THE CHALLENGES OF WHOLE SCHOOL EVALUATION FOR SCHOOL GOVERNING BODIES IN HLABISA DISTRICT KWAZULU NATAL PROVINCE

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DECLARATION

I, the undersigned, hereby declare that the work contained in this assignment is my own original work and that I have not previously in its entirely or in part submitted it at any university for a degree.

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ABSTRACT

South Africa has a long history of apartheid and other forms of unfair discrimination in education. In the past there were separate and unequal school and education systems based on ethnicity, race and colour. Following the democratic elections of April I994 a new era in education commenced. The education system was transformed to a unitary system and a programme of legislation was launched aimed at promoting democratic ideals and practices.

Of particular importance to schools was the South African Schools Act (Act No 84 of I996), which granted significant powers to school governing bodies (SGBs) at local level. The composition of SGBs was based on elected representation from four main stakeholder groups, namely parents (in the majority), educators, non-educator staff and learners (in Grade 8 or above), plus the principal *ex officio*.

The powers and functions granted to SGBs were intended to promote participative decision-making, a sense of ownership and responsibility aimed at promoting the best interests of the school. The innovation of SGBs had far-reaching potential to improve school effectiveness and more importantly to contribute to the growth of democracy in South Africa.

In 2001, aimed specifically at ensuring quality education, the government introduced the National Policy on Whole Schools Evaluation (WSE). The policy unified and integrated previous approaches to school and teacher assessment and was centred on a school-based and holistic approach to the monitoring and improvement of school quality. Using objective criteria and performance indicators on nine areas of functioning, the WSE model relied on an ongoing process of school self-evaluation, supported by external auditing and feedback, leading to each school having a school development plan (SDP). Ownership and direction of this was envisaged to be an important responsibility of SGBs. In this way, school improvement and educational quality became strategically linked to effective school governance.

As an educator in the Senior Secondary School phase, the researcher has gained fruitful insights into schools in the rural and semi-rural areas of Hlabisa District in the

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province of KwaZulu Natal. This first-hand experience has made him keenly aware of problems and challenges for SGBs in fulfilling their role in implementing the processes of monitoring and evaluating school performance in line with WSE.

The research therefore aimed to contribute to a better understanding of the particular needs of SGBs in meeting the requirements of WSE. The research was structured therefore around two aspects: firstly, a conceptual and policy analysis that tried (a) to identify and explain significant concepts relevant to understanding both school governance and school evaluation and (b) to identify and explain the legislative and policy context by dealing with the relevant documents. This included a brief explanation and contrast of the policy approaches to governance and school assessment in the pre-1994 and post-1994 dispensations. The second, more empirical part of the study aimed to investigate the experience of SGBs in practice, by using questionnaires and interviews to collect data from a sample of ten schools in the Hlabisa district.

Based on the responses collected the researcher was able to conclude that there are many positive signs of healthy development in school governance in the schools sampled. Particular challenges were also identified relating to the needs of SGBs in order to implement WSE programmes successfully. These challenges included drawbacks caused by illiteracy among school governors, the need for more effective training of SGBs in reaching a full understanding of the governance rights and responsibilities, and the need to bring about a more inclusive participation of all stakeholders, especially also by learners and non-educator staff in exercises such as WSE.

In the light of these challenges, the study was able to make certain practical recommendations and suggest questions for future research on the role of school governance in improving school effectiveness through the Whole School approach.

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OPSOMMING

Suid-Afrika het 'n lang geskiedenis van apartheid en ander vorme van onregverdige diskriminasie in die onderwys, insluitend afsonderlike en ongelyke skole en onderwysstelsels gebasseer of ras, kleur en etnisiteit. Die demokratiese verkiesing van April 1994 het 'n nuwe onderwysbedeling ingelei deur die onderwysstelsel tot 'n unitêre sisteem te transformer en 'n reeks wetgewing te loots om demokratiese ideale, waardes en praktyk te vestig.

Van spesifieke belang vir skole was die Suid-Afrikaanse Skolewet (Wet Nr 84 van 1996), wat nuwe magte aan skoolbeheerliggame (SBLs) op plaaslike vlak oorgedra het. Die samestelling van SBLs is gebasseer op die deelname van verkose verteenwoordigers vanuit vier groepe belanghebbendes, naamlik ouers (in die meerdeheid), opvoeders, nie-opvoeder personeel en leerders (in Graad 8 of hoër), en die skoolhoof *ex officio*.

Die magte en funksies aan SBLs toegewys, is daarop ingestel om deelnemende besluitneming en verantwoordelikheid te bevorder, gerig op die bevordering van die algemene belang van die skool. Die instelling van SBLs het vêrreikende potensiaal om skooleffektiwiteit te verbeter en, nog belangriker, om by te dra tot die groei van demokrasie in Suid-Afrika.

In 2001 het die regering die 'National Policy on Whole Schools Evaluation' (WSE) ingevoer, spesifiek gerig op die verhoging van skoolgehalte. Dit het 'n eenvormige benadering geskep wat vorige benaderings tot skool- en opvoederassessering geïntegreer het. Die WSE-model is 'n skoolgebasseerde en holistiese benadering om skoolgehalte te moniteer en verbeter deur gebruik te maak van objektiewe kriteria en prestasie-indikatore m.b.t. nege fasette van funksionering. Die model maak staat op 'n voortgesette proses van skool-selfevaluering, ondersteun deur eksterne departementele ouditering en terugvoer, met die oog op die opstel en handhawing vana 'n skool-ontwikkelingsplan (SOP). Die eienaarskap en bestuur van die proses word in die beleidsdokumente beoog as 'n belangrike verantwoordelikheid van SBLs.

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Op hierdie wyse word skoolverbetering en doeltreffende skoolbeheer strategies gekoppel.

As opvoeder in die Senior Sekondêre skoolfase het die navorser vrugbare insigte in skole in die landelike en half-landelike gebiede van die Hlabisa-distrik in die provinsie van KwaZulu Natal bekom. Hierdie eerste-handse ervaring het 'n sterk waardering by hom tuisgebring t.o.v. die probleme en uitdagings vir SGLs om hulle verantwoordelikhede na te kom om die prosesse van monitering en evaluering van skoolprestasie uit te voer in lyn met die verwagtinge rondom WSE.

Die onderliggende doel van die navorsing was dus om 'n bydrae te lewer tot 'n beter begrip van die spesifieke behoeftes van SBLs om aan die vereistes van WSE te voldoen. Die metodologie van die studie maak gebruik van twee hoofperspektiewe. Eerstens word 'n konseptuele en beliedsanaliese aangepak wat (a) poog om kernbegrippe te identifiseer t.o.v. 'n voldoende begrip van sowel skoolbeheer as skoolevaluering, en (b) poog om die wetgewende en beleidskontekste te omskryf aan die hand van die relevante dokumente. Dit sluit in 'n beknopte verduideliking en kontrastering van die beleidsbenaderings tot skoolbeheer en skoolevaluering tydens die voor-1994 en die na-1994 bedelings. Die tweede, meer empiriese deel van die studie is daarop gemik om die belewenis in die praktyk van SBLs te ondersoek. Vraelyste en onderhoude is gebruik om gegewens van respondente by 'n monster van tien skole in Hlabisa-distrik te versamel.

Die antwoorde op die empiriese ondersoek het die navorser in staat gestel om tot die gevolgtrekking te kom dat daar heelwat positiewe tekens is van gesonde ontwikkeling in skoolbeheer onder skole in die bepaalde gebied. Besondere uitdagings is ook geïdentifiseer m.b.t. spesifieke behoeftes by SBLs om hulle in staat te stel om die WSE-programme doeltreffend te kan implementer. Sulke uitdagings sluit die volgende in: die belemmerende invloed op skoolbeheer van ongeletterdheid on SBL-lede, die behoefte aan meer effektiewe opleiding van SBLs rondom die regte en verantwoordelikhede van skoolbeheer, en die behoefte om meer inklusiewe deelname van alle belanghebbendes in skoolbeheer te bewerkstellig, veral dié van leerder-verteenwoordigers en nie-opvoeder lede in prosesse soos WSE.

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In die lig van die geïdentifiseerde uitdagings, maak die studie sekere praktiese aaanbevelings en word voorstelle gemaak vir verdere navorsing t.o.v. die rol van skoolbeer in die verhoging van skooleffektiwiteit d.m.v. die WSE-benadering.

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DEDICATION

For their moral support, encouragement and endless prayers, which have always carried me through all my endeavours, this work is dedicated to the following members of my family:

My beloved wife Ntombi Busisiwe Ntombela;
My daughters Philile, Nokuthula, Celiwe and Nontobeko;
My sons Xolani Sibusiso (late) and Nkululeko Liberty;
My grandchildren Noxolo, Nondumiso, Mandisa, Bhekumndeni, Bonga and Thami.
My stepmother, Anna Dolly Cebekhulu; and
My uncle, Sydney Ndoda Ntombela.

It is also dedicated to my half brother Thulani Eugene Ntombela, the Principal of Mbongeni High School, who has been a source of inspiration in my life and role model, hard worker, motivator and above all a person whom I admire for his courage.

May the Almighty God bless you all.

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CHAPTER I

ORIENTATION OF STUDY

1.1 INTRODUCTION

The National Policy on Whole School Evaluation (WSE) (RSA 2001) has been designed to ensure that school evaluation is carried out according to an agreed national model.

By way of introduction, the following general features of the WSE policy may be summarized: The policy sets out the legal basis for school evaluation, its purposes, what is to be evaluated and who must carry out the evaluations. It also provides details of the practical steps by which evaluation should be conducted. Furthermore, WSE should also be seen as part of the broader process of educational transformation in South Africa because it seeks to ensure that similar standards are upheld in all the nation's schools so that all our children are given an equal opportunity to make the best use of their capabilities. The policy can also be seen to be promoting democratic values and processes such as accountability and participation as it contains built-in mechanisms for reporting findings and providing feedback to the school and to various stakeholders such as the national and provincial education departments, parents and society at large on the level of performance in schools.

The WSE policy is thus aimed at improving the overall quality of education in South Africa. As a process, WSE is meant to be supportive and developmental rather than controlling, punitive and judgmental. The main purpose of WSE is to facilitate improvement of school performance, through approaches characterized by partnerships collaboration, monitoring and guidance.

According to the National Education Policy Act (Act No 27 of 1996) the Minister is mandated to direct the standard of educational provision and monitor delivery and performance. A key part of this is to encourage and even force schools to carry out self-evaluation as a preparation for external WSE (DoE 2001). In order for the school to carry this out, School Governing Bodies (SGBs) are intended by the policy to be engaged in the process.

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The WSE system replaces the previous school inspection system carried out in South Africa by the various separate departments under the apartheid regime. For many years, there was no national system for evaluating school performance hence the national policy for Whole School Evaluation was introduced. At the same time, changes in the governance structures after 1994, produced decentralization of school governance at local school level to School Governing Bodies, in terms of the South African Schools Act (Act No 84 of 1996). This meant that governance was vested in SGBs, which were entrusted with the best interests of the school and were now held responsible for monitoring evaluation of their school for the best interest of learners.

Basically WSE is an approach to evaluating a school by conceptualizing it holistically, in terms of nine broad areas of functioning that are intended to cover more or less every aspect of the school. These areas are:

- Basic functionality of the school
- School Governance and relationships
- Leadership management and Communication
- Quality of teaching and learning and educator development
- Curriculum provisions and resources
- Learners achievement
- School safety, security and discipline
- School infrastructure
- Parents and the community

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1.2 BACKGROUND TO THE PROBLEM

The WSE policy was aimed at empowering both educators and learners. The evaluation of a school, using WSE, is not an end itself, but the first step in the process of school improvement and quality enhancement. It was also designed to achieve the goal of the improvement through a partnership between supervisors of schools and support services at one level and national and provincial departments at another.

A policy step of this kind was a logical and necessary development from the South African Qualifications Authority (SAQA) Act (Act No 58 of 1995), which required that Education and Training Quality Assurance (ETQA) bodies must be established for the purpose of monitoring and auditing achievements in terms of national standards and qualifications.

The shift in terminology from inspection to a form of whole-school evaluation is important. The concept of whole-school evaluation encapsulates school self-evaluation as well as external evaluation. It provides for schools to receive advice and support in their continual effort to improve their effectiveness. It does not interfere in any way with the existing activities and agreements, for example systematic evaluation and developmental appraisal system (DAS). It could even be said that part of its purpose is to evaluate the effectiveness with which such initiatives are being implemented and provide information aimed at strengthening their contribution to educational improvement.

It is interesting to note the fact that initially the WSE policy was not supported or accepted by the educators and teacher unions at the Public Service Co-coordinating Bargaining Chamber (PSCBC) because of some implications attached to this policy. With this background of initial opposition and criticism in mind, the researcher therefore makes an attempt in this study to investigate the challenges of WSE in a specific school district where he works, namely the Hlabisa district in KwaZulu Natal province. In particular, the research seeks to assess the challenges of WSE to School Governing Bodies. The study identifies a number of challenges facing the SGB's regarding WSE and sets out recommendations to deal with these challenges. As a way to keep the study within boundaries suitable for a limited research assignment of this kind, the focus is kept mainly on only the first two of the nine areas of

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functioning in the WSE policy, namely (a) **the basic functionality of the school** and (b) **school governance and relationships.**

1.3 STATEMENT OF THE RESEARCH PROBLEM

The departure point for this study is that, on the basis of his own observation and experience in schools in the rural area of the Hlabisa district in KwaZulu Natal, the researcher believes that there are areas of dysfuntionality in schools that make it difficult to implement the policy of WSE as envisaged. The first criterion of the basic functionality of the school is designed to judge whether the conditions exist in the school to enable it to function efficiently to realize the educational and social goals set for it by the local and national community. But the problem identified by the researcher is that at the outset, the stakeholders meant to implement the policy resist change. There is therefore a serious need to bring about a change in the attitude of stakeholders about responsibilities for the basic functionality of the school.

Secondly, the criterion or assessment area of governance and relationships is meant to focus on the effectiveness of a school governing body in giving the school clear strategic direction in line with the South African School Act (SASA) and other related legislation. In most urban areas and in former "Model C" schools there appear to be few problems compared to the rural schools. In the urban schools the parent components of the governing bodies are literate whereas in most rural schools the parent component of the governing bodies consists largely of parents who are illiterate.

The illiteracy of the rural parent component of the governing body creates some problems and misunderstanding about policies and procedures. Capacity building of SGBs in order to participate in the process of WSE is one of the major challenges with regard to the implementation of the State's intentions to develop school evaluation and school based partnerships, hence members of the SGBs require in-service training on internal Whole School Evaluation.

This investigation is therefore an attempt to investigate the problems and implications for SGBs in relation to these two areas of WSE.

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1.4 AIMS OF STUDY

The purpose of this study is to investigate the challenges for WSE with special reference to Hlabisa District, especially the implementation of the assessment areas the basic functionality of the school and the school governance and relationships. The study seeks to unearth the main problems that have been a stumbling block in the initial stages of the implementation of the WSE policy in this school district. As mentioned, one of the stumbling blocks has been that the policy itself did not get the support and acknowledgements of educators and the teacher unions because of misconceptions the unions and educators held about the policy as a whole. Some felt that there was no need at all for a policy of this nature since the "Developmental Appraisal System" (DAS) policy was still in place to serve the purpose. On the other hand, the Ministry or Department of Education held a different perspective on the whole issue of the "School Evaluation Policy". The Ministry at national level of the Department of Education held that the policy would serve to scrutinize the school performance as a whole; as it was based on nine key areas for evaluation, it would differ from other models for evaluation such as the DAS, which focuses only on educator performance for developmental purposes. An aim of the study – and a motivation – is therefore to throw more light on this background of misconception about the role of WSE.

More directly, the aim with regard to investigating the criterion of the basic functionality of the school is to make judgments and report on the role and effectiveness of the following:

- The school policies and procedures
- The level of absence, lateness and truancy and procedures for dealing with them
- Learner's response to the school, provision
- The behavior of the learners

With regard to the second criterion, governance and relationships, the study aims to investigate the part played by the governing bodies in the formation and implementation of

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the aims and policies of the school. It also investigates the suitability and effectiveness of the policies and takes into account the following:

- The constitution of the governing body and any terms of reference
- The organization of the governing body and its committees
- The membership of the governing body
- The part played by the governing body in the formulation and implementation of the school's aims and policies
- The suitability and effectiveness on the policies
- Systems the school governing body has for monitoring and evaluating the quality of education provided by the school

1.5 RESEARCH DESIGN AND SEQUENCE OF CHAPTERS

The research report consists of five chapters. The broad structure of this research study is modeled in such a way that it draws on two forms of data: literary and conceptual sources, on the one hand, and empirical data obtained from field study on the other hand. The research progresses from an introduction and statement of the problem to a study of a selection of relevant literature, in order to identify and discuss the concepts most significant to the topic. After this theoretical analysis, the topic is contextualised at a national level by (a) describing the historical legacy that had to be addressed by new approaches to school development in a democratic South Africa, and (b) outlining the most principal policy documents that were aimed at framing schools in the new dispensation. The focus then shifts to the local context and by using empirical evidence obtained through field research in the rural area of the Hlabisa district in KwaZulu Natal, an assessment is made of how the challenge for WSE is being met on the ground in specific rural schools and SGBs.

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The research report is structured as follows:

Chapter 1 provides an introduction and statement of the problem. It also outlines the methodology followed in a research for this study.

