showed the South African educators that rationalization and redeployment was a global issue. That is why our government adopted it in the ELRC.

CHAPTER 3

RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter focuses on the research methodology, research design, qualitative research paradigm, sampling, trustworthiness, data analysis, data collection procedures and ethical issues emanating from the data.

3.2 RESEARCH METHODOLOGY

Bryman (2012) defines a research methodology as the scientific method of attaining knowledge of human behaviour in a business and administrative context. Hyett, Kenny and Dickson-Swift (2014) further cited research methodology as what makes social science scientific. As the researcher, I refer to research methodology as the knowledge of how 'or know how' to do things or the total set of means that scientists employ in reaching their goal of valid knowledge. In this study, the researcher used the qualitative approach.

The researcher further refers Research Methodology as the specific and concrete means that the researcher uses to execute specific tasks. Such tasks are related to specific stages in the research process, such as sampling, (instrument), data collection and data analysis. The scope of research methodology is wider than that of research methods, which form a part of research.

Mhlolo (2011) explains how research methodology differs from research methods, such as opinion polls, techniques and attitude scales. Research techniques entail specific things that researchers use to sample (for example, stratified random sampling), measure, collect (for example, telephone interviewing) and analyse information (for example, calculating the product moment correlation coefficient). Straggles (2010) highlights that the kind of research that one chooses depends on the kind of evaluation and research approach within which the study is conducted. The soundness of

qualitative research methodology is a challenge for researcher who are interested in the growth of qualitative inquiry.

According to Bryman (2012) the focus of qualitative researchers is on data gathering which involves engaging with other people's language, their stories and experiences. Therefore, this task of the qualitative researchers comes with experiences of educators who are involved in the process of redeployment (Bryman, 2012).

3.2.1 Research Design

Dunne (2011) defines a research design as a blueprint or detailed plan on how a research study is to be conducted, operationalising variables so they can be measured, or a selected sample of interest to study, collecting data to be used as basis for testing hypothesis and analyzing the result. The researcher used a qualitative approach to find out the experiences of educators regarding rationalisation and redeployment of educators in primary schools within the Seshego Circuit. The study further used the phenomenological paradigm as it followed the qualitative route.

Bryman (2012) gives two meanings of research design. Firstly, it can be understood as the planning of any scientific research from the first to the last step. In this sense it is a programme to guide the researcher in collecting, analyzing and interpreting observed facts. Very often this process is described as research management or adequate operations to be performed in order to test specific hypothesis under given conditions. It indicates a procedure by which the co-variance of a stable time-order can be proved. The important question facing the scientist is what steps should be taken in order to demonstrate that a particular hypothesis is true and that all other possible hypothesis is false. Research design is related to the focus of the research; the unit of analysis and the time dimension of the problem at hand.

Henning (2010) defines research design as a set of guidelines and instructions to be followed in addressing the research problem: in the present study, the research design serves as a plan and structure of a research in order to maximise the validity of the

research findings. According to (Newman, 2003).) qualitative research offers the reader a feel for social settings therefore, data in qualitative research is in a form of a words as opposed to numbers.

3.2.1.1 Qualitative Research Paradigm

Since this study followed a qualitative route, therefore the phenomenological paradigm was the most relevant research approach for this research because the research did not use statistical investigation, which calls for quantitative research paradigm. Qualitative research is descriptive because the researcher is more interested in the process meaning and understanding gained through fieldwork. Qualitative methods were used to understand what is behind the phenomenon which is not known, in this case the experiences of educators regarding redeployment and rationalisation in Limpopo Province (Gary, 2011). Further, Newman (2003) asserts that in qualitative research, analysis is preceded by extracting themes or generalizations from evidence and data to present a coherent, consistent picture.

McMillan and Schumacher (2010) maintain that qualitative research is based on a naturalistic phenomenological philosophy that views reality as multilayered, interactive and a shared social experience. McMillan and Schumacher (2010) further assert that in the qualitative method, data are empirical, thus, they involve documenting real events and recording what people say (with words, gestures and tone). Minnaar (2009) concurs with this assertion stating that qualitative researchers focus on individual's social action, beliefs, thoughts and perception. Furthermore, a qualitative research approach requires the data to be collected must be rich in description of people and places.

Huff (2009) notes that phenomenology as a philosophical term is mostly associated with Edmund Husserl. It refers to a consideration of all perceived phenomenon, both the "objective" and "subjective". It is also associated with the eminent Flip Wilson, who said, "What you see is what you get". Qualitative researchers often attempted to make comprehensive observations at the outset and then to winnow out any elements that originated in their own worldview rather than in the worldview of the people being

observed and/or interviewed. They aim at discovering subjects' experiences and how subjects make sense of them, for example. This study focuses on the critical analysis of rationalization and redeployment of educators, the feeling of educators after being redeployed and their perception. Qualitative research was the most suitable approach to find out what the selected school educators did to manage this process.

3.2.1.2 Sampling

Bryman (2012) points out that a sample is a subset of the whole population which is actually investigated by a researcher and whose characteristics will be generated to the entire population. According to Bryman (2012) a sample could consist of every tenth car produced in a factory, every fiftieth house in a town, or 100 primary schools teachers selected from a list of trade union members. In support of Bryman above statement, the researcher chose twenty (20) educators from five selected primary schools in Seshego Circuit. This was done through the selection of a purposeful sampling method from lists of educators from the Limpopo Department of Education.

A simple purposive method was used and the sample obtained was a simple purposive sampling method. Among the five selected primary schools, two were from Bloodriver Village with an enrolment of more than 800, another two with an enrolment of less than 500 were from ga-Mokgokong and ga-Ranoto Village and one with an enrolment of between 500 and 700 was from Mamoriswane Village.

