

***FROM POLICY TO PRACTICE: ASPECTS OF THE
SOUTH AFRICAN SCHOOLS' ACT***

BY

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TITLE

**FROM POLICY TO PRACTICE: ASPECTS OF
THE South African SCHOOLS ACT**

DECLARATION

M. Ed. 2001

***From policy to practice: Aspects of the South African Schools'
Act***

I, SIPHIWE SIXTUS NGUBANE, do hereby declare that this thesis, which is submitted to the University of Zululand, Durban-Umlazi Campus for the degree of Master of Education, has not previously been submitted by me for the degree at any other university, that it represents my own work in conception and execution and that all sources which I have quoted have been indicated and acknowledged by means of a complete reference.

Signed by me on the 23rd day of March 2001

Signature: 

DEDICATION

This work is humbly dedicated to my parents, the late Mr. D.S. Ngubane and Mrs. L.E. Ngubane for their vision that saw me through school.

To all my family members. May this piece of work be a source of inspiration to them throughout their lifetime.

ABSTRACT

This study has taken shape over a period of years during which new education policies are implemented in KwaZulu-Natal. The research focused specifically on those aspects of the South African Schools Act, (Act No. 84 of 1996) that are exceptionally difficult to implement in the real school situation. (The South African Schools Act will hence forth be referred to as the SASA).

The study made use of questionnaires and interviews as research instruments to determine those aspects of the SASA, which sound plausible in theory but prove very difficult in practice.

The district managers, superintendents of education management and principals identified the following four aspects of the SASA: the prohibition of corporal punishment, full or partial exemption from the payment of school fees, the inability of numerous school governing body members to perform their duties efficiently and the age restriction in respect of the admission policy.

On the basis of views from respondents, the study concludes that these aspects of the SASA which are difficult to implement on the ground have an adverse effect on the culture of teaching and learning in the schools.

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Finally, I thank the Almighty for the power, courage and mental strength; He gave me to undertake this arduous task.

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ABBREVIATION LIST

DNE	-	DEPARTMENT OF NATIONAL EDUCATION
HOD	-	HEAD OF THE DEPARTMENT OF EDUCATION
HSRC	-	HUMAN SCIENCES RESEARCH COUNCIL
SASA	-	SOUTH AFRICAN SCHOOLS ACT
SGB	-	SCHOOL GOVERNING BODY

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CHAPTER 1

ORIENTATION OF THE STUDY

1. INTRODUCTION

The transformation in South Africa as evidenced by the election of a democratic government on 27 April 1994, heralded a new era in all spheres of policies in general and those policies affecting school management in particular. During transformation, institutions find themselves having to undergo a partial or a complete overhaul of the approaches and attitudes towards making policies to be used in running schools. The Department of Education, since 1995, issued policies governing the South African education system. These policies controlling the education system in South Africa are the Labour Relations Act No. 66 of 1995, the National Education Policy Act No. 27 of 1996, the South African Schools Act No. 84 of 1996 and the Employment of Educators Act No. 76 of 1998.

The above mentioned Acts of education are chiefly aimed at transforming the education system so that it is in keeping with the provisions of the constitution of South Africa. The Acts put into place ways in which democracy, human rights and justice may be upheld in education. Some aspects in these policies, however, are unable to achieve the desired results because there are countless obstacles in their implementation.

This study focuses on the policy called the South African Schools Act No. 84 of 1996. Some aspects of (SASA) seem to be difficult to implement in the real school situation.

The researcher will focus on the following aspects of the SASA:

- (i) the prohibition of corporal punishment
- (ii) the admission policy
- (iii) the duties of governing body members
- (iv) partial or full exemption of parents from payment of school fees

In managing an organisation of whatever nature, there is, and has to be, a source of reference or a set of guiding principles e.g. the SASA in schools. The above statement may be supported by the observation by Kabadse et al (1988: 212) who rightly state that "organisations are full of contradictions, of people acting independently, of people acting upon their own needs, of people changing their minds. These twists of behavioural patterns need to be managed". In the school situation the South African schools Act is a very important policy to guide educators within each and every school, but it is also vital that policy makers must see to it that all the aspects in the Act can be implemented. It is, therefore, true that an organisation needs a policy which according to Jennings (1977: 301) serves as a guide in the pursuit of desired goals. Thus policy should be seen as a source of reference in the functioning of an organization or institution. As organizations schools function within certain policy contexts.

1.2 THE PURPOSE OF THE South African SCHOOLS ACT

The overall purpose of the South African Schools Act was to clean the slate of nearly four decades of apartheid education. The Act set the basis for re-establishing the

culture of teaching, learning and discipline in the schools. The Act automatically abrogated several racist education Acts which were based on the misguided Verwoerdian blueprint of preparing whites for domination and blacks for subservience. The Act established compulsory education for all whereas in the past compulsory education was exclusively for whites. It would also establish uniform admission principles for the whole of South Africa.

1.3 DEFINITION OF CONCEPTS

In this project, the following concepts are regarded as very important and, therefore, require clarification:

1.3.1 Policy

According to Jennings (1977: 30) policy is seen as a guide for taking future actions and for making appropriate choices and decisions towards the accomplishment of some desired goals. In this sense policy is treated as an instrument for the promotion or preservation of a particular outlook on life. This further suggests that policies are normative and value bound. Policy is, therefore, a source of reference for policy makers and those who must implement it.

According to the lexical definition given by Hornby et al (1981: 644), policy embraces a plan of action and statement of aims and ideals, especially as formulated by the government or political party.

Reynders in Badenhorst et al (1987: 9) treats policy as reflecting the purpose for which an undertaking exists. This definition emphasizes goals and objectives. In this way, Reynders shares the same view with Hornby et al (1981: 644), Kindred et al (1984: 39), Mussazi (1987: 78) and Monahan and Hengst (1982: 266).

Eyestone (in Anderson 1984: 2) for instance holds that "policy" broadly defined, is the relationship of a person, group or government unit to its environment. Such a definition may be adequate for ordinary discourse. However, it is so broad that it leaves one uncertain of its meaning. Since the concern of the investigation is with policy analysis a more precise definition of "policy" is needed to structure our thinking and permit more effective communication.

Dye (1978: 3) states that "policy" is whatever government (or group) choose to do or not to do. The main strength of this definition is it implies that "policy" is concerned with change or with the preservation of the status quo. Its weakness lies in its inability to adequately recognise that there may be a difference between what policy makers propose to do and what is actually done.

Throughout the discussion above, there is a central thread, which characterizes this concept namely, the question of reasons and objectives in the pursuit of a particular undertaking. The added dimension revealed from Kindred et al (1984: 39) suggests that policy has authority over the people in the interest of whom it exists.

For the purpose of this discussion, it can be stated that "policy" is a proposed course of action of a person, group, or government within a given environment, providing obstacles and opportunities which the policy was proposed to utilize and overcome in an effort to reach a goal, or realise an objective or purpose (Friedrich 1963: 79). Hanekom (1987: 7-8) concurs that "policy" is a desired course of action or interaction which is to serve as a guideline in the allocation of resources necessary to realize societal goals and objectives. These definitions imply that coupled to the notion of policy as a course of action, is the requirement that policy is directed towards the accomplishment of some purpose or goals.

From these definitions of the policy it can be concluded that there are numerous approaches to the definition of the concept policy. For the purpose of this research the researcher will adopt a definition according to Jennings (1977: 30) which says, "policy is seen as a guide for taking future actions and for making appropriate choices and decisions towards the accomplishment of some desired goals".

1.3.2 Practice

According to the Collins English Dictionary third edition (1991: 1221) practice is a usual or customary action or proceeding.

Practice refers to actually doing something as opposed to merely theorising or pontificating about something. Practice is habitual action as opposed to sporadic action, which is something that occurs once in a long period to

acquire a skill. Practice is also a professional person's business e.g. a law practice. Those entire operational definitions tie together nicely to clarify the concept practice. Our definition of practice operates from the education perspective. The policies in the South African Schools Act are sound and impressive on paper. Their implementation (or putting them into practice) however, begins to show that certain aspects of these policies may, subsequently, require the amendment of the Act because they just fail to work in actual practice as they are in the Act.

1.3.3 Aspect

According to the Concise Oxford Dictionary (1911: 63) aspect is a particular component or feature of a matter (only one aspect of a problem), a particular way in which a matter may be considered. In this research aspects means elements of the South African Schools Act.

1.3.4 School

According to the South African Schools' Act (1996: 4) school means a public school or an independent school, which enrolls learners in one or more grades between, grades zero and grade twelve.

"A school is a place for instruction. An institution for education especially primary or secondary, or for teaching of special subject, division of such an institution, building or room used for that purpose: the work of a school, the time given to it, the body of pupils of a school, discipline of a particular teacher" (Chambers

English Dictionary, 1988: 1315). Schools are transmitting agencies handing on a body of accumulated knowledge thought valuable as preparation for living in society. This knowledge passes from primarily adult to succeeding generations on a selected basis. According to these definitions schools are agencies in which the foundation for lifelong education is laid. This simply means that they equip their pupils with attitudes, interests, convictions, values, motives and abilities necessary for carrying on a lifetime of systematic learning.

1.3.5 Act

According to the document called Understanding the South African Schools Act (1997: vii) Act means a law made by parliament or by provincial legislature, for example the South African Schools Act.

For the purpose of this study we will focus on the definition of Act as a law made by Parliament or by a provincial legislative e.g. Labour Relations Act No. 66 of 1995, The National Education Policy Act No. 27 of 1996, Employment of Educators Act No. 76 of 1998 and the South African Schools Act No. 84 of 1996.

1.4 THE PURPOSE OF THE STUDY

The aims of this study are:

- To determine as to which aspects of the SASA are perceived to be problematic in that their implementation

might even lead to the general breakdown of discipline in previously disadvantaged schools.

- To find out whether members of the SGB are adequately qualified to handle the multitude of problems such as the appointment of suitably qualified educators in secondary schools, nepotism and other forms of corruption.
- To undertake an empirical investigation of the problems that the principals encounter in the implementation of certain aspects of the Act. (SASA)
- To find out how the South African School Act, (Act No. 84 of 1996) attempts to address the inequities of the past enshrined in the Bantu Education Act (Act No. 47 of 1953).
- To provide guidelines and recommendations towards bridging the gap between some aspects of the SASA and their implementation on the ground.

1.5 THE PROBLEMATIC ASPECTS OF THE SASA

The following are those aspects of the SASA, which are very difficult to put into actual practice:

1.5.1 PROHIBITION OF CORPORAL PUNISHMENT

10 (1) and (2) of Act 84 of 1996 reads:

- (1) No person may administer corporal punishment at a school to a learner

- (2) Any person who contravenes subsection (1) is guilty of an offence and liable on conviction to a sentence, which could be imposed for assault.

However, this aspect should be understood in the context that many South Africans feel that discipline is necessary to maintain a certain standard of social conformity so that the community and the school can function in an orderly fearless manner (Van der Aardweg and Van den Aardweg 1988: 62). Through discipline the child will realize the necessity for order in the world around him and that to maintain a certain order some behaviours are abhorred whilst others are praised.

The aspect of SASA regarding discipline creates a problem since many educators and parents perceive corporal punishment according to this perspective. In any social setting discipline is essential. The school is one of the social settings. It stands to reason, therefore, that discipline is needed. Discipline, however, does not necessarily mean corporal punishment. In some advanced education institutions learners who violate the school regulations are given an hour-long detention after school depending, of course, on the magnitude of the offence. In some instances the juvenile delinquents are given different forms of manual labour. Some school authorities withdraw certain privileges from the social deviants for a specific time as a form of punishment, which is an alternative to corporal punishment. For extremely serious offences the learner is suspended from school and certain disciplinary procedures are followed which may ultimately lead to the expulsion or re-instatement of the offender. It is thus worth researching how schools are responding to the

implementation of this aspect of the South African Schools Act of 1996.

The learners know that the use of corporal punishment has been outlawed by the SASA. This knowledge leads the learners to all sorts of mischievous or deviant behaviour. The learners stubbornly refuse to take the instructions of the educators, and sometimes, even of the principal. They refuse to learn. They are lazy to do homework. They play truant. They come to school late and leave early. They fall in love. They are rude. In some schools there is total chaos and anarchy. The learners know that they cannot get corporal punishment. They know they cannot be expelled from school. They are fully aware of the fact that these procedures take ages before they can be effected. All these issues indicate that certain aspects of the SASA may be difficult to implement as their implementation may bring a flood of almost insurmountable problems in their wake.

1.5.2 CORPORAL PUNISHMENT

The South African Schools Act declares the use of corporal punishment as a criminal offence.

Stanley Uys of the Star had the following to say: 'Three years have passed since corporal punishment was outlawed by the constitutional court, but it appears that changing the legislation was the easy part-getting schools and educators to accept it will prove to be the real challenge (Star 2. 6. 98: 6). Educators are fully aware of the fact that the prohibition of corporal punishment is firmly entrenched in the Act. Not surprisingly though, a number of educators

in Gauteng, for example, still resort to corporal punishment for the sake of maintaining law and order in their schools. Large classes and waywardness are often cited by the educators as the main causes of indiscipline in the schools. In some schools where corporal punishment has been outlawed anarchy and chaos are said to be the order of the day.

In one school an educator was so upset by the bad behaviour of two school girls that he hit them with a sjambok. Pressure groups compelled the principal to press charges against the educator and he was dismissed from his teaching post.

Many educators feel that the legal prohibition of corporal punishment has left them powerless and the learners are taking maximum advantage of this situation (Star, 2. 6. 98: 6). Members of the Human Rights Commission compound an already complicated situation by telling the pupils that the use of corporal punishment is a criminal offence. They advise the pupils to report educators who still use corporal punishment to the Human Rights Commission. Then the current minister of Justice, Dullah Omar who also attests to the fact that corporal punishment is very traumatic and leaves its mark for many years. We will now do away with it" (Citizen, 11. 1. 95: 11).

A co-ordinator of the End Physical Punishment of Children, Peter Newell argues that hitting children teaches them nothing about the behaviour that parents desire to see in their children. On the contrary it teaches them that an adult they love and respect believes that deliberately hurting or humiliating someone smaller is the right way to

resolve problems or conflicts. He says hitting children is not only an assault. It is also a form of mental violence.

The United Nations Convention on children's Right, of which South African is a member, obliges a state to protect its children from all forms of physical or mental violence. Villoo Nowrojee, editor of the Kenya-based Newsletter Childwatch, says, among other things, "when children are brutalised in their classrooms, it is hardly surprising that they begin to interact with their fellow students, and later fellow citizens, in a violent manner" (Star, 1993: 9).

These references are cited here to show that the prohibition of corporal punishment by the Act is based on solid ground. This, however, does not gainsay the fact that the implementation of these policies generates endless problems on the ground. There is a conflict between theory, on the one hand, and practice, on the other.

1.5.3 ADMISSION OF LEARNERS

The National Admission Policy for schools stipulates that only learners (children) who are seven years old or will turn 7 during the year are admitted to school. On the ground this is causing mammoth problems because parents mainly from the previously disadvantaged communities have had their 6 year old children enrolled in Grade 1. The policy outlaws the refusal of children access to schooling. The schools must demand, however, the production of a birth

certificate or proof of date of birth and an immunisation card.

Parents in remote rural areas are unable to produce these documents, as they are simply not available. Yet they want their children to gain access to schooling. The educators simply find themselves between the devil and the deep blue sea. The big question in this type of situation is "What to do? Do they flout the policy of the Department and admit the learners without these documents or do they deny them admission and risk facing the wrath of the community and the Department?

The admissions policy also clarifies a number of crucial issues around the registration process. Parents are not obliged to pay a registration fee or sign an undertaking to pay school fees. This goes against the grain because these things have been common practice in most schools from time immemorial and they have produced excellent results.

The policy further states that parents may not necessarily subscribe to the mission statement of the school and the learners' code of conduct. This is also contrary to the mutual understanding between parents and educators over the years. It is tough for educators to handle matters of mutual interest with parents who do not subscribe to the mission statement of the school and the learners' code of conduct. This appears to be like a contradiction in terms. It's an untenable situation. It may be very difficult and awkward to implement a policy of this nature.

1.5.4 SCHOOL FEES

The Act stipulates that the parents who cannot afford to pay school fees for their children may apply for exemption to their school governing bodies. In a number of instances the governing bodies have categorically rejected the applications of indigent parents. Such parents have been issued with summons for prosecution in the magistrate's court. The irony of this whole situation is that the legal costs parents have to pay are an addition of more than half of the unpaid school fees (The Citizen, September 94: 7). Most parents prefer to make special arrangements with the school rather than face charges in a court of law. The legal provision on school fees in the Act is very difficult to implement on the ground.

Most governing bodies do not possess a reliable scientific instrument to help them determine a parent's genuine inability to pay the school fees for their children. What they utilise may be a partially or completely subjective instrument. All sorts of problems go hand in hand with the use of subjective instruments.

The policy states that parents are under no moral obligation to pay registration fees or part of the school fees on registration. This is difficult to implement because once their children are in some parents disappear into thin air and their precise whereabouts remains a profound mystery. To safeguard the best interests of the schools some schools weigh their options very carefully and resort to the need to bend, not break the law by enforcing payment of some fees on registration. Again they run the

risk of facing prosecution if found out. They really find themselves skating on thin ice. The subject of school fees will remain controversial until such time that amendments to the education laws are enforced.

1.5.6 SCHOOL GOVERNING BODIES

For the very first time in the history of this country governing bodies have been established in every school. Educators and learners have formal representation on a structure that governs education in any particular school. Governing bodies were specifically designed to be at the heart of the transformation of the school system. The Representative Council of learners has been established in secondary schools in the place of what was inappropriately called the Students' Representative Council.

The Department of Education is currently giving serious consideration to the need of amendment to education laws. The Department is under heavy pressure as one union after another launches a blistering attack on the wide powers given to the governing bodies. One major union argues that the governing bodies "lack the capacity or skills to govern schools and transform education". It accuses governing bodies of having "widespread in-fighting, corruption and nepotism" (Star, 20. 10. 99). The decisions on the appointment of educators by such governing bodies are, more often than not, educationally unsound.

The Federation of the Association of school governing bodies argues that by yielding to the pressure exerted by the Unions the State was eroding the powers of governing bodies. The envisaged amendments to the SASA are intended

to emasculate the governing bodies. The titanic battle of words between these major role players in education is an indication that certain aspects of the South African Schools Act are very difficult to put into practice on the ground.

1.6 STATEMENT OF THE PROBLEM

The key questions to be investigated in this study revolve around the following:

- How does the South African Schools Act, (Act No. 84 of 1996) attempt to address the inequities of the past enshrined in the Bantu Education Act (Act No 47 of 1953)?
- Which aspect of the south African Schools Act is perceived to be problematic in that it might even lead to the general breakdown of discipline in previously disadvantaged schools?
- Are school governing body members adequately qualified to handle the multitude of problems such as the appointment of suitably qualified educators in secondary schools, nepotism, bribery and other forms of corruption?
- To what extent does the SASA admission policy generate conflict in respect of the age restriction of seven when the parents in township schools and schools in rural areas have had their six year olds admitted for many years in the past?

- How do financial constraints adversely affect the implementation of the principle of free and compulsory education?
- How does the SASA school fees policy adversely affect the administration and management of schools in historically disadvantaged communities?

1.7 RESEARCH PROCEDURE (METHODOLOGY)

1.7.1 Research methods

Research with regard to this study was conducted as follows:

- A literature study of available, relevant literature.
- An empirical study comprising structured questionnaires, which were completed by principals, superintendents of education management and other high officials of education.
- The principals, superintendents of education management and other officials of education were also interviewed.

1.7.2 Area of investigation

Respondents were selected from schools in the six districts of the Durban South Region. The six districts are Chatsworth, Pinetown, Camperdown, Umbumbulu, Umlazi North and Umlazi South. Respondents are principals,

superintendents of education management and the district managers (see Appendix 2).

1.7.3 Limitations of the study

In the study of this nature, it is not possible to evaluate effectively all aspects of the SASA and all the problems pertaining to each and every school under the Durban South Region regarding the problem of implementing some aspects of the (SASA). The most important limitations in this study are time, money and the vast geographic area of the Durban South Region. To overcome some of these limitations a random sample was used. The principals, superintendents of education management and the district managers of education that fall within the researcher's sample were visited with the aim of collecting data.

1.8 VALUE OF THE STUDY

This investigation will have the following value:

- It will provide the Department with useful information on the problems encountered by the principals in implementing some aspects of the Act.
- Certain guidelines and recommendations will be made and those might enable the Department to consider the amendment or annulment of certain portions of the Act.

- A strong case will be made for the active involvement of all the relevant stakeholders during the review and amendment of certain aspects of the Act.

1.9 SUMMARY AND CONCLUSION

The research is designed to look into the nature of the problems of implementing some aspects of Act No. 84 of 1996. These aspects are:

- 10(1) and (2) prohibition of corporal punishment

The schools in the historically disadvantaged communities have a long history of maintaining discipline through the moderate use of corporal punishment. The prohibition of corporal punishment has created unprecedented problems for some schools in the townships and remote rural areas. The principals and educators have been deprived of their moral authority. The prohibition of the use of corporal punishment has had a negative impact on the culture of teaching and learning in the schools.