Chapter 2 deals with conceptual clarity and the identification of the conceptual framework significant for the research. Using a literature review and taking the two core concepts of school governance and the Whole School Evaluation policy as departure points, the following were identified and described as the most relevant concepts: *governance*, *school governing body*, *whole school evaluation*, *quality assurance*, *democracy*, *developmental appraisal system*, *education transformation*, *challenge*, and *evaluation*. For the purpose of this study more emphasis was placed on **basic functionality** of the **school and school governance and relationships.**

Chapter 3 presents a brief overview of the historical and policy framework that influenced how school education systems were organized during and after the apartheid era. This overview shows how policies and practices led to fragmentation in education systems during the apartheid era through school evaluation policies that were not standardized but were based on racial discrimination. The overview shows how, in contrast, the new policy framework after 1994 clearly defines the aims and objectives of the Whole School Evaluation policy as part of a unitary and integrated approach to an equitable school system. The two main statutes or policy documents that framed the institution of school governance are also outlined in this chapter. These two documents are the Constitution of the Republic of South Africa (Act No 106 of 1996) and the South African Schools Act (Act No 84 of 1996). The former statute was enacted as cornerstone of the new democratic state based on the rule of law and rule by a duly elected government; the latter provides for a uniform system for the organization, governance and funding of schools.

Chapter 4 deals with the presentation and analysis of data that was collected through the field survey method and the interpretation thereof. The analysis is presented with a view to addressing the aims and objectives of study. In this section findings are examined thoroughly and conclusions drawn from such findings. The chapter also reports on the final stage of the research.

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Chapter 5 provides a summary of the research, offers conclusions and makes recommendations. It is also an attempt to make some cautious generalisations based on some of the findings as well as proposing a way forward for research in this area.

1.6 DELIMITATION OF THE STUDY AREA

This study is geographically limited to Hlabisa district, in the North Coast of KwaZulu Natal.

The area is found between the Umfolozi River to the south, the Nongoma magisterial district to the west, the Ubombo and Louwsberg magisterial districts to the north and the Indian Ocean to the east.

The study area is approximately 200 km north of the Durban Metropolitan area in KwaZulu Natal Province.

This research was conducted as part of a Masters programme in educational leadership at the University of Stellenbosch.

The researcher is resident in Hlabisa district in the province of KwaZulu Natal, employed as a full time educator in a senior secondary school. As a Distance Education student, more than 1 500 kilometers away from Stellenbosch, the researcher had very limited contact with the University and adequate access to resource materials was always a challenge in this undertaking. Time and financial constraints also imposed limitations on the scope of the study. Because of these conditions a limited sample of schools was included for interviews, more by way of a case study for interpretation than to demonstrate any statistical significance. All these schools were restricted to the areas around KwaMsane and Mtubatuba school circuits, i.e. within reasonable access for the researcher to communicate with the respondents. These circuits were part of Hlabisa district area together with the four remaining school circuits that were not chosen because of their non-proximity to the researcher's place of residential. For the sake of logistics and economy, schools were selected

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on the basis of close proximity to the researcher's place residence. These were selected in two different categories, namely Primary Schools and Senior Secondary Schools.

1.7 RESEARCH METHODOLOGY

In any research study the description of the method of acquiring, analyzing and interpreting data is important for better understanding of empirical procedures to be followed. The aim of this study was to investigate the Whole School Evaluation challenges for school governing bodies with special reference to Hlabisa district in KwaZulu Natal Province.

In order to accomplish his goals, the researcher obtained the principal empirical data through the use of structured interviews. Questionnaires were distributed to the various stakeholders at the selected schools followed up by an interview with each group of stakeholders or representative individual or structure to provide clarity or to expand on aspects of the questionnaire.

Questionnaires were given to the representatives of the following stakeholder groups: educators, principals of schools, non-educators, parents, chairpersons of SGBs and members of the Learner Representative Councils (in the case of a high school offering Grade 8 and above).

The interview questions were of a similar nature but there were different patterns of questions to focus on specific issues, depending on the particular stakeholder group. There were thus questions applicable respectively to the principals and educators, and others to the non-educator staff, parents, Chairperson of the School Governing Bodies and Learner Representative Councils.

As already indicated in the delimitation of the study, certain factors were constraints on the scope of the research. Similar constraints also had a strong influence on the methodology. It took almost five weeks for the researcher to complete the survey because of a somewhat uneconomical and inconvenient way in which the researcher tried to communicate effectively with the respondents since the selected schools were not in a close proximity to his place of

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employment. It thus became so difficult for him to pay visits to the different people being interviewed.

The researcher therefore conducted most of his interviews after school hours, the only time where it was possible for him to have contacts with relevant stakeholders. In some cases the researcher was also bound to visit other members of the community, like the chairperson of a SGB, at their own place of residence even during the weekends. Another major practical difficulty in the study was that the researcher is employed as a full time educator in a secondary school with a work load of about 40 periods per 8-day cycle with other responsibilities as the head of department for Human and Social Sciences. This commitment also made it almost impossible to conduct aspects of the investigation at times other than late in the day or over weekends.

1.8 SUMMARY

The National Education Policy Act (Act No 27 of 1996) mandates the minister to monitor the standard of educational delivery and performance. A key part of this is to create a system, through policy, in which schools are obliged to carry out self-evaluation as a preparation for external Whole School Evaluation (WSE)(DoE 2001). In this process, School Governing Bodies (SGBs) are mandated by the policy to be actively engaged in the process of school evaluation and development.

Against the background that the WSE policy was initially not well understood and was met with resistance from members of the educator profession, the researcher sets out in this study to investigate the challenges of WSE in a specific school district where he works, namely the Hlabisa district in KwaZulu Natal province, especially as regards the challenges of WSE to School Governing Bodies. The focus of the study is kept mainly on only the first two of the nine areas of functioning in the WSE policy, namely (a) **the basic functionality of the school** and (b) **school governance and relationships.** The study seeks to unearth the main problems that have been a stumbling block in the initial stages of the implementation of the WSE policy in this school district.

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The approach followed is (a) to develop, by referring to relevant literature, a suitable conceptual framework for a discussion of school evaluation and the role of school governance, (b) to locate this within a statutory and policy context by referring to the role of the SA Constitution and the SA Schools Act as well as the policy for WSE and (c) to investigate how the WSE policy is being worked out in practice by looking at the way in which SGBs are responding to the challenge in a sample of specific schools in Hlabisa district in KwaZulu Natal province. This empirical part of the study relies on fieldwork based on questionnaires and interviews with representatives of the key stakeholder groups, namely educators, principals, non educators, parents and learner representatives on SGBs.

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CHAPTER 2

ANALYSIS OF RELEVANT CONCEPTS

2.1 INTRODUCTION

This chapter sets out to identify and define key concepts relating to school governance, against the background of democratic transformation in South Africa as a whole and in the education system in particular. This analysis is done mainly on the basis of a brief literature review, concentrating on relevant policy documents. Since the early 1990s a strong discourse has developed on education policy, articulated and focused, for example, in the National Education Policy Investigation (NEPI) (NEPI, 1993) played a major role in advocating democratic school governance.

After 1994 the apartheid era was brought to an end and the Government of National Unity was established. This fledgling government based on the principles of democracy, equity and redress, was determined to ensure that all structures in South Africa society (political, economic, social and educational) should reflect these same principles (Tshifura, 2002: 1).

There was also a shift of emphasis in the new policy directions. In all the school structures in South Africa, the declared intention was that role players should enjoy much greater autonomy and power to influence school policy.

The state had to take the overall responsibility to control all government schools. School Governing Bodies (SGBs) were to be elected by certain stakeholders groups. These school governing bodies were to be responsible for the school governance which meant that while the principals as professional managers should run the school on a day-to-day basis, governing bodies should perform all the specific functions given to them by the South African Schools Act (Act No 84 of 1996) and provincial legislation and regulations (RSA

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1997: 11). The school governing bodies were also to be responsible for the maintenance of school facilities and were also empowered by law to set, improve and develop the rules, direction within the framework of the Schools Act. They were also given the status of legal person and had fiscal and legal powers as outlined in the Act (RSA, 1996b).

2.1.1 Identification of concepts

The concepts that are considered to be of vital importance are key concepts such as: governance, school governing body, Whole School Evaluation policy, school development policy, quality assurance, democracy, Developmental Appraisal System, educational transformation, challenge, evaluation and stakeholders. There are also other subsidiary concepts, which are also used in this chapter and were chosen to ensure a comprehensive conceptual framework relevant to interpreting the research problem, namely the challenge to SGBs of school development through the implementation of the Whole Schools Evaluation policy. These additional concepts include parents, educators, learners (LRC), school community, non-educator representatives and principals (as officio members).

2.2 GOVERNANCE

Governance is the noun that denotes the act, manner, fact or function, of governing, i.e. of ruling with authority and conducting the policy actions and affairs of a particular constituency. It is the action of holding sway and controlling (Fowler & Fowler, 1995: 522). According to the New Shorter Oxford Dictionary (Brown, 1993: 675) "Governance basically has to do with authority controlling, influencing, regulating and directing".

Governance is thus closely linked to concepts such as power, legitimacy and authority. Coulter (1981: 4-6) defines these terms as follows:

Power: the capacity to cause a thing to happen that would not have happened without that capacity.

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Authority: the right to use public power deemed to be legitimate.

Legitimacy: the popular perception of a justifiable and acceptable use of public power.

Power is to do with giving effect to something: power becomes the best tool to strengthen the democratic transformation if the envisaged transformation empowers the would-be practitioners of democracy, i.e. the ordinary members of the community. But if the community is deprived of power or does not experience actual empowerment, transformation might remain only a theoretical idea and policies aimed at transformation end up as mere lip service (Mkentane, 2003: 21).

However, one of the reasons for this research was the strong perception that there might be a danger that school governing bodies have been empowered (i.e. given power) to control the school in terms of the Schools Act yet they are not well versed with what they are actually supposed to do and also how that is to be done, i.e. they may be disempowered in the sense of not having the necessary knowledge or capacity to exercise the powers given to them. School governing bodies are among the most significant and real implementers of the envisaged transformation in the whole system of democratic governance. If the school governing bodies do not have the capacity to carry out their duties, empowerment would then be meaningless to them.

2.3 SCHOOL GOVERNING BODY

The definition of "governing body" given in the South African Schools Act is that it "means a governing body as contemplated in Section 16 (1) of the Act" (RSA, 1996b: 4), which states as noted above, that "subject to this Act, the governance of every public school is vested in its governing body".

Hence the governing body is the body of duly elected representatives, *ex officio* members and (where applicable) co-opted members who are entrusted collectively by this legislation with the responsibility and power to govern the school.

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The powers, functions and duties of governing bodies are grouped according to a list of duties that have to be carried out by all governing bodies, and a list of tasks that may be given or allocated to governing bodies that have the ability or means to fulfil these additional tasks.

The list of compulsory tasks are listed in section 20 of the Schools Act (RSA: 1996b).

The Act stipulates that a governing body must:

- promote the best interests of the school and ensure its development
- adopt a constitution
- adopt the mission statement of the school, which is a brief document that sets out the goals of the school, which are based on shared values and beliefs.
- adopt a code of conduct for learners at school
- help the principal, educators and other staff perform their professional functions
- decide on school times, which must be consistent with the conditions of employment of the staff
- administer and control the school property, buildings and grounds including school hostels
- encourage parents, learners, educators and other staff at the school to offer voluntary services to the school, and make recommendations to the Head of Department on the appointment of educators
- carry out all other functions given to governing bodies by the Schools Act and
- carry out functions that are set out by the MEC in a Provincial Gazette.

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The following people serve on a governing body: the principal (*ex officio*), and elected representatives of these four constituencies of stakeholders: parents of learners at school, educators (teachers) at the school, learners (in the case of a school with learners in Grade 8 and above, e.g. a high school) and non-educator staff members.

Other people may be invited to serve on a governing body as co-opted members without voting rights.

The principal is included as one of the stakeholders in a governing body structure as an *ex officio* member, so as to ensure that whatever he or she plans or does as professional manager of the school carries the blessing of relevant stakeholders and so that the principal can provide the information about the school and the support needed to enable the governing body to perform its functions.

If it is the case that there is strong cooperation in shared governance by the participation of all stakeholders, there should be much less likelihood of strikes by any of the groups mentioned as they would have shared in policy making and be bound by decisions jointly made within the governing body (Mkentane, 2003: 22).

2.4 WHOLE SCHOOL EVALUATION POLICY

For many years there was no national system of evaluating the performance of the schools and no comprehensive data on the quality of teaching and learning, or on the educational standards achieved in the system. As a result, after 1994, the democratically elected government introduced the national policy for Whole School Evaluation.

This complements other quality assurance initiatives conducted under the aegis of systematic evaluation, namely accreditation of providers, programme and service reviews and monitoring learning achievements. It was also aligned with the Developmental Appraisal System (DAS) for educators with the intention that educators could be confident that the shortcomings of good practice brought to light in Whole School Evaluation are the same as those encouraged through appraisal and development programmes like DAS.

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The National policy on Whole School Evaluation has been designed to ensure that school evaluation is carried out according to an agreed national model. It sets out the legal basis for school evaluation, its purposes, what is to be evaluated and who can carry out evaluations. It also provides guidance on how evaluation should be conducted. The main purpose is to facilitate improvement of school performance through approaches characterized by partnership, collaboration, mentoring and guidance.

The Whole School Evaluation policy also contains a built-in mechanism for reporting findings and providing feedback to the school and to various stakeholders such as the National and Provincial Education Departments, parents and society on the level of performance achieved by the schools.

Whole School Evaluation is not an end itself, but should be seen as the first steps in the process of school improvement. This is the cornerstone of the national department's quality assurance strategy. It encapsulates other initiatives such as school self-evaluation and external evaluation, and it aligns with other activities and agreements such as systematic evaluation and, as already emphasized, the Developmental Appraisal System (Ndabandaba, 2003: 11). Nowadays schools are expected to move rapidly towards self-managership and should be less reliant on head offices and regional offices, but move increasingly to more local decision-making.

With Whole School Evaluation, schools are to be evaluated comprehensively. Numerous areas are to be looked at so that multiple sources of information are tapped. This means that valid and reliable judgments can be provided, both to the schools and to departmental decisions-makers. Once a school has been evaluated, a school improvement plan needs to be completed by the evaluators (National Education Policy Act, 27 of 1996), so the policy is very much orientated towards feedback and further development.

A school improvement plan is a plan for improvement that responds to the quality improvement strategies that were recommended by the supervisors or evaluators. The plan must identify clear strategies for stakeholders to use.

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2.5 SCHOOL DEVELOPMENT PLAN

With the ending of the apartheid era, South Africa entered a period of dynamic change. Education, in particular, experienced changes in many fields such as parental involvement, management and curricula. Because of this change, major responsibility for managing a school lies within the school management team, the principal and the school governing body. A self-managing school takes full responsibility for developing its capacity to manage itself. It also relies on its own resources, as well as other resources from the Department of Education. It also builds partnerships with the community around the school and does not expect the government and other external authorities to do everything for it. It also takes responsibility for its own management, governance and finances.

A school development plan is therefore a means of setting out and starting up the school community's intentions with regard to its future development and a way of initiating or managing the implementation of the plan. It is a process of innovation and change management in which the main goal is to improve the quality of teaching and learning in the specific institution. An opportunity should also be provided or afforded to all those involved in the school to develop a shared sense of direction, ownership and responsibility. Each school needs to develop its own school development plan having given due consideration to contextual factors.

Every school should have a plan for development, taking into account departmental policies, school specific policies, the needs of learners, the capacities of the staff, the aspirations of the school governing body (SGB) and the views of the community at large. It is the legal duty of the SGBs to ensure the development of the school and to develop suitable policies. Thus, some people take an extreme point of view and argue that the school management team is there not to plan on their own, but to put into effect the plans reached by the consensus of the SGB.

However, this argument downgrades the contribution that school management teams can make. They have the day-to-day experience and expertise that a SGB may need to draw up effective plans. Participation in the planning, by the team that will implement the plan, is

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essential (Ndabandaba, 2003: 29). If a development plan is to succeed in a school an effective SGB is needed together with a dynamic school management team (SMT). The principal is the key figure who links the two bodies and ensures that both contribute vigorously to the planning process. The SGB, working with the SMT, must take the lead in the school development planning process.

2.6 QUALITY ASSURANCE

Quality assurance refers to the monitoring and evaluation of the performance of the various levels of the education system in achieving the specific goals and the overall objectives of the system. It also includes the management of previously defined quality that involves activities that are used to provide maximum confidence that acceptable levels of quality are achieved in all aspects of advocating, delivery and review of standards in the education system.

The quality assurance field has developed as a response to the demands for accountability in education from parents, taxpayers and politicians. With inspection and auditing being the dominant framework of the past decades, quality assurance has come to be exemplified by the development performance indicators and "school improvement" planning. There are many levels of accountability (school district, regions, province and national) and the development of various measures will depend to a large extent on political and economic frameworks within which such measures are enacted. Models of accountability range from formal and rigid forms of public or state control through to partnerships and semi-autonomous relationships of professional accountability. The rationale for designing and implementing a framework for assuring quality in the education system is guided by legal and socio-political imperatives, such as being accountable to the taxpayer or to the citizens of a country.

According to the National Education Policy Act (Act No 27 of 1996) subsection 3 (4), the Minister shall determine national policy for the planning, financing, co-ordination, management, government, programmes, monitoring, evaluation and well-being of the education system. Section 8 of this policy elaborates specifically on the responsibility of the Minister with regard to monitoring and evaluation. Subsection 8 (10) states that: The

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Minister shall direct that the standards of education provision, delivery and performance throughout the Republic be monitored and evaluated by the Department annually or at other specified intervals with the object of assessing progress in complying with the provisions of national education policy.

