

institut universitaire  
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d'études du développement  
of development studies

**GROUPE DEMAIN L'AFRIQUE**

*UNE VISION POUR 2020*

# Where are we now, ten years later

## Complexity of South African social transition

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**IUED Salle Bungener**

Rue Rothschild 22

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## A Presentation at the IUED 3<sup>rd</sup> February 2003

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## Where are we ten years later?

The complexity of South African social transition

## Objectives

Identify the complex mix of forces that explain the current status quo.

Focus on education transformation

Issues from Schooling (Teacher Policy) and Higher education (Student access)

## Education Context

- Public Education Structure
  - Schooling (12 Years of schooling – 10 in policy)
  - Post School Provision
    - FET (Technical College Sector)
    - HET (University/Technikon sector)

## Transformation

Access, Redress and Equity

## TRANSFORMATION

Efficiency

## Teacher Policy

- Rationalisation and Redeployment within an efficiency paradigm
- The Legacy
- Reasons
  - Integrate
  - Redress
  - Economic Saving (Cutback on wasteful expenditure)
  - Address inefficiencies of past

## Results

- Pupil Integration (Urban)
- Teacher Reduction
- Reduction in Supply and crisis
- Increased White Teacher component
- Looming Crisis
- Roots of Decentralisation
  - The Model C Legacy
- Why?
  - Governance policy
  - Legal Challenges
  - Right to reject teachers imposed - White schools still largely white
  - Unexpected Results
    - Privatisation
    - Brain Drain

## How did this Policy Fail? Complexity!!!!

- Policy vs Implementation
- Is it about **Great Policy and poor implementation?**
- Personnel incapable
  - Capacity (Skills)
  - Gravy Train (Absorption)
- Inherited legacy and Negotiated settlement
- Globalisation – World Rationality dominated by Competitiveness paradigm

## The cause

- **POLICY DUALITY LEADING TO POLICY AMBIGUITY SO THAT THE SITE OF STRUGGLE IS LOCATED AT THE LEVEL OF IMPLEMENTATION LOWER DOWN THE ORDER – Implementation level**

## Policy duality/ambiguity: Manifestations

- Current Socio-Economic Context
- Two nations thesis or two classes
- RDP (Redistribution) to GEAR (Growth, Employment and Redistribution) – Equity vs Efficiency... or at best the achievement of equity dependent on conditions of efficiency
- Redistributive agenda downplayed
- Confidence in Market (to achieve redistribution) resurgent

## Policy Duality/Ambiguity: Complexities

- Legacy
- Role of Government as neutral arbiter
- Nature of tripartite relationship (Govt./Business/Unions)
- Nature of strategic alliance (CP and COSATU)
- Economic vs Political power!
- Vibrancy of the Democracy – media
- Two-stage Transformation

## Higher Education Transformation

- ❖ The people of our country deserve nothing less than a quality higher education system which responds to the equity and development challenges that are critical to improving the quality of life of our people (Department of Education: 2001)

## Student Access - Participation vs Success

- ❖ Increased Participation
  - Results of Initial Democratic Imperative
  - Participation current (15%)
  - Increased racial parity
  - Increase in Black numbers
- ❖ Access as Success
  - Failure Rate (25%)
  - Revolving Door Syndrome
  - ❖ Suggestions (NPHE, 2001)
    - Admission Criteria
    - Student Funding Incentives
    - Academic Development

## Access: Student Intake and Enrolment

- |                                                                                                                                                                                                         |                                                                                                                                                                                                       |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>❖ Intake                             <ul style="list-style-type: none"> <li>• Under-preparation vs Grade Creep</li> </ul> </li> <li>❖ Decline in Pool</li> </ul> | <ul style="list-style-type: none"> <li>❖ Enrolment                             <ul style="list-style-type: none"> <li>• Race (29-60%) '88-00</li> <li>• Gender (43-53%) '88-00</li> </ul> </li> </ul> |
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## Conclusion: Why are we where we are?