Learners are exploiting the prohibition to their maximum benefit. They refuse to carry out the lawful instructions of their educators regarding class work and homework. The degree of learner absenteeism and truancy has reached alarming proportions. Learners have become a law unto themselves. They come to school and leave as they please. In some cases the learners deliberately make schools ungovernable.

Some schools defy the prohibition of corporal punishment in order to restore law and order in their schools. The dilemma of the principals is that when they attempt to

implement section 10(1) of the SASA the schools degenerate into anarchy. When they violate section 10(1) they find themselves at loggerheads with the law and the Department of Education.

- Section 39(2) b equitable criteria and procedures for the total, partial or conditional exemption of parents who are unable to pay school fees.

39(4) stipulates that the minister makes the regulations regarding the equitable criteria and procedures. The problem of the unacceptably high rate of unemployment in disadvantaged communities makes it very difficult for the governing bodies to determine who qualifies for conditional exemption from payment of school fees. The schools fail to function efficiently because of the inordinately huge number of parents who are unable to pay school fees. This adversely affects teaching and learning in the schools as no teaching aids and other facilities can be afforded by schools with scant financial resources.

- Section 41 enforcement of payment of school fees

This clause is unenforceable because most parents do not pay school fees just for the fun it. They have real problems. They can hardly make ends meet. To drag such people to courts of law is counterproductive.

This situation is exacerbated by section 5(3)(a) which reads: No learner may be refused admission to a public school on the grounds that his or her parent is unable to

pay or has not paid the school fees determined by the governing body under section 39.

- Section 5(2) effectively prevents principals or educators from administering admission tests to new learners. This deprives the schools from selecting the best.

This compels the principals to accept any child who seeks admission to his school. Some children change schools because of their unwholesome behaviour. They disrupt effective teaching and learning in schools. If principals implement (5) (2) of the SASA indiscriminately, they automatically open the flood gates for disaster in their schools. How is the principal expected to safeguard the best interests of his school if he is not allowed to screen the chaff from the wheat?

- Section 20 deals with the functions of governing bodies and Section 20(1) (b) adopt a constitution. It is very difficult for governing bodies to draw up and adopt a constitution without the help of legal experts. The problem is that these experts demand exorbitant sums of money for their services, which most schools just do not have in their coffers.

20(1)(c) develop a mission statement considering that most governing body members are either illiterate or semi-literate the development of a mission statement for the school is an uphill struggle.

20(1)(d) develop a code of conduct for learners at the school.

Since nothing concerning learners can work without soliciting their input and ultimate approval the governing bodies find it difficult to implement this part of their duties. Learners want the kind of code of conduct that would work in their favour even when they are found to be on the wrong. Negotiating with learners on this issue is very difficult.

The research focused on these aspects of the SASA that were identified by the respondents through questionnaires and interviews. The review of the relevant literature was exhaustive. The conclusions and recommendations were carefully spelled out in chapter five. The result of this research will be of immense benefit to the Department, its officials at various levels of management, teacher organisations, governing bodies, learners and entire communities. This highlights the purpose and essence of this study.

In chapter two the researcher will be dealing with the literature review of this study.

CHAPTER 2

LITERATURE REVIEW

2. INTRODUCTION

In chapter one, the nature and scope of the problem, the desirability of the project and the method of research were discussed. Certain concepts that need to be defined for better understanding of this study have been defined e.g. school, act, aspect and policy.

Although the concept policy has been discussed in chapter one, to understand the dynamic nature of "policy" it is necessary to identify various views on the criteria for a good policy, the function of policy, reasons for policy study and analysis, problems with certain policy process, policy implementation, policy making and development models as well as the positive and negative aspects of policy. This identification of various views on the criteria for a good policy will also serve to provide the context of the SASA as a policy for education in South Africa

2.1 REASONS FOR POLICY STUDY AND ANALYSIS

The researcher finds it necessary to furnish reasons for the study and analysis of SASA as a policy document. Anderson's observations will apply to the understanding of the SASA as well.

Anderson (1984: 6) regards the following as very important reasons for understanding policy study:

2.1.1 Scientific reason

It is necessary for gaining knowledge about the origin, the processes by which policy developed and its consequences for society. This serves to broaden the scope of our understanding the political system in particular and society in general.

2.1.2 Political reasons

Policy scientists hold the view that the study of public policy should focus on making certain that political institutions or governments adopt appropriate policies to achieve the right goals.

2.1.3 Professional reasons

Price in Anderson (1984: 6) avers that the scientific estate on the one hand, seeks to discover knowledge and the professional estate, on the other, strives to apply scientific knowledge to the consequences of given policies.

Minogue (1982: 1-2) lists the aims of policy analysis as:

- (i) To examine whether or not specific policies are effective in addressing specific problems
- (ii) To determine if a way can be found to improve ineffective policies.
- (iii) To determine whether or not the use of efficient methods of decision making or even administrative

management can contribute towards the improvement of the effectiveness of policies.

- (iv) To determine whether or not all these actions do have the anticipated effects or results.

The researcher agrees with Minogue and Anderson when they state that the search for the causes and consequences of policies must be done through scientific research.

2.2 THE CRITERIA FOR A GOOD POLICY

Monahan and Hengst (1982: 279) maintain that a formal statement of policy needs to have clarity of expression, which can be evaluated against the background of observable criteria. The policy is a formal statement of objectives. In view of this observation, Kindred et al declare that a verbalisation of a policy statement is a prerequisite skill for a successful policy development activity. Formal policies are expressed in scientific language.

Monahan and Hengst tabulated the following as the criteria for a clear policy statement:

- A statement should be concise and precise. Words used should be unambiguous with little or no disagreements.
- Statements with facts relating to the natural or social world, rather than referents that have emotionally laden association.
- In terms of the criteria stipulated above the poetic, practical and ceremonial language uses outlined by Fryer

and Levi in Monahan Hengst (1982: 280-281) qualify as means of verbalising policy statement.

Monahan and Hengst (1982: 281) regard the following as characteristics of policy statements:

- That the area of activity being described should be identified, for example, if policy refers to achievement, the statement should show clearly that it relates to academic issues.
- The conditions under which performance by a member of the institution will be assessed, as well as the criteria for assessment, the range of acceptable alternatives and the members to whom the policy is addressed, should be specified with precision.
- The level of generality should be clear i.e. does the policy apply to the system in general or to some level of understanding existing within the school system? The SASA applies to the entire system of education because it was designed to address the inequities and ravages of forty years of apartheid education.

It may be reasonably concluded that the language uses highlighted by Fryer and Levi in Monahan and Hengst (1982: 280) address the question of precision in policy statement. Monahan et al address the objectives, assessment and applicability of the policy statement. According to Kindred, policy should consist of a plan of action in which purposes and general means of the attainment are decried in a written form, or used in a statement in which the

decision to act and the rationale for it, are spelled out clearly. Kindred et al also accentuate the partnership between the school and the community. Reference has already been made that there is general agreement among the authors on the question of requirements for a good policy. It is important to note that the only dissenting view on this issue is that of Robbins (1980: 73) who argues that policies must provide ambiguities to allow the administrator to use his discretion and judgement whenever policy decisions are to be taken.

It is, however, difficult to support the contention of Robbins that ambiguous policies have some advantages. A firm policy that is meticulously formulated on the basis of sound legal principles of fairness and justice should enable the administrator to use his discretion effectively. Precision and flexibility of policy are unlikely to hinder discretion and passing of sound judgement.

On the other hand, ambiguous policies are likely to create problems of inconsistency, as they may be vulnerable to unaccountable discretion. Reasonable discretion is likely to appear when a need arises from a firm policy context. In the case of ambiguous policies, however, it may be hard to make a distinction between a discretion and anarchy.

In the formulation of policies the importance of a relevant philosophy should be taken into serious consideration, Kindred avers that a sound policy should under no circumstances be in conflict with state, schools, laws, the philosophy of the institution or the community. If the policy is incompatible with the philosophy of the people it is designed to serve, it is likely to create problems of

implementation as the community may mount a very strong resistance and opposition.

It may be stated that the policy of the Bantu Education Act No. 47 of 1953 was designed to give the overwhelming majority of South Africans inferior education. The SASA is the product of extensive and intensive consultations with the people on the ground throughout the entire country. This wide consultation gave the people ownership of the SASA.

2.3 POLICY MAKING

The discussion of the criteria for a good policy leads to the examination of the concept 'policy making.' Badat (1991: 23-26) maintains that the pre-election South African government approach to education policy was marked by technicism. He categorises both the De Lange investigation and Educational Renewal Strategy as being technicist. It is noticeable that in both these policy making exercises, state officials, academics, politicians and researchers become the arbiters of the needs of the mass of the people. The technicist approach also tends to be undemocratic and authoritarian. Badat (1991: 25) concludes that this approach to policy making is likely to generate problems and resistance during the policy implementation. A democratic approach, in contrast, allows policy making participation of all those who are directly affected by the policy. When a policy for controlling education is made, for example, all the stakeholders that are involved in education must take part in the process of policy formulation, e.g., department officials, educators, the SGB

members and the community members who have a vested interest in education.

Badat's arguments are sound and logically unassailable. The technicist approach is likely to generate problems and may thus lead to the opposition of the policy implementation e.g. the apartheid education policy was strongly opposed by many intellectuals of all population groups because it was meant to make the black South Africans drawers of water and hewers of wood. This was so repugnant and totally unacceptable that many black university professors and educators resigned from their posts. Some of them went into voluntary exile and others sought other ways of making a living. The researcher concurs with Badat's contention that a democratic approach reduces the likelihood of tension if all the relevant stakeholders were involved in the process of policy formulation.

The view of the researcher, however, is that the implementation of certain aspects of the SASA is generating many serious problems and resistance on the ground even though the relevant role players were involved in the policy formulation process. That the process was democratic and transparent is beyond question. The crux of the matter here is that the implementation of the policy has revealed the existence of serious problems, which were not foreseen. The period between policy formulation and policy implementation has revealed the existence of serious problems which were not foreseen at the beginning. This revelation of new problems bothers the various stakeholders who may have initially seen eye to eye during policy formulation. Although Badat alluded to the fact that these

problems arise only in countries under authoritarian regimes the researcher contends that they do occur even in countries under democratically elected governments such as South Africa.

It also needs to be stressed that the implementation of the policy does not generate as many problems in urban and suburban areas as in remote rural areas because most stakeholders in urban areas have a higher literacy level. These problems plague mostly the previously disadvantaged communities. The former model C schools have had school governing bodies from time immemorial. For the previously advantaged communities the implementation of all the vital aspects of the SASA constitutes no particular problems. The previously disadvantaged communities in rural areas experience too many teething problems with regard to the implementation of certain aspects.

Marshall et al (1986: 348) further maintain that policy making can also be viewed as a political process in which various stakeholders interact to influence policy decisions that are favourable to their interests. This suggests that people in power at that period of time may use the power fruitfully or they may misuse the power depending on the goals and objectives that they want to achieve. On the same view Prunty (1984: 1) points out that "Educational policymaking is an exercise of power and control directed towards the attainment or preservation of some preferred arrangement of school and society. Where there is a particular policy that has to do with the nature of school curriculum, pedagogy, the role of the community in the school decision making, disciplinary procedures or the content and criteria of Human Science Research Council

examination, some desired state of affairs is envisaged, and the requisite resources and the authority are garnered in the service of this ideal. Because of its political nature, policymaking thus always involves exercise of power and influence to secure preferred positions through the policymaking process.

The view expressed by Marshall et al (1986: 348) that policy making is a political process subject to manipulation by those in power concurs with Badat's contention that the autocrats of the apartheid period made unilateral decisions to suit them. Badat's assertion can be viewed as an accurate assessment as the formerly disadvantaged communities encounter many problems in the policy implementation directly because of the inequities of the past. This is also evident in the fact that the inequities of the past in education in the South African situation were brought about by the fact that policy-making was an exercise of political power and control. That is why policy making was an exercise of power and control where policy makers acted unilaterally. There was no involvement of the majority of the people the policies were designed to serve.

Dror (1986: 23) who developed the concept of 'policymaking under adversity, describes the generalized features of main policy adversities as the rapid shifts and jumps in policy issues, the erosion of the political base of policy compasses. He discusses each of the main policy adversities, of shift and some propositions, which flow from this definition.

- (a) Education policies emerge from some mismatch between existing policies and the substantive changes within the education system and within the larger environment.
- (b) The changes generate pressure for educational change through revision or change of relevant policies.
- (c) Education policies are an outcome of a conversion process in which the competing values and views of the various stakeholders seek decision benefits.
- (d) The policymaking process is political in the sense that competing groups seek to realise decision benefits from the process.
- (e) Education department officials who have legal authority to make authoritative prescriptions are central actors in the policymaking process.
- (f) Education department officials who have policymaking authority will seek to influence policymaking to suit the department's bureaucratic ambitions.

2.4 MODELS IN POLICY MAKING AND DEVELOPMENT

There are many models in policymaking and development such as:

- 2.4.1 The top-down and bottom up model suggested by Badenhorst et al (1987: 13) where a single or group of persons are persuaded to accept the

direction through a hard process of telling and giving direction.

- 2.4.2 The rational Model of Herbert Simon cited by Richard and Jordan in McGrew and Wilson (1985:111). According to Simon, it is obviously impossible for the individual to know all his alternatives or all their consequences and that this is an important point of departure of actual behaviour from the model of objective rationality.

To compensate for the inadequacies inherent in this approach, decision makers have to examine options until something satisfactory is discovered. Both Simon and Lindblom respect this model. The researcher accepts the rational model as a suitable instrument.

- 2.4.3 The decision making process is regarded as the most effective model. The essential element in decision making is procedure. According to McGrew and Wilson (1985: 4). "The decision maker identifies the problem, clarifies the particular desired goals, examines the various possibilities for the achievement of the determined goals and terminates the process by a definitive choice of action."

Policymaking from the decision making perspective seems to reveal similarities with other approaches. Badenhorst et al 1982: 35-37) cited Gordon's pattern of steps in decision making i.e.

1. Review of the situation
2. Identification of options
3. Weighing up of the options against one another.
4. Choice of the best possible option.
5. Ensuring acceptance of decision.
6. Carrying out of decision.
7. Evaluation of the decision.

Finch and McGough (1984: 89-90), on the one hand, perceive decision making as a problem solving exercise with six steps similar to those discussed earlier. Musaazi (1987: 74) on the other hand, perceives decision making as a sequential process that culminates in a series of choices resulting in policies, rules or regulations that guide members of the organisation.

Thompson gives an outline of a policy making sequence which is in line with Musaazi's decision making model. He sees this model though, as a five step process. Thompson in Monahan and Hengst (1982: 274) maintains "In pluralistic society, almost any proposal will have advocates and opponents. Out of these conflicting opinions, compromises must be made and this is policy".

Step 1

According to Thompson in Monahan and Hengst (1982: 274) the process of policy formation must first take account of the cultural milieu and its consequent impact on the local situation, a national political campaign, economic recession, or international threat to peace and stability. It is asserted that these factors fall beyond the local environment and the extent of their impact varies from

locale to locale. Their status has been assessed when policy development takes place.

Step 2

At this stage the background of the local situation itself is considered. This analysis calls for attention of the policy that might be affected by the proposed policy, and those established positions that have been held by local constituencies through legal agencies.

Step 3

This focuses attention on contemporary action and programmes of interested and potentially related agencies. This is said to represent, "a pulse taking exercise" that assists in developing an accurate estimate of potential responses from key groups in the affected areas.

Step 4

At this point, policy is formalised, after previously gathered information is analysed and then converted. It then becomes a direction giving statement identified as a purpose or goal policy element in the operation of an educational organisation. The "fit" of the proposal is then tested. If appropriate, policy is said to be born.

Step 5

The fifth step is seen as a feedback loop in the process. The various models of policy making discussed above, by and large show similarities. The SASA is a decision making model. The top down model was used by the apartheid regime with catastrophic consequences for the black communities.

2.5 POLICY PROCESS

The policy process refers to the various ways by which policy is actually formed. It must be noted that there is no single or universal model by which policy is made.

Anderson (1984: 19) takes the view that given the complexity and diversity in policy processes, it is not possible to develop a "grand theory". But a useful start can be made towards "theory building" by seeking to generalize on such matters as to who is involved in policy formation, on what kinds of issues, under what conditions, in what ways, and to what extent.

According to Salter and Tapper in McGrew and Wilson (1985: 19). "The sources of policy generation are so difficult to locate, let alone to place in any logical pattern and that detecting the changes in values or pressures by which a change is affected, is more a matter of art than analysis". From this observation, it may be argued that there is more than one source of policy to which different approaches may be required. This observation, however, does not necessarily imply that it is totally impossible to establish these sources. On the other hand, Schalkwyk (1988: 43) state that "policy is formulated by people for the people". This observation also embraces the idea that policy originates from the convictions of the community and its outlook on life. From this ideal of Van Schalkwyk seems to be some agreement with Anderson's view (1984: 3) which states that policies emerge in response to policy demands made upon public officials by other agents, officials or individuals in a political system for action or inaction on some public issues. Anderson further argues

that the policy demands, to which governments respond, range from general insistence that government ought to do something to a proposal for a specific action.

The policy process is viewed as a sequential pattern of action involving a number of functional phases of activity that can be analytically distinguished, but not separated. The process itself is circular.

Badat (1991: 22) distinguishes five phases in the policy process. These are agenda setting, formulation, adoption, implementation and evaluation.

2.5.1 Agenda setting

Social forces set agendas for policy making. This entails the identification of problems and issues for which policy positions are required.

It is directly linked to the availability of information pertaining to societal and community needs and the alternative methods of providing these needs.

2.5.2 Formulation

Formulation is a process by which actual policies are devised by developing proposed courses of action with the help of appointed individuals and other sources of policy information such as interest groups. It can only take place if an authoritative selection and allocation of values is done by a body or forum authorized to do so. In South Africa the Education portfolio committee is appointed by parliament to devise education policies and proposes

courses of action. It submits its reports to the minister of Education. The ministry lays the report before the cabinet for approval before it is taken to parliament. The SASA underwent this rigorous process.

2.5.3 Adoption

This is a formal procedure by which policies come to be adapted by organizations and institutions and involves a public statement of intentions of the policy - makers.

2.5.4 Implementation

Implementation is the mechanism by which policies are translated into practise.

2.5.5 Evaluation

Evaluation involves an assessment of the success or failure of policy using particular criteria. It may or may not lead to new agenda setting and reformulation of policy.

In actuality, however, the policy process does not chronologically follow the sequence of activities discussed above. The sequential approach, nevertheless, helps to capture the flow of action and is subject to change. Additional step can be introduced if experience indicates it is needed. The sequential approach is also not "culture bound" or "subject bound" and can be readily used to study diverse issues and various policy-making systems. To understand the policy process in a broader sense, it is important to have some ideas of policy development.

2.6 PARTICIPANTS IN POLICY MAKING

In order to facilitate a discussion on the above topic, this section is divided into the following sub-section e.g.

participants in policy making, models in policy making and developments.

Van Schalkwyk's (1988: 43) states that "policy is formulated by the people for the people". Anderson (1984: 3) argues that policies emerge in response to policy demands made upon public officials by other agents..."

From the above arguments, people feature prominently not only as sources of policy but also as participants.

In the formulation process all the stakeholders that are involved should be consulted. According to Kogan cited by Salter and Tapper in McGrew and Wilson, (1985: 193) a department of education considers itself not as an education planning department or as a leader on policy, but primarily as a mediator amongst all the stakeholders. This observation suggests that education interests groups clamour and compete for involvement. While consultation is desirable, it is essential to note what is stated by Salter and Tapper in McGrew and Wilson (1986: 196) that the role of the department in policy making should be that of facilitating the emergence of policy and its development. With regard to Ministers of education, it is argued that their role should be limited to that of arbitration. In a school situation, consulted people like parents, educators, school governing body members, civic associations sometimes differ on what to or not to include as policy. In practice departments of education and culture tend to formulate policies on behalf of the people instead of with them. The result is that such policies are often rejected or certain aspects of those policies are not effective in the practical situation.

Kogan in McGrew and Wilson (1985: 277) distinguishes between legitimised and non-legitimised groups, and that some are involved in the policy process by virtue of the position of responsibility they hold as well as their respectability. Others are seen to have a right to be consulted on the basis of a possibility of being helpful.

From the literature reviewed, it seems Grant in McGrew and Wilson (1985: 277) shows a positive view on the consultation of even the unhelpful group. The researcher agrees with this statement because once a policy has been put in place it affects everyone. The researcher agrees with this view because once the policy is implemented it affects everyone, including even the unhelpful group. It is, therefore, very important that every member of the community be consulted during the policy formulation process. The SASA went through many drafts during the policy formulation process because the education portfolio committee had to take into account the contributions of the various stakeholders.

Badenhorst et al (1987: 15) highlighted the rationalisation of the involvement of teachers in a policy making process by referring to Barnards "zone of acceptance". By this is meant that subordinates carry out certain directives that are given to them willingly and without necessarily being consulted in this regard. If the matter falls outside the "zone of acceptance" they will expect to be consulted and are likely to make a significant contribution.

The views stated above are also supported by those of Richardson and Jordan in McGrew and Wilson (1985: 275) who give the following points:

- (i) Civil servants lack the necessary confidence in their own legitimacy.
- (ii) Implementation of formulated policies is influenced by the extent to which groups co-operate.
- (iii) Assurance that in other aspects of the subject, or other times, the department will depend on the co-operation for political support, and in policy implementation or for the provision of detailed information on civil servants.
- (iv) A desire to maintain professional relations with officers of relevant structures.