In terms Section 20 (1) (9) of the South African Schools Act (Act No 84 of 1996), governing bodies at school level must promote the best interests of the school and strive to ensure its development through the provision of quality education. Governing bodies are also ultimately accountable both to the parents, the learners and the communities they serve, as well as to the provincial ministry and the national department.

2.7 DEMOCRACY

Democracy is a very popular word and in South Africa virtually every one appears to be in favour of democracy. In a simple sense, democracy means the rule of the majority or that power is given to the people. Taking this point even further, Steyn, Du Plessis & De Klerk (1998:3) point out that according to the Greek philosopher Aristotle, "a democracy is a government in the hands of men of low birth, no property and vulgar employment". They indicate that the origins of democracy can be traced back to the Greek city-state of Athens a few centuries BC and that, at that time the concept of democracy originally meant power to the people of Athens only, and that this excluded women and slaves (Steyn *et al.*, 1998: 3-4).

As democracy is still largely a Western concept, it might pose a problem to actually describe it satisfactory as it relies on numerous concepts embedded in a Western understanding and historical experience. As it is understood, it entails numerous rights that can be achieved through respect of others (Mkentane, 2003: 25). In order to ensure that these rights are protected, the South African Schools Act (Act No 84 of 1996) outlines the rights of each group of stakeholders in education. This identification of stakeholders and allocation of rights reveals an essentially democratic intention in the introduction of school governance.

A democracy has two main cornerstones, namely freedom and equality, and the Constitution of the Republic of South Africa ensures that these values are protected because without them

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democracy becomes difficult to implement or practice (Steyn, 2001: 2). Steyn goes on to distinguish between two significantly different types of democracy, namely participative democracy and direct democracy (2001: 3-5).

Participative democracy:

This kind of democracy is the most commonly used in Western countries. It usually occurs when the masses elect people to represent them. The people representing the masses are empowered to take decisions on issues affecting the masses. The representatives have to report back constantly to those they represent to keep them informed of new developments. The assumption here is that those represented have a thorough knowledge of affairs that affect them, while those who represent them must ensure that they safeguard the interests of those they represent in whatever they do (Steyn, 2001: 2).

Direct democracy

This is a situation where people should be represented whenever decisions that affect them are to be taken. Here it shows that no person has the power to decide about another person. It must be noted that this is a very rare type of democracy. This is because it is difficult to exercise and is impractical to facilitate in practice (Steyn, 2001: 3-4).

As South Africa has adopted the model of participatory democracy, it has become imperative that all institutions should learn how to accept this and apply this in practice. Schools as part of the larger society are no different as it is the intention for the Constitution that the country's citizens will build a united and democratic country that can take its rightful place internationally as a sovereign state (RSA, 1996b: 1). Even the Constitution itself is a product of a democratic process: it was adopted by elected representatives through a democratic process of negotiation and deliberation; any law inconsistent with it is invalid and the obligations imposed by it must be fulfilled (RSA 1996b: 3). Democracy therefore entails the rule by or of law, based on the consent of those for whom the law is meant.

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2.8 DEVELOPMENTAL APPRAISAL SYSTEM

Appraisal implies making judgments and decisions on the quality or effectiveness of a programme or set of actions. Writing on the planning and development of effective schools, Ndabandaba (2003) describes how attempts to implement appraisal systems have had a controversial recent history in South Africa. According to him appraisal is one of the most hotly debated issues in human resource management and it is not surprising that it has become an important issue in schools in South Africa (Ndabandaba, 2003: 58).

Even in the new dispensation, discussions about appraisal systems were strongly political, because appraisal had become the subject of suspicion, including questions about legitimacy. During the 1980s schools had become sites of struggle against apartheid and during the 1990s teacher unions had emerged as a strong political factor. As the battle against apartheid escalated, schools had become no-go zones for circuit inspectors and subject advisers. It was during this period that the idea was proposed of developing an appraisal system acceptable to all stakeholders. The rights of stakeholders to have a voice in any appraisal system thus became a strong theme. In the post 1994 era, however, educational managers and educators' unions agreed that appraisal must be accepted as an important part of educator development, even though they differed on the methods and contents of the appraisal process. It needed to be one that would enhance the competency of educators as well as improve the quality of education. After negotiation between the education department and various educator unions a developmental appraisal system (DAS) was introduced (Ndabandaba, 2003: 58-60).

Developmental Appraisal System (DAS) focuses on the performance of the individual educator, and is also part of the wider educational changes that are framed within a whole school developmental approach that works with the institution as a whole and targets all elements of the school to bring about meaningful and sustainable change. DAS is part of a holistic or "whole school" developmental approach and should be viewed in relation to other initiatives that aim to make schools centers of effective learning and teaching.

DAS can therefore also be aligned with two other specific policy initiatives to do with quality assurance namely, Whole Schools Evaluation (WSE) and System Evaluation (SE). System

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Evaluation is a system designed to monitor and evaluate the effectiveness of the entire education system and the extent to which it achieves the vision and goals of the education transformation process. Ndabandaba (2003: 39) comments that it is just an inspection in disguise but its aims are nevertheless developmental: to inform policy formulation, revision of programmes, and intervention programmes, to monitor and sustain performance, promote and ensure accountability, and ultimately to gain public confidence in the education system (Ndabandaba 2003:39-40).

2.9 EDUCATIONAL TRANSFORMATION

The simple definition for the concept transformation, according to the Concise Oxford Dictionary, is "a sudden dramatic change of scene or stage" (Fowler & Fowler, 1995:1481). The underlying meaning here is that of significant change. Taking this meaning further, it can be seen to imply the need to take into consideration an understanding that the change refers to the ways people do things as participants in such a process, both as agents and as those affected. If one looks back to 1994 when the Government of National Unity (GNU) came into being, one realizes that the educational system of this country changed in a very marked way, in organization, structure, access, participation, content, purpose and many other aspects.

Makgoba (1996: 183-184) also emphasizes the wide scope implied by the concept transformation. He points out that transformation is an active process whereby the form, shape or nature of something is completely changed or altered, i.e. as if working from a whole new blueprint. Transformation therefore involves change that is radical and far reaching in every way, from the underlying principles and values to the structure and organization, the purpose and effect on people's personal attitudes and behaviour, impacting on the whole of society.

How was this transformation to be effected? Obviously policy change was one of the main levers. Of particular importance was the change that was brought about by the South African Schools Act (Act No 84 of 1996) in terms of which part of the power to control individual

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schools shifted to the school governing bodies. As the transformation has been taking place in society at large, so it also needs to be reflected in the same scale of change in education.

The recurring theme that should be emphasized is of the transformation of the education system as part of the larger process of transforming South African society as a whole. And because transformation is about a vision for something that it still to be achieved, i.e. about a process and a direction, it can be viewed as a challenge.

2.10 CHALLENGE

Challenge is a word with many layers of meaning. According to Shorter Oxford English (Brown, 1993: 251), the word challenge can be traced to several contexts like law, the military and sport. In the context of leadership, the most probable explanation of the word relates to an invitation or a summons to a contest, a fight or a combat. In many aspects the word suggests particular barriers or problems to overcome in order to accomplish a particular goal or objectives. Roget's Thesaurus describes "challenge" as calling something into question, to dispute or treat with skepticism while also pointing out that challenging could refer to something that is provocative, exciting or stirring.

In the context of this study, unless stated otherwise, the word challenge is given a very specific meaning. It is mainly taken to refer to the problem of dealing with the obstacles, hindrances and barriers that school governing bodies have to overcome in order to succeed fully in the implementation of the Whole School Evaluation policy.

2.11 EVALUATION

Evaluation is a systematic investigation of the worth or merit of a project or programme. Evaluation means making judgments about levels of accomplishment, or gauging success in attaining certain stated outcomes. Evaluation is a more comprehensive and summative process than monitoring. It identifies factors that have facilitated of hampered achievement of results and may relate the contribution of these results to broader objectives. Evaluation

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and monitoring are linked to planning and decision-making. The feedback should permit comparisons of what has actually happened with what was planned and with the system's overall goals. Monitoring and evaluation therefore complement each other in several ways. Monitoring can help clarify programme objectives, link activities and inputs to those objectives, set quantitative performance targets, select and collect data routinely, and feed results directly to those responsible to make intervention. Evaluation looks at why and how results were or were not achieved, links specific activities to overall results, explores un-intended results and provides generalizable lessons for adjustments to programs and policies to improve results.

Evaluations tend to be methodologically more complex and require more resources than monitoring activities. Thus, they occur less frequently and focus in greater depth on specific issues and activities (RSA, 1998a: 11). Effective monitoring and evaluation requires reliable and comprehensive data collection mechanisms from and about all levels of the system.

2.12 STAKEHOLDERS

In the context of this research topic, the concept refers to all those people who have an interest in education in the sense that they are affected by what happens. Stakeholders, according to the Concise Oxford English Dictionary, "are persons with an interest or concern in something especially a business". This definition of stakeholders fits with the ideas and definitions contained in our legislation concerning stakeholders in education (Mkentane: 2003: 3). For the purpose of this study, the following stakeholders are identified as having an interest and are referred to as: (a) parents, (b) learners, (c) educators, (d) non-educator staff, (e) school principals and (f) schools communities, as were also already identified in section 2.1.1 above as some of the major key concepts relevant to the whole study.

Conceptual clarity about stakeholders is vitally important to achieving the successful implementation of WSE, and facilitating democracy and transformation. The proper identification of stakeholders is necessary in order to make sure that every stakeholder is considered for effective participation in the process of whole school evaluation as well as in school development process. The purpose of this section is to widen the perspective that the

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involvement of these stakeholders in the whole process of school evaluation is a crucial point only and if these stakeholders *are all aware themselves* of what to do in terms of the education policies which are embedded in the provisions of the South African Schools Act. The National Minister of Education has a responsibility to ensure that education in the whole country is offered by ensuring that schools are centers for effective teaching and learning. For this to happen, for whole school evaluation and development programmes to be carried out as intended, it is obligatory to secure participation by these relevant stakeholders. It therefore becomes a major challenge if these stakeholders are not well capacitated to face the challenges they might come across in evaluation and monitoring of performance in their schools.

2.13 OTHER RELEVANT CONCEPTS

2.13.1 Parent

The definition of the concept parent is important because parents are specified as one of the main stakeholder groups who must be represented in school governing bodies. The legal definition of parent in the South African Schools Act is expressed in wider terms than direct blood relationship (RSA, 1996b: 4). The Act defines parent to mean:

(a) The parent or guardian of a learner,
(b) The person legally entitled to custody of a learner, or
(c) The person who undertakes to fulfill the obligations of a person referred to in paragraphs (a) and (b) towards the learner's education at school.

The Schools Act further states parents must be in the majority on a school governing body, i.e. that there must be one more parent than the combined total number of the other members with voting rights. In other words, the number of parents on a governing body must be one more than half of all the members who may vote. The chairperson of a governing body must be a parent and only a parent who is not employed at the school may be the chairperson. All the members of governing body may vote except for co-opted members. As mentioned, both the SA Constitution and the SA Schools Act embody the position or belief that it is the

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parents who have the greater interest in the education of their children, for which reason the Schools Act determines that parents must be in the majority of the SGB.

When a situation arises that parents are not in a majority of those entitled to vote (e.g. after the resignation or absence of one or more parent members), the SGB is allowed to temporarily co-opt parents with voting rights to achieve a parent majority of one (RSA, 1996b: 25). However this becomes a very difficult situation in cases where the majority of parents are not literate or do not have the relevant expertise to enable them to participate effectively in decision-making, such as in the process of Whole School Evaluation and other school development processes to have the school run effectively for better effective learning and teaching to take place. It is therefore under these circumstances where co-opted members are included in the SGB, including people who may not have children in that particular school. Co-opted members are however, not allowed to vote, they are only attached to the SGB on an advisory basis, usually to meet some need not covered by the elected members of the SGB. Finally, the specification already noted in the Schools Act that in the election of office bearers, the chairperson must be a parent member underlines the way in which parental influence is meant to hold sway in the democratic governance processes surrounding the implementation of WSE. This shows clearly how the parents' commitment is so vital to the effective evaluation and monitoring of school performance for the best interest of their children.

2.13.2 Educator

For the purpose of this definition, it is noted that educators are specified as a key stakeholder group who must also be represented on the SGB. Although, for the purposes of discussing educators as members of a school governing body, an educator can be loosely defined as a teacher employed at a specific school (whether employed by the state or by the SGB), the South African Schools Act defines an educator in terms previous legislation as follows:

"Educator means an educator as defined in the Educators' Employment Act of 1994 (Proclamation No. 138 of 1994)" (RSA, 1996b: 4). The South African Schools Act clarifies this even further in two places: in paragraph 63, under the heading "Repeal and Amendment of Law", the Act states that "the Educators' Employment Act ... is hereby amended to the

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extent set out in schedule 2" [of the SA Schools Act]. This amended definition is then given in Schedule 2. From a legal-technical point of view this sort of close definition is necessary. What matters is to note that a related category of stakeholders specified in the SA Schools Act (RSA, 1996b: 18) is the members of the staff at school who are not educators. This group includes members of the staff such as secretaries, bursars, cleaners, janitors, caretakers, ground staff or any non-educator employee of the school. For this reason it is important to distinguish between educators and non educators.

2.13.3 Non educator

This group of non-educator staff can also be defined in terms of two main qualifications: firstly, the fact that they are employed at the specific school by the Department of Education or by the governing body of that school; and secondly, by the fact that they are staff members not engaged in professional teaching duties. This refers therefore to those members of the staff at a particular school who are not employed as educators. This includes, among others, members of the staff such as office clerks, secretaries, office cleaners, security guards, messengers, general workers, caretakers, grounds staff or any non-educator staff. As explained above all these members are regarded as staff members of the school in spite of the fact that they are not employed as educators. For the purpose of this study these staff members have a prominent role to play in the whole process of whole school evaluation and school development planning. Like all other educator staff members, they also need to be capacitated in order to enable them to take up effective participation in the whole school evaluation process and other school development programmes. They are also entitled to elect representatives from among their number to serve on governing bodies. These representatives are accountable to their colleagues and have the duty to represent their views in the forum of the governing body (Ntshangase: 2002: 19).

2.13.4 School principal

The Principal is one of the major role players in the management of the school. He or she is an *ex-officio* member of the SGB so as to ensure that whatever he or she does, or plans as a professional manager of a school carries the mandate and the aspirations of the relevant stakeholders. He or she cannot chair a formal meeting of the governing body (Ntshangase:

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2002: 19). The school principal has the following duties to do in his or her own capacity as professional manager of a school. These functions or duties are outlined in the South African Schools Act (RSA, 1996b: 7) as follows:

(a) To carry out day-to-day administration of the school and organize effective teaching and learning at school.
(b) To perform the departmental responsibilities prescribed by the law.
(c) To organize all the activities which support teaching and learning.
(d) To manage personnel and finances the school.
(e) To decide on the intra-mural curriculum, that is, all the activities to assist with teaching and learning during the school hours.
(f) To decide on textbooks, educational material and equipment to be bought.
(g) As an ex-officio member of the governing body he/she must help the governing body to perform its functions.

For the purpose of this study principals are also regarded as most important stakeholders who can also play a crucial role in the process of whole school evaluation and school development programmes as well as Developmental Appraisal System for both educators and non-educator staff of his or her own institution and as a result, to make his or her school a valued center for effective teaching and learning.

2.13.5 School community

It is important to recognize that the SGB is the representatives of the communities in which the individual school is situated. Schools are part of the life of the community. According to Van der Westhuzen (1999: 405) "the concept school community may be in a narrower sense a form of community life in which the school principal, teachers, parents, children and former pupils work together in the interests of educative teaching and training the child".

Despite the above, Sayed and Carrim (1997:95) underline how problematic the concept of community can be because of the possibly contradictory ways in which it can be defined. For them, the term community "signifies common and shared aspects of human interaction". They do not see this as meaning, in a formal sense, that all the policy texts relating to school

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governance unequivocally state that the community should be represented on governing bodies. This underlines how problematic the concept of community can be, because of the diverse ways in which it can be defined. For the purpose of this study one realizes that without the full participation and involvement of the community around where the school is located, it becomes a serious problem to implement the process of school development and school evaluation where the members of the community are not well conversant with correct procedures about how evaluation and monitoring of school performance needs to be carried out. In the light of that, capacity building and workshopping needs much to be investigated, described and implemented.

Although, therefore, the stakeholder composition of a school governing body does not give direct representation to the broader community other than if they are members of these stakeholder groups, every school SGB needs to assess ways in which to relate to and draw on the support of the surrounding community. Obviously, WSE plays a role in determining the community's perception of the school that serves it, even if they are not directly involved in its governance.

2.13.6 Learner representatives and the Representative Council of Learners (RCL)

The SA Schools Act determines that every public school that has learners in grade eight (8) and higher must establish a Representative Council of Learners (RCL). The RCL is a body of elected learners from the eighth grade and higher in all public schools. One of the main functions of the Learner Representative Council is to represent the interests of learners right up to the level of the school governing body. For any learner to become a member of the SGB he or she has to have been elected from the Representative Council of Learners. Even a public school that offers education to learners with special needs is required by the Act to have such a council in place at the school. The MEC may, however, allow a school for learners with special education needs not to have an RCL if it is not practical to have such a council at that school (RSA, 1997:34).

As part of school governance and as major role players in the education system, learners through the Representative Council of Learners also have the mandate of the learners at large to participate in the Whole School Development programmes for better teaching and learning

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to take place for their best interest. If learners are not given the support to be part of the Whole School Development, education will always face major serious problems in this country, not only of legitimacy but also of ensuring that the learners are satisfied with the quality of their education. Therefore it is clear that the RCL is the only aspect of school governance through which learners can fully participate. As school governors, learners can be involved in doing everything that is necessary for the school governing bodies.

