



Exploring Institutional Coordination of the Return to Schools

Provincial Education Responses to Covid-19

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Abstract

South Africa's basic education system, like many across the globe, has been impacted by the deadly Covid-19. Between March and August 2020, many public ordinary schools remained shut due to the lockdown in the country. Based on interviews with provincial education officials in the Eastern Cape and Western Cape, as well as other education stakeholders, this Working Paper finds that the reopening of schools in these South African provinces was predicated on three factors. The central factor is institutional coordination, whereby various education organisations and government departments facilitated the reopening of schools using a combination of their capacities and resources. Institutional coordination was not only integral to reopening schools; it also raises critical questions about South Africa's intergovernmental system. The second factor is the development of new capacities by both PEDs. Both the PEDs developed new capacities in their provinces; partly as a result of harnessing capacity and resources through institutional coordination, and partly as a result of the nature of the pandemic which forced PEDs to find ways of reopening schools and providing education related services. The third factor is the role and relevance of teachers. The immense responsibilities placed on teachers during a pandemic not only contradicted some public sentiments that teachers were reluctant to reopen schools, it also demonstrates how current policies for teacher availability, placement and training have failed. Ultimately, this Working Paper argues that the pandemic has produced an opportunity for some change in the capacity of PEDs and teaching policies in South Africa.

Keywords: Covid-19, Institutional Coordination, Teacher Availability, Intergovernmental Structures

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1. Introduction

In March 2020, South Africa entered a national lockdown, following the declaration of a national disaster due to the Coronavirus (Covid-19) pandemic. This unprecedented event led to a complete shutdown of the economy and many public services, due to the transmission and changing nature of the disease. Among the sectors affected is education, specifically basic (i.e. school) education, which is the focus of this working paper. On 18 March 2020, all schools were closed due to the pandemic. This initial closure of schools coincided with the term 1 recess (Easter holiday) that was due to take place later that week. However, the closure of schools continued until 8 June 2020 (see Figure 3, Timeline). In South Africa, post-1994, temporary school closures were due to (teacher and community) strikes or vandalism of school buildings; but these were isolated incidents. Effectively, public ordinary schools in South Africa were closed for three months, an unprecedented phenomenon, even though the Department of Basic Education (DBE) implemented different types of learning and engagement through online and social media platforms. Many private schools, as well as some well-resourced public ordinary schools, transitioned relatively seamlessly to online learning.

However, the reopening of schools became a contested issue. On the one hand, some education experts claimed that schools should reopen on the basis that data shows that Covid-19 is not easily transmitted between children. On the other hand, some parents were afraid that the unpredictable nature of the virus was more of a concern than whether to send their children back to school. In addition to this, the Minister was keen to reopen schools, noting that they serve psychosocial purposes for learners and communities – such as structured days and a safe environment for learners who are based in communities that are not very safe (The Big Debate South Africa. 25 May 2020). The Minister's position contradicted that of experts such as Jonathan Jansen (SABC News, 16 April 2020), who recommended that the 2020 academic year be abandon completely.

This Working Paper provides research on the process of reopening schools in two provinces in South Africa during the Covid-19 pandemic in 2020. The two provinces in question are the Eastern Cape and the Western Cape. The novel Covid-19 was unexpected and it challenged the capacity of education systems in even the best public administrations around the world. In South Africa, the education system was challenged by the virus in a diverse number of ways – the digital divide that limited the ability of learners to access study materials during the lockdown; the suspension of education related programmes that learners and communities rely on when schools are open, namely the National School Nutrition Programme (NSNP); the miscommunication between the Department of Basic Education (DBE), its provincial education departments (PEDs), teachers, teacher unions, parents and learners; and the general anxiety about the probabilities of transmission between children, their families and communities.

Globally, Sweden and Taiwan are amongst the few countries that continued schooling in 2020. In Africa, governments announced the gradual reopening of schools from June i.e. 01 June in Niger and Zambia, 08 June in South Africa, and 22 June in Liberia and Tanzania, in particular for the exit grades - 7 and 12 (World Bank, 2020). The United Nations Educational, Scientific and Cultural Organization's (UNESCO) report on the preparation for the reopening of schools notes that while each country pursues different approaches relevant to their context, gradual reopening is considered the safest approach (UNESCO, 2020). The approaches range from partial reopening, differential reopening such that different grades occupy the school on different days or progressive reopening. South Africa opted

for the phasing approach in higher grades, choosing a performance-based approach on national examinations for Grade 12 and the transition to high school for Grade 7.

Reporting for the United Nations Children Fund (UNICEF), Elder (2020), notes that as of September, 13 out of 21 countries in Eastern and Southern Africa reopened schools. UNICEF advocates for the return to schools by the beginning of October 2020, hopeful of the possibility to recoup learning losses in the third term and minimise school dropouts. However, countries like Kenya initially considered suspending the academic year, but announced to reopen schools in October with support from UNICEF (in the form of the distribution of facemasks) (Nyamai, 2020), Nonetheless, the phased re-opening of grade 4, 8 and 12 commenced in October, after the 7 month closure the rest of the grades will resume schooling on 04 January 2021 (Kitimo, 2020). Botswana and Rwanda postponed the reopening of schools due to a spike in the number of cases (MoBE, 2020; Ntirenganya, 2020). While in Zimbabwe, The Herald (2020) reported the opening of schools in September in line with the WHO social distancing guidelines. However, teachers boycotted a return to schools, demanding a salary increase.

Figure 1: Country School Closures and Reopenings (data as of 6 August 2020)

	Africa	East Asia Pacific	Europe and Central Asia	Latin America and the Caribbean, and North America	Middle East and North Africa	Special Administrative Region of China	Total
Closed or partly closed	29	11	20	41	19	8	128
Open or Open with limitations	19	14	30	2	2	0	67

?

Source: World Bank Education Team [COVID tracking database](#) and a [map](#).

1.1 Aims and Objectives

The focus of the working paper is the administrative and operational processes that led to the reopening of schools specifically in South Africa. We argue that these processes both indicate and rely on the general uneven capacity of PEDs to provide education for learners. In addition, the details of these processes are informative and instructive about the way education institutions generally function in South Africa. As will become clearer in the Rationale that will follow, the essential nature of education as a public service means that schools in South Africa, and around the world, were bound to reopen ahead of other sectors of society.

Education institutions and their governance are the core themes of PARI's Education Programme. The programme is premised on the understanding that the education system in South Africa, have particular institutional patterns, histories and complexity that cannot be explained away through organisational and management theories. Rather, the education system and its institutions require a critical and in-depth analysis, qualitative in nature, goes to great lengths to identify the administrative, social, political and historical factors that shape the education system that we have become accustomed to.

This Working Paper finds that there are three main factors that contributed to the reopening of schools and the subsequent closures that took place at the community level. The first factor that contributed to the reopening of schools in both provinces is the institutional coordination between the relevant PEDs and other interdepartmental and intergovernmental structures. Institutional coordination refers to the cooperation between separate organisations within an institution¹ or institutional arrangement. This cooperation is driven by the need to meet a shared objective and usually requires the use of information filtering through the institution; transforming inputs into outputs; navigating a prescribed legal or regulatory environment; and, working within ‘interorganisational networks’ (Alexander 2005: 218). Interorganisational networks in particular, were instrumental to reopening schools in both provinces, because it is through these interorganisational networks that both PEDs either drove processes and sought resources to facilitate the reopening of schools; or, orchestrated and oversaw important activities to reopen schools.

This institutional coordination culminated in both interdepartmental and intergovernmental cooperation; driven by the Eastern Cape and Western Cape PEDs. Institutional coordination is the central finding in our research because it demonstrated that both the long and more recent legacies of administration in both provinces did not negatively impact the successful reopening of schools in these provinces. In the Eastern Cape, the PED drove institutional coordination by constituting an interdepartmental structure to coordinate the reopening of schools. The Western Cape already had an interdepartmental structure prior to the pandemic; but it had to coordinate intergovernmental efforts in the province to revitalise the National School Nutrition Programme (NSNP). Institutional coordination was not only integral to reopening schools; it also raises critical questions about South Africa’s intergovernmental system.

The second factor that contributed to the reopening of schools in both provinces is the development of new capacities by both PEDs. Both the PEDs developed new capacities in their provinces; partly as a result of harnessing capacity and resources through institutional coordination, and partly as a result of the nature of the pandemic which forced PEDs to find ways of reopening schools and providing education related services. The Western Cape PED developed the capacity to revitalise the NSNP by turning to provincial government structures seeking funding and capacity for this essential service. Prior to the pandemic, the Western Cape PED relied on the Department of Social Development for this service. However, due to the national lockdown, the Department of Social Development closed. The latter forced the Western Cape PED to find new ways of resuming the NSNP. The Eastern Cape PED developed the new capacity to firstly, form an interdepartmental structure solely focused on the mandate to reopen schools; and secondly, ensure that all its resources and capacity went towards this effort. This is important in the context of the Eastern Cape PED, with its senior management high turn-over that has stalled decision-making and policy implementation over the years. This Working Paper questions whether these new capacities will improve learning outcomes as the pandemic subsides and both PEDs work to resume teaching and learning as normally as possible.

The third factor that led to the reopening of schools in the Eastern Cape and Western Cape is the efforts of teachers. The evidence presented in this paper shows that teachers were at the forefront of preparing schools for reopening; reformulating the curriculum due to lost teaching time caused by the

¹ ‘Institutions’ can be characterised by four main features: they are either formal or informal structures of society with ‘patterned interactions that are predictable, based on specified relationships among the actors’; they stabilise over time; they ‘must affect individual behaviour’; and, ‘share values and meaning’ (Peters 2019:23).

pandemic; managing safety and devolved school closures caused by local Covid-19 transmissions; and, doing so while being short-staffed due to comorbidities. The immense responsibilities on teachers as a result of the pandemic not only contradicted some public sentiments that teachers were reluctant to reopen schools, it also demonstrates the shortcomings of current policies for teacher availability, placement and training.

We began with the research question, *what contributes to the more or less successful re-opening of schools during the Covid-19 pandemic in South Africa*, as means to interrogate the DBE's and PED's capacity to reopen schools during the pandemic, given the pre-existing conditions of uneven capacity across PEDs prior to the pandemic. However, the question enabled us to examine the education governance² response to the health pandemic; more specifically, the shifts in the approach to learning and the management of the closures and reopening of schools due to infections.

The objectives of this research are:

- To demonstrate how the processes of the closure and reopening of schools impacted teaching and learning; and,
- Make wider inferences about state capacity in education institutions, namely PEDs; school districts; and, schools.

Using these objectives, the Education Programme will contribute to empirical data and discourses about the how education institutions function in South Africa as a result of the capacity of PEDs. While we acknowledge that Covid-19 presents a unique set of circumstances for education and other public institutions, the fact that education and public institutions will only react to this pandemic to the extent of their existing capacity remains. And the ability to expand that existing capacity under the pressure of the pandemic is shaped by the institutional patterns, histories and complexities of those institutions.

1.2 Rationale

The rationale behind this PARI Working Paper is threefold.

Firstly, the essential nature of education as a public service in societies means that it is highly desirable and beneficial that education remains accessible during both normal and extraordinary times. Although education is not an essential service in South Africa, education provides social and economic value to a country on a continual basis – Monday to Friday during set timetables and on an annual basis. Discussing the global institutionalisation of education, Baker and Wiseman (2006) importantly note that, 'The fact that daily attendance and minimum levels of attainment in a government-sponsored organization is compulsory in any nation sets schooling apart from health care or hospitals – where there is no daily requirement to get a check-up or complete a series of health checks (and it is unlikely that there ever will be).' (Wiseman and Baker 2006:10). This is unlike other services where

² Education governance refers to, 'how the funding, provision, ownership and regulation of education and training systems is coordinated, and at what level; local, regional, national and supranational' (NESSE 2018 in Baghdady and Zaky 2019: 2).

individuals and communities seek access to these services as their needs and preferences change. For instance, hospitals and clinics are always open, but access to them is dependent on the changing health needs of patients; daily check-ups are not required unless in cases of particular illness.

Moreover, during her briefings to the public about reopening schools, Minister Angie Motshekga emphasised the fact that schools provide 'psychosocial' development and support for learners, apart from being centres of education (The Big Debate South Africa, 25 May 2020). Equal Education followed the vein of the developmental role of schools by taking the DBE to court for suspending the National School Nutrition Programme (NSNP) during the pandemic (Equal Education, 20 July 2020). Therefore, this research is partly motivated by the essential nature of education on a number of fronts – teaching, feeding children and psychosocial development. And this research is motivated by how the capacity to provide education in a pandemic must be cognisant of the wide ranging and social significance role of education.

Secondly, the size and nature of the two PEDs that were researched provide scope for important insights into the capacity to provide education across the country in normal, as well as extraordinary circumstances such as those induced by the pandemic. The Eastern Cape and the Western Cape are cover a wider geographical landscape of education districts, and also oversee the education of a large number of learners in South Africa in vast and varying circumstances. Of the total number 12 932 565 learners in both public ordinary and independent schools in South Africa, these two provinces are responsible for approximately 3 078 119 learners (Education Statistics in South Africa, 2018:16-17) – 24% of learners in the country. If one examines just the number of learners in public ordinary schools, there are 12 342 283 learners whose education is directly determined by the DBE and its provincial education departments in provinces such as the two in the purview of this research, of which 2 962 072 learners are based in Eastern Cape and the Western Cape – 24% of learners in public schools across the countries.