Finch and McGough (1982: 93) also support the desirability of consultation. When they state that "at various points planners might involve educators, parents, employers, union officials, chamber of commerce members and others in their deliberations.

From the above observations it should be noted that consultation in policy making is an ongoing process depending upon the need and the level of consultation required. The Education Portfolio committee involved educators, parents, the various teacher unions, employers and business in their deliberations as Finch and McGough (1982: 93) suggest.

2.7 THE FUNCTION OF POLICY

After the discussion on the various participants in policy making it is appropriate, at this stage to take a close

examination of the functions of policy. Gabela maintains that a policy is needed when decisions which are similar in nature, are made by more than one person or when one person makes decisions repeatedly. In this respect Gabela seems to be in agreement with the view expressed by Bogue and Saunders in Monahan and Hengst (1982: 279) who say "policy describes the general goals of organisation and provides a guide to decision making for achievement of goals". It is thus giving direction to a government, administration or institution. Monahan and Hengst (1982: 266) assert that policies provide guidelines for future action, enabling an organisation to show consistent behaviour as a means to avoid, or even resolve conflict. A policy expressed as a formal statement should be understood as intended to facilitate goal achievement.

Reynders and Tronc in Badenhorst et al (1987: 10) recognise that policy gives direction to the management of organisations and that it is a guide for action. They also see it as a translation of the objectives of an organisation in behavioural terms Kindred et al (1984: 40-41) has this to say on the function of policy.

- Policy provides a legal reason for the allocation of funds and facilities in order to make the policy work.
- Policy establishes the distinction between policy making and administration.
- Policy acquaints the public with the position of the school. In this way community involvement in matters regarding education is encouraged.

- Policy facilitates the orientation of new board members or school governing body members regarding relations between the school and the community.
- Policy facilitates orientation of the new employees in the school system.
- Policy provides a guarantee of consistency and continuity in the decision making process.
- Policy creates the need for developing a detailed programme for implementation.

This research has established that several authors are in entire agreement on the question of the functions of policy. Jennings (1977:30), Monahan and Hengst (1982: 273), Musaazi (1987: 84), Thornhill and Henkom in Van Schakswyk (1988: 42) all agree that policy has to be treated as a source of reference in any given ventures that it involves a choice among a wide range of alternatives, that it is future directed and that it allows for flexibility. They regard policy as a point of departure for the public function of education. The SASA meets all these criteria relating to the functions of policy.

2.7.1 Implementation of the policy

Implementation is the mechanism by which policies are translated into practice.

2.8 PERIODS OF POLICY IMPLEMENTATION

Before the discussion of the periods of policy implementation it is imperative to present a working definition of the word 'implementation'. Implementation, stated concisely and precisely, is the mechanism by which policies are translated into practice. The SASA began to be implemented when the parliament voted the South African Schools Bill into the South African Schools Act in 1996. In the year 2000 almost all the components of SASA are being implemented. The SASA gave birth to the introduction of a single system of education in the country. The 14 departments of education during the apartheid era were abolished immediately after the advent of democracy in South Africa.

2.8.1 First period of policy implementation

Policy implementation first began to receive attention in the 1960's when policy researchers in the United States of America began to examine local response to major federal policies and the success of programs flowing from these policies. As Odden (1991: 1) reports the finding were sobering. The first period of research - extending from the 1960's to the early 1970's - showed that the expectations and hopes of state and federal program designers were dashed on the shoals of local resistance and ineptness (Odden, 1991: 5).

2.8.2 Second period of policy implementation research

The second period of policy implementation research - extending from 1970's to mid 1980's concentrated attention

on the actual dynamics of the policy implementation problems identified by earlier researchers and on the survival of the programs after the initial start up years. Mainly, these studies showed (Odden, 1991: 7-8) "... that higher level government programs eventually get implemented locally, that the initial conflict gets worked out over time, and that the opportunity for bargaining ultimately produces a workable program for both parties. Another conclusion is that state and federal initiatives do impact local practice, there may be questions about impact, but impact occurs".

2.8.3 Third period of policy implementation research

In the third period beginning in the mid 1980's and continuing into the present, researchers began to focus attention on the policy outcomes and their congruence with original policy goals. Odden (1991: 8-12) identifies several theoretical and conceptual directions in this body of literature. Some of these are presented below as propositional statements which underly the present research:

- Micro-implementation issues are critically important for effective policy implementation.
- Backward mapping that entails design of policies and policy implementation based on knowledge of the micro-context and its various human and material needs contributes to policy success.

- Policy changes relating to teacher or parental empowerment are difficult as they challenge fundamental notions of who controls or should control schools.

The present period of policy implementation literature is thus grappling with the whole issue of how to achieve a higher level of policy success. It distinguishes between compliance with policies and making policies work in delivering the desired and intended policy outcomes.

2.9 POLICY IMPLEMENTATION VARIABLES

Policy theorists and researchers have also directed much attention to the identification of variables that interact during the policy implementation process to affect policy outcomes. The reason for this lies in the fact that the process is so complex and yet so fundamental to the functioning of government and its public service delivery systems. Bardach (1977: 2) states the problem, with exasperation, as follows:

"It is hard enough to design public policies and programs that look good on paper. It is harder still to formulate them in words and slogans that resonate pleasingly in the ears of political leaders and the constituencies to which they are responsive. And it is excruciatingly hard to implement them in a way that pleases anyone at all, including the supposed beneficiaries or clients.

The complexity of the task flows from the multiplicity of variable function in the process. From a survey of the literature.

Moore (1986: 40) identifies the following as variables weaved into the policy implementation process.

1. The policy itself (clarity, vague or specific language, potential goal conflict, goal saliency);
2. Level of available resources (personnel, time, materials, finances, capacity);
3. Inter-organizational communication (awareness of the policy, degree of complexity of process).
4. Inter-organizational enforcement and follow-up (responsibilities and limitations of external control);
5. Disposition of implementors (support of constituency groups, presence of incentives / disincentives, degree of consensus);
6. Economic, political and social conditions within the implementors' jurisdiction (environmental stability).

Of particular importance in this research is the last mentioned variable with its emphasis on the level of environmental stability. It has dual significance. First, because of the dynamic nature of the environment, even at the best of times, it is difficult for policymakers to anticipate the future during the policymaking process. Therefore, as Rein and Rabinovite (1978, cited by Nakamura and Smallwood, 1980: 17-18), point out, the policy implementation phase has to circle back to the policymaking phase to adjust the policy as the implementation process unfolds. Second, during a period of rapid changes and social transition, the environment is characterised by great turbulence and thus exhibits greater instability and unpredictability during both the policymaking and the policy implementation phases. The cycle of policy

implementation problems and policy adjustments thus becomes more rapid and thus more unsettling to officials at the service delivery point.

2.10 THE PROBLEM OF POLICY IMPLEMENTATION

Policy implementation is always fraught with unforeseen problems. Commenting on the problem, McLaughlin (1987: 172) writes: "Rational man" was one of the first causalities once analysts turned their attention to issues of policy implementation. Implementors, we discovered, did not always do as told (as proponents of scientific management would have it) nor did they always act to maximise policy objectives (as many economists would have it). Instead those responsible for implementation at various levels of the policy systems responded in what often seemed quite idiosyncratic, frustratingly unpredictable, if not downright resistant ways. The result was not only program outcomes that fell short of expectations but also enormous variability in what constituted a "program" in communities across the nation.

During the implementation of the National Curriculum policy in schools in England and Wales, Ball and Bowe (1992: 99-100), for example, also point the implementation problems in the following words:

Our suggestion at this stage is that, even with a highly detailed piece of legislation on the statute books, educational policy will still be generated and implemented both within and round the educational system in ways that have intended and unintended consequences for both education and its surrounding social milieu. As a result the Act, and its attendant text, are in one respect an

expression of sets of political intentions and a political resource for continuing national debates, and in another a micro-political resource for teachers and parents to interpret, re-interpret and apply to their particular social contexts.

Ball and Bowe (1992:100) also draw attention to the process of policy recontextualisation that goes on in schools and to the impact of matters of contingency, staff absence or shortages, individual personalities or capacities, the geographical location and catchment area etc. Therefore these writers maintain that clear distinctions must be made between the following:

- Intended policies which focus on the variety of "official" competing ideologies that seek to affect policy...and the continual struggle for power they reflect and contain.
- Actual policy which centres on the world of legislation, circulars and policy documents the policy texts that set out to lay down the ground rules for policy in use.
- Policy in use which refers to the institutional practices and discourses that emerge out of the responses of practitioners to both the intended and official policies.

A fourth category that could be added to the above three is 'rejected policy' which would refer to policies which educators refuse to implement because of some fundamental value and goal conflict between policymakers and policy implementers.

The clash of values and ideologies and the multiplicity of actors and groups involved in policy implementation have led writers such as Clune (1983: 53) to support the view that the process has a 'political' dimension in the sense that it is a 'process of struggle, conflict, and compromise among contending interest groups'. This is also evident in Ball and Bowe's (1992: 100) discussion of the 'clashes and mismatches at work' in school settings and the impact of the 'peculiarities and particularities' which are responsible for 'policy-in-use'.

Dror (1986: 195), focusing on the effects of 'policy adversities' on policy implementation, offers the following generalisation:

- Power concentration and political skills of the actors affect implementation.
- Under 'turbulent conditions as characterizing adversity', implementation is subject to rapid shifts and changes in environmental factors.
- Under conditions of turbulence and adversity, implementation must also be looked at within a fuzzy gambling perspective, with ignorance and various forms of uncertainty surrounding implementation possibilities.
- Political cultures prevalent among the various groups differ in terms of what can be done.
- Under conditions of turbulence and adversity 'jumps between optimistic and pessimistic moods conditioning

'policymaking' may also occur and impact on the actual outcomes.

Dror (1986: 193), adopting a wide, international sweep in his research, concludes that 'policy spoilage', policy distortions during implementation, and the dangers of 'non implementation, and of inappropriate implementation are the major problems currently facing those involved in the policy process. In education, this fuzziness and uncertainty of outcome can be expected to be greatly magnified because of the loosely coupled nature of the system. Pressures of a turbulent environment should therefore magnify the danger of 'policy spoilage' even further because of their weakening impact on the interpersonal, cultural, and structural linkages in the education system.

2.11 EVALUATION

Evaluation involves an assessment of the success or failure of policy using particular criteria. It may or may not lead to new agenda setting (Vide supra 2.5.1) and reformulation of policy.

In actuality, however, the policy process does not chronologically follow the sequence of activities discussed above. The sequential approach, nevertheless, helps to capture the flow of action and is subject to change. Additional steps can be introduced if experience indicates it is needed. The sequential approach is also not "culture bound" or "subject bound" and can be readily used to study diverse issues and various policymaking systems. To understand the policy process in a broader sense it is

important to have some idea of the stages of policy development.

2.12 STAGES OF POLICY DEVELOPMENT

Whereas policy formulation refers specifically to the initial stages of the process where a coterie of appointed individuals begin with brainstorming sessions takes the process forward by building on the results of policy formulation. The sub-topic examines the three vital stages of developing the policy by refining and reshaping it through negotiations as policy options are identified.

The following stages are very important in the development of any policy:

- Stage one

The exploration of policy options.

- Stage two

The choice of a particular set of policy positions by an individual, group or organization.

- Stage three

The actual policies resulting from a compromise between different political organizations during negotiations.

In practice, these stages do not occur in a series or in isolation to one another. As the public policy debate gathers momentum, an interaction will be set up among all three stages. As policy options begin to be identified and interrogated (stage one) these process will feed into the

choices made by political parties (stage two). At the same time, the demands of political organizations will give focus to the exploration of policy options (stage one). Similarly, as negotiations continue, stage one and two will begin to influence existing state policies, while the negotiation process, in turn will itself give direction to stages one and two?

To enable interest groups in education to sharpen their views about educational issues and participate more effectively in the education debate, it is necessary to have some understanding of all the stages of policy development.

It should be noted that all policies are aimed at resolving societal problems. However, it is not possible for policy alone to resolve all such problems. Dye (1978: 330-332) lists the limitations of policy inter alia:

- It is not possible to define community needs in absolute terms;
- Expectations of society generally exceed the capabilities of the authorities or resources available;
- A solution to a problem or providing for the need of a specific group may increase the problems or needs of another group;
- It is sometimes not possible to counteract certain phenomena in society;

- People tend to adapt their behaviour to specific policies became ineffective;
- Some community problems cannot be solved by a policy addressed to one area only, and
- Complete rationality in policy-making is non-existent because policy-makers usually try to respond to the demands of their constituencies.

The above limitations by Dye are an indication that every policy has its own limitations. South Africa does not have a tradition of active and systematic policy work sustained over a long period of time. The policy-making process is thus not well understood, partly, as a result of the highly centralized and authoritarian nature of public policy-making which has rendered the process opaque.

Until recently, there have been few policy research units. For the first time English speaking universities have established policy research institutes in education. These had previously been the preserves of Afrikaans universities. An education Policy Unit at the university of the Witwatersrand and an Education Projects Unit at the University of Natal became closely associated with the National Education Co-ordinating Committee and began to investigate policy alternatives in specific areas like the financing of education, junior primary education, teacher training and other important policy areas.

This process in education is part of what Hofmeyr and Buckland (1992: 50) have called "a wave of policy

introspection" by the business sector, the churches, the government supported media and a vast range of social organizations outside and inside of government. The result has been a growth in the number of individuals; departments and institutions dedicated to policy analysis in universities, communities, corporations and foundations.

Although policy research can usefully inform the education debate, it must be stressed that policy learning will not of itself bring about policy change. The shape of the new system will depend critically on the nature of the existing system, and in the way in which a broad range of established and new interest groups negotiate with the state and one another within the context of a significantly changing social structure. There will be important continuities with the existing system and the struggle over change will centre around such issues to governance of schooling, finance, curriculum and access to schooling. All these developments will be influenced by, and, in turn, will influence the ideological political struggle over education, as different values and systems of ideas contest the role of schooling in society.

In designing a new model for the governance of education in South Africa, the Education Renewal Strategy (DNE 1992: 17) listed the following core objectives:

- Equal opportunities
- The promotion of national unity.
- The recognition and accommodation of language, cultural, religious and other legitimate interests.

- The elimination of discrimination on the ground of race, colour and gender.
- The provision of person power for national needs.
- The forming of the whole human being and
- The sharing of responsibilities for the provision of education between the state and interested sectors, such as the parent community.

Although certain central structures are necessary for the sake of the broad synchronization and integration of the education system and to ensure the necessary cohesion in the development of education, there is, however also a need for a strong decentralized system in which original authority for the provision of education is vested in the lower authorities. Eventually a new education dispensation will therefore mean placing the authority levels encountered in a pyramidal pattern from the central to the local level in a certain relationship to each other. Educational functions have, consequently, to be allocated in accordance with the power of every level of authority (DNE 1992: 23).

The proposal regarding the governance of education, containing a clear standpoint (2.3) for a single "central education authority", a network of "regional department", and a commitment to the principle of "maximum functionally justifiable devolution of decision-making power to the community or individual institution", is upheld throughout (DNE 1992: 23). In terms of this structure, it is proposed that the central education authority be given the responsibility for policy on norms and standards in respect of crucial matters in education, and should be responsible

for categories of institutions of a more national character which enjoy a very large degree of autonomy". It is further felt that political responsibility and accountability should be established at different levels and other functions relating to education "can fall under the jurisdiction of regional departments (DNE: 24).

It is clear that the state cannot, and should not, assume total and sole responsibility for education. Education is an exercise in partnership, in which a variety of interested parties such as the state, the organized teaching profession, parents and the broader community, industry and commerce, and other employment groups, as well as learners are involved (DNE 1992: 24).

It is very important that education authorities could embark on programmes to educate parent communities on the role and responsibilities of management councils at schools. This type of situation will help parents to have full knowledge in things like making education policies. The community must own the school and be committed to school matters. They must see the need to maintain the school in good condition in terms of the policies that will be used in their school. Parents must know that whatever goes wrong in the school of their community they are also accountable for that action like any other stakeholders e.g. educators, department officials and many others. The education renewal strategy designed a new model to govern education in this country. It is fatal flaw, however, was that it was unilaterally formulated by state officials. Then it was imposed on the South Africans. The SASA was designed in a way that was inclusive, transparent and consultative. The SASA is a credible document owned by the

South Africans of all races. The following topics were highlighted in this chapter:

- Reasons for policy study and analysis
- The criteria for a good policy
- Policy making
- Some models in policymaking and development
- Policy process
- Participants in policymaking
- The function of policy
- Periods of policy implementation
- Policy implementation variables
- The problems of policy implementation
- The evaluation of policy

2.13 PROBLEMS WITH CERTAIN ASPECTS OF POLICY

Policies based on sound principles are generally acceptable.

In some cases some policies, as in the South African Schools Act of 1996, present difficulties of implementation especially because policies have positive forms as well as negative forms. In its positive form a sound policy is based on law and is, therefore, authoritative. Anderson (1984: 5) says that a sound policy has an authoritative legally coercive quality that the policies of private institutions do not have.

Negatively, when the policy is ambiguous it causes serious problems. The officials may decline to act on some problems or they may even decline to take a decision.

- Periods of policy implementation
- Policy implementation variables
- The problems of policy implementation
- The evaluation of policy

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Negatively, when the policy is ambiguous it causes serious problems. The officials may decline to act on some problems or they may even decline to take a decision. According to theorists like Bachrach, Barate, Luke et al (in McGrew and Wilson, 1985: 6) an intentional preference not to make a formal decision constitutes a negative decision, while inability to arrive at a decision constitutes indecision.

Robbins (1980: 73) argues that non-action on an issue that has not become a public issue does not constitute a negative policy.

Ambiguous policies present problems of interpretation. Quite often policy statements differ from the policies they are promoting, and what is done in pursuance of policy decisions may be different from the actual decisions.

2.14 CONCLUSION

The main aim of this chapter was to focus on the aspects of policy as presented by various authors. The following topics were highlighted in this chapter. Reasons for policy study and analysis, the criteria for a good policy, policy making, some models in policy making and development, policy process, participants in policy making, the function of policy, periods of policy implementation, policy implementation variables, the problems of policy implementation and the evaluation of the policy.

In conclusion, it is very important to end this chapter by referring to the most profound observation by Power (1982: 315) who summarises the essence, function and possible requirement for a sound policy as follows: "The commission of educational policy is to translate principles to the education of persons in a particular historical, political, social and economic setting. Educational policy is constantly evolving, it is fundamentally reacting to life's pressure, and subject to inevitable metamorphosis".

CHAPTER 3

THE RESEARCH METHODOLOGY AND THE APPLICATION OF THE RESEARCH INSTRUMENTS

1. INTRODUCTION

The aim of this chapter is to give a description of the method of research and the application of research instruments in the collection of data. The aim of the research project was to elicit responses from education practitioners within the school milieu in an attempt to identify trends of school governance in the implementation of some aspects of the South African Schools Act (Act No. 84 of 1996). The empirical study further aims to determine the extent of knowledge of stakeholders about policy directives that are to be implemented in schools. Living and non-living sources were thus used. The non-living sources consisted of a study of literature on policies, education policies and research methods with a view to gaining insight into the historical and theoretical background of the nature and function of education policies.

Hence, the empirical research for this research project is regarded as important for acquiring data about the apparent mismatch between education policy and practice in an attempt to make recommendations to eliminate these. Careful planning and systematic procedures were imperative for yielding valid and reliable data in this research. Van den Aardweg and Van der Aardweg (1988: 197) point out that procedures are not haphazard activities, they are planned to yield data on a particular research problem.

Wiersma (1991: 8) identified five steps that characterise the systematic nature of the research process, namely:

- Identifying problem
- Reviewing information
- Collecting data
- Analysing data and
- Drawing conclusions.

The focus of this chapter is on the third step: collecting data.

2. PREPARATION AND DESIGN OF THE RESEARCH

De Vos (1998: 123-124) view a research design as a blueprint or detailed plan for how a research study is to be conducted. This plan, or blueprint, offers the framework according to which data are to be collected to investigate the research hypothesis or question in the most economical manner. In the discussion that follows an attempt will be made to provide a blueprint for how the data was collected.

Cohan and Manion's (1997: 85) steps for preparing a research was considered during the initial stages of preparation. Firstly they propose that a survey's general purpose must be translated into a specific central aim. In this case the specific central aim was to obtain detailed information from the school principals about their views on some aspects of the South African Schools Act No. 84 of 1996.

For the purposes of this research the two most important tools that were used in collecting data were the questionnaires and interviews which were conducted with the school principals, superintendents of education management and the district managers of education.

2.1 Permission

Best and Kahn (1986: 177) advise that if a questionnaire is to be used in a public school, it is essential that approval of the project be secured from the principal, who may then wish to secure approval from the superintendent of education management of schools. Schools are understandably sensitive to public relations. Thus, a written request (cf. Appendix B) was made to the Chief Director of the Durban South Region, to conduct this research study among six districts i.e. Chatsworth, Pinetown, Camperdown, Umbumbulu, Umlazi North and Umlazi South.

At a personal meeting with the Chief Director, a further meeting was arranged to take place in due course with the superintendents of education management (SEMs) of the six districts selected for this survey to outline the purpose, relevancy and the value of the study. The meeting was held at Malgate building after which the permission was granted to conduct the study.