2.14 SUMMARY

This chapter was aimed at identifying and clarifying the main concepts considered central to a study of Whole School Evaluation and school development planning. By referring to the relevant policy documents, school governance was taken as the concept that provided the departure point for understanding where school governing bodies fit into the whole process of the policies of WSE and school development. Other concepts that were also identified as being of vital importance included the concepts of quality assurance, evaluation, challenge, developmental appraisal systems and system evaluation. All these concepts were seen to be part of the Whole School Development programme and should also be viewed in relation to other initiatives that aim to make schools centers of effective learning and teaching.

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CHAPTER 3

HISTORICAL AND POLICY FRAMEWORK

3.1 INTRODUCTION

This chapter looks at the location of the study area, the legal status of the study area, legal and policy frameworks of school evaluation during the apartheid era (pre 1994 period) and the post apartheid era (after 1994) as the defining perspective on the theme of research.

During the apartheid era (pre 1994) the National Policy Act, 1967 (Act 39 of 1967) was the point of departure for White education. This Act provided a policy framework for educational endeavour in the most developed part of the country's education system. It set out a format for ordinary schooling, it clearly demarcated the role of provincial administrations and the central government in respect of educational provision. Although this Act was concerned with the education of Whites in South Africa, it also served as a pattern for the education of Blacks, Coloureds, and Indians (Behr, 1984: 5). During the post apartheid era (after 1994) the two main acts or policy documents which framed the institution of governance are the Constitution of the Republic of South Africa (RSA, 1996c), enacted as the cornerstone of the new democratically elected government, and the South African Schools Act (RSA, 1996b). The SA Schools Act was to provide for a uniform system for the organization, governance and funding of schools, and as part of this transformation, to amend and repeal certain laws relating to schools and provide for matters connected therewith (RSA, 1996c).

This chapter directs attention mainly at these two acts, as well as at the KwaZulu Natal Department of Education Act (Act No 3 of 1996) and the National Education Policy Act (Act No 27 of 1996), which together aimed to facilitate the democratic transformation of the national system of education into one which serves the needs and interests of all the people of

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South Africa and upholds their fundamental rights (and in this study, particularly in the context of the province of KwaZulu Natal).

3.2 LOCATION OF THE STUDY AREA

The study area is located within the district municipality area of Umkhanyakude in the Province of KwaZulu Natal. This district is also part of the former KwaZulu Homeland Government territory. Hlabisa is one of the five local municipalities under the municipality district council of Umkhanyakude as defined by the Local Government Municipality Structures Act (Act No117 of 1998).

The area of Hlabisa is situated in the North of Coast of KwaZulu Natal Province. The area is mainly occupied by rural communities who also belonged to the politically disadvantaged group of people who were the subjects of the former KwaZulu Homeland Government of KwaZulu.

The southern boundary of Hlabisa district area is the Umfolozi River, the western boundary being the Nongoma magisterial district area, the northern boundary the Ubombo and Louwsberg magisterial districts, and the eastern boundary the Indian Ocean. The study area is about 200km away from Durban Metropolitan area, KwaZulu Natal Province. The larger part of the study area is inhabited by mostly rural and underdeveloped communities, hence about 99% of Hlabisa district schools are located in the rural area.

3.3 LEGAL STATUS AND ORGANISATION OF THE STUDY AREA

The study area consists of three main types of public schools, namely: lower primary schools, higher primary schools and secondary schools. There are a total of 78 lower primary schools, 78 higher primary schools and 38 secondary schools. The lower primary school starts from Grade 1 and runs up to Grade 4, a higher primary school is from Grade 5 to Grade 7 and secondary school starts from Grade 8 and runs up to Grade 12.

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A public school is a juristic person with the legal capacity to perform its functions in terms of the South African Schools Act. In law, the term "person" does not only refer to a human being but also to a group or association of natural persons (human beings) forming a kind of collective person that exists independently from its individual members. In a decision-making sense, the school acts through its governing body. The school is a juristic person and can sue or be sued, and it may only perform its functions in terms of the South African Schools Act by which it is given its powers.

The governing body acts on behalf of the school, hence it has decision-making powers concerning the school and it may bind the school legally. The principal is responsible for the professional management of a school. The South African Schools Act (Act No 84 of 1996) stipulates that the professional management of any public school must be undertaken by the principal under the authority of the Head of Department (HOD). Principals thus have the delegated power to organize and control teaching and learning at their schools effectively.

In terms of the KwaZulu Natal Provincial Department of Education and Culture Act, the Hlabisa District is headed by the District Manager and the Chief Superintendent of Education Management, who are responsible for the supervision and control of educational programmes in Hlabisa District. For this purpose, the district of Hlabisa is subdivided into five circuits, namely: KwaMsane Circuit, Mtubatuba Circuit, Hluhluwe Circuit, Ezibayeni Circuit and Mpembeni Circuit. Each and every circuit is controlled by one Superintendent of Education Management (SEM). He or she is responsible for organizing educational programmes in all schools under his or her area of jurisdiction, which includes inter alia the provision of guidance to school principals for effective teaching and learning and also helping the school governing bodies (SGBs) to maintain good governance at their schools, and also to ensure that all the necessary structures at the school level are in place. With specific reference to the Whole School Evaluation programme, the Superintendent of Education Management (SEM) has the following responsibilities:

(a) To monitor and support schools within their circuits in their efforts to raise standards.

(b) To guide schools in their circuit in implementing the recommendations of Whole School Evaluation reports.

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(c) To set up clusters to improve performance initiatives.

(d) Once the Whole School Evaluation process (either internal or external) is complete, he or she is responsible for guiding schools on how to make a school improvement plan (SIP) and also to assist in ensuring that time frames for school improvement plans are complied with.

The challenge for Whole School Evaluation in this particular instance is where these Superintendents of Education Management (SEM's) are perhaps reluctant to provide these services as they are supposed to do so in accordance with the provisions as laid down by the Whole School Evaluation policy framework and other related laws and regulations.

The district offices should also ensure that all the schools are operating within the legal and policy framework of the South African Schools Act and the KwaZulu Natal Provincial Department of Education and Culture Act.

3.4 SCHOOL EVALUATION POLICY IN THE APARTHEID ERA (PRE 1994)

To understand how the current new structures, described above, are responding to the new demands it is necessary to provide an overview of the organizational legacy of the years before the new dispensation.

During the apartheid era, i.e. prior to 1994, the education policies were part of the nature of the South African society. More especially, education policies helped to maintain the structure of racial domination, which was rooted in the ideology of white supremacy and racial segregation contained within the implementation of the policy. It was therefore expected that the separation in education would be fundamental pillar.

For example, for this purpose the Coloured Persons' Education Act of 1963 was passed to establish the basis of separate educational provision for Coloured persons. According to this Act, control of schools for the Coloured people was transferred from the Provincial authorities to a division of education with the Department of Coloured Affairs (Behr, 1984: 236-260).

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Coloured schools had to be registered with the government and education was made compulsory for Coloured children. However, in 1970 the control of education of Coloured people was transferred to the Coloured Person's Representative Council, although this did not apply to university education. With this separate system of education, it meant that those defined as members of the Coloured group would have their own system of school evaluation as well, a system that would perhaps not the same as that of the other parallel but separate systems for Indians, Whites and Blacks.

For instance, the right of parents to have a say in educational matters was exercised by way of school committees consisting of members elected by parents and regional boards consisting partly of elected and partly of nominated members. The committees and boards were responsible for educational regions. Schools committees supervised schools, investigated complaints and made recommendations to the Regional Board on the appointment of teachers. Looking at the structures of the Coloured system of education, one may conclude that there was a very small scale of parental involvement and surely this could perhaps have had a negative impact in view of the fact that parents are the ones who should have a big say in the education of their children, which is now the widely held view (Behr1984: 249).

The education system for Indian people also looked very different from that of the Coloured people. In 1965 (two years after the Act affecting education for Coloured persons) the South African Parliament passed the Indian Education Act (Act No 61 of 1965). This provided for the transfer of the control of education for Indians to the Department of Indian Affairs, which had been created in 1961.

The purpose of the Indian Council Act was to create a political body representative of the Indian Community, which could advise the Government at national level and make recommendations on all matters affecting the Indian people. For the Indian parents to participate more fully in the education of their children, regulations were promulgated by the Department of Indian Affairs in terms of Section 32 of Act 61 of 1965 for the establishment of education committees at every school level (Behr, 1984: 290).

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These school committees provided a link between home and school and enabled parents to ensure that the interests of their children were catered for. Here too the system of school evaluation looked different from that of the Coloured people. The parental involvement was maintained through school committees who were responsible for aspects of supervision, investigation of complaints and to make recommendations to the Regional Board on the appointment of teachers. The regional board could exercise general supervision over state-aided schools and considered the recommendations of the school committees.

The education system of Blacks [by the 1970s the more politically conscious term "Black" had begun to replace the term "African"] looked profoundly different from those of the Indians and Coloured people. With Blacks the education system was governed in terms of the Bantu Education Act (Act No 47 of 1953). The Act was subject to severe criticism because of the harsh way it was implemented. In 1978 the government decided to introduce legislation to replace the Bantu Education Act. To ensure that parents and the community at large were actively involved in education, the minister was empowered to establish local councils, committees, schools boards or other bodies on matters affecting the control and management of public schools and perform certain functions in connection therewith (Behr, 1984: 177-178).

The Blacks who resided in areas that had been designated to be the national states (Bantustans) also received education different from that which was controlled by the Bantu Education Act of 1978. Here we refer to the Blacks who lived in the Bantu Homelands, e.g. KwaZulu Homelands. In 1978 KwaZulu Department of Education and Culture passed the KwaZulu Dept of Education Act (Act No. 7 of 1978). According to this Act, all the learners living under the Homeland of KwaZulu would receive a different education from those Blacks who resided in areas that fell within regions of the country defined as being the White areas. Black schools falling in these White regions belonged to the Department of Education and Training (DET).

Looking at these fragmented structures of different education systems, one is not surprised at how difficult it was to have a proper policy of Whole School Evaluation or a uniform system of school development policies. What might be regarded as good for the Indians might not be good for the Coloureds and perhaps what would be good for those Blacks under the

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Department of Education and Training might be less desirable for the Black schools under the Department of Education for the KwaZulu Homelands Government.

In 1982 for instance, the Buthelezi Commission of KwaZulu Homeland Government was published. The investigating committee, known as the "Buthelezi Commission", found that a shortage of classroom accommodation led to overcrowding of classes and high pupil-teacher ratios. This had an adverse effect on pupils as well as on teachers' morale and efficiency (Behr, 1984: 232). The Commission suggested that when establishing new schools in KwaZulu, the authorities should aim at providing a school building around which a community could be established. This emphasis on the link between school and community was thus one of the firm recommendations of the Buthelezi Commission, but there was not necessarily a parallel logic or development in policies for school provision for other South African communities.

In conclusion one would say that different types of education systems during the apartheid era could be expected to lead to an education system being in chaos because it was fragmented, there was no uniform system of education, there was little or no power of governance and the election of the structures was unrepresentative and undemocratic. The values had nothing to do with empowerment and the evaluation of school performance and school development was not only impossible but also not affordable. The system of school evaluation was judgmental and not developmental.

3.5 SCHOOL EVALUATION POLICY IN THE POST APARTHEID ERA (AFTER 1994)

In April 1994 South Africa entered a new political era, based on a newly negotiated Interim Constitution and guided by the principles of democracy. One challenge facing the Government of National Unity (GNU) was to bring about a transformation in the education system, from one that had been heavily fragmented, racially discriminatory and widely experienced by the Black majority as inferior and illegitimate, to one that would bring about equality and democracy. Thus from the outset of this new dispensation, change in the

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education system was regarded as part of the broader process of democratic transformation in South Africa. This spirit of democratization with its stress on rights, equality, and participation, is present in all new policy document that appeared from 1994 onwards.

Education was transformed to a unitary system and a programme of legislation was launched aimed at promoting democratic ideals and practices. Of particular importance was the National Education Policy Act (Act No 27 of 1995) by which all Education Departments based on racial discrimination were disbanded and a single education ministry was introduced for all. The National Education Act of 1996 was necessary to facilitate the democratic transformation and to restructure the national system of education into one that serves the needs and interest of all the people of South Africa and upholds fundamental rights.

Out of this new policy, initiatives emerged that were then designed to ensure that school evaluation would be carried out according to an agreed national model. Of particular importance was the National Policy on Whole School Development. This policy set out the legal basis for school evaluation, its purpose, what is to be evaluated and who can carry out evaluations. This policy also aimed at improving the overall quality of education in South African schools. It also seeks to ensure that all the children are given an equal opportunity to make the best use of their capabilities.

As outlined in the White Paper on Education and Training in a Democratic South Africa (RSA, 1995b), the transformation of education in South Africa emphasizes the right of all to receive quality education. The first intent is to redress the discriminatory, unbalanced and inequitable distribution of the education system in a way that is suitable to meet the challenges of the 21st century.

With this new political dispensation, the power to govern the schools was given to the parents through school governing bodies. These SGBs were to carry out internal or self-evaluation in individual schools, to co-operate during the external school evaluation, review the recommendations in the report, produce a school improvement plan with the stipulated time frames, and inform parents and other stakeholders such as the learners, educators, non educator staff and the school management team. In order to qualify to do this, the SGB needs

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to be well conversant with all the assessment criteria with regard to the whole school evaluation process which includes amongst other things the following:

(a) Basic functionality of the school.
(b) Leadership, management and communication.
(c) Governance and relationship.
(d) Quality of teaching and learning and educator development.
(e) Curriculum provision and resources.
(f) Learner achievement.
(g) School safety, security and discipline.
(h) School infrastructure.
(i) School parents and community.

Section 20 (1) (a) of the South African Schools Act (Act No 84 of 1996) states that school governing bodies must strive to ensure their schools' development through the provision of quality education, the task of actually monitoring and evaluating quality standards, and implementing quality improvement strategies.

The major challenge here is that most of the parents who are the members of the governing bodies are illiterate. It has thus become a problem for Whole School Evaluation to progress smoothly without the influence of the governing body members who are to represent the feelings and the aspirations of the community at large.

School governance, as regards the governing body's functions, means determining the policy and rules by which the school is to be organized and controlled. This also includes ensuring that such rules and policies are carried out effectively in terms of the law and the budget of the school. The powers and responsibilities allocated by the Act indicated that the introduction of SGBs is seen to have a far reaching potential to improve school effectiveness and more importantly, to contribute to the growth of democracy in South Africa, which can lead to schools being centers for effective learning and teaching in South Africa.

3.6 LEGAL AND POLICY FRAMEWORK

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The importance of legal and policy frameworks is that have the force of law. The term law refers to the existence, functioning and performance of a matter according to laws in the form of natural laws, principles, norms, ordinances or rules (Van Schalkwyk, 1998: 17). It is true that the changes in the education system, such as the establishment of the school governing bodies (SGBs), are determined and regulated by the process of official policy making such as the passing of legislation.

Without any legislation, education would have not been enforceable. Legislation was made so as to guarantee and protect the status of the education system and if there were no laws education would be subjected to the changing decisions of individuals (Tshifura, 2002: 44).

But policies are not only authoritative statements. They also reflect a process that has been taking place. So policies are important because they indicate what concerns have been debated in the public domain over a period of time. Legislation and policy are part of a long process of public debate and deliberation, where different groups pursue their own political interest or arguments to influence and shape the policy outcomes. The National Education Policy Investigation (NEPI) Framework Report (NEPI, 1993), for example, shows how this was true of political strategies surrounding the demand for "People's Education" at the end of the 1980s (Tshifura, 2002: 45). Many of the ideas put forward in the NEPI Reports were strongly influential in shaping the new dispensation. But even contributions like NEPI only obtain authority when they become formulated into draft legislation as part of the legal and statutory process of parliament. Then only are they turned into formal policy or regulations that are backed by some force that makes them binding, such as the power of law (Oosthuizen, 1994: 32). And these policy frameworks that direct the country's whole education system are just as important at national level as they are in determining the direction of the individual institution, i.e. at the local level in the school context (Tshifura, 2002: 2).

The South African education system has been in the process of change, sweeping and wide spreading change, involving not only the essential remodeling of an outdated system but a shift, a paradigm shift, in the way the system and the population adapt to the entire educational process. In line with the vision presented in the White Paper on Education and

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Training in a Democratic South Africa (RSA, 1995b), the changes have been aimed beyond the education system itself to growth and prosperity for the nation, at making more South Africans and more South African products and services more competitive in an increasingly competitive world.

The changes are aimed at producing more qualified South Africans, more consistently, more predictably, by equipping them for the real world. The changes are aimed at elevating the real skills and learning levels of South African learner, by promoting a thirst for knowledge, a love of learning and determination to succeed, so multiplying the number of South Africans who achieve marketable skills.

The changes have also been focused on the adoption of a new education approach entitled Curriculum 2005, which revolves around the concept of transformational outcomes-based education (OBE). The product of this approach was recognized and certified by the new National Qualifications Framework. In order to make all these above changes enforceable, various Acts of Parliament or pieces of legislation have been enacted to provide the force of authority or power behind transformation. Policies are in actual fact statements of intention because they also set out the steps by which the objectives are to be achieved in practical terms over set time frames. The Further Education and Training Act (Act No 98 of 1998), for example, serves to regulate what happens in the education system in the phase after Grade 9 (when compulsory education comes to an end) and to provide for the establishment, governance and funding of public Further Education and Training (FET) provision, to provide for the registration of private FET institutions, to provide the quality assurance and quality promotion in FET, to provide for transitional arrangements and the repeal of laws, and to provide for matters connected therewith.