Below is a summary of education statistics on the Eastern Cape and Western Cape PEDs:

Table 1: Education Statistics for Eastern Cape and Western Cape

Statistics Provinces	Eastern Cape	Western Cape
<i>Total No. of Learners</i>	1 961 547	1 116 572
<i>No. of Learners in Public Ordinary Schools</i>	1 898 723	1 063 349
<i>No. of Learners in Independent Schools</i>	62 824	53 223
<i>No. of Learners as % of National Total</i>	15.2	8.6
<i>No. Of Public Ordinary Schools</i>	5 468	1 450
<i>No. of Educators in Public Ordinary Schools</i>	58 372	33 254
<i>No. of Districts</i>	10	8
<i>District Names</i>	Sarah Baartman, Chris Hani East, Chris Hani West, Joe Goabi, Alfred Nzo East, Alfred Nzo West,, OR Tambo Coastal, OR Tambo Inland, Amathole East, Amathole West, Buffalo City	Metro Central, Metro South, Metro North, Cape Winelands, Overberg, Eden and Central Karoo, West Coast

Sources: Eastern Cape Department of Education District Offices, 2020; Education Statistics in South Africa, 2018:16-17; Western Cape Education Department, Organogram, 2020;

Thirdly, there was always going to be a path dependent way in which different PEDs would re-open schools during the pandemic. The factors that explain this path dependency of education are the governance legacies in PEDs³, historical institutionalism⁴ of PEDs that influence the differences in the

³ Governance legacies refer to the patterns and organisational dynamics in PEDs have been shaped over long periods of time. In the South African education system, many PEDs have governance legacies from the apartheid era, due to separate development which caused the formation of different education administrations based on race. These separate education administrations were amalgamated into 9 PEDs, as were their separate ways of governing education. Notable works on governance legacies in education include Ngoma (2007), Meny-Gibert (2018) and Levy et al (2018).

⁴ Historical institutionalism is a useful analytical lens from the school of institutional studies. Historical institutionalism and ‘historicism’ (Peters 2019: 12) posit that in order to understand institutions, one has to also understand the historical processes and ‘developmental pattern’ (Peters 2019: 12) that shaped the institution under study. This understanding often points researchers to broader historical processes – political, economic, social – that have influenced the nature and practices of the institution under review. Historical institutionalism thus also aligns with studies of governance legacies because the latter investigates the influence of the state on

capacity and management between PEDs; and, the differences between the landscapes and responsibilities of PEDs. Moreover, the chronic underinvestment in homeland education systems and their bureaucracies during apartheid, continues to affect resource mobilisation and allocation within the spectrum of rural-urban divide, amongst schools, education districts and PEDs. In terms of governance legacies, there is a long and complex history of how PEDs were organised from the apartheid to the democratic era and the legacies of disorganisation, segregation, lack of capacity and resources, and the reform that they carried into their more recent formations (Fleisch, 2002; Ngoma, 2007).

What is also evident is that the PEDs that managed to institute changes related to performance management and developing a coherent organisational culture, established both the skills and reputation for being highly functional (Fleisch, 2002; Maringe and Pew, eds. 2014; Levy et al., 2018; Chilenga-Butao, 2019). Some of these changes included a shift in organisational culture, as in the case of the Gauteng PED; and, the utilisation of managerial techniques such as performance management and strong leadership, as in the Western Cape and Limpopo.

In addition to the above, each of the PEDs have varying levels of capacity and management over the provision of education in their provinces. This is evident in the effectiveness of PEDs to operationalise nationally mandated programmes such as the procurement and provision of learning and teaching support materials (LTSM), the school nutrition and scholar transport programmes, and the schools' rationalisation programme (Pakade, 2019). The variations in capacity and management are also evident in the audit outcomes of PEDs, as well as the formal and informal interventions that take place in PEDs to remedy issues of capacity and mismanagement (Ngoma, 2007; The Metcalfe Report, 2012; Chilenga-Butao, 2019). For example, the infamous Limpopo Text Book Crisis was symptomatic of budgeting and expenditure mismanagement in the Province, and there have been earlier and later cases of similar issues in PEDs that are unable to provide LTSM and school furniture in schools.

Finally, PEDs in South Africa have the same responsibilities over different education landscapes. For instance, the Gauteng PED works within a mostly metropolitan and urban setting in the richest province in the country. This PED is known to be innovative in its approach and execution of modern plans for teaching and learning. The PEDs that manage some of the highest number of learners and schools are based in KwaZulu Natal, the Eastern Cape, and Limpopo. These provinces are vast in size and have large rural areas where many learners are based. Therefore, the responsibility that the Gauteng PED has, along with its relatively good capacity, is very different from the responsibility that the provinces mentioned above have over far more schools in vast settings.

1.3 Methodology

This working paper is an exploratory qualitative study based on semi-structured interviews with participants from the Eastern Cape and Western Cape PEDs, and education stakeholders including school governing body representatives and unions. Initially, a sample of three provinces were chosen, which comprise one third of provinces and the provincial education departments in South Africa. These provinces were the Eastern Cape, KwaZulu-Natal and the Western Cape. However, we were

governance within institutions; and in turn, how that governance affected the provision of education and learning outcomes.

unable to secure access to the KwaZulu-Natal PED and proceeded with the Eastern Cape and Western Cape PEDs.

The Eastern Cape is at the bottom three of matric pass rates for 2019, characterised by economic internal migration and external emigration to other provinces due to the levels of poverty and unemployment. Additionally, its provincial historical consolidation of governance (from Transkei, Ciskei and Port Elizabeth to the Eastern Cape) continues to shape the rationalisation of education districts and resource distribution and allocation. PARI's Education Programme has conducted research in the Eastern Cape, prior to this research. As such, the programme continues to build up an archive of resources based the Eastern Cape PED. The Western Cape occupies a middle rank of the matric rates for 2019, and was chosen as part of the sample because it demonstrated its ability to close and re-open schools efficiently despite community resistance, as well as implement important programmes such as the national school nutrition programme during the pandemic, when other PEDs were unable to do so.

The semi-structured interviews were framed around three phases directly related to the process of the closure and reopening of schools in the public schooling sector. These areas are firstly, the 'Pre-Closure and Approach to Learning'; secondly, 'Preparedness to Reopen'; and thirdly, the 'Implementation of the Recovery Plans' to ensure that the re-opening of schools is smoothly implemented through a plan to recover teaching and learning time that was lost during the national lockdown.

A total of 13 interviews were conducted in the two PEDs – eight in the Eastern Cape and 5 in the Western Cape. In the Eastern Cape, the interview participants included both officials based in the head office of the Eastern Cape PED as well as education stakeholders such as principal formations and school governing body representatives in the province. In the Western Cape, most of the interview participants were based in the head office of the Western Cape PED, and one participant is part of a teachers' union in the province. All participants were guaranteed anonymity and therefore we have not disclosed their positions or any other identifying data in the findings of this report.

1.4 Background: Structure of Education Governance in South Africa

A significant amount of amalgamation and coordination had to take place to create a unified system during the transition to democracy. This section of the working paper will provide a brief description of the basic education system in South Africa, that will inform a broader audience about how the education system works.

The primary organisation in the system is the DBE. This is a national and centripetal department that formulates the policy for the whole education system and oversees policy coordination and management. Other institutions in this system include the nine PEDs in the nine provinces of South Africa (Eastern Cape, Free State, Gauteng, KwaZulu Natal, Limpopo, Mpumalanga, Northern Cape, North West and Western Cape). Each of the PEDs is responsible for the implementation of education policies in South Africa, which requires a great amount of management and operationalisation of finances and human resources. For example, in addition to curriculum support, infrastructure delivery, the provincial education administration also provides two key services to facilitate learning in and access to schools. These services are feeding learners through the National School Nutrition

Programme (NSNP); and transporting learners to and from school through the Scholar Transport. Funding for the NSNP is provided through a conditional grant the National Treasury. The grant is disbursed to provinces using the respective provincial procurement model. According to the NSNP Grant Framework 2018/19 operates in two models; direct transfer of funds to schools or provincial procurement of service providers on behalf of the school. On the other hand, the funds for Scholar Transport are either managed provincially through the department of education or the department of transport.

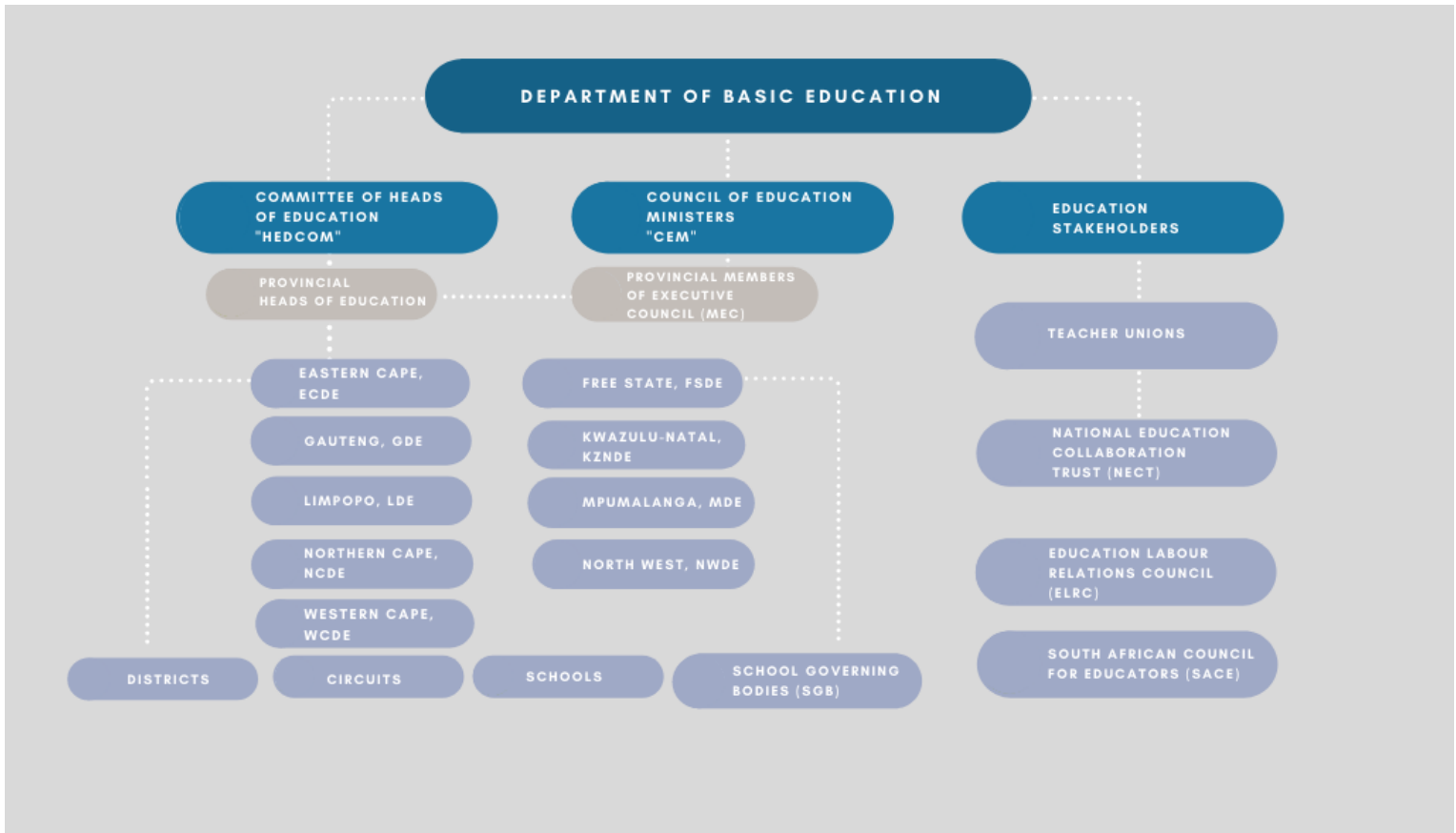
The main decision makers in each of the PEDs are the political and administrative heads of those PEDs. The political heads of PEDs are Ministers of the Executive Council (MECs), who are part of provincial cabinets in each of the nine provinces in South Africa. Each province has an MEC responsible for Education in that province. And the administrative heads of PEDs are Heads of Departments (HODs), who are also known as Superintendent Generals (SGs) in some of these departments. Each MEC is part of the Council of Education Ministers (CEM), which is an intermediary structure between PEDs and the DBE. Similarly, each HOD/SG is part of the Committee of Heads of Education (HEDCOM), which is also an intermediary structure between the PEDs and the DBE. Most importantly in the structure of South Africa's basic education system is districts, circuits, schools and school governing bodies (SGBs). According to the National Education Policy Act (2013),

District offices are local hubs of PEDs and provide the vital lines of communication between the provincial head office and the education institutions in their care. Subject to provincial plans, their task is to work collaboratively with principals and educators in schools, with the vital assistance of circuit offices, to improve educational access and retention, give management and professional support, and to help schools achieve excellence in learning and teaching (National Education Policy Act 2013, Section 20).

Therefore, district offices have the closest contact with schools, and they are the intermediaries between schools and PEDs. Circuit offices are 'field offices' (National Education Policy Act 2013, Section 56) of district offices. These offices provide principals with 'information, administrative services and professional support' (National Education Policy Act 2013, Section 56). Schools are located within circuits and each school has an SGB comprising representatives of teaching and non-teaching staff, parents, and - in secondary schools - students. The role of SGBs is to oversee the daily management of schools, according to the South African Schools Act (SASA 1996).

Finally, the basic education system has a number of additional education stakeholders who participate in the policymaking, implementation and accountability within the system. These stakeholders include teachers' unions, public-private collaborations in education such as the National Education Collaboration Trust (NECT), the Education Labour Relation Council (ELRC), school governing body forums (which represent SGB in engagements with provincial and national government) and the South African Council for Educators (SACE). Most importantly for this working paper, the NECT seeks to strengthen the relationship between civil society and the DBE. In doing so, the NECT provided a vital report about the state of readiness for the reopening of schools in provinces, which contributed to the postponement of the reopening of schools from 01 June 2020 to 08 June 2020.