3.2.2 Selection of respondents

3.2.2.1 Population and sampling considerations

The selection of a sample is a very important step in conducting a research study. According to Ary, Jacobs and Razavieh (1990: 169) sampling implies taking a portion of the population, making observations on this smaller group, and then generalising the findings to the larger population. A population is any group of individuals that have one or more characteristics in common that are of interest to the researcher. The population may be all the individuals of a particular type, or a more restricted part of that group (Best & Kahn, 1986: 10). The population identified for this empirical study is that of school principals within the Durban South Region, superintendents of education management and district managers of education.

Gay (1987: 103), observes that a good sample is one that is representative of the population from which it was selected. It is extremely important that the individuals included in a sample constitute a representative cross section of individuals in the population. That is, samples must be representative if one is to be able to generalise with confidence from the sample. A sample is studied in an effort to understand the sample not primarily as an end in itself, but rather as a means for helping us to explain some facet of the population (Powers, Meenaghan and Toomey, 1985: 240).

3.2.3 SAMPLING METHODS USED

3.2.3.1 Cluster and Simple random sampling

There are four basic types of scientific sampling methods, namely, simple random, stratified random, cluster and

systematic sampling (Sowell and Casey, 1982: 75). For this study, two of these methods were used, namely, cluster sampling and simple random sampling.

According to Gay (1987: 110), cluster sampling is more convenient when the population is very large or spread out over a wide geographical area. De Vos (1998: 195) also concurs with Gay that cluster sampling has the advantage of concentrating the field study in a specific section of the greater geographical area and thus helps save costs and time. Each of the six districts, into which Durban South region is divided, was regarded as a cluster. A cluster is a small close group. All six districts were selected for the sample. De Vos (1998: 198) states that the more clusters that are included in the study, the more representative of the universe the sample naturally is. He further states, that the more clusters are drawn, the less error will occur.

Simple random sampling, however, was used to select twenty schools within each cluster (district). According to Schumacher and McMillan (1993: 161) in simple random sampling, subjects are selected from the population so that all members have the same probability of being selected. The names of all the schools within the respective clusters were place in a hat and twenty schools within the respective clusters were randomly selected. These schools were identified as the schools which would be the focus of the investigation. According to Cohen and Manion (1994: 87), in simple random sampling, each member of the population under study has an equal chance of being

selected. In this research principals of the selected schools were used as respondents.

3.2.3.2 Choice and size of sample population

According to Best and Kahn (1986: 16) there is usually a trade off between the desirability of a large sample and the feasibility of a small one. The ideal sample, they advise, is large enough to serve as an adequate representation of the population about which the researcher wishes to generalise and small enough to be selected economically in terms of subject availability, expense in both time and money, and complexity of data analysis. In general it is stated that the larger the population the sample needs to be. If the population itself is relatively small, the sample should comprise a reasonably large percentage of the population (De Vos. 1998: 191).

As stated earlier in 3.2.3, the population for this research comprises of school principals, superintendents of education management and district managers of education in the Durban South Region. These respondents were selected because they have direct access to implementation processes of the South African Schools Act No. 84 of 1996 in schools. As implementers of current policy directives they are able to comment directly on realistic policy implementation and management and governance practices.

3.3 THE RESEARCH INSTRUMENT

The research instrument that best served the needs of this research study was the questionnaire. A questionnaire is an instrument with open or closed questions or statements to which a respondent must react. The basic objectives of

such questionnaires is to obtain facts and opinions about a phenomenon from people who are informed on the particular issue. Different kinds of questionnaire can be distinguished, such as mailed or posted questionnaires, telephonic questionnaire, personal questionnaire delivered by hand and group administered questionnaire.

The mail questionnaire seemingly, has many advantages. A major disadvantage, is that the non-response rate may be very high and missing data may occur more often (De Vos, 1998. 153). Whilst the researcher may have considered mailed questionnaire in an attempt to reach a greater number of respondents, this option was shelved because many of the schools randomly selected were situated in distant rural areas where postage services are very poor and unreliable i.e. Umbumbulu and Camperdown districts. For these reasons, the questionnaire delivered by hand was regarded as most suitable to accomplish the objectives of this investigation.

3.3.1 The questionnaire as a research instrument

As already mentioned in 3.3, the researcher relied greatly on the questionnaire as a research tool for the empirical study. In justifying the use of this tool Gay (1987: 195) contends that the use of a questionnaire has some definite advantages over other methods of collecting data. For example a questionnaire is more efficient in that it requires less time, is less expensive and permits collection of data from a much larger sample. Van Dalen (1979: 152) is even bolder and unequivocal about the advantages of this method. He claims that for some studies

or certain phases of them, presenting respondents with carefully selected and ordered questions, is the only practical way to obtain data.

Van Rensburg Landman and Bodenstein (1994: 504) define a questionnaire as a set of questions dealing with some topic or related group of topics, given to a selected group of individuals for the purpose of gathering data on a problem under consideration. Tuckman (1978) as cited by Mahlangu (1987: 79), affirms that questionnaires are used by researchers to convert the information directly given by people into data by providing access to what is inside somebody's mind. This approach makes it possible to measure what the person knows, what he likes or dislikes and what a person thinks. This information is transformed into numbers or qualitative data by using attitude scaling or by counting the number of respondents who give a frequency data. Hence, the questionnaire as a research tool, affords a good measure of objectivity in soliciting and coding the responses of the population sample.

3.3.2 Construction of the questionnaire

The researcher considered the following qualities of a questionnaire when it was being designed. Cohen and Manion (1996: 92-93) cite Davidson (1970), who claims that an ideal questionnaire is clear, unambiguous and uniformly workable. Its design must minimize potential errors from respondents and coders. Since people's participation in surveys is voluntary, a questionnaire has to help in engaging their interest, encouraging their co-operation and eliciting answers as close as possible to the truth.

The construction of a questionnaire as an activity should not take place in isolation because it is the culmination of a long process of planning the research objective, formulating the problem and generating the hypothesis. According to Van den Aardweg (1988: 198) the researcher should consult and seek advice from specialists and colleagues at all times during the construction stage. The researcher was thus, in regular contact with a research supervisor who ensured that the statements were not ambiguous, vague, biased, leading, prejudice or incriminating and that the technical language was correct. The researcher also liaised with colleagues to seek advice during the construction stage. Questions were tested on them in order to eliminate possible errors. Van den Aardweg and Van den Aardweg (1988: 198) concur that a question may appear correct to the researcher when written down, but can be interpreted differently when asked to another person.

An attempt was made to ensure that the researcher produced a design and lay-out of the questionnaire which would attract a high level of response. Emphasizing this point, Cohen and Manion (1980: 111) submit that the appearance of the questionnaire is vitally important. It must look easy and attractive. He reiterates that a compressed lay-out is uninviting, a larger questionnaire with plenty of space for the questions and answers is more encouraging. The questionnaire must be brief, including only those questions which are absolutely necessary to collect all the relevant information.

On the other hand the questionnaire must be long enough to incorporate all the questions, so that a situation does not arise later where information is missing. He further stresses that it is important to work according to an economic principle, so that respondents can communicate as much information as possible in the briefest possible time.

The researcher, in his construction of the questionnaire, has used the following principles and characteristics of a questionnaire as stated by Best and Kahn (1986: 175-176):

- It has to deal with a significant topic, one that the respondent will recognise as important enough to warrant spending his or her time on.
- It is as short as possible and only long enough to get the essential data.
- It is attractive in appearance, neatly arranged and clearly duplicated or printed.
- Directions for a good questionnaire are clear and complete and important terms are clearly defined.
- Each question deals with a single concept and should be worded as simply and straight forwardly as possible.
- The questions are objective, with no leading suggestions as to the response desired.
- Questions should be presented in a proper psychological order, proceeding from general to more specific and

sensitive responses. This order helps respondents to organise their own thinking so that their answers are logical and objective. It may be well to present questions that create a favourable attitude before proceeding to those that are more delicate or intimate. If possible, annoying or embarrassing questions should be avoided.

- Data obtained from a questionnaire are easy to tabulate and interpret. It is advisable to preconstruct a tabulation sheet anticipating the likely tabulation and ways of interpretation of the data, before the final form of the questionnaire is decided upon. This working backward from a visualisation of the field analysis of data is an important technique for avoiding ambiguity in questionnaire form. If computer tabulation is planned, it is important to designate code numbers for all possible responses to permit easy transference to a computer program's format.
- Questions and response alternatives must be clear and not reflect the bias of the researcher.
- Every question must be relevant to the purpose of the questionnaire.
- Abstract questions not applicable to the milieu of the respondents must rather be avoided.

The aim of the questionnaire was to elicit information regarding the implementation of certain aspects of the South African Schools Act No. 84 of 1996. The next section

is an examination of the close-ended and the open-ended questions.

3.3.3 Closed-ended questions

McMurtry (De Vos 1998: 160) advises that a researcher must aim at using as many closed questions as possible, although there will always be information which is difficult to generate by closed questions, so that open questions are unavoidable in those cases. The ideal is a section of the questionnaire consisting of closed questions suitable for statistical processing by computer and a section with open questions which will have to be processed manually. However, by using only closed questions, important information can be missed because closed questions can never completely provide for the variety of response options which may exist on any particular subject. The researcher used both closed and open questions for the questionnaire.

3.3.4 Open-ended questions

Open-ended questions were necessary because the research sought to explore variables that were unknown to the researcher. In such a case the open questions enabled the researcher to explore the variables better and to obtain some idea of the spectrum of possible responses.

3.3.5 Scaled items

According to Schumacher and McMillan (1993: 245), a true likert scale is one in which the statement includes a value

or direction and the respondent indicates agreement or disagreement with the statement. Likert-type items use different response scales, the stem can either be neutral or directional. The researcher used Likert-type scaled responses in the construction of the questionnaire for that purpose.

3.4 ADVANTAGES AND DISADVANTAGES OF A QUESTIONNAIRE

For this study, the researcher took cognisance of the advantages and disadvantages of a questionnaire as expressed by McMurtry and Schumacher and McMillan.

3.4.1 Advantages of the questionnaire

- Affordability is the primary advantage of written questionnaires because it is the least expensive means of data gathering.
- The questionnaire permits anonymity. If it is arranged such that responses are given anonymously, this would increase the researcher's chances of receiving responses which genuinely represent a person's beliefs, feelings, opinions or perceptions.
- Questionnaires provide greater uniformity across measurement situations than do interviews. Each person responds to exactly the same questions because standard instructions are given to the respondents.

- Generally, the data provided by questionnaires can be more easily analysed and interpreted than the data obtained from verbal responses.
- Questionnaire design is relatively easy if the set guidelines are followed.
- The administering of questionnaires, the coding, analysis and interpretation of data can be done without any special training.
- Data obtained from questionnaires can be compared and inferences made.
- Questionnaires can elicit information, which cannot be obtained from other sources. This renders empirical research possible in different educational disciplines.

3.4.2 Disadvantages of the questionnaire

The disadvantages of a questionnaire cannot be overlooked because the type of research instrument chosen by the researcher results from weighing the pro's and con's of the proposed instrument. Mahlangu (1987: 84-95), tabulates, the following disadvantages of a questionnaires:

- Questionnaires do not provide the flexibility if interviews.
- People are generally better able to express their views verbally than in writing.

- Questionnaires can be answered only when they are sufficiently easy and straight-forward to be understood with the given instructions and definitions.

3.5 VALIDITY AND RELIABILITY OF THE QUESTIONNAIRE

Best and Kahn (1986: 144) states that reliability and validity are essential to the effectiveness of any data-gathering procedure. They observe that all too rarely do questionnaire designers deal consciously with the degree of validity or reliability of their instrument. Perhaps this is one reason why so many questionnaires are lacking in these qualities. When using the questionnaire the researcher recognises that questionnaires unlike psychological tests and inventories have a limited purpose. They are often one time data-gathering devices with a very short life, administered to a limited population. The researcher used Best and Kahn's (1986: 178-179) views in order to understand how to improve both the validity and the reliability of a questionnaire. These are:

- Basic to the validity of the investigation.
- The terms used were clearly defined so that they had the same meaning to all respondents.
- The researcher got all the help that he needed, suggestions from colleagues and experts in the field of inquiry revealed ambiguities that could be removed or items that did not contribute to a questionnaire's purpose.

- Reliability of the questionnaire was inferred by a second administration of the instrument, comparing responses of an alternate form with the original form.

The researcher did not, however follow Best and Kahn's suggestions to the letter, but used their suggestions as a guide in dealing with aspects of validity and reliability regarding the research instrument.

3.5.1 Validity

Hudson (De Vos, 1998: 83) states that the definition of validity has two parts: the instrument actually measures the concept in question, and the concept is measured accurately. De Vos further argues that in this sense, validity refers broadly to the degree to which an instrument is doing what it is intended to do. Best and Kahn (1986: 144) concur that validity is that quality of a data gathering instrument or procedure that enables it to measure what it is supposed to measure. They further emphasize that reliability is a necessary but not sufficient condition for validity. A test must be reliable for it to be valid, but a test can be reliable and still not be valid. Van den Aardweg and Van den Aardweg (1988: 237), Mulder (1989: 215-217) and Dane (1990: 257-258) cite three different types of validity:

- Content validity where content and cognitive processes included can be measured. Topics, skills and abilities should be prepared and items from each category randomly drawn.

- Criterion validity which refers to the relationship between scores on a measuring instrument and an independent variable (criteria) believed to measure directly the behaviour or characteristic in question. The criterion should be relevant, reliable and free from bias and contamination.
- Construct validity where the extent to which the test measures a specific trait or construct is concerned, for example, intelligence, reasoning, ability, attitudes etc.

3.5.2 Reliability

Hudson (De Vos, 1998: 85) defines reliability as the accuracy or precision of an instrument, as the degree of consistency or agreement between two independently derived sets of scores, and as the extent to which independent administrations of the same instrument yield the same results under comparable conditions. Synonymous for reliability are dependability, stability consistency, predictability, accuracy, reproducibility, repeatability and generalisability. Thus an instrument consistently yields similar results.

Whilst reliability refers to consistency, consistency does not however guarantee truthfulness. Dane (1990: 256) emphasises that the reliability of the question is no proof that the answers given reflect the respondent's true feelings. Sources of error that may affect reliability are expressed by Mulder (1989: 209) and Kidder and Judd (1986: 45).

- Fluctuations in the mood or alertness of respondents because of illness, fatigue, recent good or bad experiences, or temporary differences amongst members of the group being measured.
- Variations in the conditions of administration between groups. These range from various distractions, such as unusual outside noise to inconsistencies in the administration of the measuring instrument such as omission in verbal instructions.
- Differences in scoring or interpretation of results, chance differences in what the observer notices and errors in computing scores.
- Random effects by respondents who guess or check off attitude alternatives without trying to understand them.

It must be acknowledged that when a questionnaire is used as an empirical research instrument it is not a specific method, example the "test-retest", to determine the reliability of the questionnaire. Therefore it would be difficult to establish to what extent the answers of the respondents were reliable. However, as the questionnaire is targeted at school principals they were regarded as appropriately positioned and possessed the necessary experiential knowledge to respond to the questionnaire in a responsible and reliable manner.

The researcher believes the questionnaires in this investigation were completed with the necessary honesty and

sincerity required to render the maximum possible reliability. Frankness in responding to the questions was made possible by the anonymity of the questionnaire. In the coding of the questions it was evident that the questionnaires were completed with the necessary dedication. These factors should enhance the validity and reliability of the information and the data gathering instrument.

3.6 PILOT STUDY

A pilot study is an abbreviated version of a research project in which the researcher practices or tests the procedures to be used in the subsequent full scale project (Dane, 1990: 42). It is a preliminary or "trial run" investigation using similar questions and similar subjects as in the final survey. As Kidder and Judd (1986: 211-212) state that basic purpose of a pilot study was used by the researcher to determine how the design of the subsequent study can be improved and to identify flaws in the measuring instrument. The pilot study gave the researcher an idea of what the method will actually look like in operation and what effects it was likely to have. In other words, by generating many of the practical problems that will ultimately arise, a pilot study enabled the researcher to avert these problems by changing procedure, instructions and questions. The number of participants in the pilot study or group is normally smaller than the number scheduled to take part in the final survey. Participants in the pilot study and the sample for the final study must be selected from the same target population.

For the purpose of this study the researcher conducted a pilot study on his colleagues i.e neighbouring school principals within the Dukumbane Circuit.

According to Plug et al (1991: 49-66) the following are the purposes of a pilot study:

- It permitted a preliminary testing of the hypothesis that leads to testing more precise hypothesis in the main study.
- It provided the researcher with ideas, approaches and clues not foreseen prior to the pilot study.
- It permitted a thorough check of the planned statistical and analytical procedures, thus allowing an appraisal of their adequacy in treating the data.
- It greatly reduced the number of treatment errors because unforeseen problems revealed in the pilot study resulted in redesigning the main study.
- It saved the researcher major expenditure of time and money on aspects of the research which would have been unnecessary.
- Feedback from other persons involved was made possible and led to important improvements in the main study.
- In the pilot study the researcher tried out a number of alternative measures and selected only those that produced the best results for the final study.

- The approximate time required to complete the questionnaire was established in the pilot study.
- Questions and or instructions that were misinterpreted were reformulated.

Researchers generally agree that a pilot study or trial run is important because it helps the researcher to decide whether or not the study is feasible and whether or not it is worthwhile to continue (Khathi, 1990: 80, Ary and Jacobs and Razivieh, 1992: 109). The pilot study provided the researcher with an opportunity to assess the appropriateness and practicality of the data collecting instrument. Unanticipated problems that may appear were solved at this stage, thereby saving time and effort.

Regarding the selection of people on whom the pilot study should be tested. Tuckman (1978: 225) suggests that the pilot study should use a group of respondents who are part of the intended group of respondents who are part of the sample. This reasoning is appropriate because people of the intended population would undoubtedly have a clear understanding of the nature of the questions being asked in the questionnaire.

Furthermore, the results of the pilot study enabled the researcher to eliminate and alter some items. Khathi (1990: 68) affirms that the pilot study provides the research worker with the ideas, approaches and clues not foreseen prior to the pilot study. Such ideas and clues greatly increase the chances of obtaining clear-cut

findings in the main study. Hence, the pilot study served as a valuable trial run in this regard.

The researcher concurs with the researchers who recommend that before a researcher can administer the research instrument in the field, it is essential that the preliminary trial of the research measures be undertaken in order to evaluate the validity and relevance of the questions.

3.7 ADMINISTRATION OF THE QUESTIONNAIRE

If properly administered the questionnaire is the best available instrument for obtaining data from widespread sources or large groups simultaneously (Cooper, 1989: 39). The researcher personally delivered the questionnaires to the selected schools in the Durban South Region and collected them again after completion. This method of administration facilitated the process and the response rate.

The administration of the questionnaires was done after the permission had been obtained from the head office of the Department of Education and Culture in the Durban South Region. District heads also gave their permission. Appointments to come on specific dates to the schools were made personally and telephonically with heads of schools.

All the questionnaires for the empirical study were accompanied by a covering letter. Ary, Jacob and Razavieh (1985: 532) state that the covering letter serves to introduce the potential respondents to the questionnaire

and sell them on responding. The covering letter should include the purpose of the study and a request for co-operation. The anonymity of respondents must also be guaranteed clearly in the covering letter and a clear indication given that all information will be treated with confidentiality (De Vos, 1998: 157).

In order to motivate respondents to give their full co-operation for the investigation, a verbal description of the purpose of the study was given. The importance of the study of examining some aspects of the South African Schools Act as a whole was stressed. The principals were given a collection date. It was stressed that each respondent should complete his / her own questionnaire without any discussion with the other members of the district and or Region.

3.8 PROCESSING OF DATA

Since both descriptive and the inferential statistical analysis were used in processing the data for this empirical study, a brief account of these two types of statistical applications will be given.

3.8.1 Descriptive statistical analysis

According to Best and Kahn (1986: 208), descriptive statistical analysis limits generalization to the particular group of individuals observed. No conclusions are extended beyond this group, and any similarity to those outside the group cannot be assumed. The data describe one group and that group only. Descriptive analysis provides

valuable information about the nature of a particular group of individuals. Descriptive statistics is the most fundamental way to summarise data, and it is indispensable in interpreting the results of quantitative research (Schumacher and McMillan, 1992: 192).

Descriptive statistics serve to describe and summarise observations (Van Rensburg, Landman and bodenstein, (1994: 355). Frequency tables, histograms and polygons are useful in forming impressios about the distribution of data.

According to Van den Aardweg and Van den Aardweg (1988: 65-75) frequency distribution is a :

- Variations in the conditions of administration between groups. These range from various distractions, such as unusual outside noise to inconsistencies in the administration of the measuring instrument such as omissions in verbal instructions.
- Differences in scoring or interpretation of results, chance differences in what the observer notices and errors in computing scores.
- Random effects by respondents who guess or check off attitude alternatives without trying to understand them.

3.8.2 Inferential statistical analysis

Inferential analysis always involves the process of sampling and the selection of a small group that is assumed to be related to the population from which it is drawn.

Drawing conclusions about populations based upon observations of samples is the purpose of inferential analysis (Best and Kahn, 1986: 208). Schumacher and McMillan (1992: 192) state that inferential statistics are used to make inferences or predictions about the similarity of a sample to the population from which the sample is drawn. Since many research questions require the estimation of population characteristics from an available sample of subject or behaviour, inferential statistics are commonly used in reporting results. A content analysis was performed on responses to open-ended questions. This meant first identifying themes in the responses and then tabulating the frequency with which each theme appeared.