Policy documents are therefore also like a form of map, showing how different priorities are interpreted and interests balanced during a time of change in which new directions are set. They represent an attempt to strive for a balance between participation and equity, between self-interest and the common good, and between sectional interests and legitimate political authority (Van der Westhuizen, 1999: 411). A policy therefore is a means of coping with a whole range of specific demands with a well thought out plan of action and is often expressed in a general and goal related statement. In fact Van der Westhuizen (1999: 411) says that

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"policy making follows immediately after determining goals and is a more precise reflection of the goals". For schooling to be acceptable to the community, for example, the policy statement ideally describes goals in terms that are meaningful to every one involved in school community relationships.

One way to make policy meaningful is for people to participate in the decision-making that leads to policy formulation. Parents and other stakeholders should serve as policy makers in the school because it is regarded as educationally correct to involve parents in a democratic process of policy making. This policy-making role for stakeholders is fully intended for implementation in practice by the institution of school governance. As already stated, in the South African context at the time of this study, the issue of school governance is determined by two policy documents, firstly the Constitution of the Republic of South Africa (Act No 108 of 1996) (RSA, 1996c), which is the supreme law of the Republic of South Africa and with which all other laws of the country must accord. The second policy is the South African Schools Act (Act No 84 of 1996), which outlines the policy that the government expects each provincial Minister of Education (MEC) to implement in the respective provinces. The provincial legislation on education may differ in minor ways from province to province, provided (a) that it is in line with the Constitution and (b) that it is in agreement with the provisions of the South African Schools Act as national policy.

There is a third policy document that is equally relevant to school governance and the chief task of school governance, namely to act in the best interests of the school. This is the National Policy on Whole School Evaluation. This policy has one major aim, i.e. to ensure that a quality education is provided to the children of this country. It also serves as a guideline on how school evaluation should be conducted. It also aligns itself with the Developmental Appraisal for educators, so that educators can have the confidence that the features of good practice sought in whole school evaluation are the same as those encouraged through appraisal and development programmes, as explained in the policy documents for WSE (RSA, 2001: p7).

According to the actual document, the National Policy for Whole School Evaluation, published in the Government Gazette Notice No 22512, dated 26 July 2001 (RSA, 2001), the key elements of the policy aims are:

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(a) To evaluate the effectiveness of a school in terms of national goals using the national criteria.

(b) To increase the level of accountability within the education system.

(c) To strengthen the support given to schools by district professional support services.

(d) To provide feedback to all stakeholders as a means of achieving continuous school improvement.

(e) To identify aspects of excellence within the system which will serve as models of good practice.

(f) To identify the aspects of effective schools and improve the general understanding of what factors create effective schools.

The major challenge of Whole School Evaluation is whether all the role players in the particular school community where the school is situated, including the groups like the members of the governing body, non educator staff members, and learner representative councils, do have enough skills in terms of knowledge and expertise which could be used to make school evaluation and school development a success and to achieve major aims of the policy as outlined above.

3.6.1 The South African Constitution

A constitution is defined in the *Chambers Twentieth Century Dictionary* (Macdonald, 1977: 278) as "a system of laws and customs established by the sovereign power of a state for its own guidance" and in *The Concise Oxford Dictionary* (Fowler & Fowler 1995: 261) as "the body of fundamental principles according to which a state is governed and a document embodying these". The constitution of a country usually defines itself as having the supreme authority (Tshifura, 2002: 46) and in our case, the Constitution of the Republic of South Africa (Act No 108 of 1996) (RSA, 1996c) was enacted at the end of 1996 by the country's first democratically elected Parliament.

The South African Constitution incorporates a Bill of Rights (RSA, 1996: 7-20). In terms of the SA Constitution (RSA, 1996c: 13 (29)), "Every person shall have the right:

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

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

2. Every one has the right to receive education in the official language or languages of their choice in public instructions where that education is reasonably practicable. In order to ensure the effective access to, and implementation of this right, the state must consider all reasonable educational alternatives, including single medium institutions, taking into account:-

(a) equity

(b) practicability, and

(c) the need to redress the results of the past racially discriminatory laws and practices.

3. Every one has the right to establish and maintain, at their own expense, independent educational institutions, provided that such institutions:-

(a) do not discriminate on the basis of race;

(b) are registered with the state, and

(c) maintain standards that are not inferior to standards at comparable public educational institutions."

The SA Constitution should be regarded as the country's most basic act with regard to education (Van der Westhuizen, 1999:17). This is why it is essential that any other laws governing education should always be studied against the background of a particular country's legal, constitutional and educational systems (Van der Westhuizen, 1999:22). It therefore actually becomes the task of each school to protect, promote and fulfill the rights identified in the Bill of Rights (Steyn, Du Plessis & De Klerk, 1998: 77). All learners and parents at a school have the democratic right to expect a process of participative governance and participate in decision making about matters affecting them at the school. They also have the right to have their views on these matters heard (Steyn *et al.*, 1998:118). The South African Constitution gives formal protection to these fundamental rights of all citizens.

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In broad terms the South African Constitution states that the Republic of South Africa is a sovereign, democratic state founded on the following values (RSA 1996:1):

- Human dignity. The achievement of equality and advancement of human rights and freedom are to be the core values of SA society.

- Non-racialism and non-sexism. Discrimination based on aspects such as race, creed, colour or sex is not permitted.

Any law that does not agree with the Constitution can be declared illegal. In other words, the Constitution and all laws as enforced by the courts have higher authority than Parliament or Government.

3.6.2 The South Africans Schools Act (Act 84 of 1996)

Background

South Africa has a long history of apartheid and other forms of unfair discrimination in education. In the past, as has already been alluded to, there were different and unequal school and education systems based on ethnicity, race and colour. One of the basic aims of the South African Schools Act is to change this. It also aims to reverse the results of unfair discrimination that may still be present in the school system.

The Schools Act is aimed at the creation and management of a new national school system. This system must, as far as is reasonably possible, give every one an equal opportunity to develop his or her talents. In such a new system there can obviously be no place for racism, sexism or intolerance.

A further basic aim of the Schools Act is that the quality of education of all learners must be improved. For example, there must be better facilities, better trained teachers, better school conditions. Learners must be better motivated and disciplined to take their education seriously and to use the opportunities that are now open to them.

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The Schools Act promotes democratic practices in school education. It wants to see a type of education through which the talents of learners can be developed for their own benefit as well as for the benefit of society as a whole. Our country must grow economically and the injustices that still remain must be eliminated so that the talents and useful abilities of all are developed through proper education. Good education is the first step to eliminating poverty. All draft legislation, white papers and policy statements issued by the government since the transition to democratic government in 1994 have been based on explicit principles of democracy and with characteristics in keeping with the principles of constitution. These documents strongly express democratic principles of equality, access and participation. These values in fact underlie the way in which the term governance is used in most of the government policies. In line with Section 247 of the constitution, the Ministry of Education intended that the SA Schools Act would bring all inherited varieties of state and state aided schools within a single category of public schools.

Provisions of the SA Schools Act

The Schools Act consists of seven chapters, two schedules or appendices and a "Memorandum of the objects of the South Africa Schools Bill, 1996".

Chapter One of the Act deals with definitions and applications of the Act. Chapter Two deals with learners and covers matters such as compulsory attendance, admission of learners, language policy, discipline and learner representation. Chapter Three deals with public schools and the responsibility of the state to provide services to the public schools. The main part of this chapter focuses on the governance and management of public schools. Chapter Four deals with the funding of public schools and the responsibility of governing bodies (SGBs) to establish and administer the fund of the school as well as parent liability to pay the school fees. Chapter Five deals with independent schools, while Chapter Six sets out transitional provisions for the period of re-organization resulting from changes initiated by the Act. Chapter Seven of the Act deals with the duty of school to provide information, the liability of the state and the delegation of powers to the Head of Department by the Member of the Executive Council subject to such conditions as he or she may determine. In addition, Schedule One lists amendments to previous legislation, while Schedule Two gives details of the amendments to the Employment of Educators Act of 1994.

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The legal status of public school and allocation of the powers of governance

The Act defines a public school as a juristic person with the legal capacity to perform its functions in terms of the Schools Act. Subject to the Act, the governance of every public school is vested in its governing body (RSA, 1996b: Section 15-16). A governing body stands in a position of trust towards the school. Subject to the Act and any applicable provincial law, the provincial management of a public school shall be undertaken by the principal under the authority of the Head of Department (RSA, 1996b: Section 15 (2) -(3)).

The capacity of school governing bodies (SGBs) to perform the duties and functions assigned by the SA Schools Act

The School Governing Body (SGB) is a legal body of parents, educators, non-teaching staff and learners (in the case of secondary schools) who were made responsible for governing the school including its safety and security. Section 19 of the Schools Act states clearly that with the use of funds appropriated for this purpose by the legislature, the Head of Department must establish a programme to:

(a) provide introductory training for newly elected governing bodies to enable them to perform their functions, and
(b) provide continuing training to governing bodies to promote the effective performance of their functions or to enable them to assume additional functions.

Functions and powers of the governing bodies (SGBs)

The powers, functions and duties of governing bodies are grouped according to a list of managerial duties that have to be carried out by all governing bodies, and a list of tasks that may be given to governing bodies that have the ability or means to fulfill the tasks. Section 20 of the Schools Act spells out clearly the tasks that are compulsory to be performed by the SGBs.

Subject to the Act, the governing body of a public school must:

(a) promote the best interests of the school and strive to ensure its development through the provision of quality education at the school;
(b) draw up a constitution and submit a copy to the Head of Department by a specified date;

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(c) develop a mission statement;
(d) support the principal, educators and other staff of the school in the performance of their professional functions;
(e) adopt a code of conduct for the learners at the school;
(f) meet at least every three months;
(g) keep minutes of its meetings;
(h) on request, make these minutes available to the Head of Department;
(i) prepare an annual budget;
(j) establish and administer a school fund which all money received by school must be paid;
(k) raise revenues including voluntary contributions to the school in cash or kind;
(l) open and maintain a banking account;
(m) prepare annual audited statements of income and expenditure;
(n) on request by an interested partly make the annual audited statement available for inspection;
(o) report to parents annually;
(p) convene an annual meeting of parents;
(q) encourage parents to render voluntary services to the school;
(r) at the request of the Head of Department, allow the reasonable use under fair conditions of the facilities of the school for educational programmes not conducted by the school; and
(s) perform all other functions imposed on the governing body under the Act.

Powers of school governing bodies (SGBs)

Paragraph 18 (RSA, 1996 b: 14) stipulates that SGBs may:

(a) Administer, maintain and improve the property, and building and grounds occupied by the school, including schools hostels, if applicable;
(b) determine the admission policy of the school;
(c) determine the language policy of the school;
(d) determine the policy for religious observance at the school;
(e) determine the school times;
(f) determine the extra-mural curriculum of the school and the choice of the subject options in terms of provincial policy;

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(g) recommend the appointment of educators to the Head of Department, subject to the Educators Employment Act, 1994 and the Labour Relations Act, 1995 (Act No. 66 of 1995);
(h) determine the appointment of non-educator staff to the Head of Department, subject to Public Service Act, 1994 and the Labour Relations Act, 1995;
(i) determine, charge and enforce the payment of any school fees payable by parents of learners;
(j) pay for services to the school;
(k) purchase text books, educational materials or equipment for the schools;
(l) join voluntary associations representing governing bodies of public schools;
(m) allow the reasonable use of facilities of the school for community, social and school fund raising purposes, subject to such reasonable conditions as the governing body may determine which may include the charging of fees or tariff which accrues to the school.

What distinguishes these powers of the SGBs from their functions is that the powers give the SGBs the opportunity to make decisions about the quality and direction that they wish to choose for their individual schools. The decision making power means that the school governing body have to make choices between different options. Therefore it means that SGBs have to develop policies for their schools.

The school governing bodies have powers to determine school policy regarding:

(a) the maintenance, improvement and use of school property;
(b) admission to school;
(c) language and religious observance;
(d) the programme and curriculum including school times;
(e) appointment of both non educator and educator;
(f) school finances, especially to set and enforce school fees as well as the fund raising;
(g) voluntary association with other school governing bodies.

Composition and election of (SGBs)

The Act makes the provision for four categories of persons who must be represented on SGBs through election by their relevant constituency:

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(a) parents who are not employed at school;
(b) educators at the school;
(c) non educators staff at the school;
(d) learners in Grade 8 or higher at the school (RSA, 1996b: Section 23 a-d).

Subject to the Act and any applicable provincial law, the Member of the Executive Council must, by notice in the Provincial Gazette, determine:

(a) the term of office of members and office bearers of governing bodies;
(b) the designation of an officer to conduct the process of nomination and election of members of the governing body;
(c) the procedure for the disqualification or removal of a member of the governing body or the dissolution of a governing body for sufficient reason in each case;
(d) the procedure for filling of a vacancy on the governing body;
(e) guidelines for the achievement of the highest practicable level of representivity of members of the governing body;
(f) a formula or formulae for the calculation of the number of members to be elected in each categories;
(g) any other matters necessary for the election, appointment or assumption of office of members of the SGBs.

Paragraph 26 (RSA, 1996b: 18) sets out how elections for SGBs must be conducted. The initiative to set the dates for election lies with the Head of Department who designates the principal or another person as an electoral officer who must conduct elections for each of the stakeholder representative groups, learner, parents, educator and non educator. Elections have to be conducted by secret ballot and at meetings of respective constituencies called after reasonable notice has been given.

Term of office of members and office bearers of the SGB

The executive committee is usually a small committee of three or four senior members of the Governing Body. For example the Chairperson, Secretary, Treasurer of the Governing Body, the principal and one or two other members who can be reached easily to make urgent decisions, may serve on the executive committee.

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The decisions of the executive committee, and of the other committees must be approved by the full governing body at a later meeting. The term of office of the office bearers, i.e. Chairperson, Secretary and Treasurer, is for a period of one year and subject to re-election but these people may not hold their position longer than one year, unless are re-elected.

The term of office of a member of the governing body other than a learner expires after three years, after which such a person is still be eligible for re-election if he or she is still a parent of a child in that school. The term of office of a member of a governing body who is a learner may not exceed one year, but such a learner may be eligible for re-election. Persons who are not members of the SGB but possess the required expertise may be appointed to serve on a subcommittee of the SGB, but subcommittees must be chaired by an elected member of the SGB (Section 30 (b)). Although it is not specifically stated in the Act, the term of office of a parent who is a member of the SGB comes to an end on the date his or her child leaves the School as on that date the parent becomes ineligible as he or she can no longer be defined as the parent of a learner in the school.

The role of School Governing Bodies

One of the major roles of School Governing Bodies is to determine the quality of education in their schools and to ensure that teaching and learning is taking place effectively. SGBs should take ownership of the responsibilities given to them by the legislation. This obligation is part of the duties that come with democratic rights given by the SA Constitution to have a voice but also to take responsibility in decision making. It is also another important role to ensure that the school performance is evaluated and monitored at all times so as to promote the best interests of the school and strive to ensure its development through the provision of the best quality education for all learners at the school. It is also emphasized in the Schools Act that the professional management and SGB must act in partnership with all the stakeholders in the school to ensure that the school provides a good education in a secure environment. This clearly indicates that assessing and monitoring other aspects of the school also are part of securing the best interests of the school, e.g. taking responsibility for planning school security and dealing with problems in school security.

The governing body can also play a major role by forming a school mission statement, which provides a broad framework of intentions and gives direction to the planning cycle. The

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mission helps the school to identify gaps between its present state and its desired future and objectives can be derived directly from the mission statement.

3.6.3 KwaZulu Natal School Education Act of 1996

Subject to the provisions of the SA Constitution, school governance is also subject to the educational laws enacted by each individual provincial legislature. In this section the focus will be on the specific education law in KwaZulu Natal Province as the province with particular relevance to this research.

Following the democratic elections of the 27th April 1994, the education system of South Africa was restructured into a single Department of Education at central level, with the provision of schooling decentralized regionally to the nine provinces. Each province therefore had a new consolidated, single education department, integrated out of the formerly racially separate departments. Like all other provinces or regions, the KwaZulu Natal legislature was also empowered by the SA Constitution to enact its own laws about the provision of schooling in that province, provided that such laws were not contrary to the supreme law of this country, namely the South African Constitution, hence the KwaZulu Natal School Education Act (Act No 3 of 1996) was passed by the KwaZulu Natal Government legislature.

The purpose of this legislation is to enable the Minister to govern effectively the provision and control of education in schools in the province, but in a manner that will reflect the new dispensation in the country by eliminating discrimination, promoting equity and reinforcing human rights. The KwaZulu Natal School Education Act applies in the province and prevails over any inconsistent law or any provision thereof, save for such an Act of the National Parliament or provisions thereof adopted in terms of sections 126 (3) and (4) of the SA Constitution.

The Minister shall, after consultation with the portfolio committee, the organized teaching profession, the organized parent community, the education council and other stakeholders identified by the Minister, determine education policy in accordance with applicable minimum national norms and standards within the framework of the principle that "every

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learner is entitled to basic education and equal access to educational institutions" (KZN 1996: 334).

This Act determines that the Minister of Education and Culture of KwaZulu-Natal Province has under sections 18 and 48 of the KwaZulu Natal School Education Act, read in conjunction with sections 18, 20, 23 and 28 of the South African Schools Act, the power to make the regulations regarding the establishment of governing bodies (SGBs) in the province, to set the term of office of the members of SGBs, as well as their powers and functions (KZNatal 1996: 398-400).