Figure 2: Organogram of the Basic Education System in South Africa



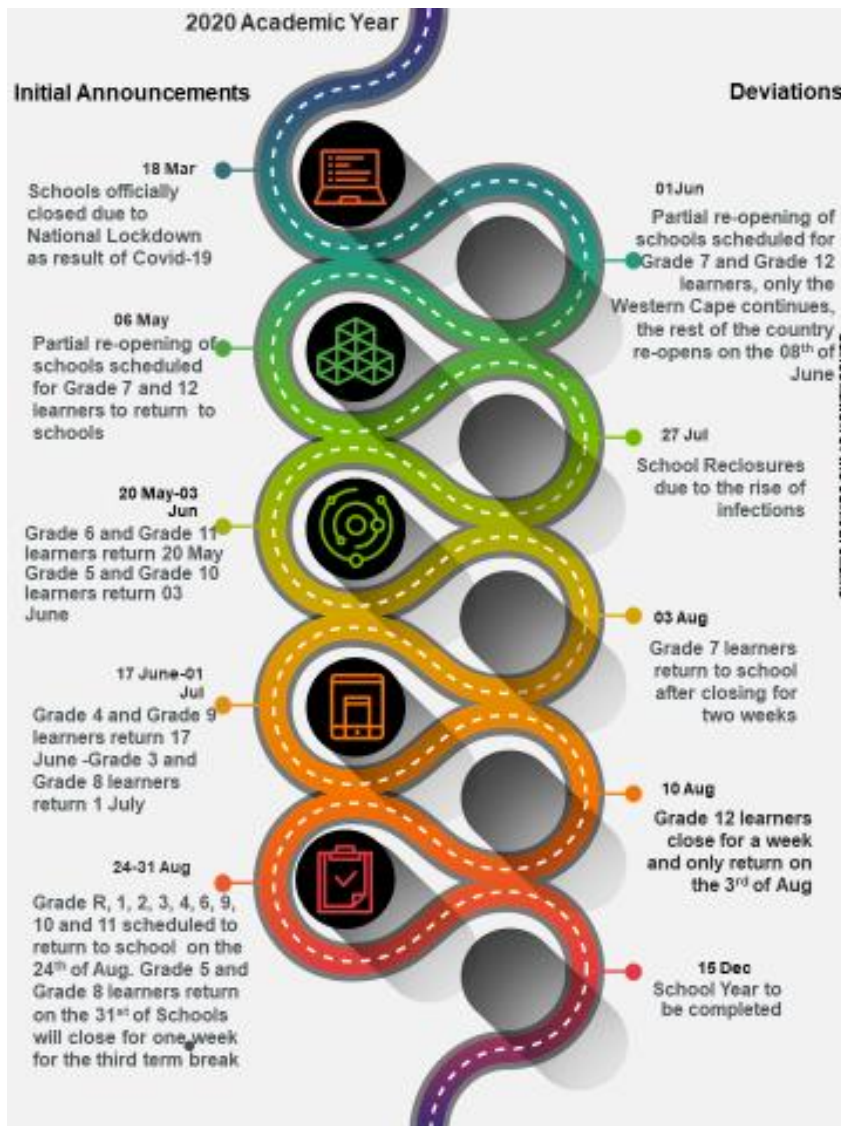
2. DBE's Education Response to the Covid-19 Pandemic

The rate and tracking of transmissions and the use of personal protective equipment in schools were extraordinary measures that many education systems are unaccustomed to. Similarly, the DBE's response to the pandemic had to include measures to deal with the transmission of Covid-19, as well as consider how teaching and learning lost during the lockdown could be recovered. Accordingly, the research for this working paper has identified at least four major aspects of the DBE's response to the pandemic and plans to resume teaching and learning. These aspects are:

- Online learning;
- Guidelines for Reopening from the DBE;
- Provincial Recovery Plans and,
- National and Devolved School Closures.

Each of these aspects of the DBE's response to the pandemic will be discussed in detail below. Also worth noting, is the timeline of school closures and reopening during the pandemic which we tracked through DBE media announcements and reports.

Figure 3: Timeline of Official National Closures and Reopening of Schools



2.1 Online Learning

The DBE moved a number of resources onto different media platforms, including posting resources on education websites, having digital classes on YouTube, providing revision podcasts, and airing lessons on community radio station and television programs. However, the intention to incorporate online learning in the basic education sector is not new. The policy development on ICT in education dates back to 1995 through the Technology, Enhanced Learning Initiatives, the 2004 e-Education White Paper, and the 2011-2014 implementation of the White Paper through the National Implementation Strategy (See Van Wyk, 2012; Meyer and Gent, 2016). Rather, the attempt at e-learning for the past decade was characterised by special projects.

In 2013, DBE conducted an internal audit of Information, Communications and Technology Infrastructure (ICT) initiatives in all provinces. The DBE was not aware of some of the initiatives in the various provinces driven by provincial governments, others by NGOs and private donors. In essence, they were operating in silos in the number of trials limited to few schools, as such there is limited data on the impact of e-learning on outcomes or of the value of existing online learning platforms (Dell Foundation Report, 2013). The 2014 government gazette on monitoring compliance of network operators sought to strengthen ICT support and maintenance in schools for three months after installation of products. This facilitated private-public collaborations toward building ICT and improving connectivity in schools, although at a minimal scale.⁵

By 2019, the self-diagnoses had shifted to a national level that recognises the lack of support for teachers in the integration of technology into the curriculum, incomplete technology infrastructure and high bandwidth costs. The report further highlights that the stagnation of a comprehensive education ICT strategy lies in the lack of a high-level dedicated institutional role which can drive the complex cross-functional expertise into action and govern and manage the system's data strategy⁶ (Dell Foundation Report, 2019). From 2015 to 2019, 298 620 teachers were trained on ICT for teaching and learning through a private-partnership with PEDs, Intel and Microsoft.

On the 17th of March 2020, a day before the national lockdown, the DBE submitted to the parliamentary portfolio committee, a phased-in approach of the ICT rollout plans with the pre-implementation phase scheduled for 2019/2020 to phase three in 2024 (DBE, Portfolio Committee Presentation ICT Roll-Out, 17 March 2020). The context of ICT in education is such that there are three moving parts that are being developed: (i) technology policy and strategy implementation, (ii) technology infrastructure and digital literacy (technical support), and (iii) technology operations that include updated systems and timeous processes.

⁵ The Independent Authority of South Africa (ICASA) published the amended Universal Service and Access Obligations (USAO) imposed to all the network operators on the 18 March 2014, to provide 5 250 public schools with Internet connectivity and ICT equipment as part of the obligation. Gauteng (7700) and the Western Cape (7778) are the only provinces with smart classrooms as part of device roll out, while 92 percent of schools are on low speed connectivity

⁶ An updated ICT Strategy which is meant to revise the 2004 White Paper 7 on e-education is under development

Figure 4: Summary of eLearning Portals in the Eastern Cape and Western Cape

PEDs	PROVINCIAL CURRICULUM ePORTALS
<i>Western Cape</i>	WCED ePortal Cloud has more than 11000 multi-linked resources available to teachers, learners, parents, SGBs.
<i>Eastern Cape</i>	ECDE Teacher Resources Portal has provides resources to support curriculum delivery including DBE Workbooks, Textbooks and links to many web resources

Source: DBE, Portfolio Committee Presentation ICT Roll-Out, 17 March 2020

During the national lockdown, the DBE and various PEDs tried to shift teaching and learning online. A number of resources were made available online; lessons were conducted through television and radio and reading initiatives involving celebrities were planned to encouraging learners to continue reading during the lockdown. However, due to the digital divide in South Africa, both these pandemic-related initiatives and the earlier attempts to allow learning online were difficult to implement during the lockdown. The Appendix to this Working Paper contains some images, sourced from social media, showing the attempts made by the DBE and PEDs to continue teaching and learning online.

2.1 Guidelines for Reopening Schools

The official communication from the department, in the form of standard operating procedures and different guidelines, are both informative and directive about the approach that the DBE was taking with regards to the closure and reopening of schools. This section of the working paper will provide a brief examination of these procedures, guidelines and learning online that served as a precursor to the closure and reopening of schools in South Africa’s basic education sector.

These documents are:

- a) Guidelines for Development of the School Timetables – Reopening of Schools Covid-19 – May 2020;
- b) Standard Operating Procedures [SOPs] for teachers, non-teaching staff and learners on the Covid-19 (2019-cov) or covid-19 outbreak in South Africa – June 2020; and,
- c) School Recovery Plan in Response to Covid-19 – June 2020.

The SOPs from the DBE state that these are ‘guidelines for all administrators on the approved steps that must be taken to prevent the spread of and manage cases of Covid-19 within the basic education sector’ (DBE, Standard Operating Procedures 2020:5). In addition to the prevention and management of Covid-19 in schools, the SOPs also ‘detail the procedures for the closure of schools’ (DBE, Standard Operating Procedures 2020:5) if this closure occurs due to community transmissions of Covid-19.

Directives and guidelines from the DBE are clear that the education institutions responsible for the implementation of school closures and re-openings are PEDs and schools. These institutions should follow the necessary guidelines provided by the DBE. Furthermore, PEDs, and schools in particular, are responsible for working with other public institutions, such as national and provincial departments of health and social development, for instance, 'and any other partner involved in the provision of health, and other essential services in schools' (DBE, Standard Operating Procedures 2020: 5-6). The SOPs also specifically outline the roles and responsibilities of three groups of people within education:

- a) *Principals* – responsible for screening, training and risk assessment of the spread of Covid-19 within schools;
- b) *Learners, educators, support staff, officials and communities* – responsible for social distancing and practicing good hygiene; and,
- c) *School Management Teams (SMTs) and School Governing Bodies (SGBs)* – responsible for providing sanitisers, cleaning and disinfection of schools.

In addition to the SOPs, the DBE has issued guidelines for timetable restructuring when schools are reopened. It is important to note here that these guidelines were prepared in between the first closure and phased reopening of schools (18 March – 8 May 2020). According to these guidelines for restructuring learning timetables due to lost school days during the pandemic, schools have three options: *platooning, alternating school days and bi-weekly rotational attendance*. Platooning refers to using school facilities and learner attendance taking place in morning and afternoon shifts. This 'results in a shorter school day that has consequences for the depth and scope of learning' (DBE, Guidelines for the Development of the School Timetable, 2020:5). There are also safety and learner transport concerns around the afternoon school shift ending after dark in winter, and the increasing cost of learner transport for two school shifts.

The second method of restructuring the school timetable for the re-opening of schools is learners of different grades alternating days on which they attend school (DBE, Guidelines for the Development of the School Timetable, 2020:8). Similarly, bi-weekly rotational attendance means that different grades of learners attend school during different weeks (DBE, Guidelines for the Development of the School Timetable, 2020:11). The advantages and disadvantages of each of these methods are outlined in the guiding principles.

2.2 Provincial Recovery Plans

According to the initial Draft Framework for Curriculum Recovery Post Covid-19 (06 April 2020), the DBE response has primarily focused on the provincial recovery plans which entail the extension of schooling hours, restructuring of the curriculum if schooling resumed on 07 July 2020 (52 Days of schooling lost), and review assessment and examination in light of the re-organisation and schooling days lost (DBE, 2020). The May / June 2020 examination for the Senior Certificate and the National Senior Certificate, merged to be administered between November and December 2020. The principal aim of the school recovery plan is to ensure that the critical skills and knowledge outlined in the Curriculum and Assessment Policy Statement (CAPS) and those that are relevant to the learner's current grade are covered over a reduced period. Pending the amendment to the CAPS, Circular NoS2 of 2020 (DBE, National Assessment Circular 02 of 2020) was issued as an interim measure to assist education stakeholders involved in the curriculum implementation process. Through the National Education Policy Act, 27 of 1996, the Minister reviews and adjust the curriculum.

By the end of March, all provinces had submitted their initial recovery plans except for the Eastern Cape. On 19 May, the Minister announced the phased-in reopening of schools as the 01 June for grade 7 and 12 but subject to the approval by the NCC and the extent of readiness of schools concerning compliance with health, safety and social distancing protocols. Two days (30 May) prior the reopening of schools, the Council of Education Ministers (CEM) received three submissions; (1) the state of school readiness report produced through the NECT, (2) the state of delivery of water tanks and supply by Rand Water, (3) and the state of readiness for the phase-in opening of school by the HEDCOM. Based on these findings, the CEM was of the view that the education system required more time to even out the different levels of readiness across provinces.

The CEM proposed 14 points as a way forward, with the majority of them emphasising the finalisation of the sufficient supply of personal protective equipment (PPE) for learners and teachers, the cleaning of schools, training of screeners and volunteers. The procurement of goods via provinces seems to be one of the challenges on PPE delivery and the shortage of water tanks and toilets. In order to follow-up on the CEM's recommendations, the Minister re-scheduled the reopening of schools for 08 June (47 schooling days lost). The Western Cape is the only province that proceeded with the reopening of schools on 01 June, claiming that 98 percent of schools were ready and open (Daniel, 2020). The unevenness in capacity between PEDS is evident in the provincial management of the state of readiness. For instance, only Gauteng and Western Cape were categorised as ready to open in August 2020, with Limpopo, KwaZulu-Natal and Mpumalanga as the least ready (Mweli, 2020).

2.3 National and Devolved Closures and Reopening

Finally, there are effectively two closure and reopening processes taking place during the pandemic. These are official national closures, and devolved school closures due to local community transmissions of Covid-19. The official national closures and re-openings are planned and occur based on the national and centralised national response to the pandemic. These closures have usually been communicated by the president, as of the 15th of March 2020 and 23rd July 2020 (Mail & Guardian, 15 March 2020; News24, 23 July 2020).

Devolved school closures refers to the fact that schools are also allowed to close schools based on Covid-19 outbreaks in schools or in their local communities. These types of school closures are outlined in the DBE's SOPs, which cites that schools should 'plan and prepare to mitigate community transmissions', which include the possibility of sporadic community-level outbreaks, as well as the possibility of stay-at-home or lockdown orders for learners, staff, whole classes or grades or the entire school, if recommended by health officials' (DBE, Standard Operating Procedures 2020:7).

3. Findings

3.1 Provincial Education Contexts of the Eastern Cape and the Western Cape

Before delving into the findings about the processes that enabled the closure and reopening of schools during the pandemic in South Africa, it is important to outline the different administrations in these PEDs and why these PEDs have become characterised as they are. Much has been written about the Eastern Cape PED in particular; and some of the most recent comparative work on the two PEDs is provided by Levy et al. Therefore, this section of the paper will surface the differences between these PEDs prior to the Covid-19 pandemic, and the potential impact of these differences on the findings that will follow.

It is also important to note that the timeline used for the characterisation of these PEDs is the transition from apartheid to democracy, until a couple of years before the pandemic hit, and when some of the most recent research is available (1990 – 2018). This section does not capture all the intricacies of this time period; it simply illustrates the most salient characteristics of these PEDs as noted during this time.