Bryman (2012) further states that sampling means abandoning certainty in favour of probability, or selection of a sample. Bryman (2012) also mentions the main collection of data on the whole population.

Huff (2009) states that a sampling is the process of selecting observations. The history of sampling in social research has developed hand in hand with political polling. According to Henning (2010) 'sampling' is a familiar notion. In everyday life we talk of sampling when we refer to the process of selecting things or objects when it is impossible to have knowledge of a larger collection of these objects. In social research, sampling refers to (non-probability) sampling procedures which involve some form of

purposive selection of elements from a target population. Gary (2011) refers to sample as a group or subjects. These can be selected from a larger group of persons, identified as the population. He further defines subjects as individuals who participate in a study; it is from them that data are collected. He also mentions the sampling procedures used from two sampling techniques: probability sampling and non-probability sampling (Yin ,2012). In this study non-probability sampling was used.

The researcher selected particular elements from the population that would be representative or informative about the topic of interest. Data for the study were collected from 5 primary schools in Seshego Circuit. These 5 primary schools were chosen using purposive sampling. Before visiting the schools, the researcher submitted a request for permission from the Department of Education, and then took the approval to Seshego Circuit then to the school principals. The researcher further made appointments with his participants to explain and notify them about the procedures and purpose of his visit (See Appendix B)

3.3 DATA COLLECTION PROCEDURE

The researcher used only one technique which is the interview to collect data. The researcher asked for permission to conduct his study from the district manager of Capricorn District. Formal appointments to the selected schools were made with the principals. In the study the redeployed educators were the participants. Before approaching them, the researcher set down with their principals to create rapport and to make sure that the study was understood. These educators were selected based on gender and whether they were victims of rationalisation and redeployment. The researcher chose only 20 redeployed educators in the five selected primary schools in Seshego Circuit.

Thus, 10 males and 10 females from each of the 5 selected schools. During the interviews with the participants, a tape recorder was used to capture all the discussions and field notes were made to record any additional information. Newman (2003) states that tape recording can supplement the research by providing a close approximation to

what occurred and by providing permanent recording devices, the total interview process can be captured, and the interviewer is free to observe the participants. However, Nieswadomy (2010) advises that the interviewer should be thoroughly trained in the use of any device and tapes should be labeled immediately after leaving the participant's presence. The purpose of the technique used when collecting the data is to determine how to construct tools necessary to collect data and the way the collection should be recorded.

3.3.1 Interviews

Basit (2010) states that interviewing is an essential part of most types of social research. Interviews can be used at any stage in the research process. They can be used in the initial phases to identify areas for more detailed exploration. They can also be used as part of the piloting and validation of other instruments, as the main vehicle of data collection, once the findings have been compiled to check whether the interpretations of other data make sense of the sample which was involved. An interview is a conversation between two or more people where questions are asked by the interviewer to elicit facts or statements from the interviewee.

The qualitative research interview seeks to describe the meanings of central themes in the life world of subjects. The main tasks of interviewing are to understand the meaning of what the interviewees say. Interviewing is a technique used to understand the experiences of others. It differs from other methods of data collection in that it is often more exploratory in nature, and allows for more flexibility. Interviewing stems from the desire to know more about the people around us and to better understand how the people around us view the world we live in. Thus, interviewing is most effective when the goal of said research is to gain insight into the "subjective understanding" of those around us.

In this study, educators who have been targeted for redeployment and those that had already been redeployed to other schools were also interviewed, as they were able to describe the lived experience of redeployment. For the reasons explained above, the

researcher used unstructured interviews. In this type of interviews, the researcher has a number of topics to cover, but the precise questions and their order are not fixed; they are allowed to develop as a result of the exchange with the participant. The purpose of the interview was explained to the interviewees. Van den Berg (2009) consolidates the importance of setting up and preparing for the interview by "making sure that the room you have chosen is as quiet as possible. Chat with interviewee while you set up and arrange the instrument".

The researcher chose interviews because they involve direct interaction between individuals and this interaction has both advantages and disadvantages as compared with the questionnaire. Interview is also flexible and adaptable. The responses can be probed, followed up, clarified, and elaborated to achieve specific accurate responses. Non-verbal as well as verbal behaviour can be noted in face-to-face interview and the interviewer has an opportunity to motivate the participant. Interviews result in a much higher response rate than questionnaires (McMillan et al., 2010). The disadvantages of interviews are their potential for subjectivity and bias and their higher cost and time-consuming nature. The participants may be uncomfortable in the interview and unwilling to report true feelings. The interviewees' perceptions of what was said may be inaccurate.

McMillan et al., (2010) explain the three forms of interview as: structured, semi-structured and unstructured interviews. The researcher chose unstructured interview as it allows the interviewer great latitude in asking broad questions in whatever order seems appropriate. The interview schedule was prepared beforehand. The questions were pretested. Interviews with teachers were conducted at their schools in the office or separate room. Ten minutes were allocated to each participant for building rapport during the course of the interview.

Cresswell (2009) argued that unstructured interview can sometimes be more valid than the highly structured interview. One situation where the unstructured interview is said to be valid is where the participant is experiencing memory failure. In this study more valid

responses were received by letting the participant follow what Cresswell (2009) calls "the natural paths of free association". In this study there was no participant who experienced memory failure. That is why unstructured interview was chosen.