Similarly to the South African Schools Act, the KwaZulu Natal School Education Act outlines the following, concerning the composition of the school governing bodies, viz. that a governing body shall consist of:

(a) the principal;
(b) one educator elected by the educators employed at the school for which a governing body is being elected if no more than 5 educators are employed at the school concerned and two educators if there are more than 5 educators employed at the school concerned;
(c) one non-educator elected by non-educators employed at the school or which the governing body is being elected;
(d) a number of parents of learners enrolled at a school comprising one more than the combined total members with voting rights referred to in sub-regulation (a), (b), (c) and (e);
(e) two learners, provided that learners shall be entitled to be represented only on the governing body of a public school which provides education at a level higher than the seventh grade.

Regarding the co-option of members, the Act states that a governing body may co-opt members of the community, including donors, to assist it in the performance of its functions. Such members have no voting rights. Regarding the co-option of governors to the SGB of a school for learners with special needs the Act states that a governing body of a school which provides education for learners with education needs must co-opt a person or persons with expertise regarding the special education needs of those learners. Under the KwaZulu Natal

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Schools Act, the KwaZulu Natal Minister of Education and Culture has the power to make the regulations regarding the following:

(a) establishment and functioning of governing bodies of public schools;
(b) the conduct of learners, suspension and expulsion from a public school;
(c) governing bodies of public schools for learners with special needs;
(d) registration and payment of subsidies to independent schools;
(e) establishment and control of school funds at public schools;
(f) admission of learners to public school (excluding industrial and reform schools);
(g) establishment and functioning of an education council;
(h) representative councils of learners and their organization at public school.

3.7 SUMMARY

This chapter underlined the importance of the historical and policy frameworks that have determined how the school education systems were organized during the apartheid era and also after the 1994 democratic election. Of particular importance is that the policy framework of the previous dispensation produced an education system that became fragmented and was without any uniform policy framework about school governance or the institution of school governing bodies. The chapter included a section that looked at the major role of legal and policy frameworks in order to show how these have a kind of authority that prescribes what should happen in practice.

Two major laws were identified and discussed as the main legal determinants of school governance. The first was the South African Constitution, which provides the background values and principles on which governance rests. The second was the South African Schools Act, with special reference to those sections dealing with the governance of schools, whereby the powers and functions of school governing bodies were identified and outlined in detail. This was done to assess the extent to which governing bodies can contribute towards the whole school development and school evaluation.

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A third important piece of legislation relevant to this study was the KwaZulu Natal Department of Education Act, which had provisions about school governance largely similar to those of the South African Act.

The fourth significant piece of legislation analysed was the National Policy Act on Whole School Evaluation, which sets out the major aim of ensuring that quality education is given to the children of South Africa, based on the belief that this aim can only be achieved through the policy of evaluation and monitoring of performance of all schools in South Africa.

The major challenge of the Whole School Evaluation policy arises from factors like illiteracy, the lack of certain skills on the part of the members of the school governing body and other members of the community and that policies, laws and regulations are not clear to them. These factors, it is argued, might also hinder the progress in implementing the Whole School Evaluation process. Such problems therefore need to be viewed in a serious light.

By way of summary, Figure 3.1 (See p 57) provides a diagrammatic representation of how the school governing body fits into the structure of the national and provincial education systems. This diagram shows that the governing body is part of the governance structure of a school, fitting in under the authority of the National and Provincial structures, namely the Minister of Education, the Member of the Executive Committee (MEC) and the Head of Department (HOD).

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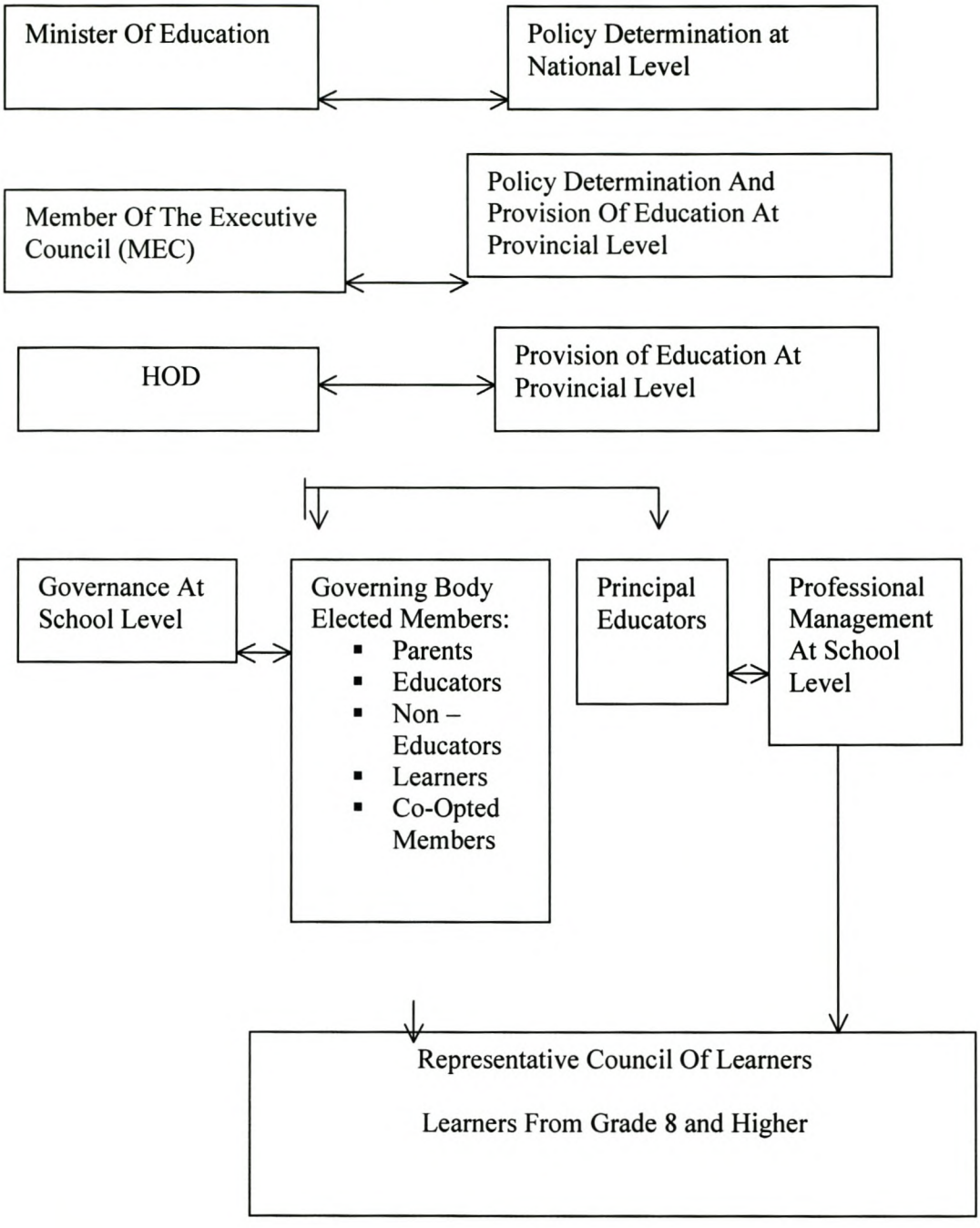
Fig. 3.1 Diagram showing where the Governing Body fits into the education system.



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CHAPTER 4

ANALYSIS AND INTERPRETATION OF DATA

4.1 INTRODUCTION

The linkage of the theoretical aspects and empirical analysis of any research is fundamental towards reaching reasonable conclusions about the research problem. The purpose of this chapter is to present an analysis and interpretation of data collected through the field survey method. The analysis is presented with a view to addressing the objectives of this study as well as to the hypotheses that were postulated in the first chapter. For easy analysis of the data this section is divided into personal particulars of respondents (stakeholders), and the concepts relevant to school governance. This chapter now reports on the final stage of the research, namely the empirical investigation of a selection of schools in the Hlabisa district in KwaZulu Natal province.

The chapter briefly explains the method followed in this stage of investigation and then reports on the findings obtained from questionnaires and interviews with representatives of stakeholder groups in school governing bodies in selected schools. The second part of the chapter interprets the data, and evaluates the important role of the school governing bodies with a view to identifying problems and challenges facing the school governing bodies for evaluating and monitoring the quality of education provided by their school.

It should also be remembered that the aim of this study is to assess and evaluate the challenges of Whole School Evaluation (WSE) for school governing bodies in Hlabisa district in Kwa-Zulu Natal.

4.2 METHOD OF RESEARCH

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4.2.1 Target group/sample

The researcher selected six Senior Secondary schools, three Higher Primary schools and one Lower Primary school, to make a total number of ten schools under the Department of Education and Culture in Hlabisa district in Kwa-Zulu Natal Province. All these schools were selected because of their reasonable proximity to the researcher's place of residence. Because of limited resources and transport problems, the research sample had to be reasonably accessible. The researcher also found it very difficult to collect the data from schools like these because Hlabisa district is spread wide through the areas covering Hluhluwe, Mtubatuba, Hlabisa and Mdletsheni.

Employed full time as an educator, the researcher had limited time available to visit all the selected schools since all the work had to be done after working hours.

The ten schools selected from this area were as follows (See Appendix A):

- Ebaswazini Lower Primary School (rural)
- Mnotho Higher Primary School (Semi-urban)
- Umfolozi Higher Primary School (urban)
- Uphaphasi Higher Primary School (rural)
- Ikusasalethu Senior secondary school (rural)
- Mgwazeni Senior secondary school (rural)
- Siyaqala Senior Secondary School (rural)
- Thekelisulwazi Senior secondary school (deep rural)
- Umfolozi Senior Secondary School (semi-urban)
- Thulasibone Senior Secondary School (deep rural)

The first part of the interview questionnaires (See Appendices B-F) required the participants to provide the information with regard to the constitution of the governing body and the formation and implementation of the appropriate policies and procedures to enable the school to run smoothly. The second part of the interview questionnaires required the participants to provide information with regard to the system the governing bodies have for evaluation and monitoring the quality of education provided by their schools, as well as the major role they should play to make teaching and learning effective in their schools. Not all respondents

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interpreted all the questions in the same way and some respondents were reluctant to answer certain questions, while others were uncertain about what to say. The reasons why some of the interviewees were reluctant to answer the questions, especially the principals, was due to the fact that they suspected that the interviews were done to investigate any form of corruption and for inspection of some kind. The questionnaire enabled the interviewer to consolidate the interview and helped to make the findings more practicable and reliable. This form of interview also enabled the researcher to achieve co-operation from the informants. The method used by the researcher was therefore found to be useful.

4.2.2 Questionnaires and interviews

In order to accomplish his goals the researcher followed a formal way to obtain the principal empirical data through the use of interviews. Questionnaires were first distributed at the selected schools, followed up by an interview with each group of stakeholders or a representative individual. The items in the questionnaires were therefore directed to the representatives of the following stakeholder groups: parents (including the chairpersons of the school governing bodies), principals, educators, non-educator staff and learner representatives (in schools with Grade 8 and above). Apart from using a tape recorder during the interview process the researcher also jotted down the required information as the interview proceeded.

As a teacher in one of the Senior Secondary schools and a member of that school's senior management team (SMT), the researcher unequivocally was able to obtain through first-hand experience, important impressions that should help answer some of the questions. Furthermore, during the period preceded by this investigation the researcher was privileged to co-ordinate and run workshops on whole school evaluation and school development planning among the members of the SMT, SGB and educators of Umfolozi High School. This type of workshop helped in widening the opportunities of working and interacting with significant stakeholders such as educators, SGB members and the principal more than would have been the case through interviews.

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4.3 FINDINGS

As mentioned, the researcher conducted interviews at six different Senior Secondary Schools and four Primary Schools in Hlabisa district of KwaZulu Natal Province. The informants were as follows: 17 parent representatives of school governing bodies, 10 principals, 37 educators, 11 non-teaching staff, and 7 learner representatives from Senior Secondary Schools only. Below, the responses of each of the above groups are recorded by clustering answers to the relevant questions, including a brief discussion in relation to the significance of the items covered in the questionnaire.

4.3.1 The responses of Parents (See Appendix B)

4.3.1.1 General aspects of school governance

Was the school governing body properly constituted and operational?

At least one parent at each of the 10 schools, in most cases the chairpersons of the governing body, was interviewed. Out of 17 parent governing body members interviewed, only one member disagreed that the school governing body (at that school) was properly constituted and fully operational. That parent indicated that the school governing body was not fully operational because they only dealt with rules and regulations given to them by the department and did not formulate policies and procedures for the smooth running of the school. Many parents responded that their schools do have school governing bodies that are duly constituted and fully operational.

Though the majority of parents indicated that most schools do have school governing bodies that are duly constituted and fully operational, feedback from those interviewed suggested that there is still much to be desired in view of the fact that the general purpose of the governing bodies goes beyond just being constituted and having meetings. The purpose is to perform efficiently their functions in terms of the Schools Act on behalf of the school and for the benefit of the school community. All school governors must know what their duties and

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functions are and how these fit with the duties of the principal. Whole School Evaluation is also one of the duties of school governing bodies are expected to do.

Frequency of SGB meetings

Section 18 (2) (a) of the Schools Act stipulates that a meeting of the governing body shall be held at least once every school term. Section 18 (2) (b) further stipulates that the governing body should hold meetings respectively with parents, learners, educators and other staff as stakeholder groups at least once a year. The governing body is also required to record and keep the minutes of the governing body meetings (Section 18 (2) (c)).

Most parents indicated that school governing bodies were holding their meetings on a regular basis to monitor and evaluate the programs in their schools. Some met quarterly and others met on a monthly basis; only two indicated that they were uncertain. The responses therefore indicated that at about 88% of the schools, governing bodies were meeting the requirements of the Schools Act as far as meetings were concerned and it was only 12% who were uncertain on this point.

Adoption of a Constitution for the SGB

Subject to the Schools Act, the governing body of a public school must 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 a mission statement for the school and adopt a code of conduct for the learners at the school.

Among those interviewed there was a general view that a constitution for the school governing bodies had been properly adopted and no one indicated that the constitution of the school governing body had not been adopted. These responses indicate that parents have some understanding of the functions of the governing body and these correlated with the functions stated in the section 20 and 21 of the Schools Act.

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Appropriate polices and procedures

The schools are expected to have well structured policies and procedures that are articulated to learners and their parents. Policies and procedures should be displayed and readily accessible to the learners. Absence and lateness should be followed up and appropriate reward should also be used to encourage an appropriate response from the learners. All the above are the criteria and descriptors that must both internally and externally be applied in the National Education Policy on Whole School Evaluation.

The majority of the parents interviewed gave a strong impression that school governing bodies all had the appropriate polices and procedures in place and that these polices and procedures were implemented successfully. No one indicated that the policies and procedures had not been implemented successfully. This also gives the impression that if the polices were implemented properly there was no reason why schools could not be evaluated and monitored properly by the participants in terms of the good policies and procedures.

Distribution of information to the parents

The Schools Act stipulates that a school must make information available for inspection by anybody, if the particular information is needed by him or her for the exercise and protection of his or her rights. A school must also give information about the school to the Head of Department if he or she reasonably requires it. The school is therefore answerable to the stakeholders for its action and conduct. Answerability implies being accountable to and being judged by somebody and having to respond to questions and have the opportunity to ask questions in return (Dorn, 1998: 8-9). Accountability is an essential element of school governance. It is an obligation of the school to report to its community about the quality of the services it offers. Accountability also provides the school with an opportunity to collect and distribute the information about its performance and enter into a debate with its community about the results of its exercise.

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The majority of the parents interviewed responded that all the information regarding decisions taken at the governing body meetings is conveyed to the parents through the parents' meetings. Some indicated that the information is communicated to the parents through letters sent to parents and through learners' reports.

Payment of allowances to SGBs

The South African Schools Act (Act 84 of 1996) is silent about the payment of allowances to members of the SGB but it requires the governing bodies of all public schools to establish school fund accounts and administer these in accordance with directions issued by the Head of Department. It appears that the legislation intends service on an SGB to be voluntary unless the individual school decides to reimburse costs, e.g. for traveling, out of school funds.

The majority of the parents responded that the school governing body members were not paid any allowance for attending the meetings. The researcher felt that it was of particular importance that schools should take the full responsibility to pay allowances to the members of the governing body as an incentive to encourage them to attend the meetings so as to attend serious problems urgently.

All monies received by the school must go through the school fund account. The school governing body (SGB) is required to draw up a budget every year to show the estimated income and expenditure for the following year. This budget has to be approved by the majority of parents present through voting at a general meeting. Records of all funds received and spent by a public school must be kept and a statement of income and expenditure must be drawn in accordance with guidelines determined by the Education Member of Executive Council (MEC).

Another way of improving the school fund is that of fund raising. The fund raising members should not be limited to members of the SGB and should also consist of active and hard-working people. This sub-committee should be one of the most active of the SGB's sub-committees. In view of the above exposition, it is imperative that a school should make provision for the payment of some form of allowance to the members of the SGB as an

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incentive to encourage them to be part of all school activities, including whole school evaluation programmes.

Frequency of payment for attending SGB meetings

The majority of the parents expressed uncertain about the frequency of payment of allowances to the school governing body members when attending the meeting. Some indicated that they thought SGB members were paid an allowance on a monthly basis for attending the meetings, while others responded that thought allowances were paid only when they attended a meeting so as to encourage them to come. They stated that no-one could spend his or her own money knowing that nothing would be paid to him or her in return.

Most parents responded that the non-payment of allowance to members of the governing bodies had a negative impact on members. This could be seen in the fact that parent members were on the whole reluctant to perform their duties.