3.9 INTERVIEWS

3.9.1 Construction of interview

In this study, the interview was administered to superintendents of education management and district managers of education since this population will be a smaller representative sample. The interview becomes an appropriate tool if the sample is small (Orlich, 1978: 8). Considerable attention will be paid to the interview design and as a result the incidence of misinterpretation of questions will be greatly reduced.

3.9.2 Advantages of the interview method in this study

Interview is a useful instrument to obtain an in-depth data on personal information, perceptions and attitudes. This

will be the case especially with the superintendents of education management and district managers of education.

Interviews will enable the interviewer to clarify questions. This consequently will enhance the validity of the responses as interviewee will answer without misinterpretation of the questions. The interviews present an interviewer with an opportunity to observe verbal as well as non-verbal behaviours of the interviewee. It becomes easy for an interviewer to make leads for additional information and to ascertain that the interviewee understands the questions.

3.9.3 Disadvantages of the interview technique for this study

There are a number of discrepancies in the interview technique. The interview is biased because "no matter what the interviewer does, but he is bound to have some effects upon his data". Bias may depend on the age, sex, education, race, socio-economic level and religious background of the interviewer. Hitchcock and Hughes (1989: 89) stated that the key variables of age, gender, class and ethnicity play an important role in the interview. Powney and Watt (1987: 33) also acknowledge the bias of interview.

Note taking, while the interviewee is responding to a question might present some problems. For example, the attention of the interviewee might be distracted and some might even be curious to know what is being written. Note taking also disturbs the communication flow between the interviewer and the interviewee. Using a tape recorder is equally not a good method because some interviewees owing

to certain beliefs might object or even suspect that the information will be used in purposes other than education. Slavin (1984: 90) maintains that interview data is certainly much more difficult and expensive to collect and analyse.

The interview is costly in time and effort. Vockel (1983: 88) states that spontaneity, frankness and honesty are reduced in the interview because the interviewer becomes part of the instrument. This implies that the interviewee would have to react to the interviewer as well as the question posed.

3.9.4 How does the researcher plan to overcome inherent?

disadvantages of the interview instrument

The researcher followed the ethics of research in order to reduce bias. A coding system was designed to record responses of the interviewee. The structured interview form for recording responses reduces interruption of the communication flow between interviewee and interviewer. The interviewer will try to establish rapport with each interviewee to promote candid and spontaneous responses from the interviewee. The researcher can achieve that rapport by paying special attention to dress and appearance. The researcher will have to dress formally because superintendents of education management and directors of education dress formally. Hitchcock and Hughes (1989: 89) recommend that the researcher dress according to the expectations of the respondents so that they may co-operate.

3.9.5 Conducting interviews with superintendents of education management and district managers of education

Appointments were made with all superintendents of education management and district managers of education to be interviewed. On the day of the appointments, the researcher presented himself 30 minutes before time at the office just to get the feel of the place. After introducing himself to an official to be interviewed, interviews immediately began. All interviews were scheduled to take an hour. Some took a little over an hour. Most superintendents of education management and district managers of education preferred the afternoons when it would be quieter and there would not be much work.

At the beginning of the interviews an overview of areas to be touched on was given. All areas centred around the implementation of the South African Schools Act No. 84 of 1996 in schools.

3.10 CONCLUSION

The researcher found both the interview and the questionnaire most capable of yielding the research data. In this study the interview was not very costly in terms of money, time and energy because there were few interviews. The questionnaire also proved suitable and cost-effective in collecting data from the 120 respondents.

CHAPTER 4

ANALYSIS AND INTERPRETATION OF DATA

4.1 INTRODUCTION

In this study both quantitative and qualitative data analysis was done. This approach is supported by Pelit and Hungler (1995: 519) who agree that data can be analyzed both quantitatively and qualitatively. For quantitative analysis interview data of district managers and superintendents of education management in this study was organised. Individual interview items elicited various responses from district managers and superintendents of education management. The researcher grouped all responses which spoke to one item and then determined a percentage of district managers and superintendents of education management who made similar responses based on a total sample of responses.

In this chapter the quantified data is presented in the form of percentages and graphs. The results of the empirical investigation will be analysed and interpreted. Thereafter, the responses to specific questions on the questionnaire were examined as stated in chapter three, that the data for this study was gathered by means of interviews as well as questionnaires. One hundred and twenty questionnaires were sent out to the six districts of the Durban South Region of the KwaZulu Natal Department of Education and Culture. Only one hundred and four questionnaires were duly completed and returned to the researcher. The analysis of the questionnaire, therefore,

focused on the one hundred and four questionnaires that were returned. The researcher found the returned questionnaires gratifying because one hundred and four returned questionnaires out of a total of one hundred and twenty questionnaires that were sent out is 86, 6%.

There are six district managers and twenty four superintendents in the Durban South Region, which makes up a total number of thirty managers. Out of this number only eighteen respondents were interviewed.

4.2 DESCRIPTIVE AND INFERENTIAL STATISTICS (INTERVIEWS)

4.2.1 Gender of district managers and superintendents of education management who fell within the sample.

Table 1

Frequency distribution according to gender of district managers and superintendents of education management.

GENDER	FREQUENCY	PERCENT
Male	15	83%
Female	3	17%
TOTAL	18	100%

Graph 1

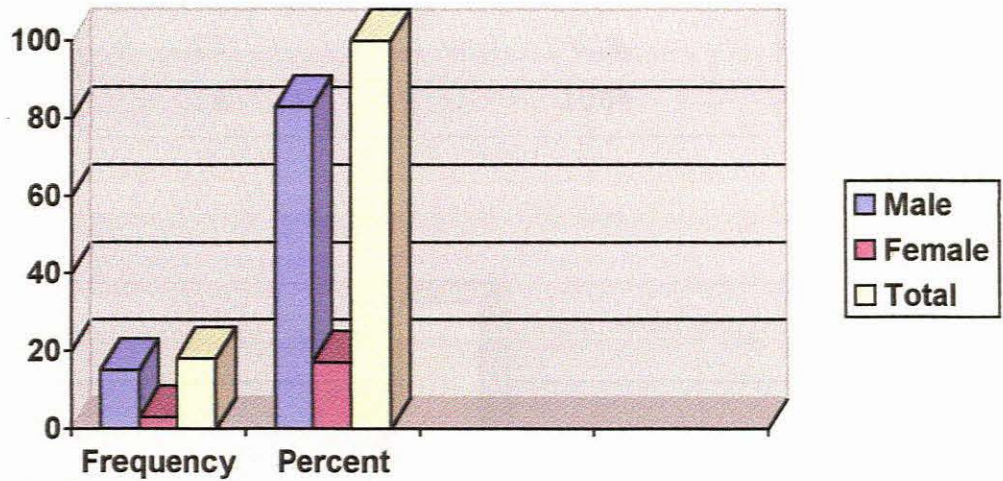


Table 1 and graph 1 indicate that in the Durban South Region i.e. Chatsworth, Pinetown, Camperdown, Umbumbulu, Umlazi North and Umlazi South there are more male district managers and superintendents of education management than females.

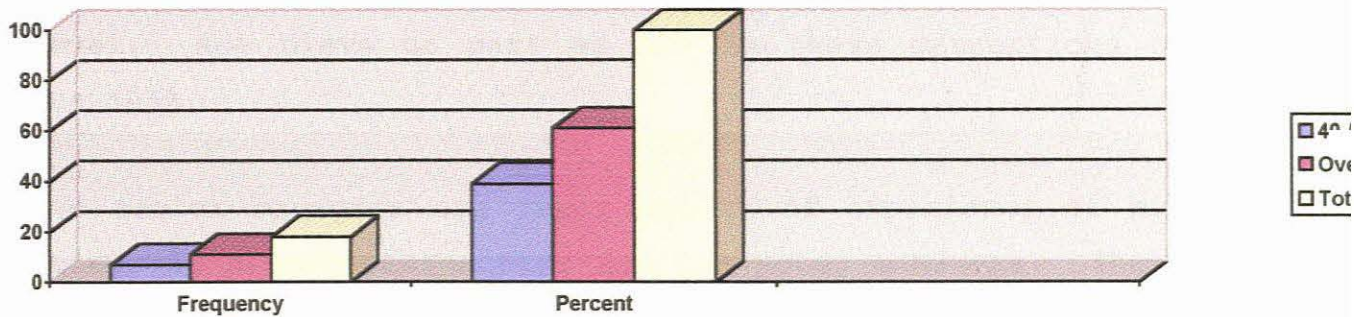
The researcher wanted to ascertain whether there was any significant difference in the understanding of the SASA between female and male district managers and superintendents of education management. There was no such difference among managers regarding their conceptualization of some aspects of SASA.

4.2.2 Frequency distribution according to ages of district managers and superintendents of education management.

Table 2

AGE	FREQUENCY	PERCENT
40 - 55	7	39%
over 55	11	61%
	18	100%

Graph 2



The age profiles of the respondents reflected in table 2 and graphs 2 show that 39% of the respondents are in the category below 55 years of age. 61% are in the category above 55 years of age. This shows that district managers and superintendents of education management of the Durban south Region have a few years to contribute to the profession. There is a tendency among senior managers to regard change as unsettling and uncomfortable. They do not want to be moved out of their comfort zones. It is interesting to note, however, that contrary to this usual tendency, almost all the senior managers acknowledged that there was an urgent need for the review of those aspects of the SASA, which were difficult to put into practice. They appeared ready to fall in line with all the necessary changes that might ultimately be made in future.

The researcher also found that age played no vital role in the perception of the loopholes and limitations of the SASA in certain areas. One might argue that the seniors wanted

certain aspects of the SASA changed because the SASA itself is a relatively new policy document. They probably want things to remain as they were before the new political dispensation. This line of reasoning does not seem to hold water because even those managers who are relatively young also see the urgent need for the amendment of those aspects of the SASA that are difficult to implement at grass roots level. Age plays no part at all in these perceptions of the SASA.

The senior managers use their wealth of experience to put things in proper perspective for the young managers. These seniors hold the view that the SASA, inspite of being a flawed policy document, is still infinitely better than all the education policy documents of the apartheid era. The SASA is a policy document that levels the playing field for all the stakeholders in education. The perceived flaws or loopholes do not relegate it to the same category as apartheid education legislation. The SASA, in effect, attempts to address all the education imbalances that were generated by the Bantu education Act No. 47 of 1953.

4.2.3 Home language

Table 3

HOME LANGUAGE	FREQUENCY	PERCENT
English	6	33%
Afrikaans	0	0
Zulu	12	67%
Xhosa	0	0
Suthu	0	0
	18	100%

Graph 3

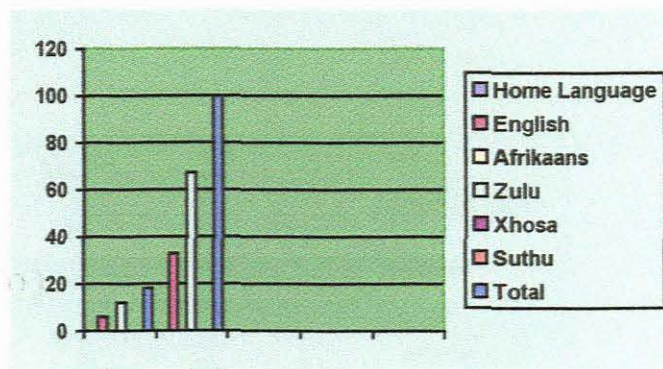


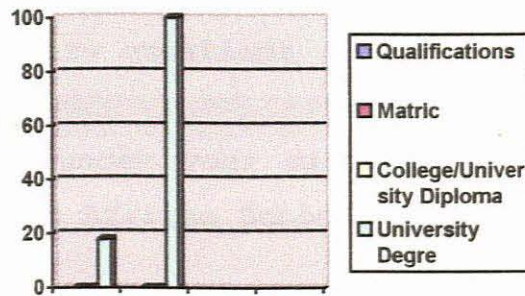
Table 3 and graph 3 indicate that the majority of respondents (67%) speak Zulu at home, only 33% are English speaking people. The SASA is written in eleven official languages of this country. It needs to be pointed out that all the respondents expressed their views on the SASA in English even though Zulu is their mother tongue. They find the English version of the SASA much easier to read and comprehend than the Zulu version. All the respondents have the English version of the SASA. Their responses are in English.

4.2.4 Highest qualification

Table 4 frequency distribution according to qualification of district managers and superintendents of education management.

QUALIFICATION	FREQUENCY	PERCENT
Matric	0	0
College/University diploma	0	0
University degree e.g. B.A.	18	100%
TOTAL	18	100%

Graph 4



It is encouraging to note from table 4 and graph 4 that all the district managers and superintendents of education management of the Durban South Region have qualifications that are above the B.A. degree. It can therefore, be concluded that the Durban South Region is managed by properly qualified people. It is the researcher's studied view that university graduates are much more capable of understanding and implementing the SASA policy document than those with less education are. They are able to identify the problems of implementation with relative ease.

They immediately discern the wide gap between the theoretical and practical aspects of the SASA.

It might be somewhat difficult for people with lower qualifications to comprehend in full all the different dynamics of the SASA. This education policy document is in safe and able hands of the managers of the Durban South Region. University education broadens the intellectual horizons of graduates. They are equipped to grasp the complexities and contradictions of any education policy document such as the SASA.

4.3 ANALYSIS AND INTERPRETATION OF DATA FROM DISTRICT MANAGERS AND SUPERINTENDENTS OF EDUCATION MANAGEMENT

4.3.1 Interview questions

- 1. Do schools under your district / circuit have copies of the South African Schools Act (SASA)?**

In response to this question all the respondents (100%) indicated that schools under their control do have copies of the SASA.

- 2. Are copies of the SASA available to educators and school governing body members (SGB)?**

100% of the respondents agreed that copies of SASA are made available to educators and school governing body members.

3. Are there, in your view, aspects of the SASA, which are very difficult to implement in the real school situation?

All the respondents indicated that there are aspects of the SASA, which are very difficult to implement in the real school situation. The main reason provided is that many members of the governing bodies are not learned. They also stated that this may be attributed to the fact that many members of the governing bodies themselves are not well acquainted with educational policies. They therefore, do not have the capacity to ensure that educational policies are carried out effectively at schools. 100% of the respondents agreed that it is the responsibility of the governing bodies to create well organised schools so that effective teaching and learning can take place. This is however, not happening in schools because members of the governing bodies do not possess the skills and knowledge on how to go about doing this.

4. Can you name the aspects of the SASA, which you consider to be very difficult to implement in the real school situations?

In response to this question the following were the aspects that were frequently mentioned by the respondents in no particular order of importance:

1. The prohibition of corporal punishment

Virtually all the respondents mentioned the prohibition of corporal punishment. They stated that the disciplinary alternatives to corporal punishment such as the assignment of manual labour to the offender were ineffective and therefore an exercise in futility.

They maintained that administering corporal punishment in a non-violent manner was pedagogically sound and reasonable. They postulated that it is imperative that corporal punishment be commensurate with the magnitude of the offence.

They argued that the culture of teaching and learning prevailed in the atmosphere of discipline that comes invariably in the form of corporal punishment. There were solid conditions which ensured that the use of corporal punishment was for the benefit of the learners. There were checks and balances to ensure that it was not used indiscriminately by the educators. Corporal punishment was, for example, administered by the principal or the educator in the presence of the principal. These restrictions and other conditions were spelled out in the Principal's Guide. The educator knew that corporal punishment was the last resort when all else had failed. The abuse of corporal punishment was a criminal offence. A number of educators found themselves facing the wrath of the law as a result of their indiscretions in respect of corporal punishment.

The senior managers pointed out that the operative word was moderate. There was to be a moderate use of

corporal punishment. The researcher noticed that all this was an illuminating exposition of the case for the amendment of this aspect of the SASA.

The view was expressed by the respondents that the abolition of the use of corporal punishment should be a long-term goal, not a medium or short-term goal. This would give school managers the opportunity to have a paradigm shift. It was also pointed out that in 1999 the principals of some of the best schools in some townships told the National minister of Education, Professor Kader Asmal, that they still used corporal punishment. He told them that they were breaking the law. In 2000 he issued a few directives as alternatives to corporal punishment.

The most devastating argument in favour of corporal punishment is that parents in certain communities openly tell the educators to use corporal punishment. The respondents asserted that the clause that learners who misbehave should not be expelled added insult to injury. In the past i.e. before 1994, learners who had committed serious offences such as rape or stabbing automatically subjected themselves to instant expulsion. The expulsion served as an effective deterrent to the potential miscreants. The SASA advocates that wrong doers be treated with kid gloves. This is unacceptable to some communities as it encourages indiscipline, lawlessness and anarchy.

2. **Governing body members lack the capacity of performing their duties.**

- 2.1 The second aspect of SASA that is difficult to implement, according to the interviewees, is the submission of the SGB constitution to the HOD in 90 days. The SGB members do not have the legal expertise to do this in such a short time. Legal experts demand exorbitant sums of money for their services and many schools just do not have sufficient funds.
- 2.2 Governing body members should submit a budget for the school to the HOD. This requires financial expertise. The experts refuse to volunteer their services. They demand money if they are to help SGB members.
3. The admission policy restricting admission to seven years of age is difficult to put into practice many schools in the townships and remote rural areas are forced by the community to admit six-year-olds because that has always been the practice in the past. They are not interested in the complex legal provisions of the SASA. Interestingly, in some cases schools are forced to admit to Grade 1 any learner between 8 and 12 years. Their particular circumstances force them to go to school at that late age. The educators and the school and education managers find themselves in an untenable situation.
4. The fourth aspect of the SASA is school fee. 80% of the respondents stated that it is also difficult to determine which parents qualify for partial or full exemption from school fees because the rate of unemployment is very high.

5. Do all the members of the SGB have a full understanding of the SASA?

All the respondents said that very few members of the SGB have full understanding of the SASA. They agreed that SGB members be empowered to take disciplinary action against all the stakeholders who are guilty of misconduct at the schools. A good atmosphere for teaching and learning must be created by the SGB members. This implies that the SGB members must be trained to understand the SASA.

6. What measures have you taken to make SGB members understand the SASA?

The respondents stated that workshops, courses and seminars had been organised to help SGB members to have a full understanding of the SASA.

7. Schools need to resort to corporal punishment to effect discipline.

50% of the respondents agreed with the statement for the reasons clearly and fully spelled out in section 4. They asserted that the use of corporal punishment is perfectly in order if it is administered with fairness, justice and compassion. It is wrong if abused and given indiscriminately to the detriment of the learner. They argued that parents advocate the moderate use of corporal punishment to make their children toe the line. The learners themselves willingly accept corporal punishment if they are satisfied that it is intended for their benefit. In

schools where the use of corporal punishment has been abolished even docile and hitherto obedient learners run wild and become uncontrollable. The school becomes ungovernable as chaos becomes the order of the day.

The other 50% of the respondents who disagreed with the statement pointed out that the ex-model c schools have been running for years and producing excellent results without ever resorting to the use of corporal punishment. Asked how they could substantiate their position they pointed out that their own children were at these schools and did exceptionally well without suffering the indignity of corporal punishment. They also pointed out that civilised and sophisticated countries like the UK, USA, France, Germany and Australia, to mention just a few, have gone on for decades without corporal punishment.

The pro-corporal punishment group says that South Africa is a relatively young democracy that cannot afford to transplant the practices of the old civilised countries. They also pointed that ex-model C schools have all the facilities for teaching and learning whereas their formerly disadvantaged counterparts had no decent school buildings and no facilities. What they achieved under heavy apartheid conditions was in itself one of the seven wonders of the world.

The 50% who disagreed also pointed out that there are many ways of maintaining discipline in the school without resorting to what they called 'barbaric

practices". The other 50% feel that it is worse than useless to talk in terms of alternatives that defeat, not serve, their purpose.

The researcher found the arguments for and against the use of corporal punishment strong. He could not, however, escape the conclusion that the appeal for the retention of corporal punishment, at least as a short-term objective, carried more weight.

8. Giving too much power to the SGB the SASA exposes them to nepotism and corruption especially in respect of the appointment of educators

In response to this observation a small figure of 22% indicated that it was not necessary for the government to give so much power to the SGB members because only a few of them are educated. It was also mentioned that educators might take advantage of the not learned members of the SGB. It is; therefore, true that many SGB members may be exposed to nepotism and corruption due to lack of skills and knowledge. 70% of the respondents disagreed with this statement. They stated that there would be no nepotism because SGB members would attend courses, workshops and seminars to enable them to perform their duties effectively.

9. The enlightened SGB members may exploit the ignorance of the illiterate SGB members.

66% of the respondents agreed with the statement especially in financial matters. They stated that all the SGB members need to enlist the financial

assistance of commerce and industry to support education. 34% disagreed with the statement and mentioned that it is the duty of the enlightened SGB members to educate the illiterate SGB members in all the functions of the SGB. According to them the society as a whole profits by education. Consequently, everybody must be responsible for the improvement of education. Parents must increasingly realise that they have a financial responsibility regarding their children's education and they must honour their obligations in two ways, namely indirectly (by the taxes they pay) and directly (by paying school-fees as well as raising other funds for the school).