3.4 TRUSTWORTHINESS

De Vos et al., (1998) cite Guba's model for assessing the trustworthiness of qualitative data, which has the following truth-value, applicability, consistency and neutrality:

3.4.1 Truth-value

Truth-value establishes how confident the researcher is with the truth of the findings based on the research design, informants and context. The truth-value in qualitative research is usually obtained from the discovery of human experiences as they are lived and perceived by the informants. Truth value is subject oriented.

A qualitative study can be considered credible when it presents such accurate descriptions of human experiences that people who also share that experience would immediately recognize the description. Truth value is the most important criterion for the assessment of qualitative research. Credibility ensures that the subject was accurately identified and described (De Vos et al., 1998). In this research a peer examination was conducted whereby there were discussions with colleagues with regard to the process of the study, the congruency of emerging findings with the raw data and tentative interpretations.

3.4.2 Applicability

Applicability refers to the degree to which the findings can be applied to other context and settings. De Vos et al., (1998) refer to transferability as a criterion against which applicability of qualitative is assessed. The research will meet this criterion when the findings fit into contexts outside the study situation that are determined by the degree of similarity between the two contexts, provided that the original researcher presents sufficient descriptive data to allow comparison, the problem of applicability is addressed (De Vos et al., 1998).

3.4.3 Consistency

The consistency of the data means that if the research was to be replicated with similar participants in a similar context the findings should be consistent to the initial research. It is the extent to which a measure administered once, but by different researchers produced equivalent results (De Vos et al., 1998).

According to Newman (2003) there is internal and external consistency. Internal consistency refers to whether the data are plausible given all that is known about a event or person, removing common forms of human deception. External consistency is accomplished by cross-checking observations with other divergent sources of data. In this research the categories were coded in such a way that another researcher can understand, which will lead to consistency.

3.4.4 Neutrality

Neutrality ensures the freedom from bias in the research procedures and results. Neutrality means the degree to which the findings are a function of the informants and conditions of the research and not of other biases, motivation and perspectives. The researchers in qualitative research try to increase the worth of the findings by decreasing the distance between the researcher and the informants. This is done by prolonged contact with informants. Conformability is regarded as the criterion of neutrality. Conformability is achieved when truth value and applicability are established (De Vos et al., 1998).

3.5 DATA ANALYSIS

Guion, Diehl, and McDonald (2011) define data analysis in qualitative research as “a systematic search for meaning. It means organising and interrogating data in ways that allow the researcher to see patterns, identify themes, discover relationships, develop explanations, make interpretations, mount critiques, or generate theories” (Christensen, Johnson and Turner, 2010). In this study, a constant analysis was commenced with immediately after the first interview session in School A. The researcher reflected on the

field notes taken during interviewing and after the completion of the interviewing session, the researcher replayed the audio-tape, thus, reflecting further on the data. De Vos (2001) posits that reflective journalizing should be done immediately after an interview to ensure that reflections remain fresh and that researchers should review their field notes as well as expand on their impressions of the communication with more considered comments and perceptions.

Although the reflective process in this study gave the researcher a glimpse on the possible direction of the study, a systematic linkage of the collected data to the research question during the reflective stage was not performed. However, after the interviews of the 20 educators, the researcher personally transcribed the audio-taped information by repeatedly playing back the audio-tapes while typing into the computer using Microsoft Windows. The personal involvement of the researcher in transcribing was intended to keep the researcher close to the data. The process of transcribing audible data into written form is an interpretive process which involves making judgements in the analysis of such data (Bailey, 2008). The transcripts enabled the researcher to work through the texts line by line linking raw data in the text to the research question by identifying relevant data that helps in answering the research question (Glaser and Laudel, 2013). The identified data were indexed (i.e. attaching codes to the text). A code in qualitative research is defined as a descriptive name for the subject matter or topic (McMillan and Schumacher, 2010). Coding entails reviewing transcripts and giving labels (names) to component parts that seem particularly salient within the social worlds of those being studied (Bryman, 2012).

After the indexing or coding of raw data, the researcher defined the selection criteria by determining the themes or categories to which the coded information belongs. The themes or categories were to be used in the classification of coded data. Thereafter, the coded data was further analysed to identify similar codes that were also indexed (i.e. codes were placed next to the already coded data). Then similar codes were then grouped in order to form themes or categories. These themes were used as the major

tools for the structuring of data. Glaser and Laudel (2013) identify three ways in which a link between collected data and categories can be achieved:

- *Indexing themes*: data are indexed by attaching codes to the part of the text containing the information. The result is an indexed text (text with attached codes that list the relevant themes addressed in each part of the text);
- *Indexing content*: data are converted into the analytic language of the investigation (i.e. into statements that describe states of categories) these descriptions are attached to the text; and
- *Extracting content*: data are converted into the analytic language of states of categories and moved into a database that collects raw data according to the categories for which they are relevant.

In this study, the *indexing content* technique was applied, that is, data were indexed by attaching codes to the part of the text containing the information. The completion of the indexing process was followed by a similar process of analysing information from the documents. Salient data from the documents was constantly compared to that from the transcripts and included in the relevant theme. Thereafter, all the themes were checked if they fit the research question and those that did not fit were revised to ensure that they link to the research question. At the conclusion of indexing documented information, descriptive paragraphs about the themes were written down as the researcher looked for patterns (relationships) between themes. The search for relationships helped to link similar themes and to form major ones. Thereafter, plausible explanations were sought while data were evaluated and interpreted for their usefulness, particularly with regard to the illumination of the research question.