Method used by SGB to deal with vandalism at school

An important obligation of the governing body is that the relationship of the school with any local services, e.g. emergency services, with responsibility for the welfare of the children should be given urgent attention. The school must comply fully with the regulations and legislation in force regarding the state and safety of the building, learners' rights and their protection, particularly with regard to health and safety. The school should therefore have good policies, procedures and regulations regarding learners' health and safety and for monitoring and evaluating how well it implements them. Precautions should always be undertaken to prevent any form of vandalism to the school property, whether from external or internal forces.

The majority of respondents agreed that school governing bodies have a meaningful role to play in controlling and dealing with vandalism at school, from both internal and external forces. Most parents responded that the school governing body was doing something in their

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school to alleviate the problem of vandalism. In this connection, they mentioned the following methods: employment of security services, education and motivation of learners, and repair of damages caused to school properties.

4.3.1.2 Specific aspects related to Whole School Evaluation

Governing body systems for monitoring and evaluation of quality education

The majority of the parents responded that they were uncertain about the systems used by school governing bodies towards monitoring and evaluation of the quality of education as provided by their schools. About five informants indicated that governing bodies were appointing qualified educators to ensure that the school needs were provided for. One parent governor responded that the governing bodies were using the School Management Team (SMT) to ensure this; another two parent governors claimed that governing body is permitted only to do monitoring but not evaluation. These responses indicated to the researcher that it is of particular importance to run workshops to give guidance to school governing bodies on how to monitor and evaluate the quality of education provided by their schools.

The major challenge for Whole School Evaluation here is that the school governing bodies are at times using the school management team to evaluate the school performance and one of the reasons could be that governors (especially parents) feel that they are not well equipped with relevant skills and knowledge to implement the policies of Whole School Evaluation. Of course it is the legal duty of the SGB to ensure the development of the school and to develop suitable policies, thus some people argue that the school management team should in fact be helping the governing body to put these plans into effect.

The school governing bodies remain accountable to the stakeholders for the poor performance of their schools. Accountability entails being answerable to other stakeholders both junior and senior to oneself. However, accountability might lose its impact if SGBs do not have the necessary skills to perform their duties as they ought to be doing in this regard.

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Workshop of the SGBs on Whole School Evaluation

About 94% of the parents interviewed indicated that most members of the SGBs had not been workshoped on the Whole School Evaluation programme. Only 6% of parents interviewed confirmed that members of the School Governing Body were in fact workshoped on the Whole School Evaluation programme. The overall responses from the parents interviewed gave a strong impression that SGBs need to undergo a thorough training on the Whole School Evaluation process so that they will be able to monitor and evaluate the quality of education provided in their own schools. The researcher felt that it was of particular importance for the SGB members to evaluate and assess the performance of their schools for the best interest of their schools.

It could be argued that the persons serving in the SGB are morally accountable for the education of the learners, depending on the specific situation. However, it seems as if these people are lacking the necessary capacity building to ensure that they are well conversant with relevant rules and policies regarding the development of school. In some cases the researcher found that parents were reluctant to attend school meetings just because they are not well motivated or workshoped enough to realize the importance of the school meetings.

When parents were questioned about areas of the Whole School Evaluation programme that were already being covered by their school's governing body, their responses were that the following areas had been covered during the few workshops they had ever had: safety and security; financial management; the basic functionality of the school; school budget; and school development planning.

Keeping of records of meetings regularly held by the SGBs

Almost 100% of the parents confirmed that the school governing bodies were keeping records of the meetings held by the school governing bodies. The interviews confirmed that although the governing bodies were keeping records of the meetings regularly held by the SGBs, these records were not properly maintained. One reason frequently given for this was

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that most of parents in the school governing bodies were semi-literate, with exception of those serving in (largely white) urban areas.

The Schools Act places a duty on the governing body to keep written records of everything that has to do with the money or property of the school. This means that all money that the school receives must be duly receipted and recorded. This also means that there must be an inventory that will contain lists of everything of which the school is the owner. If the school buys or receives something new, it must be entered into the records immediately. If something no longer belongs to the school it must be written off, with the necessary reasons by way of explanation. For insurance purposes, everything occupied and used by the school must be recorded and the value thereof indicated.

4.3.2 The responses of Principals (See Appendix C)

4.3.2.1 General aspects of school governance

Constitution of school governing bodies

Of the ten school principals interviewed, nine of them confirmed that school governing bodies were duly constituted and fully operational. However, one principal out of the ten schools reported that the reason why the governing body was not constituted and fully operational was because parents were reluctant to attend the meetings when invited and that there was little schools could do to conscientise them. In spite of the above exception, the researcher had a strong impression that most schools in Hlabisa district had duly constituted governing bodies that were fully operational.

Frequency of SGB's meetings

About 80% of the principals interviewed responded that most of the school governing bodies were holding their meetings regularly in terms of the Schools Act. In spite of the above exposition however, about 20% of the school principals interviewed also confirmed that schools governing bodies were not holding meetings as required by the Act. In this regard

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the view of the researcher was that a deliberate effort should be made to encourage those schools with governing bodies that were unable to meet to find a way of holding meetings, so as to carry out the mandate of the parents as part of the decision taken at a duly constituted meeting.

In some of the schools, however, the most pressing challenge was that there was a very poor attendance of members at meetings of the governing body. Another problem or challenge was that some principals reported that parents were also reluctant to stand for election because of feelings of insecurity. Principals also reported on a lack of appreciation for the importance of parental involvement in education and mentioned the non-payment of a traveling allowance as a reason for the lack of parental involvement.

Principals from a number of schools identified the following as specific areas where a lack of competence needs to be addressed:

(a) Creating good relationships between the governing body and educators.
(b) Drafting a code of conduct.
(c) Teamwork.
(d) Budgeting and fund-raising.

Adoption of a constitution for the SGB

The majority of the school principals interviewed confirmed that the governing body in their school had adopted a constitution. However, one principal reported that the constitution of the school governing body had not been not adopted, the reason being that the parents were not aware of their duties and responsibilities or of the major role they could play in the adoption of a constitution for the school governing body. In all, about 90% of the principals interviewed confirmed that a constitution for the SGB had been adopted, while about 10% answered in the negative.

Availability of appropriate school policies and procedures

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About 90% of principals interviewed confirmed that most schools did have appropriate school policies and procedures. One principal indicated that the major problem was on how to formulate the policies and procedures because of high levels of illiteracy and the lack of capacity among members. Some principals indicated that they took some trouble to give inputs to the governing body about the professional matters and needs of the school. But some principals stated that they felt incompetent or inadequate in this respect because they were not trained to be administrators of schools. Some principals indicated that they found it a demanding task to deal with the running of the governing body, together with the fact that as principals they have to maintain standards by selecting appropriate staff, using finances effectively and instilling proper discipline in schools. All the principals, however, acknowledged that it was their responsibility to train members of school governing bodies on how to conduct meetings.

Implementation of appropriate polices and procedures

The majority of the principals responded that the appropriate polices and procedures were implemented successfully. However about 20% of the principals interviewed indicated that normally the school management draft their own policies and procedures and implement these on their own without the involvement of the local communities because the department wants to see them. Hence it seems clear that one cannot say that these policies have been implemented successfully because the communities have not been involved in the process as they should have been.

Effective procedures for dealing with absence, lateness and truancy

These are important aspects to do with the basic functionality of the school. All the principals interviewed on this issue indicated that schools had effective procedures for dealing with absence, lateness and truancy. They also confirmed that learners were responding positively to the school policies and that this contributed to an ethos that is orderly and work-oriented.

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Systems for evaluating and monitoring the quality of education

Only 10% of the principals interviewed on this issue confirmed that school governing bodies did have systems in place for evaluating and monitoring the quality of education provided by their schools. Some principals indicated that the school governing bodies were still depending entirely on the department for the evaluation of quality of education in their school and that their task was mainly to do with the physical structures of the school only. Other principals indicated that it was only the members co-opted by the principals that normally would do the evaluation and monitoring of quality of education. Usually these co-opted members were from the elites of the community.

The behaviour of learners

There was no clear trend in the answers to the question on the levels of discipline. Some principals indicated that they regarded learners as excellently disciplined and well behaved. Others responded that the behavior of learners still leaves much to be desired, but that attempts were being made to control them. Other principals indicated that there was a group learners who did not want to do their schoolwork and also defied the instructions of the educators, but there were also learners who behaved very well.

4.3.2.2 Specific aspects related to whole school evaluation

Challenges for school governing bodies regarding whole school evaluation

The majority of the school principals interviewed on this issue indicated the following challenges for school governing bodies regarding Whole School Evaluation:

- Lack of skills and training on Whole School Evaluation programmes for the school governing body members.
- What to do to make schools into organizations conducive to learning, with adequate material and human resources.
- The need to provide a school infrastructure adequate for teaching and learning to take place effectively.
- The need to secure parental involvement in school policy making.

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- The need for capacity building for governing bodies on Whole School Evaluation.
- Making it possible for governing bodies to work hand in hand with educators to improve curriculum and support effective teaching and learning.
- The need to improve discipline on the part of the learners.
- Overcoming the problem of parents who are not prepared to support the school.

The main need expressed was to find a way that would make SGBs become involved in taking responsibility collectively for the education of the children of their school, but having to overcome the fact that because some members do not know much about education, educators mostly do the work without them.

Most of the principals in secondary schools indicated that they believe they have an important role to play in making the SGBs participate in Whole School Evaluation and school development programmes. The major challenge is that the members of the SGBs do not attend capacity building workshops, the reason being that some stay far away from the schools, in areas where transport facilities are not available to allow them to attend workshops conducted at their schools. Principals in these formerly disadvantaged communities also reported that they must provide a lot of guidance and motivation because most parents are semi-literate and the parent representatives on governing bodies rely heavily on the opinion and leadership provided by the principals when making decisions on Whole School Evaluation and school development.

Training of SGBs on Whole School Evaluation

About 80% of the principals indicated that no training on the Whole School Evaluation programme had ever been done for the members of the school governing bodies. Only 20% of the principals interviewed indicated that training on Whole School Evaluation had been done to the school governing bodies. When asked about the name of the institution or bodies that had carried out the training, principals gave the following responses:

- By the principal.
- By the department of education (district office).

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- By an unknown institution (probably an NGO commissioned by the provincial department).

The researcher felt that the SGB needs to be trained in order to participate fully in the Whole School Evaluation programme. Like any complex organization, a school needs rules or standard operating procedures in order to function effectively. In a successful school the vast majority of these procedures become so familiar to the personnel that they seldom have to refer to the written word. Nevertheless, they have to be established and applied to ensure that every body knows and does what is expected of them. The school governing bodies have a major role to play in evaluating the school performance and school development. Training of the SGBs is therefore one of major challenges facing the Whole School Evaluation.

Areas of Whole School Evaluation that still need attention

When principals were asked about the areas of Whole School Evaluation that still need to be given special attention, the following areas were pointed out by the principals:

- **School governance and relations** is one of the main key areas that need to be given special attention when school evaluations are held. The purpose is to assess the effectiveness of the governing body in giving the school clear strategic direction in line with the South African Schools Act, the National Education Policy Act and other related legislation.
- **School Safety and Security**: One purpose is to evaluate the extent to which the school knows about legislation that concerns learners' rights and the effectiveness with which it implements these. Another is to ensure that the school is secure and the educators and learners are safe. The third purpose is to evaluate the effectiveness of the school's disciplinary procedures.
- **Schools infrastructure**: The objective is to assess to what extent the school has sufficient staff, resources and accommodation for its purpose. Particular attention must be paid to how well the infrastructure is used in the interests of learners.
- **Parents and Community:** The purpose is to gauge the extent to which the school encourages parental and community involvement in the education of the learners and how it makes use of the contributions. This includes estimating the value to learners'

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education of the exchange of information between parents and the school, and evaluating the links between the community and the school.

- **Quality of teaching and learning and educator development**: The first purpose is to evaluate the overall quality of teaching throughout the school and to determine how well it helps all learners to learn and to raise their levels of performance and attainment. The school is to judge the quality of in-service professional development for educators as highlighted by reports and professional growth plans of the developmental appraisal strategy and other related initiatives.
- **Learner Achievement:** The purpose is to assess the knowledge, skills, attitudes and values that learners have acquired. Particular attention must be paid to levels of performance in communication skills and the ability to work in groups and make responsible decisions.

4.3.3 Responses of Educators (See Appendix D)

4.3.3.1 General aspects of school governance

Representation of Educators in SGBs

Out of 37 educators interviewed on this question, 36 of them indicated that all the educators were represented in the school governing bodies. Educators were elected democratically at staff meetings, which were held specifically for this purpose. One educator indicated, however, that he was not sure as to how educators were elected to represent them in the school governing body and this clearly shows that he was uncertain about procedures followed to elect their representation in the school governing bodies.

The Schools Act states clearly that educator staff members shall also serve on governing bodies. It is unfortunate and astounding that when the investigation was conducted it came out that some educators were still not sure or uncertain about the procedure of how educators were elected to serve on the governing body.

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Some educators also indicated that they felt confident that school governing bodies had been established according to departmental regulations and that elections had been democratic and fair. Specifically, the educator representatives viewed their role as:

- bringing educator problems to the attention of the school governing body;
- making the governing body aware of educators' perceptions; and
- representing the interests of their colleagues.

Educators indicated that the staff saw the educator representatives as a channel of access to the decision-making process in the school.

Constitution of the SGBs

Out of 37 educators interviewed on this issue, 31 of them indicated that they believed that the governing bodies had been duly constituted and were fully operational. Only six educators indicated that, in their opinion, the school governing bodies were not duly constituted and were not fully operational. Most educators reported that there had been no problem with any of the elections. When questioned about their functions or role as educator representatives, the majority (84%) reported that they saw themselves as liaising between fellow educators and the school governing body, or as a link between the broader body of educators and parents.

Frequency of SGB meetings

All of the educators interviewed on this issue confirmed that school governing bodies were holding meetings on a regular basis, although the frequency varied from school to school as follows: quarterly, monthly, twice every month, and – in one case - if there was a need.

Some educators indicated that the reason why SGB members did not attend meetings was because most of the members were working, which made it impossible for them to meet more often. Four educators indicated that there were instances when meetings were planned but

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never took place because the meeting did not have a quorum. This was because out of four parent members only one actually came.

Two educators indicated that the problem that led to the disruption of meetings usually started as soon as members were elected, as some of those elected did not attend the meeting because of the "hot matters" arising at the meeting.

Reports to parents, learners, educators and other staff by the SGBs

A majority of educators confirmed that the school governing body was reporting to parents, educators, learners and other staff on regular basis. However, a significant number did not share this perception. The researcher's impression on this issue was that the governing bodies are therefore not doing enough to report to the relevant stakeholders on a regular basis about the decisions taken.

Frequency of SGB reports to the relevant stakeholders.

Educators' responses did show an interesting area of criticism, however. They suggested that principals fail to report back correctly or completely to the whole staff and they state that this was bound to create tension among the staff. However, some educators were unable to give acceptable reasons why SGBs were failing to report on their activities to parents, learners, educators and other staff members. One instance, mentioned by an educator, where communication did in fact take place was where the school reported a case of vandalism caused by internal forces, but then the report was sent only to the relevant parents. Also on the question of vandalism, other educators indicated that there seemed to be nothing done by school governing bodies to deal with vandalism and that damage caused by this affected the school budget every year.

The majority of educators interviewed about the methods used by SGBs to report matters to the stakeholders, indicated that parents' meetings were called by SGBs to inform them about

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decisions of the governing body. Meetings therefore seemed to be the main means of communication between SGBs and the parent community.

Learners' response to an ethos that is work oriented

About 66% of the educators interviewed on this issue indicated that learners were responding to the school in a positive way, contributing to an ethos that is orderly and work oriented. This does happen in spite of the fact that some schools still did not have code of conduct for the learners. About 34% of the educators interviewed did indicate that schools do have effective procedures and polices for dealing with lateness and truancy. The researchers feeling was that something should be done to encourage school governing bodies to design proper mechanisms for the school to deal with the issue of lateness and truancy.

Methods used to deal with vandalism at school

When educators were asked about proper or effective methods used at school to deal with vandalism from either external forces or internal forces, the following responses were received:

- Disciplinary measures are undertaken by the SGBs to deal with vandalism from internal factors.
- Some educators reported that there were no effective mechanisms put in place to alleviate the problem of vandalism at school.
- Helping school to maintain the culture of teaching and learning is also another method to control vandalism at school.
- Control of the carrying of dangerous weapons by learners within the school premises.
- Motivation of learners and educators to work together and also not to attend to the behaviour of learners timorously.
- Increased parental involvement in all school activities.

Support of SGBs to principals, educators and other staff

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Out of 37 educators interviewed on this issue, twenty educators confirmed that the SGBs were supporting principals, educators and other staff to perform their professional function. It was also indicated that some of the parents responded to meetings called by the SGBs. They also contribute towards the alleviation of lateness and absenteeism on the part of the learners. However, no one indicated the reason for the failure of SGBs to give support to principals, educators and other staff members.

4.3.3.2 Specific aspects related to Whole School Evaluation

Training of SGB members on Whole School Evaluation

About 72% of educators interviewed on this issue confirmed that there was not enough training given to the members of the SGB on Whole School Evaluation programmes. It was only a small percentage (28%) of educators who confirmed that SGBs were given guidance and had been presented with workshops on the Whole School Evaluation programme, especially in the following areas of school functioning:

- School safe financial management
- School safe and security
- Learners code and conduct
- Governance and relations
- Basic functionality of the school.

Educators also confirmed that there were areas of Whole School Evaluation that they still regarded as needing much attention. These were:

- School infrastructure
- Parents and community involvement in education
- Leadership management and communication
- Quality of teaching and educator development
- Learner achievement

Challenges facing SGBs regarding Whole School Evaluation.