10. The educators in the SGB leak confidential discussions of the SGB meetings to other educators.

50% of the respondents agreed with the statement. They indicated that educators in the SGB have friends within the staff members; therefore confidential information of the SGB meetings may leak. 50% of the respondents disagreed with the statement and mentioned that once educators in the SGB have been trained they will become loyal members of the SGB. They will be used to the fact that discussions of the SGB in any meeting are confidential.

11. The SGB members of the schools in your district / circuit found it difficult to submit copies of their constitutions to the H.O.D. within 90 days of their election in terms of section 18 (3) of the SASA.

90% of the respondents indicated that governing body members are able to submit copies of their constitutions to the H.O.D. within 90 days of their election in terms of section 18(3) of the SASA. They stated that this might be due to the fact that principals are members of the SGB and they help in the process of preparing and submitting the constitution to the HOD within the stipulated time. It was indicated that most principals encourage partnership between the staff and the SGB members. This type of situation enables the members of the SGB to gain more skills and knowledge to perform their functions. There is however, evidence of a lack of encouragement for such a partnership by some principals as indicated by 10% of the respondents. The SASA makes governing bodies an integral part of school management and therefore, a partnership between the principal and the governing body is essential to run the school effectively. A lack of partnership and encouragement by the principal between himself/herself and the members of the governing body, is a reflection of the lack of emphasis placed on the importance of participative management. One of the most important duties of a good principal is to encourage partnership among all the stakeholders within his/her school.

12. The SGB in your district/circuit found it very difficult to develop the mission statement of their schools in terms of section 20 1(a) of the SASA.

100% of the respondents indicated that members are able to develop mission statements for their schools. The principals receive special training on

understanding the various aspects of the SASA. The Department secures the services of legal experts to train the principals on such matters as how to write the mission statement. The principals, in turn, cascade this vital information to the SGB members at special meetings. The respondents argue that the writing of the mission statement does not constitute a problem for the principals and SGB members. The researcher found these points quite plausible.

- 13. Do schools in your district/circuit admit learners whose parents declare that they cannot afford to pay school fees?**

85% of the respondents replied in the affirmative. They said that they workshopped their principals on this matter and told them that according to the SASA no learner may be denied admission to a school because his/her parent cannot pay school fees. 15% of the respondents indicated that they had few cases between principals and parents on this matter.

- 14. Do the SGB members take or threaten to take legal action against parents who do not pay school fees?**

The majority of respondents (92%) indicated that SGB members do not take or threaten to take legal action against parents who do not pay school fees. They said that SGB members have no thorough understanding of the functions of governing bodies. This may be caused by the fact that members of governing bodies were either not provided with sufficient information on or with adequate training in, the functions and duties of

governing bodies in particular and school governance in general. Many members of the SGB lack knowledge and confidence when it comes to legal action. 8% of the respondents said that SGB members do take or threaten to take legal action against parents who do not pay school fees. In support they mentioned that SGB members who take legal action against parents who do not pay school fees are enlightened and their schools have money to pay legal costs. The rate of unemployment is very high among the historically disadvantaged communities. Most parents are, therefore, unable to pay school fees. The schools in these communities do not have sufficient funds in their coffers. It stands to reason, therefore, that these schools do not have funds to meet even their most basic needs. They are thus financially incapable of hiring attorneys to handle for them the cases of parents who, for whatever reason, are unable to pay school fees.

15. Do the schools in your district/circuit find it difficult to implement section 43 (5) of the SASA which states that they must submit to the HOD within six months after the end of the financial year, a copy of the annual audited financial statement?

80% of the respondents said schools do submit a copy of the annual audited financial statement as is stipulated by the SASA. 20% of the respondents said that some schools have no funds to pay an auditor. This is due to the fact that most parents are unable to meet their financial obligations to the schools. Some have been granted full exemption while others

have been granted partial exemption from the payment of school fees. In these circumstances the principals cannot afford even to buy brooms and scrubbing brushes to keep the schools clean. Such schools find it very hard to secure the services of a qualified auditor to work on the financial records and to issue an official audited statement. They have no funds to pay the auditor for his professional services.

16. **The admission policy interferes with the principal's democratic right to recruit and admit outstanding learners to his/her school.**

95% of the respondents indicated that they disagreed with the statement since it is stated clearly in the SASA, section 5 (2) of Act No. 84 of 1996: "The governing body of a public school may not administer any test related to the admission of a learner to a public school, or direct or authorise the principal of the school or any other person to administer such a test".

This effectively prevents the principals from screening the learners, as that would be unconstitutional. Section 5 (1) of the SASA reads:

"A public school must admit learners and serve their educational requirements without unfairly discriminating in any way". To screen the learners or potential learners would constitute unfair discrimination.

Only 5% of the respondents stated that they had few cases of principals who act against the Department's

admission policy by administering these prohibited admission tests. The respondents did not indicate the disciplinary or other measures, if any, that they take to address this blatant irregularity.

The responses given by district managers and superintendents of education management indicated that there are definitely some aspects in the SASA that are difficult to implement in the real school situation. The senior officials of the Department of Education corroborate the authenticity of the major concerns articulated and postulated by principals of schools in their response to the questionnaire.

4.4 ANALYSIS AND INTERPRETATION OF DATA FROM PRINCIPALS

4.4.1 Biographical data

4.4.1.1 Frequency distribution according to sex of respondents

Table 5 Frequency distribution according to the sex of respondents

SEX	FREQUENCY	PERCENT
Male	63	61%
Female	41	39%
	104	100%

Graph 5

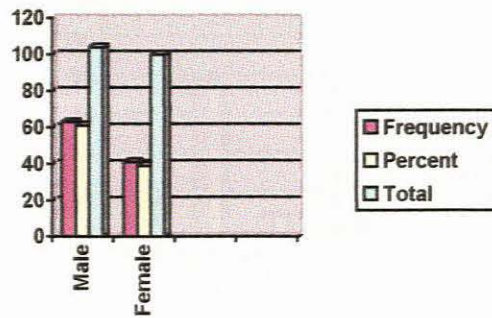


Table 5 and graph 5 indicate that presently in the Durban South Region there are more male principals than females. The Durban South Region is, however, gender sensitive because in all the six district the Junior Primary School principals are predominantly women. There are a significant number of women principals in the senior primary and secondary schools.

4.4.1.2 Frequency distribution according to ages of respondents

Table 6

AGE	FREQUENCY	PERCENT
31-40	16	15%
41-50	79	76%
over 50	9	9%
TOTAL	104	100%

Graph 6

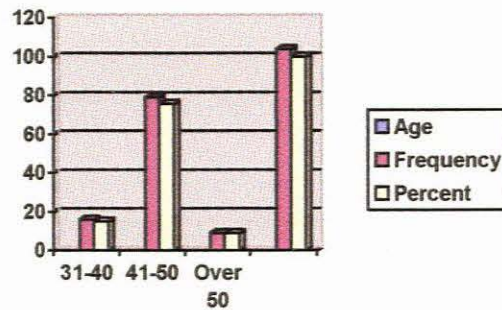


Table 6 and graph 6 indicate that the majority of respondents is older than 46 years but younger than 50. This may be attributed to the fact that in order to become a principal you need to have experience in teaching. Data from this question shows that there are few people over the age of 50 years in principalship posts. This may be due to the fact that some were promoted to higher posts and others decided to seek greener pastures outside the teaching profession. Only 15% of the respondents are principals and they are in the 31 to 40 age group. In the democratic South Africa more and more young educators secure the principalship posts because of their ability and enthusiasm to drive the transformation process a little faster than their ever cautious senior conservative counterparts.

4.4.1.3 Home language

Table 7

HOME LANGUAGE	FREQUENCY	PERCENT
English	29	28%
Afrikaans	0	0
Zulu	73	70%
Xhosa	2	2%
Sotho	0	0

TOTAL	104	100%
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Graph 7

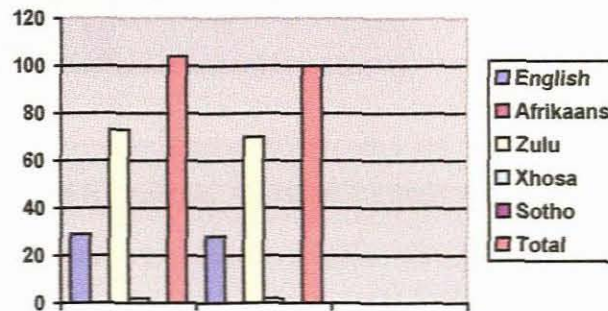


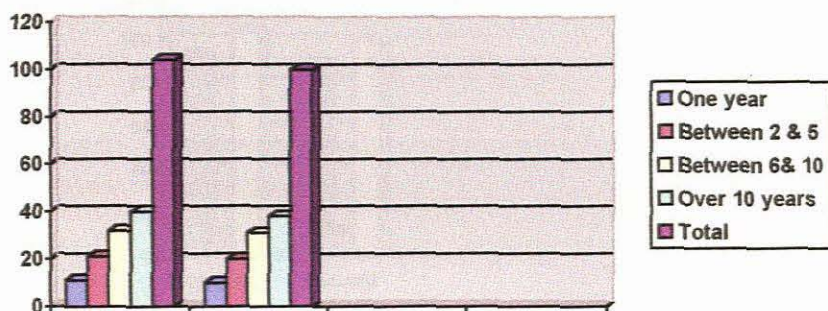
Table 7 and graph 7 indicate that the majority of respondents are Zulu speaking. Only 28% of the respondents are English speaking. Very few principals in the Durban South Region are Xhosa speaking.

4.4.1.4 Frequency distribution according to experience of respondents in principalship

Table 8

EXPERIENCE	FREQUENCY	PERCENT
One year	11	10%
Between 2 & 5yrs	21	20%
Between 6 & 10yrs	32	31%
Over 10 yrs	40	38%
TOTAL	104	100%

Graph 8



The data reflected in table 8 and graph 8 shows that:

- 38% of the respondents have been principals for over ten years
- 31% of the respondents' experience ranges from six to ten years
- the experience of 20% ranges from two to five years
- only 10% of the respondents lacked the necessary experience (i.e. 1 year).

All 104 respondents (i.e. 100%) indicated in 1.8 of the questionnaire that governing bodies in their schools were functioning properly.

4.4.1.5 Frequency distribution according to members of the governing body

Table 9

SGB MEMBERS	FREQUENCY	PERCENT
Between 5 and 10	93	89%
Over 10	11	11%
TOTAL	104	100%

Graph 9

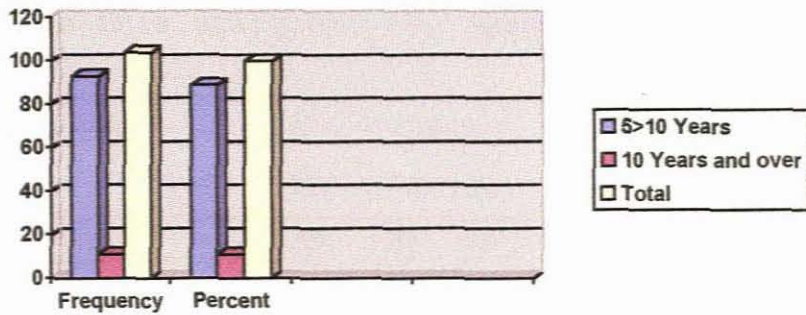


Table 9 and graph 9 indicate that 89% of schools have the number of governing body members between 5 and 10. 11% of the schools have over ten members of the governing body.

5.4 QUESTIONS ON THE SOUTH AFRICAN SCHOOLS ACT (SASA) TO PRINCIPALSHIP

4.5.1 Does your school have copies of the South African Schools Act (SASA)?

In response to this question 104 of the respondents which is 100% indicated that their schools do have copies of the South African Schools Act. All of them under 1.2 of the questionnaire stated that copies of the SASA are made available to educators and members of the school governing bodies (SGB).

4.5.2 All the SGB members have a full understanding of the SASA

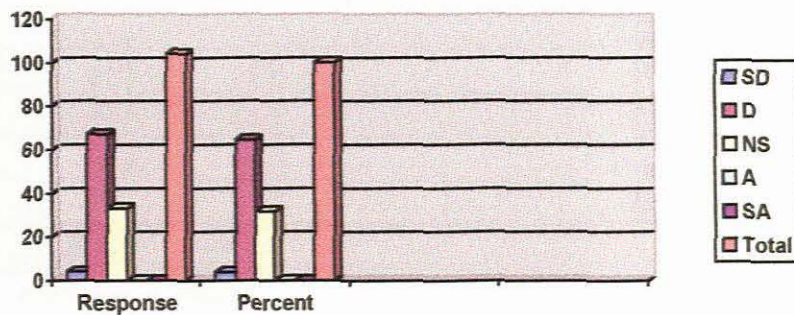
KEY

- SD = strongly disagree
- D = Disagree
- NS = Not sure
- A = Agree

SA = Strongly Agree

In response to this statement the result were as follows:

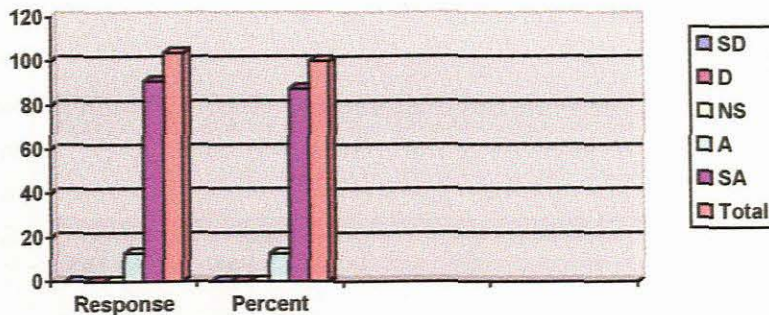
Strongly disagree	-	4	3.8 %
Disagree	-	67	64.4%
Not sure	-	33	31.7%
Agree	-	0	0
Strongly agree	-	0	0



3.8% of the respondents strongly disagree with the statement. 64.4% disagree. 31.7% of the respondents were not sure. It is noteworthy that 100% of the respondents neither agree nor strongly agree with the statement. The inescapable conclusion here is that not all the members of the school governing bodies have a full understanding of the SASA. It can be safely deduced, therefore, that some school governing body members encounter numerous difficulties in the execution of their official duties due to a lack of adequate knowledge of the various provisions of the SASA as a policy document.

4.5.2 Have you experienced any difficulties in implementing some aspects of SASA in your school?

Strongly disagree	-	0	0
Disagree	-	0	0
Not sure	-	0	0
Agree	-	13	12, 5%
Strongly agree	-	91	87. 5%



The response shows that 87. 5% of the principals strongly agree that they experience considerable problems in the implementation of certain aspects of the SASA. This is a remarkably high percentage. 12. 5% of the respondents agree. All the respondents have difficulties in the implementation of certain aspects of SASA in their schools. This should be an eye opener to the Department and its officials in the various echelons of management, administration and support services.

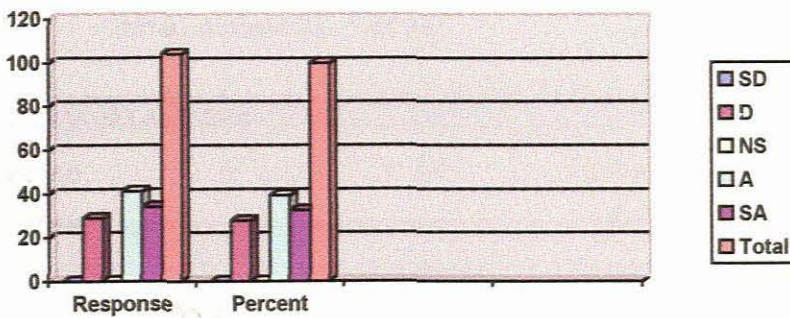
It is significant to note that the respondents admit the existence of these continuing difficulties in spite of the concerted effort of the Department support services to empower its officials through many and varied workshops and seminars year in and year out.

4.6

CORPORAL PUNISHMENT

4.6.1 Schools need to administer corporal punishment to effect discipline

Strongly disagree	-	0	0
Disagree	-	29	27, 8%
Not sure	-	0	0
Agree	-	41	39. 4%
Strongly agree	-	34	32. 6%



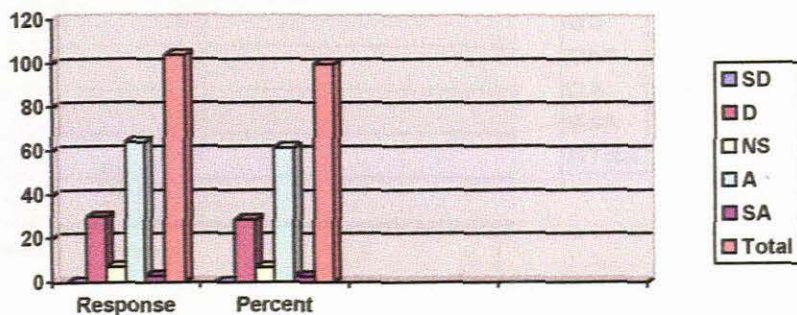
The majority of the respondents agree that corporal punishment is needed to effect discipline in their schools. 39. 4% agree and 32. 6% strongly agree. This is a total of 72%. The 27. 8% of the respondents who disagree constitute a negligible minority. Those who disagree are mainly those in the former model C schools. The 72% that agrees hail from schools in the previously (historically) disadvantaged communities. The 72% have teething problems in the implementation of this aspect of the SASA, which prohibits the use of corporal punishment.

In terms of African culture citation the most effective method of maintaining discipline is the use of corporal punishment. The concept of child abuse is unknown in African culture. The parents of the children in previously

disadvantaged schools were brought up through the iron discipline of their parents in close collaboration with their educators. They state that it produced in them men and women of principle and impeccable integrity. These advocates of the application of corporal punishment reason out that if it was good enough for them it is also good enough for their children. They want their children to be brought up in the same way that they were brought up.

4.6.2 The SASA prohibition of corporal punishment contributes to the many cases of indiscipline in the schools today

Strongly disagree	-	0	0
Disagree	-	30	28.8%
Not sure	-	7	6.7%
Agree	-	64	61.5%
Strongly agree	-	3	2.8%

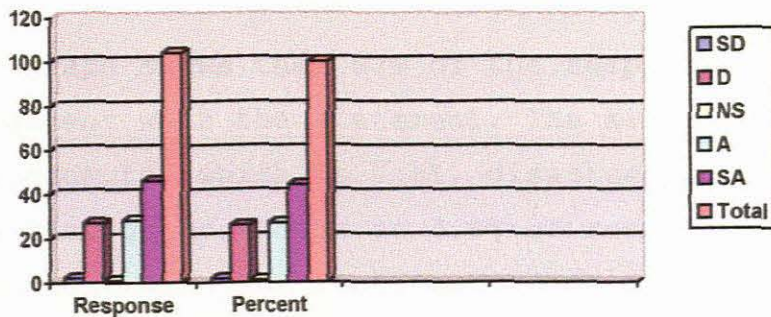


There is an overwhelming majority of respondents who agree with the statement that the SASA's prohibition of corporal punishment contributes to the many cases of indiscipline in the schools today. 28.8% of the respondents indicated that they disagree with the statement. 6.7% of the respondents were not sure. There are a small percentage of the

respondents who strongly agree with the statement. Some respondents commented that corporal punishment was most effective as an instrument of promoting and upholding the culture of teaching and learning in the schools. According to them there was perfect discipline in the schools and there was absolutely no room for juvenile delinquents.

4.6.3. The prohibition of corporal punishment makes it difficult for principals to run their schools as efficiently as they did before.

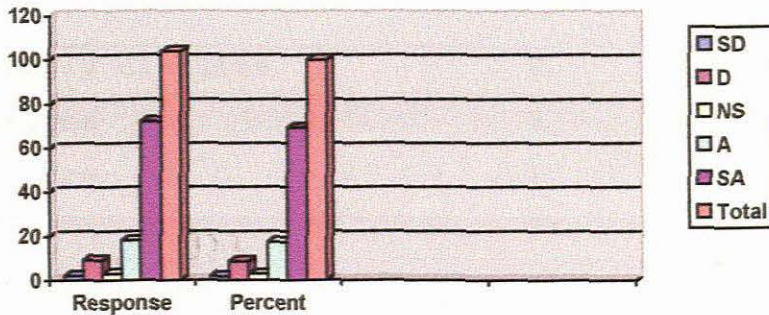
Strongly disagree	-	2	1.9%
Disagree	-	27	25.9%
Not sure	-	1	0.9%
Agree	-	28	26.9%
Strongly agree	-	46	44.2%



A high level of support of the statement is evidenced by the majority of respondents who strongly agree with the statement. 26.9% of the respondents agree with the statement yet 25.9% of the respondents disagree with the statement while 1.9% of the respondents strongly disagree. Almost one percent of the respondents were not sure of the statement.

4.6.3 Some learners deliberately break the school rules and regulations because they know that corporal punishment has been abolished.

Strongly disagree	-	2	1.9%
Disagree	-	9	8.6%
Not sure	-	3	2.8%
Agree	-	18	17.3%
Strongly agree	-	72	69.2%



The graph shows that 87% of the respondents were in strong agreement with the statement. The second group of respondents, which is 7.6%, disagrees with the statement. The last group, which is 4.8% of respondents, were in agreement with the statement. None of the respondents were not sure or strongly disagreed with the statement.