The findings are presented below through the use of thick descriptors. The usefulness of thick descriptors is described by Gary (2011) who posits that thick descriptors capture the thoughts and feelings of participants and lead to thick interpretation, which in turn leads to thick meaning of the research findings for the researchers and participants themselves, as well as the report's intended readership. In addition, the five schools and 20 educators were assigned pseudonyms to ensure confidentiality (Appendix A). These

pseudonyms are applied throughout the presentation and discussion of the findings in the subsequent chapters.

3.6 ETHICAL ISSUES

Bryman (2012) expresses that interviews have an ethical dimension; they concern interpersonal interaction and produce information about human condition. Due to the above idea, I carefully considered the addressing of the issue of confidentiality prior to the interviews. A letter acknowledging and observing the anonymity of a participant was issued before any study was conducted. It was stressed in the letter that the partaker could participate on their own free will and could withdraw from participation at any time should they wish to do so. Questions used during Interviews for a focus group had been selected in order to get only data relevant to the study. The issue of sensitivity and invasion of privacy was also observed throughout this study. Participants could not be coerced to participate and rights of these people were duly observed at all times (Bryman, 2012).

3.7 CONCLUSION

This chapter discussed the methodology that the researcher used to conduct the study. The qualitative approach was used as it very well aligns with what the researcher wants to find out from the participants, that is, their opinions and impressions regarding redeployment. In other words, the researcher sought to find out the lived experiences of the participants. The population of the study was identified as well as the sampling procedures and the manner in which data were collected. Trustworthiness of the research was explained by De Vos and Fouche (1998). The next chapter discusses data analysis and interpretation.

CHAPTER 4

DATA PRESENTATION AND INTERPRETATION

4.1 INTRODUCTION

This chapter presents results from interviews with the educators. The results are presented under fifteen themes, namely:

1. Knowledge about rationalisation and redeployment of educators
2. The purpose of redeployment and rationalisation
3. Educators' experience regarding rationalisation and redeployment
4. Application of rationalisation and redeployment at schools
5. Rationalisation and redeployment a solution to educator – learner ratio
6. Educators' expectations when redeployed
7. Management of educator-learner ratio through rationalisation and redeployment
8. Rationalisation and redeployment selects specific educators to move
9. Things that hindered rationalisation and redeployment of educators
10. Educators' perception about rationalisation and redeployment
11. The principals/department's best method of applying rationalisation and Redeployment to educators
12. Criteria used for rationalisation and redeployment
13. Educators' perceptions of the criteria used
14. Educators' feelings after being redeployed
15. Rationalisation and redeployment is shared among the staff members

From the participants, the researcher ensured that each of the listed responses fits into one of the codes.

4.2 THE RESULTS FROM INTERVIEWS (EDUCATORS)

The researcher used the name participants to refer to his interviewees of which were educators

The participants in each category are presented as A, B, C, D, E, F, G, H, I, J, K, L, M, N, O, P, Q, R, S and T.

Below is the table which indicates the participants' feelings or experience regarding rationalization and redeployment.

Table A.

Participants	Their experience/ feelings regarding rationalization and redeployment
A	Painful
B	Painful
C	Painful
D	Happy/Joy/good
E	Painful
F	Painful
G	Painful
H	Happy/Joy/good
I	Painful
J	Painful
K	Painful
L	Painful
M	Good
N	Painful
O	Painful
P	Good/ Happy/ Joy
Q	Good/ Happy/ Joy
R	Good/ happy/ Joy
S	Painful
T	Painful

4.2.1 Knowledge about rationalisation and redeployment of educators

Educators who were interviewed concerning what they knew about Rationalisation and Redeployment showed that they knew something about it except participants Q, P, N, M, and L, who did not indicate any movement of educators from one school to another in their explanation or knowledge about it.

4.2.2 The purpose of redeployment and rationalisation

The purpose of Rationalization and Redeployment as indicated by most participants interviewed (A, B, D, E, G, I, S, R, Q, P, M and K) revealed that it was meant to balance the educator-learner ratio in schools rather than educators remaining in their schools with few learners, while participants (C, F, H and J) indicated that rationalisation and redeployment addressed the needs of the school, the subjects, extra-mural activities and workloads. Although participant (O, N and L) revealed that the purpose of rationalisation and redeployment was to cause confusion and intimidation among the teachers. Participant L further revealed that the teachers together with the management should do the constitution regarding it.

4.2.3 Educators' experience regarding rationalisation and redeployment

Most participants interviewed (A, B, C, D, E, F, G, H, I, J, L, N, O, S and T) indicated that their experience regarding rationalisation and redeployment was painful, hard to accept. Some felt it was a demotion. They felt as if only one criterion was used as hatred particularly LIFO to sideline them. Relocation is expensive for educators, but participants (D, H, M, P, Q and R) indicated that their experience regarding rationalisation and redeployment was positive. Participant D found what she came for at that school, particularly OBE and RNCS, while participant H found that it was a privilege, adding that sometimes it is a good thing to be sent to some other school.

4.2.4 Application of rationalisation and redeployment at schools

Participants (A, C, E, F, I, M, O, S, and T) indicated that rationalisation and redeployment was not applied correctly. Participant A also stressed that if the government says do something, yours is to comply, and that caused her to lose interest

in teaching. Participants (C, F and I) further showed dissatisfaction because even their principal did not know the correct method of redeployment, but resorted to one method which is LIFO while other schools used various methods. Participant E expressed his dissatisfaction because according to him instead of LIFO, it was supposed to be first in, last out motion. So because of many things including hatred, he was redeployed because of that. Participants (K, N, P, Q, and R) revealed that the process of rationalisation and redeployment was applied correctly.