The history of the Eastern Cape PED is well documented as one that was previously a segregated education administration comprising the Ciskei, Transkei and Port Elizabeth (Ngoma 2009 REFs). During the transition to democracy, these three administrations were amalgamated into the current Eastern Cape PED – as was the case with many administrations in South Africa at the time. According to Kota et al (2018), the Eastern Cape PED has experienced ‘historical patterns of clientelism’ (Kota et al 2018), from its previous apartheid administrations into the amalgamated administration that it became during the transition to democracy. The authors summarise the consequences of the amalgamation were, ‘considerable intra-party cleavages among the political elite, which impeded the growth of a rule compliant, insulated and performance-driven bureaucracy in large part due to the blurred lines and collusive relationship that developed between factionalised party politics, the senior ranks of the administration and influential stakeholder groups’ (Kota et al 2018:121). Factionalism and party politics have been part and parcel of many parts of South Africa’s young democracy. In education in particular, party politics and fractured stakeholder engagement contributed to ‘policy borrowing’ (Spren 2004: 101) in areas such as curriculum policy. The most acute effects of party politics and factionalism in education is instability in education administrations and consequently, uneven capacity in PEDs.

Importantly, the political differences and factions that existed prior to the democratic era sowed the roots of political factionalism in this PEDs early democratic administration (Ngoma 2009; Kota et al 2018:123 – 127). Moreover, these roots and later the layers of political factionalism that would follow, have affected the very operations and policy implementation that this PED is tasked with (Kota et al 2018: 121). Political factionalism has also led to an unstable leadership (Kota et al 2018: 127 – 128), financial mismanagement and a range of interventions to deal with this (Kota et al 2018; Chilenga-Butao 2019). Furthermore, political factionalism and its attendant issues have led to the inability to resolve complex policies such as teacher post provisioning (Kota et al 2018).

However, the above should also be read in the context of a number of other problems that are not in the Eastern Cape PED alone. One of these contextual factors is the general administrative problems in the Eastern Cape. This is evident in other departments in the Eastern Cape that have also experienced financial and performance mismanagement, and the lack of capacity to fulfil their mandates. Whether

or not this provincial context is as a result of the same historical and political legacies as that of the Eastern Cape PED needs a deeper investigation. But the context indicates that the Eastern Cape, remains a province with administrations that grapple with a lot of political and administrative pressures.

Another contextual factor, as alluded to earlier in this working paper, is the actual geographic landscape of the Eastern Cape, which affects policy implementation in that province. The Eastern Cape has many rural areas that require economic stimulation and that make the administration of education in that province more complex, as education needs to provide equal and accessible education in both rural and urban areas. In addition to this, the number of learners and schools under the Eastern Cape PED indicates that this PED has a greater responsibility than a province such as the Western Cape. This greater responsibility does not negate the duties of the Eastern Cape PED; rather, it means that during a pandemic, the Eastern Cape PED is managing a vastly different scenario compared to some of its fellow provinces.

This contextual factor also means that the Eastern Cape PED is likely to encounter a number of infrastructural issues that may not be present in a province such as the Western Cape. i.e. proper school buildings and facilities, water provision and supply to communities and their schools, safe roads and transport for communities and learners. Moreover, these infrastructural issues are not the sole responsibility of the Eastern Cape; but infrastructure becomes integral to the processes of school closures and reopening during the pandemic.

Under the current conditions of the pandemic, there would not have been enough stability or policy to navigate this unprecedented situation. And thus, much as the Eastern Cape PED requires a lot of changes in order to allow the department to function optimally, the foundation for any action during the pandemic was already quite fractured in some parts of the administration. Given this scenario, the response of the PED to the closures and reopening of schools during the pandemic would not only rely on existing capacities within the Eastern Cape PED; but would also rely on the ability of that PED to find a way to steer teaching and learning during a pandemic, as a form of crisis that the department has become accustomed to.

Unlike the Eastern Cape PED, the Western Cape PED had a smoother transition to the department that it has become in South Africa's democratic era. This transition included the amalgamation of the Cape of Good Hope Education Department, the House of Representatives education administration for coloured learners and (Cameron and Levy 2018). According to Cameron and Levy (2018), 'the WCED is (and long has been) a relatively well run bureaucracy' (Cameron et al 2018: 86). The reason for the apparent success of the Western Cape PED is described as 'pragmatic managerialism' (Cameron et al 2018: 105), whereby there is 'heightened attention to performance monitoring, combined with a shift to more pragmatic managerialism, responding to challenges as they arise with ad hoc, and sometimes discretionary solutions' (Cameron et al 2018: 105). Performance management includes a sophisticated online tracking system that monitors learner performance, school evaluations, teacher provisioning and more (Cameron et al 2018: 106-107). Performance management also exists in the Western Cape PED, through individual staff and whole school evaluations (Cameron et al 2018: 97-98).

It is interesting to note and possibly test the impact of the pragmatic managerialism that has characterised the Western Cape PED and enabled its progress thus far. One way to test the impact of pragmatic managerialism is by asking how this pragmatic managerialism led to the successful or unsuccessful reopening of schools in the Western Cape during the pandemic.

However, despite what appears to be a PED that is successful because it adapts to change, Levy et al (2018) also note that a paradox exists between this and the underperformance in learner outcomes in the Western Cape. As Cameron and Levy put it, 'notwithstanding the sustained efforts, educational

outcomes, especially among lower socio-economic segments of the population, remain at levels similar to those of countries and regimes with per capita incomes...that are orders of magnitude below the Western Cape' (Cameron et al 2018: 87). Therefore, the pragmatic managerialism that has come to characterise the Western Cape PED does not always achieve the learning outcomes required; and in turn, pragmatic managerialism will be tested during the closure and reopening of schools in that province.

3.2 Eastern Cape Findings

The province has 5 495 schools, 65 596 educators and 1 860 122 learners. The first phase of reopening of schools catered for Grade 7 (151 000) and Grade 12 (84 000) learners. By August 2020, the Eastern Cape ranked fourth in the national percentage of cumulative Covid-19 cases, following the Western Cape. The Buffalo City and Nelson Mandela Metropolitan centres had the highest active cases of Covid-19 [1]. The numbers could also reflect the urbanised coastal areas with higher testing rates as compared to inland rural districts.

3.2.1 Administration and Governance– Adjusting and Re-adjusting to the Pandemic

There was a lull (EC Interview 1)

The government was caught off-guard (EC Interview 2)

All participants admit that the closure of schools was rapid and created uncertainties during the lockdown. What became apparent in this phase was the intensified integration of technology into (i) the administration and governance, and (ii) teaching and learning of the curriculum. Initially, there was silence and inactivity during level 5 lockdown; the provincial office ran on a skeleton staff of essential workers; the district offices were closed. However, gradually officials became accessible via mobiles, and through virtual meetings.

During this period, the ECDoE sourced guidance from both the DBE and DoH, regarding the setting up of structures and to set up structures; the *Provincial Command Council* constituted a team of senior managers drawn across the provincial relevant branches which included the Finance, Human Resources, Communication, Information and Technology, and Supply Chain and Management. Secondly, the *Departmental COVID Command Structure* was another structure of the ECDoE tasked to inform education stakeholders including unions, governing body forums and parents about any COVID-related developments on schooling (Interview 1, 3 and 4). Another structure at the district level, the Joint Organising Committee (JOC), brought together local leadership with the intention to represent and engage communities from an informed perspective. It is at this level, that the local municipalities were found wanting, specifically with regards to water provision and sanitation in schools (Interview 7).

The top-down communication in the form of over 41 special circulars within three months sought to guide provincial and district officials on how to proceed during each of the lockdown levels, i.e. the implementation of the Covid-19 protocols through formal communication (Interview 1, 2 and 3). However, the relay between announcements on TV, and the time it took to issue out directives, there were various interpretations (Interview 5). With limited access to data at the school level, principals and teachers were disconnected from the district counterparts. School management is often reliant on the administrative function of the good leadership based on the professional character of the

principal hired on merit and the combined skills and participation of the School Management Team. In contrast, the governance of the school highlights the need for inclusive and transparent community participation. In the spectrum of community participation, the role of SGB was minimal; it was a matter of sharing the mandate (Interview 5) but gradually SGBs underwent reorientation on school reclosure measures and processes. (Interview 6). As such the consolidation of planning through the three aforementioned structures strengthened coordination at the provincial level, although the marginal inclusion of SGBs at the beginning limited the support to the principal and community school ownership.

3.2.2 Teaching and Learning

Under level 5 directives, it was impossible to access any hard copies of learning materials as the country was effectively on lockdown, additionally, there was little possibility of monitoring during this phase. (Interview 4). For the majority of learners, the learning stopped (Interview 1 and 2). The idea of preparing for closure, through the distribution of workbooks, learning plans and related material was left to teacher innovations, often with an emphasis on grade 12. The DBE's remote learning approach ranged from radio and TV programmes (escalation) which are passive ways of learning, mobile phones (educational apps and social media), and online learning platforms through digital content aligned with CAPS. As such the DBE populated several resources onto different media platforms, including posting resources on education websites, digital classes on YouTube, revision podcasts, and lessons on community radio stations. However, access to these could not be accurately monitored; the number of online hits in millions could not be translated to the number of targeted learners within the province (Interview 7 and 8). Additionally, The DBE encouraged parents and learners to participate in established programmes such as the Read to Lead programme, maths buddies, constructive holiday assignments, etc.

It is worth noting that the announcement for the closure coincided with Easter recess and without any school reported cases, for some districts the preplanned holiday sessions prioritised the continued learning for grade 12 (Interview 6 and 7). In the higher quintiles post level 5, it was easier for the caregivers to collect learning packages for mainly grade 12 from schools, the difficulty for rural parents included transports which also limited their learners' access to food packages or meals from the nutrition programme (Interview 7). The approach to remote teaching and learning was an effort to keep the learners engaged while at home yet with no intention to deliver lessons towards structured school assessments. Despite the DBE and PEDs attempts to ensure that as many resources as possible are available to learners, remote learning depended on connectivity and technology infrastructure, which remains unequal[8] across the education system.

The approach to remote learning lacked monitoring of teaching across these platforms. Teaching took the form of individual will and support either through the community or dedicated teachers that continued to guide learning via WhatsApp and Facebook (Interview 1-5). Home-schooling disrupted the role of the teacher, demanding new support systems from the district level for teacher, and at the school level for the learners. Despite the availability of the learning platforms, including the consideration of radio programmes to reach the poor, this did not necessarily translate to accessibility within households. Nevertheless, 'it was not a complete paralysis' (Interview 2), as there were attempts to save the 2020 academic year.

It was not a complete paralysis Term 1 was completed in March, the problem was around Term 2- the work that was covered remotely meant buying the broadcast time. We printed the *MindTheGap* top-up of study tips booklets estimated at 13mil, as we were worried about the Grade 12 tempo. The concentration on grade 12 even with material distribution mindful of the

time lost. The lockdown caught us by surprise; much preparation was done during the actual lockdown, with suggestions on the direction (Interview 2)

Amongst the participants, the major frustration was the fluidity of the situation that created contradictions and miscommunication. Many processes were new such as supporting learners in home-schooling[11] as there was no certainty on how to motivate learners outside the schooling environment (Interview 2). As the information cascaded through the official ranks, the need for data-driven decision-making strained the district and school interaction while the public confidence depended on the decision-making in the uncertainty of the Covid-19 pandemic.

3.2.3 Procurement

The department decided to save the academic year, partly due to the realisation that distance learning was not a viable option given its limited reach for the South African public schooling system. The insistence was on the 'arguments for reopening considered the marginalisation of the poor learners' (Interview 4). Towards the reopening of schools, 'the essence of discussions for some time was on safety in schools for both teachers and learners, there was a shift in focus- away from the real business of the department which is teaching the curriculum instead of the delivery of masks, sanitisers, PPEs which was about 90% of the time' (Interview 2). The provincial officials offered strategic planning, facilitated contractors and the delivery of PPE while the districts assisted with the dispensation and collection of materials- from pick up points to schools. The schools were responsible for the fumigation relying on guidelines and protocol adherence (Interview 4). The emphasis was on ensuring that schools would not be hotspots of transmissions. As such, the provincial focus was on safety and containing infections, prevention and management of emerging cases. As one official put it, the approach was such that 'save lives, stop the spread and save the academic year from promoting the right to education and preventing higher numbers of drop-outs' (Interview 7).

The challenges related to procurement included:

- (i) complaints on the appointment of companies from outside the province and those awarded that were pulled out as they did not have the safety equipment (Interview 2 and 4),
- (ii) the material did not reach the schools as anticipated (non-delivery, poor delivery)
- (iii) the unavailability of personnel to receive the material at the school level which can be attributed to the fear of personal safety; in some schools, the SMT's were reluctant to participate due to fear of infection (Interview 2) while other deliveries were scheduled for the weekend without adequate planning for who would receive the goods (Interview 3 and 5).
- (iv) the poor quality of PPE's (masks and the below 70% alcohol percentage in sanitisers) in also became a hindrance towards the reopening of schools (Interview 4, 5 and 6). Furthermore,
- (v) the prices of the PPE's were above the average price in townships, where some of the schools are located (Interview 5). On the other hand, 'the schools that could not subsidised simply stayed closed.' (Interview 4). Nonetheless, out of approximately 261 local service providers appointed as small and medium enterprises, those found wanting were disqualified, blacklisted and replaced' (Interview 6).

The Disaster Management Act (57 of 2002) formed the basis of regulations during the lockdown. For instance, interprovincial travel was prohibited deeming it impossible to procure across provinces or even districts in level 5. Only level 4 downwards would be made it possible to reopen schools. The operational context of the closure is such that the provincial department was finalising the 2019 assessment feedback and diagnostics of last year assessment results, the registration of June 2020

matriculant exams, and the consolidation of end of year financial reporting including auditor general requests on several education programmes (Interview 2) such as Programme 7 (Examination and Assessments). The timing of the school closures (March as the end of the financial year reporting period) along with the level 5 restrictions affected procurement processes. As such, the procurement of tablets for Quantile 1-3 schools, and the strengthening of ICT resources could only be activated in Level 4 downwards, but also at the beginning of the financial year. As an official phrased it, 'all the support programs were rolled out in earnest when the financial year began.' (Interview 2).

3.2.4 Attempts at intergovernmental interventions

The DoH and DBE worked closely together but the DoH led due to the nature of the pandemic. From the provincial officials to the school level, the DoH became the source of advice and assistance.