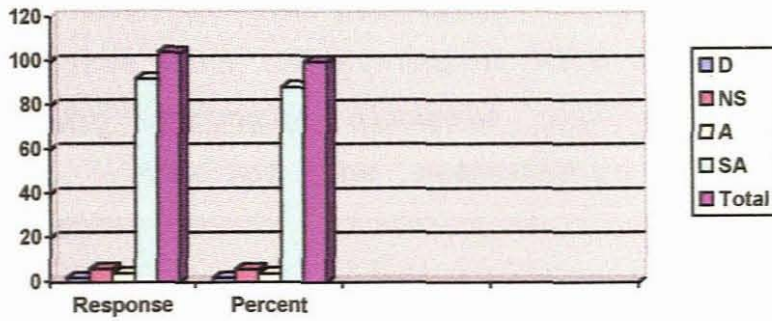
All this means is that most of the principals strongly hold the view that in due course they will be able to make the necessary paradigm shifts and run their schools in terms of the SASA which prohibits the use of corporal punishment. This strongly held view, however, also implies that at the moment it is very difficult to put into practice this

It is clear that 97% (71.2% + 25%) of the respondents strongly favour workshops and seminars to help them run their schools without resorting to corporal punishment. What is puzzling, however, is that the Department has actually run many workshops and seminars specifically to address the concerns of the principals and yet the concerns still exist.

One can only conclude that the respondents need more and more workshops and seminars to enable them to meet the complex and ever changing challenges of education in the fledgling South African democracy.

4.6.7. The situation in the school is going to deteriorate until anarchy prevails for as long as corporal punishment remains prohibited.

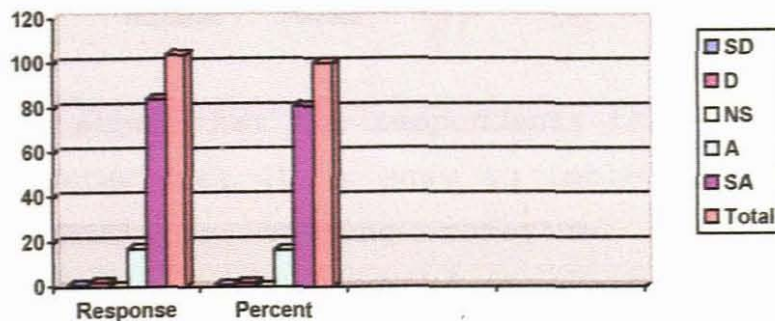
Strongly disagree	-	0	0
Disagree	-	2	1.9%
Not sure	-	6	5.7%
Agree	-	4	3.8%
Strongly agree	-	92	88.4%



A remarkable majority of 88.4% respondents were in strong agreement with the statement. Nearly 4% of the respondents who is 3.8% of the respondents agree with the statement. 5.7% of the respondents were not sure while 1.9% disagree with the statement.

4.6.8. A review of the prohibition of corporal punishment is imperative in the best interests of education.

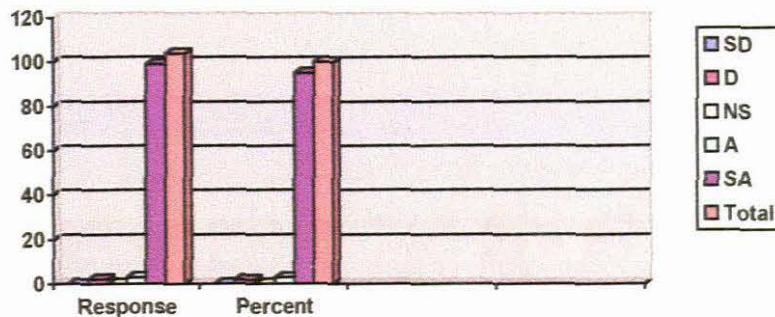
Strongly disagree	-	1	0.9%
Disagree	-	2	1.9%
Not sure	-	0	0
Agree	-	17	16.3%
Strongly agree	-	84	80.7%



The respondents' "strongly agree". This response is remarkably high at the percentage of 80.7%. A percentage of 16.3% agree with the statement with only a minority of 2 and 1% who strongly disagree and disagree with the statement. None of the respondents were sure of the statement.

4.6.9 It is impossible for the principals and educators to promote the culture of teaching and learning in their schools if they have no power to punish disobedient and indolent learners.

Strongly disagree	-	0	0
Disagree	-	2	1.9%
Not sure	-	0	0
Agree	-	3	2.8%
Strongly agree	-	99	95.1



The graph shows that the respondents that strongly disagree with the view that it is easy to implement all the aspects of the SASA is gaining momentum. This is clearly illustrated by the 71.1. % of the respondents who strongly disagree and the 20.1% who disagree.

The respondents indicated that section 38(1) of the SASA is not easy to put into practice. The preparation of the school budget is a mammoth task for the SGB members. They find it a hard nut to crack. Section 38(1) of the SASA looks fine in theory but the SGB members find that it requires special financial expertise to implement it. This particular difficulty arises from the indisputable fact that few members of the governing bodies in schools belonging to the historically disadvantaged communities are literate. Most are semi-illiterate and illiterate. In such circumstances it is very difficult for these people to prepare a budget. Even if they get experts in the field to prepare the budget for them they would find it hard to grasp the nitty gritty of the matter. The tendency would be merely to rubber stamp that which they do not comprehend.

4.7 School Fees

4.7.1 IN your view what methods can be applied by SGB members to motivate parents in the payment of school fees?

- The SGB should explain the requirement of the school so that parents would see the need for paying school fees.
- Hold regular parents' meetings
- Summon the defaulters to the meetings with the finance committee
- Send constant written reminders to defaulters and spell out the vital requirements of the school without which all else would grind to a halt.
- Explain to the defaulters the dire consequences of failing to meet their obligations to the school.

- Explain in simple English the legal steps the school may be forced to take to retrieve the money from the defaulters
- Writing threatening legal letters may not always achieve positive results. By their very nature people do not take kindly to threats. Some may even challenge those letters in a court of law.

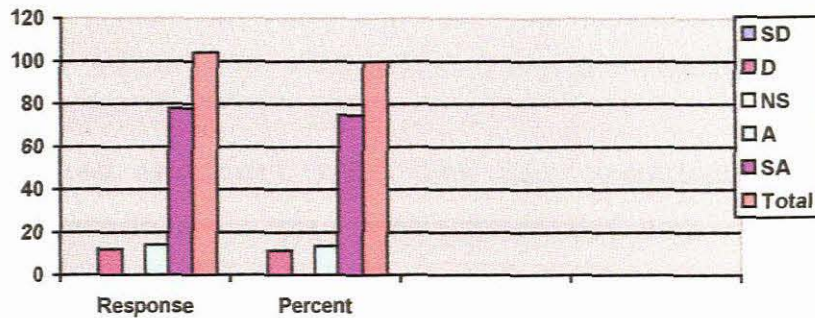
It can be acknowledged that, some parents may feel intimidated and start making loans to pay their dues to the school. This would be unfortunate because the microlenders charge exorbitant interest. The researcher is satisfied, nevertheless, that all these measures, if implemented, would convince the parents of the necessity of devising ways and means of paying school fees.

All in all, this corroborates the fact that it is difficult to put into practice certain aspects of the SASA, especially in respect of the payment of school fees.

4.8 ADMISSION POLICY

4.8.1 The admission policy interferes with the principal's democratic right to recruit and admit only outstanding learners to his/her

Strongly disagree	-	0	0
Disagree	-	12	11.5%
Not sure	-	0	0
Agree	-	14	13.4%
Strongly agree	-	78	75%



The responses are divided into "strongly agree" who form the majority, agree who form the middle responses and disagree form the minority.

The views of the respondents on how to improve SASA's admission policy were:

- Relax the age restriction policy
- Allow principals to select the best learners for their schools
- Allow principals not to admit those who fail their strict admission criteria.
- Allow schools to have admission tests for applicants.

A recent ruling in the Pretoria High court in January 2001 shows graphically how difficult it is to implement aspects of the admission policy. Acting Judge Nico Coetzee declared the age requirements for admission to an independent school policy published in February 2000 and amended in April 2000, unconstitutional and invalid.

The Judge also declared that the King David Linksfield Primary School, an independent Jewish school in Johannesburg, is entitled to admit six year old Talya

Harris, of Houghton, in Grade 1, even though she would turn seven on January 11 in 2002, and not before December 31, as the present education admission policy stipulates.

Harris argued in court that the age requirement notice for private schools was unconstitutional because it discriminates unfairly against her child and other children on the ground of their age.

The education department contends that the high failure rate of children under seven drains the budget unduly (The Natal Witness: 16 January 2001).

4.9 CONCLUSION

In this chapter data from district managers, superintendents of education management and principals was analysed and interpreted. So far the graph shows the responses as widely spread.

Generally, the view expressed by all the respondents, especially the principals, that there are some aspects of the South African School Act (Act no. 84 of 1996) which are difficult to implement in the real school situation is gaining momentum.

It has been evident from the data analysed in this chapter that it is imperative for the educational planners to review the South African Schools Act (SASA), especially the controversial aspects. These aspects of the SASA which have been identified in this chapter are, without question, very difficult to implement at the school level. Respondents indicated that an urgent review of these

aspects is imperative so that the distance between the theoretical and practical aspects of the SASA can be minimised in the best interests of education in this country.

CHAPTER 5

FINDINGS AND RECOMMENDATIONS

5.1 THE PROBLEM RESTATED

The specific objective of this study was to determine the existence and the magnitude of the chasm between policy (theory) and practice in respect of certain aspects of the South African Schools Act No. 84 of 1996 (henceforth to be referred to as the SASA).

To investigate the nature of this problem the district managers granted the researcher permission to conduct the research in their respective areas of jurisdiction. The questionnaire were then sent out to the district managers, superintendents of education management and principals of schools in the Durban South Region of the KwaZulu Natal Department of Education and Culture. Formal and informal interviews were also conducted in the same region.

On the basis of views from respondents the researcher arrived at the findings that appear below.

5.2 FINDINGS

The study discovered that the schools situated in the previously disadvantaged communities' experience miscellaneous problems with those aspects of the SASA, which sound plausible in theory but prove difficult in practice. The respondents identified those aspects as:

5.2.1 PROHIBITION OF CORPORAL PUNISHMENT

The items of this aspect which they found problematic are in section 10 (1) and (2) of the SASA which reads:

- No person may administer corporal punishment at a school to a learner.
- Any person who contravenes subsection (1) is guilty of an offence and liable on conviction which could be imposed for assault.

5.2.2 DUTIES OF GOVERNING BODIES

The researcher found that another problematic aspect of the SASA is that of the duties of governing bodies.

The governing body of a public school is expected, among other things, to perform the following duties:

- promote the best interests of the school and strive to ensure its development through the provision of quality education for all learners at the school;
- adopt a constitution;
- develop the mission statement of the school;
- adopt a code of conduct for learners at the school;
- support the principal, educators and other staff of the school in the performance of their professional functions.

5.2.3 SCHOOL FEES AT PUBLIC SCHOOLS

Another controversial aspect of the SASA is that in terms of section 40 (1) a parent is liable to pay the school fees determined in terms of section 39 unless or to the extent that he or she has been exempted from payment in terms of this Act.

Section 41 of the SASA says that the governing body of a public school may by process of law enforce the payment of school fees by parents who are liable to pay in terms of section 40. The governing body of a public school must appoint a person registered as an accountant and auditor in terms of the Public Accountant and Auditors Act 1991 (Act No. 80 of 1991) to audit the records and financial records referred to in section 42.

- (5) A governing body must submit to the Head of Department, within six months after the end of each financial year, a copy of the annual financial statements audited or examined in terms of this section.

5.2.4 ADMISSION TO PUBLIC SCHOOLS

The admission policy was found to be another problematic aspect. In terms of 5(1) a public school must admit learners and serve their educational requirements without unfairly discriminating in any way.

- the governing body of a public school may not administer any test related to the admission of a learner to a

public school, or direct or authorise the principal of the school or any other person to administer such test.

- no learner may be refused admission to a public school on the grounds that his or her parent:
- is unable to pay or has not paid the school fees determined by the governing body under section 39 of the SASA
- does not subscribe to the mission statement of the school.

The researcher established that these aspects of the SASA impact negatively on the promotion of the culture of learning and teaching in the schools. The historically disadvantaged schools experience these difficulties because they hail from a background of oppression and deliberate deprivation. Their school buildings, premises and surroundings constitute an environment that is not conducive to effective learning and teaching.

The researcher established that the ex-model C schools have no problems with the implementation of these and other aspects of the SASA. The principals of these schools told the interviewer that they have been doing all the things in the SASA for years. These schools have first class facilities that enable them to produce excellent results in all the classes every year.

The SASA is a serious attempt to address the blatant inequalities of the past and to bridge the gap between the first and the third worlds.

5.3 RECOMMENDATIONS REGARDING CORPORAL PUNISHMENT

- The researcher recommends that educators exercise authority with sensitivity and compassion.

A host of irresponsible educators abused their authority by inflicting corporal punishment ruthlessly. This type of behaviour was equivalent to malicious physical violence. The punishment meted out was not commensurate with the magnitude of the offence committed by the learner. The educator would, for example, administer ten strokes on the buttocks of a learner for a minor offence like not completing his homework.

- The researcher recommends that educators refrain from any form of child abuse and humiliation. This practice is prevalent in many schools that still resort to corporal punishment for discipline. The researcher was informed that eleven learners and an educator were about eleven minutes late for school. The bus stopped in front of the school gate. The educator disembarked first and beckoned the learners to follow him to the laboratory. He caned them mercilessly and threatened them with hell fire if they repeated the offence. Most reasonable people would view this act as child abuse and a violation of the dignity of the learners.

The schools that continue to violate the SASA prohibition argue that lawlessness would prevail if they dispensed with corporal punishment. They hold the view that the SASA prohibition deprives them of their moral authority. They say that the learners take the law into their hands and make the schools ungovernable where there is no

administration of corporal punishment. They argue that the alternatives to corporal punishment are ineffective. The SASA stipulates in no uncertain terms that any contravention of the corporal punishment prohibition is a criminal offence punishable in a court of law.

- The researcher recommends that educators be industrious and meticulous in the execution of their professional duties.

The learners will be quick to recognise this paradigm shift on the part of their educators. The learners will also begin to give their best to the academic tasks before them. The educators and learners begin to recognise one another as serious partners in the field of education. This climate automatically promotes the culture of learning and teaching in the schools without invoking the use of corporal punishment.

- The researcher recommends that educators confine their interaction with the learners strictly to professional matters.

If the educators treat the learners with respect the learners will, in turn, reciprocate with respect for their educators. The learners will carry out the instructions of their educators as best they can. The prospects of tension between the two parties are thus reduced and the schools function properly without educators and principals resorting to the use of corporal punishment.

- The researcher recommends that the principal and educators take the initiative to solicit and secure the active involvement of the parents in the education of their children.

The educators should strive to improve the quality of their relationships with the parents. They should endeavour at all times to keep the parents adequately informed about the progress of their children at school. The parents should be encouraged to attend parents' meetings. The parents should pay regular visits to the school to meet the educators of their children for in depth discussion on how best the child can be helped to succeed. The active involvement and co-operation of the parents will help create a climate in which problems are solved amicably without administering corporal punishment..

- The researcher recommends that the principals and the inspectorate submit a memorandum to the Department regarding their proposal for the review and possible amendments of the SASA clauses relating to the prohibition of the use of corporal punishment..

The respondents hold the view that the prohibition of corporal punishment should be effected in stages to enable the historically disadvantaged schools to make the necessary adjustments. They are not opposed to the implementation of the relevant SASA clauses per se. They prefer to see the implementation of the prohibition clauses as a long term rather than a short to medium term objective. Their untenable position, however, is that they cannot, in the meantime, continue with the

contravention of a law passed by parliament without the law enforcement agencies taking steps against them.

The recommendations that have been advanced by the researcher thus far are designed specifically to help all the educators to keep themselves on the right side of the law at all given times and to improve teaching and learning in schools.

Another area of deep concern apart from that of corporal punishment is that of governing body members who lack the capacity to perform their duties according to normal expectations.

5.3.1 RECOMMENDATIONS REGARDING THE GOVERNING BODY MEMBERS

5.3.1.1 INTRODUCTION

As stated earlier in the previous paragraphs these issues of grave concern are so closely related that they are almost inseparable. They are inextricably interwoven.

- The researcher recommends that all governing bodies develop and adopt a code of conduct for the learners according to section 20(1)(d) of Act No. 84 of 1996.

This code of conduct will have a set of guidelines to regulate the behavior of the unruly elements in the learner population. This will create a climate conducive to the promotion of the culture of teaching and learning. The code of conduct should focus more on the following points:

- Respect for property
- Respect for parents, educators and fellow pupils
- Respect for the co-curricular and extra-curricular activities or programmes of the school.
- Proper dress and appearance

During the struggle for liberation there was a time when the learners rejected their school uniform. The learners wanted to flout the school regulations without being recognised by their school uniform. It is the responsibility of the governing bodies to draw up a code of conduct for learners which would compel them to wear the school uniform. It is not easy for learners to engage in unwholesome behaviour while they are wearing their school uniform.

It became increasingly difficult for the principal and his staff to distinguish between a school child not in uniform and a local hooligan who had come to school for all sorts of mischief. After 1994 the learners began to wear their uniform again.

The degree of absenteeism was alarming. The learners came to school late and left early. The educators found class attendance highly irregular. The learners did not attend class periods of certain educators. Effective learning and teaching had become a thing of the past.

The code of conduct should make regular and punctual attendance of school and classes mandatory for all the learners in order to counteract all the undesirable practices mentioned in the preceding paragraph.

- The researcher recommends that these practices be avoided at all costs and at all times because they automatically lead to the disruption of effective teaching and learning in the school. The researcher was told that in some instances strong boys who had imbibed alcohol put their guns on the desk and unashamedly referred to their text books for answers during an examination session. The otherwise vigilant invigilators could do absolutely nothing about it. They were in a quandary.
- The researcher recommends that governing bodies include in the code of conduct for learners the avoidance of criminal behaviour such as forms and manifestations.
- The researcher recommends that this should be grafted into the code of conduct because the coercion of school girls by armed school boys had become a regular practice in some townships. Some respondents felt that the code of conduct should not include matters such as rape or sexual harassment because these were matters for the police. The preponderance of respondents, however, advocated the inclusion of this item on the ground that prevention is always better than cure. The police usually come into the scene when incalculable and irreversible damage has already been done. Sometimes, regrettably, they do not show up at all for logistical or other reasons.
- The researcher strongly recommends that the H.O.D. revisit section 19(1) (a) and (b) and (2) of the SASA which reads:

The Head of Department must establish a programme to:

- provide introductory training for newly elected governing bodies to enable them to perform their function, and
- provide continuing training to governing bodies to promote the effective performance of their functions or to enable them to assume additional functions.
- The head of department must ensure that principals and other officers of the education department render all necessary assistance to governing bodies in the performance of their functions in terms of this act.

70% of the respondents are of the view that most governing body members in historically disadvantaged communities lack the capacity to perform their duties satisfactory. It is an acknowledged fact that the Durban south region provides "introductory training to newly elected governing bodies" in terms of section 19 (1) (a) of Act No. 84 of 1996. The problem is with the provision of "continuing training of governing bodies to promote the effective performance of their functions" as section 19 (1) (b) stipulates.

The senior officials of the Durban South Region are the chief director, the directors for administration, Education provision services and support services. These should, in close collaboration with the district managers, superintendents of education management and the principals of schools, "render all necessary assistance to governing bodies in the performance of their functions in terms of" section 19 (2) "of the SASA".

These officials need to organise seminars and workshops to assist the governing body members in the following areas:

Section 20(b) adopt a constitution

- development of adoption of the constitution the mission statement of the school
- adopting a code of conduct for learners at the school
- supporting principals, educators and other staff of the school in the performance of their professional functions.

Section 20 (e) has caused a lot of confusion. The parent component of the governing body understands this to mean that they have the authority to visit the educators while they teach and to examine all the records of the educators and the exercise books, especially test and assignments exercise books of the learners. They think they have a right to criticise educators and to advance ideas on how best the educators can do their work. These parents are, however, in the small minority as the majority of them still need to be taught how to do the most elementary functions of governing bodies.

A serious revisitation of section 20 by the senior officials will enable the governing body members to contribute to the promotion of effective teaching and learning when they have a thorough understanding of their own role. Without the meaningful intervention of the department the school governing bodies in townships and remote rural areas will find it very difficult, if not impossible, to carry out their duties as expected of them.

Another aspect of the SASA that the respondents found difficult to implement was the admission policy.

5.4 RECOMMENDATIONS CONCERNING THE ADMISSION POLICY

- The researcher recommends that a team of legal experts be engaged by the Durban South Region to advise the principals how they can promote effective teaching and learning when the SASA admission policy denies them the right to select for admission good material for their schools.

Section 5 (1) of the SASA reads:

"A public school must admit learners without unfairly discriminating in any way". It is clear that this is an instruction to be carried out without any remonstrance. There is no allowance for the principal's use of his discretionary powers or flexibility. The principal is duty bound to accept any child who requests admission to his school. Sometimes the reports the children bring from their previous schools reflect hopeless academic performance. At other times children seeking admission are well known mischief makers who are hell bent on disrupting teaching and learning in the schools.