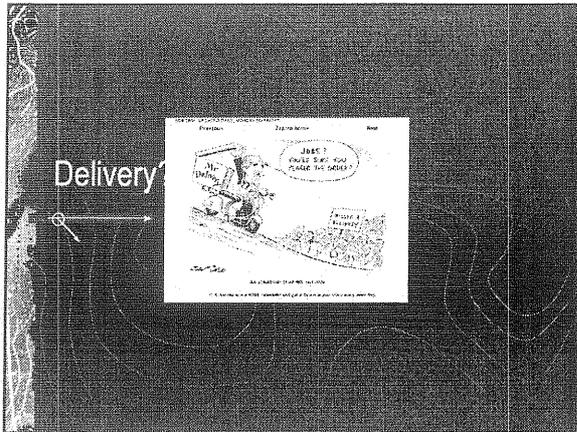
- ❖ Ambiguous policy position (Reconstruction and Development vs Growth and Development Redistribution)
  - Inherent tension between efficiency and redress which leaves redress to the backburner
  - Inability of market forces to deal with redress and the need for the State to engage
  - Contradiction between State role and responsibility... expected to be neutral arbiter but in reality is pro-poor but needs to be seen to be acting in interests of all
  - Lack of political, real economic muscle to implement confidently a redistributive agenda
  - GEAR

## Economic Policy: Equity vs Efficiency

- |                                                                                                                                                                                         |                                                                                                                                                                         |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>❖ Reconstruction and Development Programme (RDP)</li> <li>❖ Equity/Redress/National Historical (contextual) Interests</li> <li>❖ 1994</li> </ul> | <ul style="list-style-type: none"> <li>❖ Growth, Employment and Redistribution (GEAR)</li> <li>❖ Efficiency/Responsibility/National Interest</li> <li>❖ 1996</li> </ul> |
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## Social Challenges

- ❖ Racial Differentiation
- ❖ Poverty and Inequality - Gini Coefficient 0,57 (2000)
- ❖ Unemployment – 40%
- ❖ Aids Prevalence
  - 11,4% Prevalence = almost 5 million living with aids
  - 16% - 15-49 years
- ❖ Skills Development (education)



- ### On Gear(ing)
- Output?
  - Investment?
  - Low Growth/Low Skills/Low Employment Path
  - Other:
    - Gini Coefficient (0.57 (2000) - unchanged or deteriorated since 1993)
    - Social safety gap not there to support increased poverty > half pop. Live below live below \$32US per mnth.
    - Only 3 mil. Reached by poverty relief measures

- ### Where are we? Higher Education
- Legislative Context
  - Integration
    - Student Composition
    - Staff
  - Access
  - Transformation????

- ### 2. HE Governance and Funding
- Governance
    - Capacity
    - Autonomy
  - Funding
    - Nature of Funding (Subsidy)
    - Student Debt (HDIs)
    - Direct State Intervention in HDIs
    - Marketisation element evident – Self-sustaining

- ### 3. Curriculum reorientation
- The Quality Legacy
  - Skewed Graduation Trends (Black enrolment - Engineering 3%, Natural Sciences 12%, Medicine 9%)
  - Purpose (National or International)
  - National Qualification system
  - Marketisation Elements
  - National Imperative or International Benchmark

South Africa: the Quality Legacy

	Enrolment	Graduation rate	Graduation rate	HE enrolment						
	2000	2000	2000	2000	2000	2000	2000	2000	2000	2000
South Africa	20.1	58%	52	0.4%	0.45	0.45	0.7	0.45	0.45	0.45
Spain	18.2	61.5	22	1.5%	0.46	0.45	0.7	0.45	0.45	0.45
India	17.1	36.6	17	4.1%	0.78	0.75	0.6	0.78	0.78	0.78
Middle East	22.7	56.0	75	5.5%	0.75	0.82	0.9	0.75	0.75	0.75

Source: NQF 2002