We worked very closely with DoH and DBE, department of transport, a lot of intergovernmental collaborations I have not seen in a long time. For instance, the preparation of scholar transport, compliance with protocols, we were not experts about the material to be used and so it was essential to write various SOPs, but we did not have expertise. (Interview 2)

Against the challenges of the availability of scholar transport, relevance of routes, and safety measures related to the type of vehicle, many participants raised issues with scholar transport. Parallel to this, more learners use public transport such as taxis, motor cars etc. and private bakkies (Interview 4), the taxi industry raised taxi fare under Covid-19 and is far more expensive than bus services. One official (Interview 6) noted that the department had to negotiate with transport services about new routes for pickups, adherence to passenger capacity as per each lockdown level, and the change in different times due to platooning and adjusted schooling hours. The sanitation of scholar transport was initially not clear whether it was daily or once-off (Interview 5). Although section H of the Guidelines for schools on maintaining hygiene during the COVID-19 pandemic (DBE, 2020) outlines the directives for scholar transport with its adherence practices that are tied to the oversight (orientation and on-going monitoring) role at the school level.

Scholar transport and the National School Nutrition Programme (NSNP) are critical programmes designed to facilitate access to schooling towards inclusive education of poorer primary and secondary schools from quintile 1 to 3. However, one participant argued that it took the Equal Education v Minister of Education and Others court case[12] for the national department to concede to the continued provision of the NSNP during the Covid-19 lockdown; otherwise, it would not have been prioritised (Interview 5). An official commented that some of the logistical challenges are that the provision of food was extended to learners from other schools or around the community, 'It was asking too much from the DBE to be responsible for feeding learners even when they were not at school. From the logistical side of the school, it is too much' (Interview 2). The 'learners' from elsewhere' could be read as unintended beneficiaries for the programme. However, in itself, it is not a deviation considering that the target audience is learners from the low socio-economic background, yet the programme also seeks to avoid the stigma attached to free meals, hence the inclusion of all learners at the school- in this case the community the school serves.

The priorities towards the reopening of schools focused on the six key result areas, all of which were concerned with safety and prevention measures that included social distancing measures, i.e. time-table options to accommodate the 50% active school capacity, adequate clean water and sanitation, (iii) the delivery of PPE's, sanitised schools and training of teachers. In addition to these, hostels and scholar transport were also prioritised. One official (Interview 7) pointed out that it took a hostel break-out with 204 infected learners to consider tailored approaches of social distancing given that learners were also from other provinces.

Apart from these programmes, another historical legacy of inequality in the province is evident in need for improved school infrastructure, which under the Covid-19 response revealed the much-needed flushing toilets, water and electricity. The Department of Water and Sanitation situated the national COVID-19 Command Centre for Water and Sanitation at Rand Water at the end of March 2020. Rand Water was tasked with the distribution and installation of water tanks in schools where no handwashing facilities exist. Provide water to 3,126 schools across South Africa. The scope of the partnership entailed the supply of water tanks, the installation of the water tanks with related reticulation system and the supply of water tankers (Rand Water Media Statement,[13] June 2020). The credibility of data, given that on school infrastructure, the information is outdated and at times inaccurate as the department was due for a verification process that included school visits and updating the current oracle system data.

Nonetheless, in the Eastern Cape, 4 538 schools received learners, but 583 could not reopen due to the unavailability of water and lack of ablution facilities. Later in June 2020, the number was down to 42 schools. (DBE, Parliamentary Presentation Schools Which could not open, Basic Education Parliamentary Committee). DBE, through Rand Water, provided approximately 900 ablution toilets and 761 water tanks. The expectation is that the schools through the schools' maintenance budget would refill the water tanks and desludge the toilets. On the other hand, the water tanks are on temporary stands, and none of these interventions offer permanent infrastructure solutions (Interview 7).

Tied to the temporary interventions is the deployment of patrollers by the Department of Community Safety to guard the water tanks and schools against vandalism. However, patrollers ceased to work in the evenings and over the weekends without any communication shared with the school governing bodies or management teams (Interview 5). The communities also threatened deliveries advocating for the appointment of community-based service providers, and in some instances, the vandalism extended to stealing the temporary toilets, while the community also used the school allocated water (Interview 7). The DBE reports that out of 576 schools vandalised, 263 have been repaired, 236 are in the process of being fixed. Fifty-seven schools are awaiting approvals for fixing while the damaged area in 20 schools not used⁷.

There is no doubt that the DoH was instrumental in guiding schools, even when the practices changed such as the DoH official visits at school to monitor the state of readiness instead the visits would be if there was a case rather than as an outlined precondition (Interview 5). However, there were not enough healthcare workers, and the (healthcare worker) protests also contributed to this (Interview 6). Nonetheless, there was limited on-going coordination for quality assurance and oversight in for example, follow-ups from the quality of PPE's to the placement, refill and state of the supplied water tanks. Nonetheless, beyond the departments, governing body forums in the province formed an alliance part of their partnership with unions lead to the distribution of food parcels and the facilitation of feeding schemes (Interview 4). Additionally, private-partnerships, through their social investment initiatives, also contributed. For instance, companies such as Bidvest supported the deep cleaning of schools (Interview 2). The Department of Social development deployed 107 social work interns (Interview 7). Despite these attempts, the extent to which the education was prepared to reopen was reinforced through the Minister's communique. The public confidence in the department and the uncertainty around the pandemic, had parents take a stand during the winter season against the reopening of schools (Interview 5). Indeed, principals, parents and unions proposed post-winter (Aug/Sept) for the reopening of schools[14].

⁷ https://static.pmg.org.za/200901DBE_State_of_Reopening_of_Schools_Presentation.pdf

3.2.5 Implementation of Recovery Plans

DBE engaged each province about its Covid-19 response, including the recovery plans as part of saving the academic year. The province issued out instructions; district officials operationalised the implementation of the instructions. Through the district, the daily surveys monitor school-level attendance and case management, amongst other factors to ensure district monitoring and information management on time (Interview 2, 6 and 8)

Once the schools were reopened, most participants reported that between the first two grades, learners in grade 12 had better attendance than grade 7, which tended to fluctuate more at the beginning. Communities were reluctant to send the learners back to schools' due to personal safety and perceived risk of infection. The latter a shared concern with unions, as such discussions on teacher placements, became critical. Once a school reported or suspected infection of staff or learner, initially, it was not clear whether to close their entire school and if so for how long. The stop-and-go formula was treated on a case-by-case basis. In some instances, if a teacher had symptoms, they would report to the district, the teacher returns after 14days. The school would shut down, deep-clean, and then reopen. Instead of those who were in contact as opposed to the entire school (Interview 5).

Generally, from the beginning, in terms of response, the schools would close schools without following specific protocols. By the time we were in L4, it had begun to stabilise; it could be through the virtual training of SMT around the Covid-19 handling protocols. In the beginning, there was much reaction, by mere hearing the someone went to test would close the entire school. There was confusion between screening and testing, the stigma associated with testing. The operation under L3 was much better in the understanding of the protocols. It was scrappy at the beginning, sanitisers social distancing and protocols. (Interview 2)

The case management of infections also affected teaching as the number of staff infections was higher than that of learners. Unlike other provinces with higher staff infections, the Eastern Cape (as of the 28th of June) reported 270 (learner) against 271 (staff) infections over 154 schools (DBE, Parliamentary Presentation Schools Which could not open, Basic Education Parliamentary Committee). For teacher replacements due to comorbidities, there were conversations about assistant teachers that could be sourced from the community for R7000 (Interview 3) as means to ensure continued teaching through the implementation of the recovery plan scheduled lessons. The availability of teachers, invigilators and markers is one of the critical risks for the academic year. One official admitted that 'the reality of the matter, is that the majority of them are highly experienced and harder to replace- it is the most significant threat at the moment that will compromise support to learners' (Interview 2). On the other hand, others were optimistic about the roving teacher system and the possibility of deploying subject specialists (Interview 6). At the same time, the teacher assistant is also seen as an interlocutor between the teacher who plans the lessons and assessments and the facilitator who oversees and monitors the lessons. For the province, 3000 of 6000 teachers were approved to work from home, the majority (2000) are (grade 0-9) teachers and are most likely to be over 60 years of age (Interview 7). During this crisis, the delegation of authority enabled the principal to appoint substitute teachers and close schools; the latter ordinarily would be led by the MEC through a lengthier (provincial to school) process.

On the 30th of May 2020, ELRC Collective Agreement 1 of 2020 (CA 1 of 2020), Concession process to follow for employees with comorbidity (COVID-19) was signed and issued. By the 23rd of June, the Eastern Cape (3652) ranked second to KwaZulu-Natal (4127) on the number of teachers who reported

comorbidities. (DBE, Parliamentary Presentation Schools Which could not open, Basic Education Parliamentary Committee). By the 01st of September, the province had 3959 number of concessions granted with 3867 number of teacher replacements. Additionally, EC and KZN lead at 72 number of Covid-19 fatalities that affected teachers to a greater extent than non-teaching staff and learners⁸. Nationally, out of 410 000 teachers, the 27 000 that applied to work at home, 22 000 applications were approved but now the Minister has approached the National Treasury for the financial assistance to hire substitutes for the remaining academic year (eNCA 2020: online).

3.2.5 School Hours and Trimming the Curriculum: 'Time was not on our side'

Different modalities were adopted by different schools depending on the number of learners, the availability of furniture and class size, which affected i.e. rotation over days or within a day, increase of the schooling hours. Schools used different methods, primarily targeting grade 12, as the school matric performance remains the key indicator of educational outcomes. One participant (Interview 5) observed a Monday to Monday school calendar for grade 12 learners driven by the targeted matric distinctions the school set out. Another participant (Interview 3) noted that the interaction between learner-teacher was far more productive with the lesser learner numbers; teachers reported working at a more incredible speed.

Part of the changes included trimming the curriculum to 3 months' plans, covering August, September and October to maximise learning. Term two was lost, but what would be preserved are the critical concepts fused into Term three (Interview 2). As part of streamlining processes as per the DBE instructions, provincial initiatives were suspended along with other provincial exams for grade 9,10 and 11 but learners would still be assessed through school-based tests (Interview 2 and 3). The department merged the June and November examination grade 12 examination. Covid-19 protocols on social distancing will affect the examination centres. At the writing of the report, the province was finalising the response and procedures of the writing protocols, and the management of examination monitoring and results considering the marking venues and dormitory arrangements for the markers.

The exams will run-up to the middle of December, and marking in January- the issue of motivation 'the December bug' might compromise their focus. Lists of applicants for reserve markers is high with the possibility of interprovincial markers...projecting the exam learners to be higher than last year, about 77 000 to 8 full time, but combining June might be 174000 learners which include the part-time candidates as well. Gr1-11 school-based exam. The grade 12... September trials will push them towards preparation. Schools will have some flexibility; schools will be instructed on what is streamlined so they can teach as much as they can. At various intervals of completing key concepts, they will conduct School Based Assessments. Gr1-11 the weighting has changed. For example, the grade 4 weighting of the formative and summative will 80-20 percentage. The SMT and subject specialists have a frame (Interview 2)

The 2020 matriculant will be a product of a trimmed curriculum under a short period of time, and the rest of the grades will be subject to prolonged recovery plans over the years. What is apparent is that the implementation of the recovery plans, and the trimming of the curriculum depended on teacher availability, and the extent to which new infections lead to localised reclosures. The procurement process delayed the initial re-opening of schools in the province, yet even with the intergovernmental collaborations and potentially new capacities, interventions such as water tanks, scholar transport and infrastructure are temporary solutions against the provincial backlog. These multi-layered systemic arrangements offer a glimpse into the dynamics of institutional coordination.

⁸ https://static.pmg.org.za/200901DBE_State_of_Reopening_of_Schools_Presentation.pdf

3.3 Western Cape Findings

3.3.1. Administration and Governance – Adjusting and Re-adjusting to the Pandemic

The heroes of all of this are the teachers and the principals (WCED Interview 1).

No one in education has dealt with this type of pandemic before. And thus the nature of the response from the WCED has been two fold. On one level, it has relied on preparation and planning according to the changes to the annual school calendar as well as the more unpredictable nature of the pandemic and the national lockdown. But in the midst of the response, the overwhelming outcome, based on participant responses, is that teachers, principals and schools have worked under immense pressure and drawn from a pre-existing interdepartmental structures to re-open schools. For instance, Joint Operation Committees, the coordination between the MEC and HODs offices and subject advisors.

One participant noted how the first phase of the reopening of schools was prepared for according to an extended school holiday that occurred because the lockdown and closure of schools took place only a few days before the first annual school holiday for the 2020 school year. The announcement to close schools was made on the 15th of March, to close schools on the 18th of March. Schools were already due to close on the 20th of March 2020 for the first school break of the year. Consequently, schools worked hard to get report cards ready for the early closing but did not prepare for the long lockdown which was to follow (WCED Interview 2). Instead, schools prepared for a two-week lockdown and submitted adjusted plans for that period (WCED Interview 2). The lockdown has continued for 7 months – at the time of writing this report. And by the time schools realized this, two weeks into the lockdown, there was ‘chaos’ (WCED Interview 2).

Hindsight, looking back. I think the big thing is nobody knew what to do, what to focus on...Nobody thought that the lockdown would’ve been so long...So everybody was quite relaxed. We would have had a school holiday so it’s an extended holiday. So, in the districts we prepared how to catch up the one or two weeks we would lose ‘cause lockdown would’ve been for a specific period. So in that period, we were all focused on what you’re going to do when the schools open...So, the big things happened then, the big adjustment was the schools didn’t open. So it was chaos...Chaos in terms of it is uncharted waters, it’s not chaos that somebody can be blamed for it’ (WCED Interview 2).

3.3.2 Teaching and Learning

Lesson plans were developed by subject advisors and teachers (WCED Interviews 1 and 2), which are available on a zero rated portal on the PEDs website. Hard copies of these resources were made available to schools and learners that could not access the online materials; these hard copies were made available specifically for Quintile 1 – 3 schools which are based in rural, township or low-income areas (WCED Interviews 1 and 2). These hard copy materials were distributed during the continuation of the NSNP (WCED Interview 1, 2, 3 and 4). One participant noted that when schools were abruptly closed due to the lockdown, some schools were able to send learners home with all the necessary

learning materials that they needed; but, no one knew how long the lockdown was going to be, which created difficulties in assessing how much work to give learners to do at home (WCED Interview 4). The WCED has also had an e-portal for learners for some years and began expanding the capacity of the portal for more resources as it became clear that the lockdown would last a long time (WCED Interview 3). The portal now has a reported 17 000 resources, a site that is dedicated to matric learning and a virtual library (WCED Interview 3).