In terms of the SASA the principal has no right to turn those children away even if he has information that warrants such action. Section 5(2) of the SASA prohibits the administration of any test related to the admission of a learner. First of all it is well known that schools run several academic streams. The principal and the educators administer tests to the applicants solely to determine whether the applicant is a suitable candidate for the

science/maths stream or the commercial subjects stream or the general subject stream. The test is also conducted to ascertain whether the applicant has the potential to pass all the subjects in a particular stream. Section 5 (2) of the SASA prohibits this pedagogically and psychologically sound practice most emphatically. This prohibition effectively nullifies proper teaching and learning in the school. The recommendation for the engagement of legal experts is designed to address this anomaly.

- The researcher recommends a review of section 5(3) of the SASA

Section 5 (3) of the SASA reads:

No learner may be refused admission to a public school on the grounds that his or her parent:

- does not subscribe to the mission statement of the school.

It is beyond the comprehension of the researcher why a parent would take his child to a school with a mission statement he does not support. The most logical thing would be to take the child to the school with a mission statement that has his approval. Children of parents who are not in favour of the mission statement of the school usually create mammoth problems for the school and for themselves. This clearly does not augur well for effective teaching and learning.

- The researcher recommends a relaxation of the stringent age restriction on beginners.

The age restriction of seven years for beginners is problematic for parents and principals in the remote rural areas. There are parents who have always had their six year old children admitted to Grade 1 and they saw no hitches. This recent SASA restriction baffles them and they are determined to defy it. They argue that schools are there to serve the communities in which they are situated. The principals find themselves at loggerheads with the community when they attempt to implement the admission policy. They also find themselves at loggerheads with the department when they attempt to relax the stringent admission policy to accommodate their clients. These are practical problems the principals encounter on the ground.

In rural areas boys herd cattle for years and they seek admission to Grade 1 when they are about 12 or 13 years. While some make it to Grade 8 or Grade 12, others make it even to tertiary institutions. The communities are rejecting the admission policy age restrictions which say that at 12 or 13 the child is too old for Grade 1. The principals in these areas always find themselves in life-threatening situations when they try to implement departmental policies. In some instances there are principals who had to leave the schools most unceremoniously because of the community pressure. Getting no relief from their strong representations to the Department others tendered their resignations. This was a decision they did not take light heartedly.

The recommendation for the engagement of brilliant lawyers may help the department in devising viable strategies to

circumvent the exodus of the efficient principals from the profession.

A fitting climax to this study is the graphic illustration of the agony and confusion caused by the attempt to implement the age restriction on beginning learners. This is a February 2001 case of four KwaZulu Natal youngsters.

These four children are being forced by education authorities to repeat their Grade 1 year, even though they have all passed, simply because they have moved from independent schools to public ones and only turn seven in 2001.

Laksha Kowlasar was one of the pupils in Grade 1 at the Mount Edgecombe Independent School in 2000. When she transferred to the nearby Greenbury Primary School in Phoenix this year she was made to repeat Grade 1, the class she had passed with distinction, on the grounds that she would only turn 7 on February 17, 2001.

Ms Sarie Lapping, the head of the legal services in the KZN Department of Education endorsed the decision of the school. She said, "This is the regulation from the National ministry". The Mercury, page 5, February 12, 2001.

One other parent who was fuming with rage has kept his child at home saying, "I simply cannot allow my son to go back to Grade 1". Two other parents have found themselves in a similar situation. One of these parents spoke to the journalist Ajith Bridgraj, of The Mercury, on condition of anonymity. He said, "this has been an extremely

humiliating experience for my daughter and she is highly traumatised, especially because some of her friends tease her in the belief that she has failed".

The frustrated parents contacted Mr Bheki Khumalo, National education spokesman. Mr Khumalo said it was "unusual for the child to be refused entry to Grade 2 on the basis of age alone. The issue must be revisited by district officials on the ground as it is an unusual matter".

It must be pointed out that it was the very district officials on the ground who instructed the principals to place these children in Grade 1, not in Grade 2.

Mr Allan Taylor, special adviser to the National Minister of education said: "The age seven admission requirement only applies to the Grade 1 intake for the 2001 academic year. If the child has already completed Grade 1, then she needs to be placed in Grade 2 this year". He said the Director General endorsed his interpretation. He then concluded, "In any case it is our understanding of the policy that the age of admission applies primarily to Grade 1 whilst less enforceable age norms are applied for the other grades".

Mr Taylor said that all the correspondence on this matter would be sent to the KZN superintendent general as this was a matter to be handled and settled at the provincial level. This story appeared on page 5 of The Mercury of Monday, February 12, 2001 with the headlines: RED TAPE PREVENTS SIX YEAR OLDS FROM ADVANCING.
Star pupil forced to take Grade 1 again.

These cases confirm the stated problem of this study that certain aspects of the SASA are very difficult to implement on the ground. The principals of the primary schools did not quite know how to handle the cases of these four youngsters. They sought the guidance of their superintendents of education who instructed them to place these kids in Grade 1 in terms of the admission policy. The head of the legal services in the department endorsed this stand.

The senior officials of the National ministry of education however, interpret the same policy in a totally different light. They say according to their understanding of the policy the children in question are to be placed in Grade 2. They advised the district officials to take a closer look at the matter. The implication here is that they regard the interpretation of the district officials and that of the head of legal services in KZN as somewhat erroneous. In the meantime the plight of the parents and their children has reached alarming proportions as the matter has not been resolved to date.

These cases are a practical demonstration of the immense problems generated by the implementation of certain aspects of the SASA as a policy document.

Another area that causes colossal problems when the principals try to implement the SASA is the payment of school fees.

5.5 RECOMMENDATIONS CONCERNING THE PAYMENT OF SCHOOL FEES

- The researcher recommends that the criteria to determine which parents qualify for full payment and full or partial exemption be fully explained at a properly constituted parents' meetings.

Section 39 (4) of the SASA states that the Minister of Education Prof. Kader Asmal, makes the regulations regarding the equitable criteria and procedures. The considerable confusion around this issue stems from the fact that most parents don't quite know what those "criteria" are and how "equitable" they really are.

It is the explanation of these ministerial regulations that the recommendation is referring to.

A parent may appeal to the Head of Department against a decision of the governing body regarding the exemption of such parent from payment of school fees.

This raises the point that the governing body is not the final authority on these issues. The governing body, meticulously using the so called "equitable criteria", may come to the conclusion that a certain parent does not qualify for exemption from payment only to be overruled by the Head of Department. (superintendent general). This demonstrates that the implementation of these aspects of the SASA is very difficult.

Section 40 (3) compounds the difficulties faced by the principals when they move from policy to practice. It reads: "In deciding an appeal referred to in subsection (2), the head of department must follow due process which safeguards the interests of the parent and the governing body".

The head of department is not given the leeway to apply his mind objectively when he decide an appeal. He is instructed to follow the line of action that safeguards the interests of both parties. The interests of the parents, for example, may impact negatively on the culture of teaching and learning at the school.

5.6 ENFORCEMENT OF PAYMENT

- The researcher recommends that governing bodies exhaust all the strategies of soliciting payment before they resort to legal action.

Governing bodies should first convene parents' meetings at the beginning of the academic year. At these meetings they should explain in simple terms the need for the payment of school fees. They should present options of payment such as paying in full once and for all, paying quarterly, or monthly. This arrangement enables parents to settle for the options that suit them most. The governing bodies must send monthly statements to the parents. They must spell out the consequences of the failure by parents to honour their financial obligations to the school. Defaulting parents should be invited to the meetings of the school finance committee. Only when everything has been done to induce the parents to pay should consideration be given to the institution of legal proceedings.

- The researcher recommends that the co-option of people with financial expertise be given top priority by the governing bodies.

The co-option of these experts will enable the governing body to perform its tasks with relative ease. Many problems that disrupt teaching and learning in the school emanate from the misappropriation of funds. Financial experts check the records on a regular basis. This pre-empts the embezzlement of school funds.

Audit or examination of financial records

Section 43 (1) of the SASA reads: "The governing body of a public school must appoint a person registered as an accountant and auditor in terms of the Public Accountants and Auditors Act, 1991 (Act No. 80 of 1991) to audit the records and financial statements referred to in section 42.

It is clear that it may be difficult for governing bodies in villages, townships and remote rural areas to implement this complex aspect of the SASA. An additional problem is that people with financial skills are reluctant to offer their services free of charge. Many schools in the aforementioned areas do not have sufficient funds as many parents are unable to pay school fees because of unemployment and retrenchments. They just do not have the funds to secure the services of registered accountants and auditors.

5.7 CONCLUSION OF THE STUDY

This study has established that the historically disadvantaged schools encounter enormous problems in the implementation of those aspects of the South African Schools Act which were identified by the respondents.

It further established that the ex model C schools comply with the letter and spirit of all the aspects of the SASA with relative ease because they hail from privileged communities.

The SASA is a serious attempt to address the inequities of the apartheid era that characterised the first world and the third world in one and the same country. The study found that the Durban South Region of the kwaZulu Natal Department of Education and culture was trying to narrow the gap between these two worlds within its domain through networking.

The researcher hopes that this study will draw the attention of all the significant stakeholders in education to the mammoth problems that principals face as implementers of the SASA as a policy document. It is further hoped that the Durban South Region will have the intrepidity to engage legal experts to take a close look at those aspects that are fraught with innumerable implementation difficulties and advise the region on the way forward.

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Hubhushe S.P. School
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8 September 2000

Attention: Mr E.M. Kganye

The Director: Education provision services
72 Stanger Street
Durban
4000

Dear Sir

REQUEST FOR PERMISSION TO CONDUCT RESEARCH

I am currently conducting a Research Project aimed at examining some aspects of the South African Schools' Act and the implementation of this policy in schools. (Act No. 84 of 1996). Permission is therefore requested to conduct such research in schools under your control. This research is towards my M. Ed. degree, and is being carried out under the supervision of Dr. N.Q. Mkabela at the Umlazi Campus of the University of Zululand.

The topic of my dissertation is: *FROM POLICY TO PRACTICE: ASPECTS OF THE SOUTH AFRICAN SCHOOLS' ACT*. For the purpose of this research a questionnaire will be developed which will be administered to principals and superintendents of education management that fall within researchers sample in the Durban South Region. All information elicited from the research will be treated as confidential and anonymity is ensured.

Information gathered in the research will offer invaluable assistance to all educators, principals, superintendents of education management as well as to the Department of Education and Culture in South Africa.

Thanking you in anticipation.

Yours sincerely

S.S. NGUBANE



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Enquiries : D.M. Moodley	Reference :		Date : 2000-10-27	
Imibuzo : 3270278	Inkomba :		Usuku :	
Navrae :	Verwysing :		Datum :	

Mr S.S. Ngubane
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PERMISSION TO CONDUCT RESEARCH

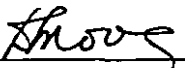
Your letter dated 11 September 2000 in respect of the above matter has reference..

Kindly be informed that permission is granted for you to conduct the research subject to the following:

1. The schools which participate in the project would do so on a voluntary basis.
2. Access to the schools you wish to utilise is negotiated with the principal concerned by yourself.
3. The normal teaching and learning programme is not to be disrupted.
4. The confidentiality of the participants is respected.
5. A copy of the thesis/research is lodged with the Regional Chief Director through my office on completion of your studies.

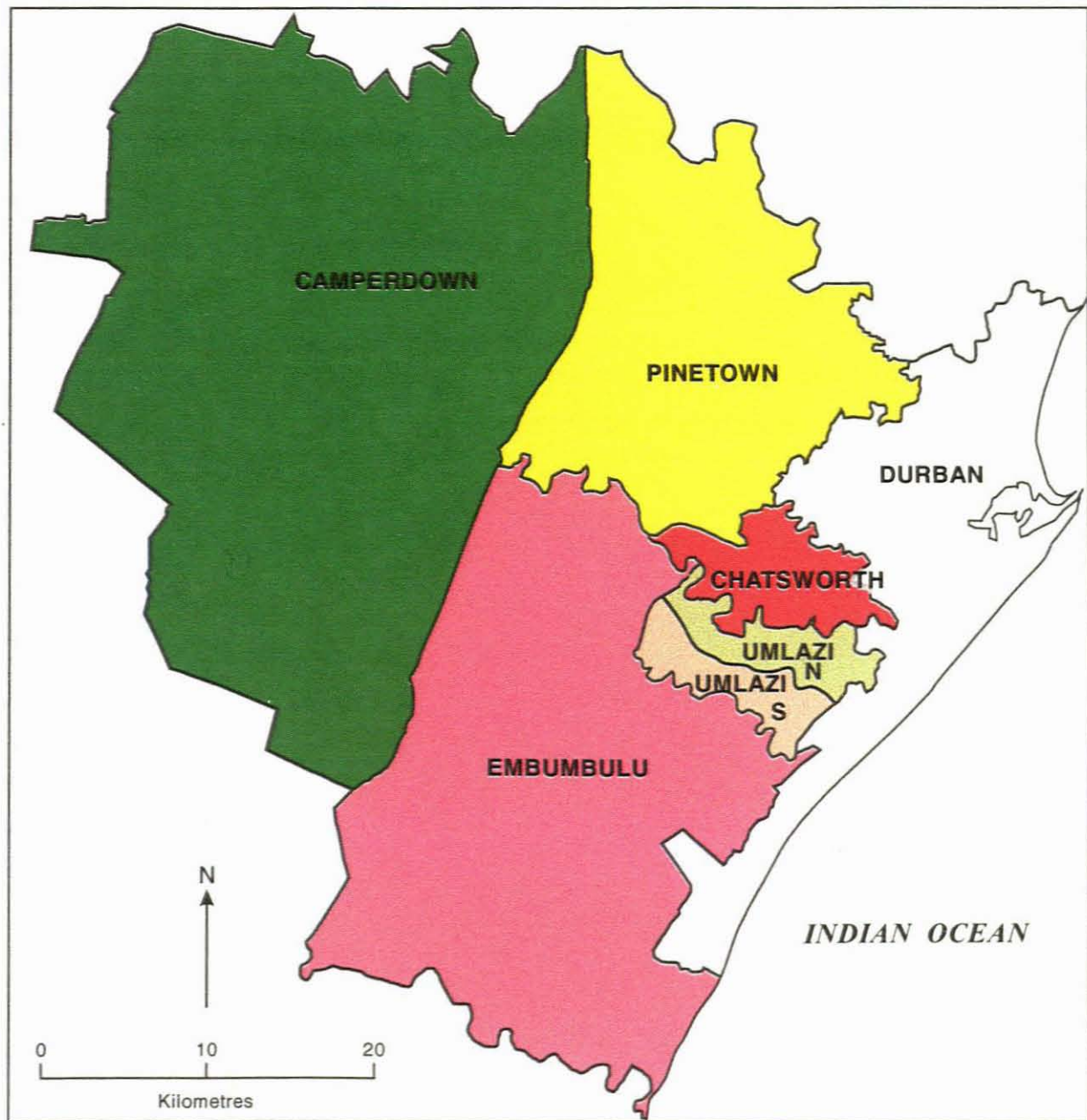
I wish you all the success in the research you are undertaking.

Kind regards.


D.M. MOODLEY
CHIEF EDUCATION SPECIALIST

APPENDIX A

DURBAN SOUTH REGION



QUESTIONS TO PRINCIPALS**SECTION A**

Dear Colleague

I am conducting a research project aimed at examining the South African Schools Act and its implementation in schools.

Kindly assist me by responding to the attached questionnaire.

I would like to assure you that all the information you provide will be regarded as strictly confidential. You may not sign your name but please answer all questions as honestly as you can.

S. S. NGUBANE

SECTION B

QUESTIONNAIRE FOR PRINCIPALS

Respondents are requested to indicate their responses by means of a cross where applicable. Some questions require some comments or just a few words.

1. General information

1.1

Sex	
Male	
Female	

1.2 AGE GROUP

Under 30	
31 – 40	
41 – 50	
Over 50	

1.3

Marital status	
Married	
Unmarried	

1.4

Home language	
English	
Afrikaans	
Zulu	
Xhosa	
Sotho	
Other (please specify)	

1.5

Occupation	
Principal	
Acting principal	

1.6 For how long have you occupied your present position?

One year	
Between one and five years	
Between five and ten years	
Over ten years	

1.7

Circuit	
---------	--

1.8 Do you have the school Governing Body in your school?

Yes	
No	

1.9 If yes in 1. 8 how many members make your school governing body?

SECTION C

Questions on the South African Schools Act (SASA)

1.1 Does your school have copies of the South African Schools Act?

Yes	
No	

1.2 In your school copies of the SASA are made available to educators and school governing body members?

Yes	
No	

2. CORPORAL PUNISHMENT

2.1 Schools need to administer corporal punishment to effect discipline.

Strongly disagree	
Disagree	
Not sure	
Agree	
Strongly agree	

2.2 The SASA's prohibition of corporal punishment contributes to the many cases of indiscipline in the schools today.

Strongly disagree	
Disagree	
Not sure	
Agree	
Strongly agree	

2.3 The prohibition of corporal punishment makes it difficult for principals to run their schools as efficiently as they did before.

Strongly disagree	
Disagree	
Not sure	
Agree	
Strongly agree	

2.4 Some learners deliberately break the school rules and regulations because they know that corporal punishment has been abolished.

Strongly disagree	
Disagree	
Not sure	
Agree	
Strongly agree	

- 2.5 Discipline in the schools will improve over the years as the principals get used to the system of running their schools without resorting to corporal punishment.

Strongly disagree	
Disagree	
Not sure	
Agree	
Strongly agree	

- 2.6 The principals need workshops and seminars to enable them to run their schools without resorting to corporal punishment.

Strongly disagree	
Disagree	
Not sure	
Agree	
Strongly agree	

- 2.7 The situation in the schools is going to deteriorate until anarchy prevails for as long as corporal punishment remains prohibited.

Strongly disagree	
Disagree	
Not sure	
Agree	
Strongly agree	

- 2.8 A review of the prohibition of corporal punishment is imperative in the best interest of education.

Strongly disagree	
Disagree	
Not sure	
Agree	
Strongly agree	

- 2.9 It is impossible for the principal and educators to promote the culture of teaching and learning in their school if they have no power to punish disobedient and indolent learners.

Strongly disagree	
Disagree	
Not sure	
Agree	
Strongly agree	

3. SCHOOL FEES

- 3.1 A school should admit learners whose parents disclose that they cannot afford to pay the school fees.

Strongly disagree	
Disagree	
Not sure	
Agree	
Strongly agree	

- 3.2 A school should withhold the examination results of the learners whose parents fail to pay the school fees.

Strongly disagree	
Disagree	
Not sure	
Agree	
Strongly agree	

- 3.3 School should take legal action against the parents who fail to pay school fees.

Strongly disagree	
Disagree	
Not sure	
Agree	
Strongly agree	

- 3.4 The full or partial exemption of some parents from paying school fees makes it difficult for the school to meet all its needs.

Strongly disagree	
Disagree	
Not sure	
Agree	
Strongly agree	

- 3.5 It is difficult for the SGB to take legal action against parents who default on school fees.

Strongly disagree	
Disagree	
Not sure	
Agree	
Strongly agree	

- 3.6 It is easy for the SGB to prepare a budget each year according to the guidelines of the M.E.C. in terms of section 38(I) of the SASA.

Strongly disagree	
Disagree	
Not sure	
Agree	
Strongly agree	

- 3.7 In your view what methods can be applied by SGB members to motivate parents in the payment of the school fees?

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INTERVIEW ITEMS**1. General information****1.1**

Sex	
Male	
Female	

1.2

Age Group	
40 – 55	
Over 55	

1.3

Home language	
English	
Afrikaans	
Zulu	
Xhosa	
Sotho	
Other please specify	

1.4

Occupation	
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1.5

Rank	
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1.6

District	
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1.7

Circuit	
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1.8

Highest academic qualification	
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2. Question on the South African Schools Act (SASA)**2.1 Do schools under your district / circuit have copied of South African Schools Act (SASA)?**

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2.2 Are copies of SAS available to educators and school governing body members (SGB)?

2.3 Are there in your view, aspects of the SASA which are extremely difficult to implement in the real school situation?

2.4 Can you name all the aspects of the SASA which you consider to be extremely difficult to implement in the real school situation?

2.5 Do all the members of the SGB have a full understanding of the SASA?

2.6 What measures have you taken to make SGB members to understand SASA?

2.7 Schools need to resort to corporal punishment to affect discipline?

2.8 Giving too much power to the SGB the SASA exposes them to nepotism and corruption especially in respect of the appointment of educators?

2.9 the enlightened SGB members may exploit the ignorance of the illiterate SGB members.

2.10 The educators in the SGB leak confidential discussions of the SGB meetings to other educators?

2.11 The SGB members of the schools in your district / circuit found it difficult to submit copies of their constitution to the H.O.D. within 90 days of their election in terms of section 18 (3) of the SASA?

- 2.12 The SGB in your district / circuit found it extremely difficult to develop the mission statement of their schools in terms of section 20 1 (c) of the SASA?

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- 2.13 Do schools in your district / circuit admit learners whose parents declare that they cannot afford to pay school fees?

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- 2.14 Do the SGB members take or threaten to take, legal action against parents who do not pay school fees?

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- 2.15 Do the schools in your district / circuit find it difficult to implement section 43 (5) of the SASA which state that they must submit to the H.O.D. within six months after the end of the financial year, a copy of the annual audited financial statement?

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- 2.16 The admission policy interferes with the principal's democratic right to recruit and admit outstanding learners to his / her school?

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