4.2.5 Rationalisation and redeployment a solution to educator – learner ratio

Participants (A, F, G, I, J, K, L, N, P, and R) see rationalisation and Redeployment as the solution to the imbalances of educator-learner ratios at schools but participants F and I agreed on conditions only if rationalisation and redeployment can be applied correctly and in favour of the curricular needs rather than last in first out . Participant G supports this by putting herself as an example because she stated that they let her to go to a school where she satisfies its curricular needs. Therefore she became a solution to them.

Participants (B, C, D, E, H, M, O, Q, S, and T) see rationalisation and redeployment as a solution to balance educator-learner ratios in schools. Participant B based his disagreement of rationalisation and redeployment to be the solution to the imbalances of educator-learner ratio in schools focusing on overcrowding of learners at schools. As long as there is overcrowding this process of rationalisation and redeployment will not be resolved. Participant C based his disagreement on schools that use old staff establishment and lead to wrong figures and ratios. Participant D based her disagreement on schools that lack buildings. It cannot be a solution if learners are congested in one class or no class at all. Participant E focused on the transfers of learners from one school to another each year. This transfer also causes imbalances in these schools. According to Participant H, educators are moved from one school to another just for replacement and that is not an effective solution.

4.2.6 Educators' expectations when redeployed

Participants (A, C, D, F, H, I, L, P and S) did not expect anything positive or good. They were expecting a doomed future, and even to resign from teaching. That was participant C's expression about rationalisation and redeployment. Participant D had a hard time because she was leaving her colleagues and building a new friendship which was also not easy for her. Participant F just surrendered and waited for anything that was decided. Participant H expressed his expectations by blaming the education department for ill-treating educators and forcing them to take severage packages. Participant I's negative expectation was based on the frustrating talks which lead one to think bad about the future.

Participants (B, E, G, J, K, M, N, O, Q, and R) were expecting positive things. For example, Participant B was expecting to have her own class, but unfortunately she found that she had to teach 200 learners in grade 1. However, presently she is still teaching an overcrowded class of 54 learners. Participant E thought that he would be moved to a better school, which would welcome him. This was never to be. Participant G was expecting to develop the school where she was redeployed to, but her expectations were shattered. Participant J was expecting to work at a neighbouring school, but it was not the case.

4.2.7 Management of educator-learner ratio through rationalisation and redeployment.

Most of the participants (A, B, D, F, G, I, J, K, L, M, P, R, and T) were of the idea that educator-learner ratio could be managed through rationalisation and redeployment while few of the participants (C, E, H, N, O, Q, and S) were not of the idea that educator-learner ratio could be managed through rationalisation and redeployment. Participants B and D were of the idea that educator-learner ratio could be managed through rationalisation and redeployment provided that the government employed more educators and built more classrooms. Participants F, G and I also stated that educator-learner ratio could be managed through rationalisation and redeployment focusing on the curricular needs of the school. Participants C and H based their thoughts on that

educator-learner ratio could not be managed through rationalisation and redeployment because of escalating enrolment of learners in schools.

4.2.8 Rationalisation and redeployment selects specific educators to move

Educators move from one school to another or remain in one school for many reasons. More participants who were interviewed (B, E, F, G, H, I, K, L, M, O, P, Q, R, and T) indicated that most educators were redeployed because they failed to match the curricular needs of their schools and therefore redeployed them to the schools where they match. Few participants (A, C, D, J, N, and S) indicated that educators moved from one school to another or remained because of the criteria used. Participant N indicated that jealousy was also a contributing factor.

4.2.9 Things that hindered rationalisation and redeployment of educators

Wrong implementation of rationalisation and redeployment seems to be the cause of delay or blockage to this process as indicated by most of the participants (B, D, F, H, I and J) who were interviewed. Participants B and D further added distance and favouritism as other factors that lead to the disturbance of rationalisation and redeployment. On the basis of distance, if educators are redeployed far from their residential areas then this may lead to denial or delay or dispute. Participants (A, C, E, G, K, and M) indicated that refusal by some educators also hindered the process. Participant E indicated lack of curricular needs and professional needs as the delaying factors since more educators are still under-qualified e.g. they have PTC as their profession. Participant L, N, O, P, Q, S and T see politics, principles and the department of education as the stumbling block to this process, but according to Participant R, there is nothing blocking this process. Participant R indicated that there was nothing hindering this process.

4.2.10 Educators' perception about rationalisation and redeployment

From the outcome of the interview, most of the participants (A, B, D, F, I, J, K, O, P, R, T) perceived that rationalisation and redeployment was helpful since educators were able to teach the correct number of learners in the class. Participant F indicated that

rationalisation and redeployment was a correct tool to address the imbalances in the distribution of labour. Although some few participants (C, E, G, H, L, N, Q, and S) perceived that rationalisation and redeployment was bad because it had caused conflicts between educators and the management of schools. It also disorganized educators. For instance, participant G was redeployed to a new school in October, which disorganized learners because it was in the middle of the term. Participant E felt that many educators would no longer like this profession because of these forced transfers. Participant M had mixed feelings about the process.

4.2.11 The principals/department's best method of applying rationalisation and redeployment to educators

Negotiation turns to be the strong method which the department and the principals can use when applying rationalisation and redeployment to educators. Most participants (A, C, D, I, J, K, L, M, R, S, T) confirmed this during the interview. Participants I and J further emphasized that negotiation should be followed by counseling and motivation while participant C and D stated that before asking an educator to move, negotiations should occur. Participant B felt that primaries need to be divided from grade R – 6; 7-9 as middle schools; 10-12 as high schools. Participant E revealed that principals needed to be part of the process. Participant F emphasized that schools should address the prescribed procedures and standard fairly so that rationalisation and redeployment can run smoothly. Participant G lost hope since she mentioned that the education department failed already, as such, the principal would also fail. Participant H confirmed that the department and the principals should make use of experience and date of appointment. Lastly, participant (N, O, P and Q) felt that the principals and the department used this process to chop those teachers who did not produce good results and also those who were about to retire by giving them severage package.