However, the ability to monitor learning online and using hard copy materials is impossible, as all participants recognize that pedagogy in South Africa has not been developed sufficiently enough to accommodate an online modality. The usual means of monitoring whether learning is taking place through questions and answers and checking students work is not taking place. Even when learners have online classes, teachers cannot always see learners and assess their concentration. Learners are now expected to undertake 'self-directed learning' (WCED Interview 1) that they are not used to. One participant indicated that the WCED sent a survey to parents about online learning and the results of the survey showed that this modality is not working and meetings were held to discuss how to assist learners with online learning (WCED Interview 2).

A critical aspect of online learning that was pointed out by one participant is that the digital divide is not a problem exclusive to learners who cannot access the internet or devices with which to learn from. Learners from middle class families also struggle with online learning because their households may have a limited number of devices that are shared between parents working from home and the learners. This creates another problem whereby learners can only do work when their parents are done with the devices late in the day. Parents also struggled to help with online learning after their own work (WCED Interview 2).

Unfortunately, the only way in which learning will be properly assessed is through the matric exams. Participants noted that this assessment will be done by checking how many students actually show up to write their matric exams, how many pass and how many will not show up again, ever. Assessing whether learning for other grades actually took place will only occur in years to come when they return to school full time and the gaps in their knowledge are picked up by teachers and schools. In this regard, the curriculum will have to be trimmed further next year to focus on the core skills of learners (WCED Interview 1), whilst catching up on the learning that was missed during the lockdown. As schools reopened, attendance rates for the grades that did return to school was around 70%. This appeared satisfactory to some officials because private schools had continued teaching and learning probably with a higher rate of attendance, and some learners applied to learn from home for the duration of the school year (WCED Interview 1).

In terms of the first phase of the safe reopening schools for the return of Grades 7 and 12 in May, the WCED ensured that all schools had the protective personal equipment (PPE) that was needed for the reopening. In fact, the WCED describes itself as 'proactive' (WCED Interview 1), with measures such as 'officials [going] out to schools to assist with all the training in terms of the social distancing protocols and checking up on classrooms' (WCED Interview 1). Some officials reported that after the first phase of the reopening of schools, 99% of schools in some districts were open, and only closed if there were local transmissions of Covid-19. However, these schools were only closed for 'two days to decontaminate' (WCED Interview 1) the schools following a local transmission.

Capacity building for teachers took place through MS Teams (WCED Interview 1). There were initially concerns about the ability to train teachers to transition to online learning, but it became evident that MS Teams facilitated quicker training and allowed more teachers to be present in the meetings. Prior to the pandemic, only the 'head of the subject' was likely to attend training, not all teachers (WCED Interview 1). With the technology now in place for working remotely, more teachers were able to attend the training. The training that took place focused on the 'trimmed curriculum and the re-trimmed curriculum' (WCED Interview 1) as changes were made to the school curriculum due to the pandemic. However, another participant noted that with all the Teams meetings that were taking place, they did not think that the WCED was actually moving forward; instead, they accepted that we are in a pandemic regardless of progress (WCED Interview 2).

In spite of the enormous effort that teachers and principals put into the first phase of the reopening of schools, participants spoke about the lack of communication or general miscommunication from national structures and representatives, such as the DBE and the President. Teachers were not able to plan their lessons when dates were changed at the last minute; and following the second reopening of schools in August, there were no exact dates indicating when matric learner would sit for their exams, when each of their subject papers would be written and therefore, how teachers should prepare them for each exam (WCED Interview 1). Furthermore, the curriculum changes that have needed to take place amidst the changing nature of the pandemic have posed difficulties for different types of teachers. Teachers with more experience have managed to trim their curriculum down to its core components; whereas less experienced teachers, specifically those who are not teaching subjects that they are trained in, have been unable to identify how to trim their curricula down to its core components (WCED Interview 1). Finally, learner attendance remains a concern and is varied, leading to teachers repeating work depending on which learners turn up on different days (WCED Interview 1). Not all learners are consistently showing up for school every day as schools reopen, which has made attendance and absenteeism difficult to manage during this time.

3.3.3 Capacity, Communication and Regulations

All participants agree that the priority throughout the education system was the health of learners and teachers. Their consensus was that the education system was responding to a health pandemic and that the type of response had to match the gravity of the pandemic. Therefore, there was no problem with setting up schools to be health and safety compliant and ensuring that the necessary health equipment was in place. However, the process of creating safe schools during a pandemic was difficult due to the amount of conflicting information that was issued from national structures and representatives. This is explained below.

Interestingly on the point of responding to a health pandemic, some participants indicated that not only were there long term effects on teaching and learning, but long term effects on learners' wellbeing. For instance, learners who are not in school are not being looked after as their parents or caregivers are at work; learners in poor areas are not receiving regular school meals; and those of immunization age are not being inoculated because health workers are not visiting schools at the moment (WCED Interview 1). Lack of inoculation was particularly cited as dangerous because the effects will probably be seen next year when learners return to school and expose each other to communicable diseases (WCED Interview 1). This echoes what we cited above, where the Minister of

Basic Education motivated for the reopening of schools partly on the basis of the psychosocial and social wellbeing of learners. As a result, the multifaceted role of schools has been severely impacted by the pandemic and these effects will continue to be seen in schools for years to come. One participant described the multifaceted role of schools as follows:

In South Africa, schools are about much more than curriculum. Our schools, for good or for bad, it shouldn't be but it is what it is, you know our schools are places for...we look after the psychosocial aspects of the learner as well (WCED Interview 1).

The effects of the pandemic on the psychosocial wellbeing of learners has been, and will continue to be, immense. Under the current conditions, one participant said that the focus of the preparations for the reopening of schools focused on 'Covid and not...academics [learning]' WCED Interview 2)

Most participants report that over 97% of their schools were ready to open on time during the first phase of the reopening of schools. The few schools that were not ready to open faced either 'historical' issues with their infrastructure or unforeseen problems that occurred during the lockdown and the phased reopening (WCED Interview 1). As one participant responded:

They are our temporary schools which are made up out of the mobile classrooms...Two of those schools, we've been fighting for almost two years to get water and sanitation, you know the long process with the municipality and it's all of that. So they did not have all of those things in place properly at that point in time. And, so, we had some logistical nightmares trying to get those things going with them. One for example – it's got nothing to do with anything – but they had a water burst pipe burst, so, you know, a week before. So that is unforeseen and it couldn't get fixed in time, so there was no water in the school for that first few days of opening. But it was fixed subsequently and they opened...One school also, which is on the end of an informal settlement, the electricity wasn't working because the informal settlement siphons off electricity, and so on. So these were more, how can I put it? Unforeseen – with the two of them it was an unforeseen circumstance at that moment in time that we weren't able to sort of predict. One school was definitely a water issues that's been coming for a long time that we've been trying to fix (WCED Interview 1).

Another participant reported that in order to ensure that schools were ready on time, they were encouraged to top up their shortages of personal protective equipment by using the stock that was available at the WCED Head Office (WCED Interview 2). In their words, 'Get into your car and take sanitizer to your school. How difficult is it?' (WCED Interview 2). When asked directly about the factors that led to the successful reopening of schools in the province, the participant responded, 'We worked damn hard to be ready...there are hundreds of people that worked very hard to do it. It was our only focus' (WCED Interview 2).

In terms of the regulations required to guide the reopening of schools, the WCED developed its own guidelines because there was a delay in the DBE releasing guidelines for PEDs (WCED Interviews 3 and 4). Moreover, there were delays between the pronouncements made by the President, regarding the closure and reopening of schools; and, the release of gazettes that promulgated these pronouncements into law so that they could be implemented (WCED Interview 4). There were also slight differences between announcements and gazettes (WCED Interview 1). The guidelines that the WCED drafted are available on the WCED website and include guidelines on Screening of Staff and

Learners, Cleaning of schools and maintaining hygiene, managing Covid-19 cases in schools and managing the curriculum.

The health and safety protocols that were implemented to prevent the spread of Covid-19 in schools has also impacted the burden of teaching in schools. In terms of the scale of teaching, schools could no longer fit all learners into schools as they adhered to the social distancing protocol of 1.5m between desks (WCED Interview 2). Less learners in each class led to more classrooms being used to adhere to social distancing, even when reduced numbers in each school due to the phased return of different grades to schools. The school hours for each day have been completely changed even with timetable revisions because resources are stretched between classrooms and schools. Principals, for example, now run two schools (WCED Interview 2), whereas they were only running one school prior to the pandemic due to social distancing. There is also 'less curriculum coverage' (WCED Interview 2) because there is no time to cover even the trimmed curriculum. This has led to even officials thinking that, 'this whole year messes up the learners' lives for the rest of their schooling time because we're trying to patch, little bit of this then that...the best would be if the whole year would've come to a standstill and that everybody did next year as if this year didn't exist in terms of education...You must have everyone repeat this year. It's not their fault, it's a pandemic' (WCED Interview 2).

3.3.4 Interdepartmental interventions

Some participants from the WCED also discussed how their department singlehandedly managed to reopen schools without intergovernmental support, from both provincial and national structures. For instance, as the process of reopening schools was unfolding during the first phase of reopening, there were media reports that departments that were supposed to work towards the reopening of schools, in conjunction with PEDs, were not fulfilling their role in the process. One of these departments was the Department of Water and Sanitation, which had to deliver water to schools. Water was not in issue in WCED schools but all participants recalled that no other departments were involved in this process. The WCED did procure materials like their PPE from suppliers, but they remained firmly in the driving seat of the reopening effort (WCED Interviews 1, 2, 4).

An important issue to note here is that the Department of Social Development, which is responsible for the NSNP, was not open during lockdown – which meant that school meals were not being provided (WCED Interviews 1 and 3). In one participant's words, 'The Department of Social Development was appalling...they were extremely slow' in their area of early childhood development (WCED Interview 4). The WCED had to rely on its own resources and initiatives to ensure that the NSNP continued despite the lockdown (WCED Interviews 1 and 4). The funding for the NSNP was not accessible during the lockdown, which led to the cabinet of the Western Cape government agreeing to give funding of R18 million towards the NSNP so that schools meals could be provided (WCED Interview 3). Then schools were asked whether they were willing to continue with the NSNP, and those that were willing to, provided school meals during the lockdown (WCED Interview 3). School meals were provided on two days a week, as opposed to the usual five days; and more food than usual was given to learners on the two days, to make up for the three missed days of meals and allow for social distancing (WCED Interview 3).

The WCED also relied on its *interdepartmental* structures. One participant spoke of the Joint Operation Committees (JOCs) that predated the pandemic (WCED Interview 1). These committees include health and transport officials who work with the WCED to meet education needs such as scholar transport. JOCs meet once a week and provide feedback on activities, which is passed on to Parliament. But other participants contradicted this position, stating that the WCED did work with the City of Cape Town, the Departments of Health, Public Works, Sanitation, Social Development and the South African Police Service (SAPS). SAPS was specifically used to quell community unrest about the reopening of schools (WCED Interview 1). Whether or not participants recalled the role of intergovernmental structures being in place and facilitating the reopening of schools, there was still a clear recollection of the interdepartmental coordination that took place to reopen schools during the first phase of reopening schools in May.

Teacher replacements due to comorbidities and underlying conditions were handled with the same vigour as the need to reopen schools that are compliant with Covid-19 regulations. According to one participant, approximately 100 teachers were not able to go to schools to teach due to their comorbidities and underlying conditions (WCED Interview 2). These teachers were replaced by subject advisors who, 'were furious' (WCED Interview 2) about this decision. The participant said that the pandemic presented an opportune time for subject advisors to show that they can teach and not just advise about how to teach subjects (WCED Interview 2).

3.4 Comparative Analysis

There are three factors that led to the reopening of schools and devolved school closures during the pandemic. These factors are institutional coordination, new capacities and the relevance and role of teachers. These three factors answer our question about what contributes to the more or less successful reopening of schools in South Africa's PEDs. To sum up, institutional coordination shows that the closure and reopening of schools during the pandemic was dependent on either pre-existing interdepartmental and intergovernmental structures within the PEDs. In one of the PEDs, schools were only able to reopen because the PED created interdepartmental structures to coordinate this effort. The second factor, new capacities, demonstrates that in order for the two PEDs to manage the closure and reopening of schools they had to develop new capacities. As per the description of new capacities above, each of the PEDs had to either find or collate all the necessary resources and skills to reopen schools. And thirdly, teachers and teaching remain an integral part of the education system, especially during a pandemic.

3.4.1 Institutional Coordination

Institutional coordination is underpinned by the presence or creation of interdepartmental and intergovernmental structures, and processes including resource distribution within both the PEDs. Both the Eastern Cape and Western Cape PEDs had interdepartmental structures that they used to coordinate the processes and activities associated with the closure and reopening of schools in the respective provinces. Both PEDs had a Joint Organising or Joint Operation Committee, which is a structure that predated the Covid-19 crisis. These committees are interdepartmental committees, meaning that they are internal to each of the PEDs. According to the interviews conducted, the

purpose of these committees was to translate national directives into circulars and practical actions that would guide the reopening of schools, as well as prevent and manage the transmission of Covid-19 in schools.

In the Eastern Cape in particular, two interdepartmental structures were created to manage the response to the Covid-19 crisis. As per the findings, these structures were the Provincial Command Council and the Departmental Covid Command Structure. As such, both the pre-existing and ad hoc interdepartmental structures were key structures that managed and oversaw communication and resources between the PEDs, districts and schools. Moreover, it can be inferred that these interdepartmental structures focused solely on the mandate to reopen schools safely during the pandemic. This is unlike ordinary situations prior to the pandemic where the role of PEDs and their interdepartmental structures is multifaceted. It is evident then, that interdepartmental structures were key to the successful closure and reopening of schools in the Eastern Cape. Moreover, this interdepartmental coordination was instrumental to coordinating efforts to procure and receive essential goods and services for the reopening of schools. E.g. water tanks and PPE goods. In addition, there were also efforts at intergovernmental coordination, whereby the Eastern Cape PED worked with the Departments of Health and Transport to monitor local transmissions of Covid-19 and oversee protocols for scholar transport. However, what was glaringly lacking for the successful reopening of schools in the Eastern Cape is the intergovernmental coordination required to continue the NSNP. The Western Cape PED, on the other hand, had more intergovernmental coordination that led to the continuation of the NSNP in that province. This is also probably due to the pragmatic managerialism that characterises the Western Cape PED, whereby the department was able to mobilise the resources and capacity that were needed to continue feeding children during the pandemic.