4.2.12 Criteria used for rationalisation and redeployment

Participants (A, C, D, F, I, K, L, M, N, O, P, Q, R and T) mentioned that LIFO was used as the only criteria for rationalisation and redeployment while participants (B, H and J) indicated that in their schools curricular needs were used as the criteria for

rationalisation and redeployment and participants B indicated that she opted to volunteer. She later thanked herself for volunteering because it came from her own will. Participants E, G and S reported that their schools did not use any criterion. They just received letters from the department which indicated that they had to report for work in another school.

4.2.13 Educators' perceptions of the criteria used

Few participants (B, D, H, J, K, and R) felt that the criteria applied to them was good since participant J indicated her excitement by mentioning that she accepted everything and also was satisfied with the criteria used, while participants D and H gave a short answer, mentioning that the criteria used was good. Participants (A, C, E, F, G, I, H, M, N, O, P, Q, R, S and T) in majority were not happy about the criteria used for rationalisation and redeployment at their schools. Participant A was also even emotional in responding to this question by indicating that she did not care, because they did it (referring to those who redeployed her), but they did not stop her salary. She concluded by mentioning that she did not have any further comment. Participant C complained that this process (rationalisation and redeployment) abused his right because he was not given enough time to prepare himself and be ready to go to the new school, while participant E also expressed his anger by indicating that the criteria used was based on hatred. Participant F felt that LIFO sounds somehow unfair because it targets the newly qualified educators.

4.2.14 Educators' feelings after being redeployed

The results of learners in schools depend on the feeling of educators at work. For instance, if an educator feels bad, learners will also feel likewise. Therefore, the results of the school will be bad, but if educators' feelings are good, then everything will be good for the learners. So, most participants (A, D, E, F, J, G, K, L, M, N, O, P, Q, S and T) indicated that they felt bad after being redeployed. A limited number of participants (B, C, H, I and R) indicated that they felt good after being redeployed because they accepted everything. Participant H felt great because she was redeployed to the school which has facilities unlike where she was teaching before.

4.2.15 Rationalization and redeployment is shared among the staff members

Rationalisation and Redeployment is not a process which started and concluded in the office by the principal and his/her school management team, but it was shared among the staff members as indicated by most of the participants interviewed (B, C, D, E, F, H, J, K, L, P, Q and R). Few participants (A, G, I, L, M, N, O, S and T) showed that rationalisation and redeployment was not shared among all the staff members when it affected them.

4.3 CONCLUSION

Educators have indicated that rationalisation and redeployment affected them negatively in many ways. Their families also suffered the consequences, since most of them are parents. For that reason, it means that their entire community is also affected. How can the redeployed educator show love to the learners while his/her employer does not show him/her love? This is a concern that needs to be addressed for the betterment or future of this country. The outcome of the interview as reflected on Table A indicated a very painful experience educators are undergoing in this process of rationalization and redeployment. It means that the majority of educators live under stressful situations.

CHAPTER 5

SUMMARY OF FINDINGS, RESULTS BY THEMES, RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

The purpose of this study is to investigate the experiences of educators regarding rationalisation and redeployment. This chapter focuses on the summary of findings, results by themes, recommendations and the conclusion.

5.2 SUMMARY OF FINDINGS

The researcher observed the following findings in this study:

Knowledge about rationalisation and redeployment

That the educators knew rationalisation and redeployment and what it addresses, but seem to be adamant or reluctant to move when it comes to practice. In other words, they misuse their knowledge about rationalisation and redeployment.

Painful experience

Educators' experience regarding rationalisation and redeployment is quite harsh since some indicated that they felt as if they were demoted. Therefore, this process gave them a painful stigma which is unforgettable.

Wrong criteria/if not one criterion

Wrong criteria were used because principals shifted their responsibility to heads of departments who also resorted to using wrong or only one criterion to sideline some individual educators. For example, LIFO has been used mostly and as a result hindered this process.

Failure to match the curricular needs

This caused educators to be redeployed because they failed to match the curricular needs of the schools where they had been before.

Educators perceived that rationalisation and redeployment was helpful because it was the correct tool to address imbalances at schools

Lack of communication

Negotiations need to be applied by both the department and the principals before redeploying an educator e.g. counseling or motivation of some sort was not given at all.

Bad feeling after being redeployed

No incentives/compensation as educators were forced to cope with the new environment and they were also expected to maximize the schools' performance.

This is one factor that retards/hinders rationalisation and redeployment because educators took it lightly. There is no way in which a redeployed educator can feel comfortable if his/her pocket is empty. The department must meet them half way in as far as housing, schooling of his/her children and transportation are concerned.

Lack of classrooms and overcrowding

Schools are still running short of a classroom which of course hinders rationalisation and redeployment. It will be unfair to redeploy an educator to a school which does not have enough classrooms because that will demotivate him/her.

Failure to take rationalisation and redeployment positively

To show that educators do not take rationalisation and redeployment positively, many of them are still not happy to move to other schools. If rationalisation and redeployment was good to them, then they should have volunteered to move unlike waiting for the schools to take the steps of rationalisation and redeployment.

Principals feel intimidated.

Learners are left stranded

The timing of moving educators from one school to another is very awkward since the department does not start rationalisation and redeployment at the beginning of the year so that both learners and educators can adjust and cope equally.

5.3 RESULTS BY THEMES

The results of the themes conducted during the interviews with the participants were as follows:

5.3.1. Do educators have knowledge about rationalisation and redeployment of educators?

Educators who were interviewed indicated that rationalisation and redeployment of educators can make schools functional if it can be monitored accurately. They mentioned that unions corrode this process as they are impartial and too protective to their members.

5.3.2. Do educators know the purpose of rationalisation and redeployment?

During the interview, educators were very skeptical when they answer this question. Through my observation, I discovered that they know the purpose of rationalization and redeployment, but they do not want to put it straight.

5.3.3 What are educators' experience regarding rationalisation and redeployment?

The educators showed that they had a very bad experience about rationalisation and redeployment. Some were forced to move because they were not in good terms with the principal or management team.

5.3.4 How did rationalisation and redeployment apply in our schools?

Rationalisation and redeployment was not applied correctly since educators complained that only one criterion was used. They indicated that some principals were not familiar

with the resolution for rationalisation and redeployment. They created their own criteria which suit their own interests.

5.3.5 Can rationalisation and redeployment solve the imbalances of educator-learner ratio?

If all the aspects which appear in the resolution of rationalisation and redeployment can be used, then there will be correct number of educator-learner ratio at schools. There will be no more overcrowding of learners in one class. Multi-graded classes will no longer be the talk of the day.

5.3.6 What are educators' expectations when redeployed?

This is very bad since educators were very pessimistic about it. Some complained that they are not coping well since their new working place is frustrating. They complained about lack of resources and also the place itself is remote.

5.3.7 What are the hindrances of rationalisation and redeployment to educators?

Educators mentioned long distance as one of the hindrance of this process. If an educator was redeployed far from his/her initial places then this can cause a problem to the redeployee and his/her entire family. The fear of the unknown also seemed to be a disturbing factor because they were very comfortable at their comfort zone.

5.3.8 Rationalisation and redeployment is not a one man show

Educators who were interviewed concluded that rationalisation and redeployment procedures and processes were shared among the staff members. The challenge was the way principals manipulated it.

5.4 IMPLICATIONS OF THE RESULTS

For the fact that most educators were reluctant and adamant to move from school A to School B, then schools which are understaffed work tirelessly without producing good results. Educators fail to attend the child individually at the school which is understaffed.

Although some educators agreed to move from school A to school B, but they remained with emotional pain because they faced new challenges.

In most cases schools redeployed lazy or problematic educators and as such, the principals who receive them suffer the most. Educators opted to be redeployment to the well-resourced schools and these schools are usually found in big cities while the less resourced schools are found in remote areas which are far from opportunity.

It further encouraged multi graded classes in remote schools while educators at those schools remain dormant and less informative because they are far from everything such as transport, internet, banks and media coverage.

5.5 RECOMMENDATIONS

Based on the findings, the researcher recommends that the Department of Education needs to compensate the redeployed educators because they seem to be reluctant or adamant when they are supposed to move. To heal the pains which the redeployed educators feel because of the rationalisation and redeployment, the researcher thinks that the Department of Education must at least give them one salary notch higher because at the moment they feel as if being redeployed is a demotion. To avoid the issue of using wrong or one criterion, the researcher thinks that the Department of Education must make some follow-up or send experienced professionals to run the whole process because educators think that rationalisation and redeployment is the correct tool to manage imbalances in schools.

For rationalisation and redeployment to run smoothly and fulfill its purpose, the researcher feels that enough classrooms need to be built in every school. The Department of Education must first build classrooms in every school before talking of rationalisation and redeployment. Before an educator can be redeployed, the department must first secure the redeployed in terms of shelter, transport and other needs. The department must also try all means which can attract educators to go for

redeployment than rejecting it. Principals must also be compensated because they also feel that the educators intimidated them for nothing.

That is why they do not take this measure seriously. The researcher also thinks that the time of letting the redeployees to report to the new school must strictly be January, unlike what is happening now. The redeployed report at new schools any time during the year. This system of starting in January gives both educators and the learners enough time to prepare their work together. The department must avoid overloading educators with piles of work while there are many unemployed educators out of the system. In short, the department must increase its budget which can absorb both temporary and unemployed educators. The researcher also feels that the department must promote educators who are well qualified e.g. having Masters, Doctorates, etc. These educators should be given better salaries that reflect their qualifications. Future research into the association between stress and rationalisation and redeployment should employ a more sophisticated research design for greater reliability and validity. Also, the study should be broadened to cover a larger geographical area and include a larger sample.

5.6 CONCLUSION

In this chapter the summary of the findings, results by themes, implications of the results and recommendations were outlined. The overall view of this study was also detailed.

The study basically used one set of data collection instrument, a semi-structured interview. Twenty educators who were affected by rationalisation and redeployment were purposefully selected from the Seshego Circuit educators. The sample consisted of 10 males and 10 females.

The findings could be summarised as follows:

- The majority of educators felt strongly that rationalisation and redeployment led to stress both amongst those affected and the schools in general.
- Stress created social and psychological problems for the educator who is affected, as well as his/hers immediate environment.

- Redeployment and rationalisation had serious negative consequences on learners as a group and within schools in particular.
- Most educators reported that they were not coping with the stress associated with rationalisation and redeployment as they created serious psychological and social problems. These affected themselves, their families, friends and learners in their totality.
- There was no gender difference in the educators' abilities to cope with stress associated with rationalisation and redeployment.