While there is a case to be made for this pragmatic managerialism, *prima facie*, there does remain a discomfort with the way in which other parts of the closure and reopening of schools were managed by the Western Cape PED. For instance, according to the findings in the Western Cape PED, the PED began drafting policies for the closure and reopening of schools when these were not forthcoming from the national DBE; it allowed school principals to collect PPE from the PED where this was lacking in some schools; and, it sent subject advisors into schools to teach when there were not teachers available due to comorbidities. The way in which pragmatic managerialism was used in the latter scenarios was not ideal because it became apparent that the Western Cape PED was determined to reopen schools at any cost, even when it lacked the capacity to do so. If there is a shortage of policies, PPE and teachers, this demonstrates that even the best managed PED in South Africa was not entirely equipped for the reopening of schools.

Furthermore, both the pragmatic managerialism and the bureaucratic stability of the Western Cape did not necessarily contribute to better learning outcomes for learners in the province. This is evident in two ways. Firstly, the Western Cape PED had an online learning platform prior to the pandemic but it was not clear, even then, who this platform was supposed to reach if many learners in that province come from low income households that do not have access to these platforms. Secondly, much as the Western Cape PED expanded this online learning platform, it did so with the same problem it began with and more – access to this platform was limited and there was no way of monitoring whether learners were benefitting from this platform during the pandemic.

Ironically, the Western Cape PED fell into the same category as the Eastern Cape in this regard because although the DBE expanded online and media learning resources during the pandemic, the DBE did so knowing that millions of learners did not have access to these platforms. Therefore, both the Western Cape PED and the DBE cannot fully account for how pragmatic managerialism and innovation impacted teaching and learning during the closure and reopening of schools. Other provinces probably had the same struggles; but the point here is that there are serious limitations to the route of pragmatic managerialism. As Cameron and Levy (2018) put it – cited above – the Western Cape PED now needs to focus more on improving learning outcomes than its management.

3.4.2 New Capacities

The institutional coordination exercised by each of the PEDs also demonstrates new capacities. In the case of the Eastern Cape, it is evident that the structures that were created to oversee the reopening of schools, were created to focus on just this task during the pandemic. This PED had to apply concentrated effort to manage the reopening of schools, as well as the devolved school closures. This has to be emphasised because the Eastern Cape has been characterised by party politics and factionalism, and contextual factors that have led to dysfunction in that PED – as outlines earlier in this section. However, during the pandemic the Eastern Cape PED took a proactive and strategic decision to focus on reopening schools and all the building blocks that would go into this process. It can be inferred, therefore, that the Eastern Cape is capable of doing more to provide education during a pandemic and in normal circumstances. The key to suspending party politics and factionalism and working in a highly fraught context still needs to be investigated and lies beyond the scope of this paper. But based on the earlier discussion in this section, it is likely that stable leadership in the Eastern Cape PED contributed to this new capacity during the pandemic.

In the same vein of institutional coordination, the Western Cape PED showed the capacity to resume the NSNP when the rest of the education system had completely halted this essential component of education. This PED used its pragmatic managerialism for good in this situation and pursued a vigorous and innovative path to resuming the NSNP. The latter raises a wider point which is consequential for PEDs, although beyond the scope of this working paper. And that is, why is a programme such as the NSNP suspended during a pandemic? And what are the system constraints that stood in the way of other PEDs implementing the NSNP during such critical times? In response to the first question, the DBE argued in court that the provision of school meals is a right associated with the right to basic education; and if schools are not open, there is no obligation to provide school meals (*Equal Education vs the Minister of Basic Education and Others*, 2020). The DBE did try, through the Department of Social Development, to provide school meals to learners during the pandemic. But at the time of the judgment, the DBE did not know how many learners were reached through this initiative and research cited in the judgment suggests that very few learners received school meals during this time (*Equal Education vs the Minister of Basic Education and Others*, 2020).

The Western Cape's ability to see beyond schools being closed and the obligation to provide school meals regardless showed a capability to prioritise the health learners and get schools and communities to rally behind that priority by finding ways to provide school meals with safety protocols in place. Unfortunately for the Eastern Cape, they and other PEDs relied on the national DBE to make a plan for

the provision of school meals and the outcome of the judgement that eventually ruled in favour of the provision of schools meals.

In response to the question about system constraints that prevented the provision of school meals in the Eastern Cape and the other seven provinces, it is clear that South Africa remains a system that is decentralised in regulation (*de jure*) and centralised in practice (*de facto*). In this case, the *de jure* decentralisation that should be flexible enough to allow provinces to be flexible during crises and pandemics was absent. The prevalence of national and centripetal departments such as the DBE, and waiting for them to either act or be forced to act in such circumstances was the *de facto* position. The *de facto* position should be that PEDs are able to effect essential services such as the NSNP precisely during pandemics, or that national structures should be willing to do so through PEDs. That is, after all, the whole point of decentralisation.

Another new capacity that is evident in the particular case of Eastern Cape, is the delegation of authority to principals to appoint substitute teachers and manage devolves school closures. This is a new capacity because in the context of the Eastern Cape PED, the expectation is that a number of processes are decided and manages at the provincial level. Given the geographical and historical context of the Eastern Cape, this leads to a number of delays in data collection, communication and resource allocation. One of the main examples of this is the teacher provisioning process, also discussed below. However in this instance, delegating more authority to principals to appoint substitute teachers and close schools due to local transmissions, allowed and demonstrated that it is possible for schools to exercise the autonomy that is required to run a school without compromising teaching and learning. In fact, this autonomy probably allowed teaching to continue during the pandemic. Therefore, there is an argument to be made about changing the Eastern Cape PED system to give more autonomy to schools and equip them to manage schools with this autonomy. The type of equipping and equipment required includes ICT infrastructure and clearer accountability between schools, circuits and districts. But the capability of schools and principals is evident and integral to such a system change in the Eastern Cape PED.

3.4.3 The Relevance of Teachers and Teaching

Both the Eastern Cape and the Western Cape were challenged by the importance of teachers and teaching in a number of ways; namely, the role of teachers in preparing schools for reopening; changing the curriculum to suit the impact of the changing nature of the pandemic; and the shortage of teachers due to their absence in the midst of comorbidities.

The reopening of schools in both the Eastern Cape and the Western Cape relied on teachers and principals to prepare schools for reopening. This may appear to be obvious because it is teachers and principals who generally oversee schools. However, the pandemic was not an ordinary circumstance and even the Minister of Basic Education was questioned about who was expected to prepare schools for reopening in the context of a health pandemic (Radio 702, 21 May 2020). Teachers and principals ended up being the ones to prepare schools for reopening based on health protocols; amend and teach a streamlined curriculum; maintain health protocols during teaching times; and assess the need for devolved school closures due to the local transmissions of Covid-19. Effectively, teachers and principals were managing both teaching and learning, and the pandemic.

In addition to the above, teachers were integral to changing and teaching the curriculum based on the closures and reopening of schools, according to the changing nature of the pandemic. In both provinces, the curriculum was streamlined. In the Western Cape in particular, teachers were trained on how to transition to online teaching. Contrary to some of the public discourse about teachers not willing to reopen schools during the pandemic or teach once schools were opened, our findings suggest that both PEDs sought to continue teaching through whatever means necessary.

Teachers with comorbidities had to stay home in both provinces. In the Eastern Cape, this led to a shortage of teachers and thus, reopening of schools without enough teachers. In the Western Cape, the shortage of teachers was managed by seconding subject advisors to teach lessons – sometimes multiple lessons between schools. Both scenarios point to a wider systemic challenge, which is the shortage of teachers in the South African school system. This shortage is not only a shortage of professional teachers; but also, teachers who are not nearing retirement age. In the case of the Eastern Cape, it is arguable that there isn't necessarily a shortage of teachers. Rather, the management of the teacher post provisioning process has led to a shortage of teachers in some parts of the province and more teachers than necessary in other parts of the province. Both the shortage and mismanagement of teacher supply left the Eastern Cape and Western Cape PEDs stranded during the pandemic.

Moreover, the ad-hoc teacher replacements that have taken place through subject advisors, specifically in the Western Cape, indicate a number of systemic issues with teaching. That is, the idea that teaching is a profession that does not require a certain criteria, merit, experience or qualifications; and, the quality of teaching in South Africa's public ordinary schools. The actions of the Western Cape in utilising subject advisors, indicates the belief that teachers can be replaced with anyone within the sector, even during a pandemic. This has been mirrored by the DBE's recent announcement to hire a host of teaching assistants to supplement learning from 2021. The entire absence of some teachers in schools in the Eastern Cape indicates that problems associated with the teacher post provisioning process have led to a colossal failure to ensure the right amount of teachers – and where they are needed most – during a crisis such as a pandemic.

4. Conclusion and Further Research

At first glance, it appears that both the Eastern Cape and Western Cape's ability to reopen schools and manage devolved school closures would be dependent on the legacies of the existing capacity in these PEDs – or the lack thereof. In the Eastern Cape, the legacy is a long one of political factionalism and difficulties in establishing effective ways of providing education in the province. In the Western Cape, the more recent legacy of pragmatic managerialism would have presupposed a commendable amount of capacity to reopen schools. However, what emerges is that each of these PEDs harnessed new capabilities, even where there were existing structures that enabled this capacity. This is certainly unexpected and admirable for both departments, because they proved that the crisis in education, caused by the Covid-19 pandemic, was not completely insurmountable. Moreover, their hard work to ensure that schools reopened proved that smaller crises within education can be resolved.

The new capabilities identified in the findings raise further research questions and points of contention for the education system in South Africa. Firstly, despite the hierarchical nature of the education system, PEDs, districts, schools and teachers managed the reopening and devolved closures of schools without the hierarchical support from the DBE, which was expected in this situation. This has further implications for the education system in South Africa beyond the pandemic because it means that these component organisations in the system can do far more than they usually do. Therefore, the autonomy of these organisations needs to be examined more carefully and used to improve learner outcomes. There are glimpses of this autonomy in the education system through the existence of Section 21 schools, SGBs and funding for the NSNP that is sent directly to some schools. But this autonomy is sometimes constrained by resources, capacity and confusing layers of accountability; especially in the case of SGBs. What this Working Paper has shown is that even with those constraints in place, both PEDs found ways to maximise their autonomy in order to manage the reopening of schools during the pandemic.

Further research into the autonomy of education organisations can include:

1. The impact of new capacities and autonomy on learning outcomes, following the Covid-19 pandemic; and,

Secondly, and especially given the initial difficulties and court action around the NSNP, the institutional design of the education system is either not effective or not fit for purpose. The latter is evident at the best of times when PEDs struggle to work with fellow intergovernmental departments to provide education related services, such as school meals and scholar transport. At the worst time, during the pandemic, it was clear that intergovernmental structures that provide essential services – such as school meals – should have found innovative ways to continue with this provision. The court judgment of *Equal Education vs. Minister of Basic Education and Others, 2020*, discusses the essential nature of school meals and the insufficient argument that the increase in the social grant would have substituted for meals for learners while at home during lockdown. As such, the notion of intergovernmentalism needs to be reformulated, as it relates to both education and a responsive and responsible government in general.

Finally, it is most notable and critical that teachers be recognised and assisted in the long run. Much has been said and done to challenge and even undermine the teaching profession. And in turn,

teachers and teacher unions have also challenged the education system. But none of the challenges, from top down or from the grassroots level, could foresee how critical teachers would be during a time like this. Besides their role in teaching and learning, teachers were also expected to manage the pandemic at the school level. Moreover, the comorbidities of many teachers, weak policies around teacher post provisioning and the eradication of teacher training colleges have now come to bear on the education system during the pandemic. This raises the following questions for further research:

2. How will interventions such as recruiting teacher assistants improve learner outcomes following the disruption of the 2019 academic calendar, due to Covid-19?
3. In what ways can the DBE and PEDs resolve systemic teacher shortages?

The South African basic education system potentially has more opportunity for growth and change as a result of the pandemic.

Appendix

Guiding Principles for Schools Planning Timetables during Covid-19 Reopening

5 GUIDING PRINCIPLES

The reworked timetable must be designed in such a way that:

- (a) All subjects are catered for to afford each subject completion of the reorganised and trimmed curriculum.
- (b) Notional time per individual subject as per policy is adhered to, as far as possible.
- (c) Teaching time is protected and maximised. This must be balanced with the fact that complexities of providing scholar transport may result in a longer school day for some learners.
- (d) Revised assessment and examinations times are accommodated to ensure that what is taught is sufficiently assessed.
- (e) Free periods and breaks must be created to avoid both teacher and learner fatigue and burnout.
- (f) Free periods must be provided for teachers and support staff so as to increase their efficiency and also to provide time for their correction work and other administrative tasks.
- (g) Where classes will be split to accommodate social distancing, timetable must take this into consideration to ensure both classes are allocated equal teaching time.
- (h) For lower primary and some special schools, the principle of play and recreation must be factored in.
- (i) Careful attention needs to be given to provide for rest and recreation to avoid monotony.
- (j) Reduced classroom size, in relation to the number of learners per class, be kept in mind so as to promote social distancing.
- (k) Staggering the beginning and ending of the school day needs to be considered.
- (l) Assemblies, sports, games and other events, which create crowded conditions, must be cancelled.

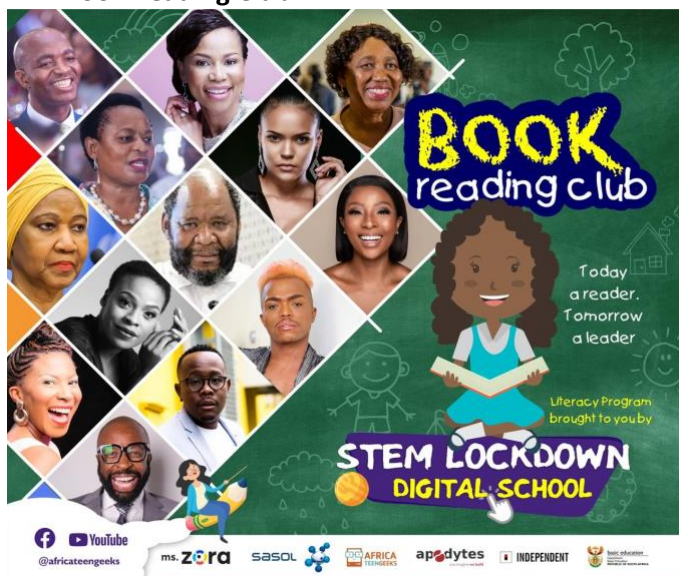
Source: DBE, Guidelines for the Development of the School Timetable – Reopening of Schools, Covid-19, 2020, page 16.