The policy of rationalisation and redeployment was well intended by the South African Department of Education. As the policy theory reiterated, a good policy needs to involve all the stakeholders in order to ensure successful implementation. In the South African case, there were debates, discussions and bargaining sessions dedicated to the policy in the Education Labour Relations Council. Tshabalala (2014) states that the issue of educator to pupil ratios was used as the measuring stick to equalize education, with educators being trained and retrained to ensure equity. The agreements reached between educator unions and the employer would hopefully narrow the gap between the advantaged and disadvantaged schools. Redeployment had helped many teachers who were redeployed to achieve growth in teaching as many educators were promoted to senior positions within rural schools. Further to this, many schools in rural and township were able to introduce science and commercial streams in their schools - a big boost for rural communities.

However, there were serious obstacles to successful implementation. To start with, the department did not have a convincing database system to know how many educators it had. Early retirement packages were granted to educators with high demand subjects such as mathematics and science. Sadly, the Education Department realised that the implementation of the early retirement had drained them of vital skills and expertise (Thwala, 2014). Most of the senior educators who were close to retiring age took the package. In many instances they were members of the school management team. Compounding the problem was that the department did not have a reliable database of

educators to be redeployed to rural and township areas. Such situations created a healthy environment for ghost teachers. Thus, financial problems plagued the system.

Areas where educators had to be redeployed had no basic infrastructure. Government had no rural allowance and reallocation costs for educators to be redeployed to make it attractive for them. Additional problems unfolded as redeployment took place at the beginning of the third term. This created problems as teachers were busy with revision and preparing for year-end examination. Educator unions threatened mass action and accused the government of negotiating in bad faith. Many teachers in the former model C schools opted for early retirement packages and opened their own independent schools around the country. These were the same teachers who government hoped they would transfer their skills to needy areas. Thus, the success of the policy of redeployment is not immediately obvious given that many former model C schools are still advantaged and disadvantaged.

Conflicting ideologies are often the source of educators' divergent responses to such change. For example, educators who find that their ideologies are consistent with the proposed restructuring often support it, whereas those who find their ideologies are inconsistent with it may actively or passively resist the change (Bryman, 2012). For Thwala (2014), policy and response to reform education can also correlate with educators' personal characteristics, such as age or career stage, gender, or race and culture. Much of this was revealed in the different responses to redeployment expressed by educators at "advantaged" and "disadvantaged" schools.

Some of the steps to the long road of restructuring education in South Africa have been presented. The aim of this research has been to examine critically recent changes in South Africa's educational system, with special reference to the rationalisation and redeployment policy. It appears that this process of restructuring will not be met with unanimous agreement among all stakeholders. Policy makers should be prepared to build a context for discussion and a capacity to implement the change. Whether the change is teacher-driven or government-mandated, everyone will not be in agreement

with adoption, nor welcome the pressure to change. The success of change will weigh heavily on a school system's ability to communicate and negotiate concerns among all those involved.

Decades of injustice in Education cannot be corrected by a single policy over a period of two to five years. A policy such as rationalisation and redeployment needed to be implemented gradually, with support systems put in place before implementation could take place. Given the policy theory presented in the first part of this research, it becomes apparent that many aspects of policy formation and implementation were not approached ideally in the case of rationalisation and redeployment in the South African context. Nonetheless, the move to address educational inequalities in this context offers hope that the process is recognized as necessary and that the government will continue in its endeavour to improve education for all South Africans.

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APPENDIX A

PERSONAL DETAILS OF THE PARTICIPANT

Participants	Gender	Position	STD	Professional	Academic	Experience
			Passed	Qualification 5	Qualification 5	
A	M	CS1	Grade 12	PTD	-	12
B	F	CS1	Grade 12	SPTD	-	14
C	M	CS1	Grade 12	SED	-	20
D	F	CS1	Grade 12	STD	-	7
E	M	CS1	Grade 12	PTD	FDE	15
F	M	CS1	Grade 12	SPTD	-	12
G	F	CS1	Grade 12	SED	NPDE	20
H	F	CS1	Grade 12	SED	-	21
I	M	CS1	Grade 12	STD	-	15
J	F	CS1	Grade 12	STD	-	16
K	F	CS1	Grade 12	PTD	-	18
L	M	CS1	Grade 12	PTD	-	16
M	F	CS1	Grade 12	PTD	-	15
N	F	CS1	Grade 12	SPTD	-	14
O	M	CS1	Grade 12	STD	-	15
P	F	CS1	Grade 12	STD	-	17

Q	F	CS1	Grade 12	B.ED	-	7
R	M	CS1	Grade 12	HED	-	11
S	M	CS1	Grade 12	B.ED	-	8
T	M	CS1	Grade 12	HED	-	13

APPENDIX B

INTERVIEW SCHEDULE FOR EDUCATORS

PARTICIPANT A

1. What do you know about rationalisation and redeployment of educators?
2. What is it addressing at schools?
3. What is your experience with regard to rationalisation and redeployment of educators?
4. Do you think rationalisation and redeployment was applied correctly in your school?
5. Do you think rationalisation and redeployment of educators can resolve the problem of educator-learner ratio in primary schools?
6. What were your expectations when you were redeployed?
7. Do you think that educator-learner ratio can be managed through rationalisation and redeployment of educators?
8. Why some educators are redeployed while others remain?
9. What are the things that hindered this rationalization and redeployment of educators?

10. What is your perception about rationalisation and redeployment of educators?
11. How can the principals/department best apply this process to us as educators?
12. What were the criteria used for redeployment of educator?
13. What is your perception of the criteria used?
14. What is your feeling after you have been redeployed?
15. Were there some educators when rationalisation and redeployment was applied to you?