Basic Principles for Schools Planning Timetables during Covid-19 Reopening

(a)	Workloads – the number of subjects or sessions that each teacher or therapeutic staff has been allocated should be considered, in order not to over-burden PL1 teachers and support staff.
(b)	Duties and responsibilities – Different teachers play different roles within a school community, in addition to their primary responsibility of teaching. The cancellation of extra-mural activities could free up time for some teachers who also coach certain sporting codes or lead learners in other extra-murals such as debates, etc. The timetable should take into account how such teachers could be re-allocated other responsibilities in the school, such as supervising learners during feeding time.
(c)	Annual Teaching Plans – all subjects are important, as they form part of the learning programme in a given phase. The schools should adhere to the revised Annual Teaching Plans (ATPs) of all the subjects and ensure that no subjects are done away with, or their time gets allocated to subjects that are deemed important by the school. Schools have the liberty to conduct extra lessons outside of the notional time. This should, however, be done in consultation with all stakeholders involved, including the School Governing Bodies.
(d)	School-Based Assessment (SBA) – some subjects may require dedicated time to conduct formal assessment. The time for writing of formal assessments such as tests could exceed the allocated time (period) of some subjects.
(e)	Free periods – these should be allocated to all teachers and support staff to avoid fatigue
(f)	Motivation and pep-talk – The timetable could make provision for motivational talks to be held for teachers, support staff and learners, at regular intervals. This could be done once every month, or when there is a need.
(g)	Dishonouring first periods in the morning and after lunch – schools should ensure that they minimise time lost between first periods and after break (especially after feeding time). This should be done in a manner that does not lead to the extension of the school day.

Source: DBE, Guidelines for the Development of the School Timetable – Reopening of Schools, Covid-19, 2020: 24.

DBE Book Reading Club



Elijah Mhlanga
@ElijahMhlanga

They are not teaching. They are reading for leisure. They are not getting paid. They are raising awareness on reading. What's your contribution to the reading campaign?

15:59 · 2020/04/12 · [Twitter for iPhone](#)

4 Retweets 60 Likes



The image on the left shows a promotional flyer for a Book Reading Club, where public figures would read to children during the lockdown. There was an outcry from parents and teachers, saying that celebrities cannot teach and that trained teachers were available during lockdown to teach. The image on the right shows the response from the Spokesperson for the DBE, Mr. Elijah Mhlanga.

TV Broadcast Schedule for Grade 12 Lessons during Lockdown

Broadcast Schedule for 9 April - 1 May 2020 SABC 2 (Grade 12)



	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
TIME				9 April	10 April
				Episode 1	Episode 2
Incremental Introduction of African Languages (IIAL)					
9:30 - 10:00				Let's Learn Tsonga	Let's Learn SeTswana
10:00 - 11:00				Grade 12: Mathematics	Grade 12: Physical Sciences
				Patterns & Sequences (Revision)	Momentum & Vertical Projectile Motion
	13 April	14 April	15 April	16 April	17 April
	Episode 3	Episode 4	Episode 5	Episode 6	Episode 7
Incremental Introduction of African Languages (IIAL)					
9:30 - 10:00	Let's Learn isiXhosa	Let's Learn Setswana	Let's Learn Sepedi	Let's Learn isiZulu	Let's Learn Sotho
10:00 - 11:00	Grade 12: Geography	Grade 12: Life Sciences	Grade 12: Accounting	Grade 12: Mathematics	Grade 12: Physical Sciences
	Synoptic charts and Global air circulation	Revising The Code of Life	Income Statement	Similar Triangles	Naming Organic Molecules
	20 April	21 April	22 April	23 April	24 April
	Episode 8	Episode 9	Episode 10	Episode 11	Episode 12
Incremental Introduction of African Languages (IIAL)					
9:30 - 10:00	Let's Learn isiXhosa	Let's Learn Setswana	Let's Learn Sepedi	Let's Learn isiZulu	Let's Learn Sotho
10:00 - 11:00	Grade 12: Geography	Grade 12: Life Sciences	Grade 12: Accounting	Grade 12: Mathematics	Grade 12: Physical Sciences
	Mid-latitude Cyclones	Mitosis and Meiosis	Balance Sheet	Geometry (Revision)	Properties of Organic Molecules
	27 April	28 April	29 April	30 April	1 May
	Episode 13	Episode 14	Episode 15	Episode 16	Episode 17
Incremental Introduction of African Languages (IIAL)					
9:30 - 10:00	Let's Learn isiXhosa	Let's Learn Setswana	Let's Learn Sepedi	Let's Learn isiZulu	Let's Learn Sotho
10:00 - 11:00	Grade 12: Geography	Grade 12: Life Sciences	Grade 12: Accounting	Grade 12: Mathematics	Grade 12: Physical Sciences
	Tropical Cyclones	Revising Meiosis	Cash Flow Statement	Trigonometry: Compound Angles	Reactions of Organic Molecules



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Resources available on the DBE's website during Lockdown



DBE WORKBOOKS

SUBJECT/S	GRADE/S
1 Life skills	R-9
2 Mathematic	R-9
3 Languages	R-9
4 https://www.education.gov.za/Curriculum/LearningandTeachingSupportMaterials(LTSM)/Workbooks/InteractiveWorkbooks.aspx	Interactive workbooks

Cloud - <https://dbecloud.org.za/login/welcome.php>

DBE Workbooks - [https://www.education.gov.za/Curriculum/LearningandTeachingSupportMaterials\(LTSM\)/Workbooks/tabid/574/Default.aspx](https://www.education.gov.za/Curriculum/LearningandTeachingSupportMaterials(LTSM)/Workbooks/tabid/574/Default.aspx)

DBE STUDY GUIDES

SUBJECT/S	GRADE/S
1 Accounting	12
2 Economics	12
3 Life Sciences	12
4 Geography	12
5 Geography Map 1	12
6 Geography Map 2	12
7 Geography Map 3	12
8 Mathematics	12
9 Mathematical Literacy	12
10 Physical Sciences (Physics)	12
11 Physical Sciences (Chemistry)	12
12 English FAL	12

[https://www.education.gov.za/Curriculum/LearningandTeachingSupportMaterials\(LTSM\)/MindtheGapStudyGuides/tabid/670/Default.aspx](https://www.education.gov.za/Curriculum/LearningandTeachingSupportMaterials(LTSM)/MindtheGapStudyGuides/tabid/670/Default.aspx)

DBE – SIYAVULA TEXTBOOKS


SUBJECT/S	GRADE/S
1 Mathematics	7-12
2 Mathematical Literacy	10
3 Physical Sciences	10-12
4 Life Sciences	10
5 Natural Sciences	7-9
6 Natural Sciences and Technology	4-6
7 Information Technology	10-12
8 Computer Applications Technology	10-12

<https://www.siyavula.com/read>

[https://www.education.gov.za/Curriculum/LearningandTeachingSupportMaterials\(LTSM\)/SiyavulaTextbooks/tabid/591/Default.aspx](https://www.education.gov.za/Curriculum/LearningandTeachingSupportMaterials(LTSM)/SiyavulaTextbooks/tabid/591/Default.aspx)



PEDs Online Resources and Initiatives during Lockdown



COVID 19 INTERVENTIONS

LEARNER RADIO BROADCAST INTERVENTION DURING THE NATIONAL LOCKDOWN PERIOD

The Gauteng Department of Education in collaboration with SABC, Regional and Community Radio Stations is broadcasting several subjects as detailed in the tables below.

RADIO BROADCAST OF LEARNER INTERVENTIONS NAME OF PROVINCE: GAUTENG

Radio Station 702 (Regional Station)

DATE	SUBJECTS	GRADE	TIME	SUBJECTS	TIME	LIVE PROMO'S
06 APRIL 2020	1. Accounting	Gr 12	09:00-12:00	1. English FAL	12:00-15:00	
07 APRIL 2020	2. Business Studies	Gr 12	09:00-12:00	2. English HL	12:00-15:00	
08 APRIL 2020	3. Economics	Gr 12	09:00-12:00	3. Tourism	12:00-15:00	

Radio Station 94.7 (Regional Station)

DATE	SUBJECTS	GRADE	TIME	TIME	LIVE PROMO'S
06 APRIL 2020	1. English FAL	Gr 12	09:00-12:00	12:00-15:00	20:00-22:00
07 APRIL 2020	2. English HL	Gr 12	09:00-12:00	12:00-15:00	20:00-22:00
08 APRIL 2020	3. Tourism	Gr 12	09:00-12:00	12:00-15:00	20:00-22:00

Radio Station Y FM (Regional Station) LIVE PROMO'S 03 to 05 April 2020

DATE	SUBJECTS	GRADE	TIME	TIME	TIME	LIVE PROMO'S
06 APRIL 2020	1. Geography	Gr 12	09:00-12:00	12:00-15:00	15:00-20:00	20:00-22:00
07 APRIL 2020	2. History	Gr 12	09:00-12:00	12:00-15:00	15:00-20:00	20:00-22:00
08 APRIL 2020	3. Life Sciences	Gr 12	09:00-12:00	12:00-15:00	15:00-20:00	20:00-22:00
09 APRIL 2020			09:00-12:00	12:00-15:00	15:00-20:00	20:00-22:00
10 APRIL 2020			09:00-12:00	12:00-15:00	15:00-20:00	20:00-22:00

Radio Station KAYA fm (Regional Station)

DATE	SUBJECTS	GRADE	TIME	SUBJECTS	TIME	LIVE PROMO'S
06 APRIL 2020	1. Physical Sciences	Gr 12	12:00-15:00			6-8 April 2020
07 APRIL 2020	2. Maths	Gr 12	12:00-15:00			
08 APRIL 2020	3. Maths Lit	Gr 12	12:00-15:00			

education
Department
Education
PROVINCE OF KWAZULU-NATAL

ukhozi
FM
luhamba phambili!

**THE KZN DEPARTMENT OF
EDUCATION RADIO LESSONS FOR
09 APRIL 2020 (GRADE 12)**

**Ukhozi FM,
Accounting, Time: 9h00
Mathematical Literacy, Time: 15h00
Geography, Time: 21:00**

... Leading Social Compact and Economic Emancipation
Through a Revolutionary Education for all

www.kzneducation.gov.za

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LET'S **STOP** THE SPREAD

WCED ePortal Resources

- Over 14 000 e-Resources categorised per grade and subject – 8 000 of these resources are free.
- <https://wcedportal.co.za>

Learner Dashboard

- Learners in Gr 10-12 can register on the WCED e-Portal to receive e-Resources according to their subject offering
- <https://wcedportal.co.za/register>

Sharing eResources

- Teachers are encouraged to share e-Resources with peers by contributing them to the ePortal
- Sign up: <https://wcedportal.co.za/user/login>
- <https://wcedportal.co.za/add/eresource>

School Closure pack

- Curriculum suppliers offering e-Resources at no cost across a variety of subjects and grades
- <https://wcedportal.co.za/partners>

WAYS TO STUDY ONLINE



AVAILABLE WEBSITES FOR PARENTS TO ACCESS ACADEMIC RESOURCES FOR THEIR CHILDREN

WEBSITE	LINK	ZERO-RATED RECOMMENDATIONS	SPECIAL CONDITIONS/
DIGITAL CLASSROOM	http://www.digitalclassroom.co.za/	YES, FOR VODACOM SUBSCRIBERS	Download and print.
VODACOM E-SCHOOL	https://www.vodacom.co.za/vodacom/services/vodacom-e-school	YES, FOR VODACOM SUBSCRIBERS	Download and print.
MYTOPDOG	https://www.mytopdog.co.za/	NORMAL DATA RATES APPLY First week free.	After free week it is R60/subject or R100/grade/month
KHAN ACADEMY	https://www.khanacademy.org/	NORMAL DATA RATES APPLY	Online practice
LIVING MATHS	http://www.livingmaths.com/	NORMAL DATA RATES APPLY	Online practice
ZENABLE	https://www.2enable.org/	FREE	Mostly Gr 10-12 content
MIELIESTRONK	http://www.mieliestronk.com/	NORMAL DATA RATES APPLY	Gr R-12 content
MINDSET NETWORK	https://learn.mindset.africa/	NORMAL DATA RATES APPLY	Mostly Gr 10-12 content
ONNIES ONLINE	https://www.onniesonline.co.za/	NORMAL DATA RATES APPLY	Gr R-12 content
THUTONG PORTAL	https://www.thutong.doe.gov.za/	NORMAL DATA RATES APPLY	Gr R-12 content
TEACHAI	https://teachingresources.co.za/	NORMAL DATA RATES APPLY	Some resources are free.
REGMERK	https://www.regmerk.co.za/	NORMAL DATA RATES APPLY	Download and print.
VODACOM MY TOP DOG	https://vodacom.mytopdog.co.za/	YES, FOR VODACOM SUBSCRIBERS	Download and print
SLIMKOPPE	https://www.slimkoppe.co.za/	FREE	Download and print.

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Interviews

Eastern Cape Education Department

ECDOE Interview 1. Interview conducted on August 2020.

ECDOE Interview 2. Interview conducted on August 2020.

Education Stakeholder Interview 3. Interview conducted on August 2020.

Education Stakeholder Interview 4. Interview conducted on August 2020.

Education Stakeholder Interview 5. Interview conducted on August 2020.

ECDOE Interview 6. Interview conducted on August 2020.

ECDOE Interview 7. Interview conducted on September 2020.

ECDOE Interview 8. Interview conducted on September 2020.

Western Cape Education Department

WCED Interview 1. Interview conducted on 07 August 2020.

WCED Interview 2. Interview conducted on 14 August 2020.

WCED Interview 3. Interview conducted on 17 August 2020.

WCED Interview 4. Interview conducted on 20 August 2020.

WCED Interview 5. Interview conducted on 27 August 2020.