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The majority of educators interviewed on this issue responded as follows:

- SGB's still need training and workshopping on the whole issue of school evaluation.
- Lack of teaching aids in schools was still problematic.
- Prioritization of needs still leaves much to be desired.
- Lack of knowledge and illiteracy among the SGB members.
- Improving of the school infrastructure.
- Lack of facilities for school safety and security to alleviate and eradicate all forms of vandalism at schools.
- Maintenance of co-operation between educators and parents for effective teaching and learning to take peace effectively.
- Lack of code of conduct for learners was still a serious problem in some of the schools.

4.3.4 Responses of Non-educators (See Appendix E)

4.3.4.1 General aspects of school governance

Constitution of the SGBs

Most non-teaching staff indicated that, in their view, school governing bodies were duly constituted and fully operational in compliance with the provisions of the Schools Act. Most non-educators expressed the need for workshops and training to be conducted in order for them to obtain clarity about their roles. Some wanted to be supplied with uniforms and shelter when performing their duties especially those who are employed as security guards. Obviously these are significant areas of concern to non-educators and need to be addressed within the structure of school governance.

Frequency of SGB meetings

About 91% of the non-teaching staff confirmed that the school governing bodies were meeting on a regular basis, with the exception of 9% who indicated that there were still some

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problems regarding the meetings of the school governing bodies. Problems identified by non-educators about school governing body meetings were as follows:

- Some members were not interested to attend the meetings because they were not paid a travelling allowance.
- They were not trained in participatory democracy and expressed a lack of confidence.
- Some were also employed, hence they were unable to attend the meetings of the school governing bodies.
- Participation was difficult because they could not attend meetings that were organized during evenings and over the weekends.

Most non-educators interviewed indicated the frequency of the SGB meetings as follows:

- About 55% indicated that the meetings of SGBs were held on a monthly basis.
- About 36% indicated that the SGB meetings were held on a quarterly basis.
- About 9% indicated that they were uncertain about the frequency of SGB meetings.

Most non-educators interviewed also indicated that they believed that SGBs had appropriate polices and procedures and that these were also implemented successfully. All non-teaching staff reported that members of this group were also taking part in the programme for the school safety and security. None of them reported that they were not involved in the Whole School Evaluation programme.

4.3.4.2 Specific aspects related to Whole School Evaluation

Training for Non-educators on Whole School Evaluation

All of the non-educators interviewed on this issue confirmed that they were given training on the programme of school safety and security. Some also confirmed that they were receiving training on the Whole School Evaluation program and that the areas which were covered in this programme were based on school governance and relationships. They also indicated that the two main areas of Whole School Evaluation that they thought needed to be covered were the relationships between the parents and community, and the school infrastructure. On the question of whether the schools had the facilities to ensure that quality education was provided, non-educators responded that the facilities were available to ensure that quality

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education was provided by the school. However, some non-educators also confirmed that improvements still needed to be done regarding the erection of school infrastructure such as the laboratories, libraries and classrooms.

Challenges facing SGBs on Whole School Evaluation

When asked about the challenges facing school governing bodies regarding Whole School Evaluation and school development, non-teaching staff made the following observations:

- School governing bodies were not well equipped with the information regarding the new educational dispensation.
- School governing bodies were still lacking skills to control admission of learners and to avoid the rejects from other schools with fake reports.
- School governing bodies need to look for more funds so as to provide more facilities to ensure that quality education is provided which includes *inter alia* for the erection of school laboratories, school libraries and classrooms.
- School governing bodies need to do something about those learners who are orphans and unable to continue with their education, hence the challenge facing SGBs is that funds need to be made available to keep those learners at school in order to progress with their tertiary level education.

4.3.5 Responses from Learners in the Representative Council of Learners (RCL) (See Appendix F)

4.3.5.1 General aspects of school governance

Learner Representatives

In terms of section 11 of the South African Schools Act, an elected Representative Council of Learners (RCL) must be established at every public school that has learners enrolled in the eighth grade or higher. Most learner respondents interviewed indicated that the RCL elected one or two members to the governing bodies, depending on the school enrolment. In the sample of six secondary schools, all of them had learner representation on the school

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governing body. During the interview on this issue, none of the respondents indicated that the learners were not represented, with the exception of the learners from the primary schools, who did not qualify in terms of the Schools Act.

Safety and security measures for learners

Almost all of the learners interviewed indicated that strong measures had been put in place to provide security to learners. The impression of the researcher was that school governing bodies were serious in the way that they were taking the lives of their children into consideration. The majority of the interviewees revealed that no problems or serious setbacks had been encountered in the establishment of the school safety and security committee. In fact, it was found that the learners were also elected to represent other learners in that committee.

The behavior of learners

All the learners interviewed on the question of behaviour indicated that they thought that the behavior of most learners was between satisfactory and excellent. The feeling of the researcher was that if the behavior of the majority of learners was not bad, this would bring the culture of teaching and learning into a stable situation. Also, the level of absenteeism and lateness, truancy and vandalism at schools could be reduced to the lowest level or eradicated completely.

4.3.5.2 Specific aspects related to Whole School Evaluation

Involvement of learners in Whole School Evaluation

When asked about the involvement of the learners in the Whole School Evaluation programme, about 85% of the respondents indicated that learners were also directly taking part in the Whole School Evaluation programme. Although the smaller group (15%)

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indicated that they were not taking part in the programme, none of the respondents indicated any reason for not taking part.

Participation in workshops on Whole School Evaluation

In spite of the fact that learners indicated that they were taking part in the Whole School Evaluation programme, the results of the interview gave the indication that only 57% of the learners had been able to undergo or receive capacity building or attend a workshop on the Whole School programme. A common response from learners was that they believed that they lack the necessary skills for effective participation.

4.4 INTERPRETATION OF DATA

This section summarizes the findings of the researcher obtained through the interviews with representatives of the relevant stakeholders in school governing bodies. This section turns now to an interpretation of and reflection on the data. Generally speaking, it should be noted at the outset that the researcher found that there was a great willingness and co-operation to participate in the investigation. Interviewees from all the stakeholder groups provided a variety of valuable insights into how they saw the role and functioning of the school evaluation for effective teaching and learning to take place. The policy of Whole School Evaluation attempts to provide an effective monitoring and evaluation process that is vital to the improvement of quality and standards of performance in schools. This evaluation system replaces the previous school inspection system carried out in South Africa under the apartheid regime for many years. Because there has been no national system of evaluating the performance of schools, this new policy for Whole School Evaluation holds the promise of raising standards on a uniform basis for all schools across the country. This is why it is so important that school governing bodies take responsibility for ensuring that it is applied in every school.

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It was interesting to note, therefore, that without the full participation and the proper governance of schools by the whole school governing body, Whole School Evaluation will remain a failure.

Basically, as the name implies, the Whole School Evaluation process attempts to create a framework for developing all the main aspects of the school. To do this, the process focuses on the nine areas identified for evaluation, namely:

- Basic functionality of the school
- Governance and relationships
- Leadership, management and communication
- Quality of teaching and learning and educator development
- Curriculum provision and resources
- Learner achievement
- School safety, security and discipline
- School infrastructure and
- Parents and the community.

As was explained in Chapter One, within the scope of this limited research study the focus was kept to just the first two of the above areas, i.e. on the basic functionality of the school and on governance and relationships.

Generally speaking there was a great deal of agreement in the information provided by the interviewees. The nature of the findings was more by way of a qualitative insight into how representatives from the different stakeholder groups perceive the situation than an attempt to demonstrate by the accumulation of quantitative data that any specific aspect was of particular significance. The researcher's intention was, by hearing the voices from within the school governing bodies, to obtain a closer perspective on how well school governing bodies understand their mandate in relation to school improvement through their involvement as governing bodies in the process of Whole School Evaluation.

The findings brought to light the following main perspectives on areas that provide a challenge to school governing bodies.

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Formation of the SGBs

On scrutinizing the interview reports there seemed to be a positive view on the whole process of the formation of the school governing bodies. According to the interviews all the stakeholders confirmed that all of the SGBs covered by this study were regarded as duly constituted and fully operational. There is also evidence from the various stakeholders that the members of the SGB do hold meetings on a regular basis to decide on matters concerning the smooth running of the school, which also includes the evaluation and monitoring of the performance of the school as a whole. It is interesting to note also that at no point did any interviewee from any stakeholder group state or imply that any governing body was operating without having a constitution.

Policies and procedures.

Most of the stakeholders felt that the school governing bodies do have proper policies and procedures in place and that these policies are also being implemented successfully. Although the majority of the stakeholders indicated that they have the perception that policies are properly formulated and implemented, this contrasts somewhat with the situation reported by a number of the principals who indicated that their practice is that normally the management of the schools draft policies and procedures and implement them without the involvement of the local community. This falls short of the policy intention that because schools are for the good of the community, members of the community need to be involved in whatever activities of the school concern their children. It is noted that a few learner representatives interviewed claimed that learners still felt excluded from the school evaluation process in view of the fact that most learners were not trained to participate in the Whole School Evaluation.

Capacity building and training

One of the most fundamental problems among some of the stakeholders was a lack of capacity building for the members of the school governing bodies. This was evident when

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some of the respondents indicated that one of the major problems was the high level of illiteracy among the members of the school governing bodies.

As mentioned, learners for example also lacked the necessary knowledge about their responsibilities as well as the skills for effective participation in the Whole School Evaluation programme. This is clearly an area where specific capacity building is required.

Educator representatives also wanted information on basic school management, including financial management. Educators were also willing to have training to resolve disputes between principals and parents, or between principals and educators and learners. They also expressed a need for training on how to formulate a Code of Conduct for the learners and on the formulation of school policy in general. The majority of the interviewees were in favour of capacity building so as to participate fully in all school governing body structures.

Challenges on whole school evaluation

Some interviewees expressed concern and sadness about giving the responsibility to the governing bodies for the maintenance of schools. They seemed to find this to some extent unfair and dictatorial, being expected to do something for which they were not equipped. There had not been a process of involvement and capacity building. They felt that they still lacked understanding of how to do this effectively, especially in not having the skills on Whole School Evaluation or the necessary skills for handling the finance to do this.

They said that this kind of authoritarian attitude reflected past attitudes and was contradictory to the notion of participatory democracy underpinning school governance. One of the major challenges facing the school governing bodies is that of parental involvement in school policy making and to make school infrastructure adequate for teaching and learning to take place effectively. Some stakeholders also raised their concern that school governing bodies should work hand in hand with the educators to improve curriculum and make the school an organization conducive to effective teaching and learning.

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No effective teaching and learning can take place if there are still certain problems in regard to the implementation of the Whole School Evaluation policy. Arguments to support this point of view include the following:

- Whole school evaluation is one of the useful indicators of standards and it also aims at assuring the quality of education given to the learners.
- Whole school evaluation is a cornerstone of quality assurance, which also aims to ensure the maintenance and improvement of standards both in individual school and the education system as a whole.
- Whole school evaluation is the thrust of quality assurance.
- Good schools are constantly aware of the need to evaluate standards and now they have to do so effectively.
- Whole School Evaluation is the system used in quality assurance in KwaZulu Natal schools; at provincial level therefore this is the policy that provides the mechanism to keep the school management team and governing bodies on track in monitoring and improving their school performance.
- By becoming familiar with Whole School Evaluation and this approach to system evaluation and by focusing on school development plans and their effects on the indicators and key areas used, schools can ensure that they are in line with KwaZulu Natal Department of Education Committee requirements.

But against these arguments, there are factors that make it difficult to ensure the success of Whole Schools Evaluation. These are factors such as:

- Non payment of traveling allowance to the SGB's as incentives to attend the meetings becomes one of the major problems for the whole school evaluation to take place effectively.
- Policies, rules, regulations on school governance will serve no purpose if no-one ensures that the SGBs are all familiar or conversant with those rules and policies.
- One of the major challenges of the whole school evaluation is that there is a perception that there is no need for the non educator staff and learner representatives to be part of the training on Whole School Evaluation and this was also indicated by the above stakeholders groups during the interview. The implication was that as far as they are concerned this had very little to do with them.

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Principals occupy a very strategic position in influencing what happens in schools and governing bodies. Their perspective on the problem can have an overriding effect. It is interesting to note that not all principals see the situation and challenges in the same way. Some of the principals claimed that they had not encountered problems at all, but others stated that there were in fact serious challenges. Their most challenging problems and perspectives from principals were:

- There was poor attendance of the parents at the parents meetings regardless of the fact that they had been invited for the meeting in advance.
- Policies and procedures were not successfully implemented and some policies were not adopted but only drawn as a draft by certain individuals.
- SGBs still feel that they do not know much about education and or that the educators should do their work without them.
- Some SGB members were always involved in personal conflicts that had nothing to do with matters on the agenda of the meetings.
- The failure of some schools to involve parents in the Whole School Evaluation process also became a major challenge for the school evaluation.
- The success of the whole process of school evaluation relies entirely on good school governance and without this there would be no prospect of successful school development.
- The school needs co-operation of all the stakeholders in ensuring that the whole school evaluation takes place effectively.

Participation

Principals, educators and parent all agreed that parents were often unwilling to attend the meetings of the SGB because of non-payment of travelling allowances to these members. There was a general feeling that members of the SGB should at least be paid something so that they could be encouraged and motivated to sacrifice at least one day off from duty to attend the meeting. It was reported that many parents were insecure, felt themselves to be inadequate or unskilled or seemed not be interested in exercising their rights to participate. It is also interesting to note that many interviewees suggested that better communication and co-operation between parents, learners, educators and principals was the key factor to

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improvement in levels of participation. It sounds as if this improvement needs to come, firstly, from the Department in the form of basic information and encouragement about the functioning and activities of the school governing bodies and, secondly, from within the school community and from the principal in particular.

4.5 SUMMARY

This chapter reported on the last stage of this investigation into the role of SGBs and their participation in the Whole School Evaluation process in the area of Hlabisa district in the province of KwaZulu Natal, based on the empirical investigation of a sample of ten schools. Questionnaires and interviews were used as well as the researcher's own experience gained as a teacher and a Head of Department for the Human and Social, Sciences at Umfolozi High School in the district of Hlabisa - KwaZulu Natal Province. The researcher has also used the data obtained from interviews with representatives of five relevant stakeholder groups in school governing bodies, namely principals, educators, non educators, parents and learners.

The findings from interviews with each stakeholder group were analyzed and interpreted accordingly. In analyzing interviews the following focus areas were touched on: the due constitution and functioning of SGBs; adoption of a constitution; frequency of SGB meetings; policies and procedures; implementation of policies and procedures; methods used to deal with vandalism at schools; and workshops, training and challenges for the Whole School Evaluation. In interpreting the findings, some general directions were noted focusing on the formation of SGBs, policies and procedures, capacity building, training and challenges for greater and more meaningful participation by school governing bodies in the process of Whole School Evaluation.

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CHAPTER 5

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 SUMMARY

As part of the new Government's democratic initiative to involve all stakeholders in the governance of schools, the SA Schools Act (1996) provided for the establishment of a School Governing Body in every public school. This body is aimed at being fully responsible to and representative of all the stakeholders involved in the education of learners in each and every public school.

As a further development, in 2001 the Ministry of Education introduced the Whole School Evaluation policy, aimed at ensuring the quality of education system. The aim of this national policy is to provide an effective monitoring and evaluation process to improve the quality and standards of performance in schools. The Whole School Evaluation strategy encapsulates other initiatives such as school self evaluation and external evaluation and it aligns with other activities and agreements such as systematic evaluation (SE) and the Development Appraisal System (DAS). It is therefore important for all stakeholders to be familiar with the process of Whole School Evaluation (WSE) as well as its benefits. These stakeholders include, *inter alia* the School Governing Bodies. In fact, it is the governing bodies that the participation of stakeholders as an ideal takes on both statutory and practical form.

The principle aims of the Whole School Evaluation (WSE) are as follows:

- To familiarize schools with the process and benefits of self-evaluation;
- To moderate externally, on the basis of the basis of a sample, the results of self-evaluation carried out by the schools;
- To evaluate the effectiveness of a school in terms of national goal;

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- To increase the level of accountability within the education system;
- To strengthen the support given to schools by professional district support services;
- To provide feedback to all stakeholders as means of achieving continuous school improvement;
- To identify aspect of excellence within the system that will serve as models of good practice; and
- To identify features of effective schools and improve a general understanding of what factors create affective schools.

The policy of Whole School Evaluation contains a built-in mechanism for reporting findings and providing feedback to the school and to various stakeholders such as the National and Provincial Education Departments, parents, and society generally on the level of performance of a school.

Initially in some quarters Whole School Evaluation was not supported or acknowledged by certain educators and teacher unions in the Public Service Coordinating Bargaining Chamber (PSCBC), hence the researcher makes an attempt to investigate the process of the Whole School Evaluation programme in Hlabisa district with special reference to its challenges facing school governing bodies. The study found that there are a number of specific challenges facing SGBs regarding Whole School Evaluation.

Chapter One provided the orientation to the study. It outlined the background to the problem, the aim and methodology of the study. Chapter Two was aimed at conceptual clarification. It focused on a selection of relevant literature and documents in order to identify and discuss the most important concepts and provide a suitable conceptual framework as an analytical basis for the study for the study. This conceptual framework aimed in particular to bring to light the key concepts relevant to understanding the two issues that are central to the research: (a) school governance and (b) Whole School Evaluation or school improvement.

Chapter Three dealt with two important aspects of context, both facets of the policy context and school culture relevant to the challenges addressed in this study: first, it gave an overview of the fragmented system that was the historical legacy of the pre-1994 dispensation. From this legacy, it was evident that in the past evaluation was mainly

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experienced in a negative way – mostly as a fault finding mission, where inspectors raided schools early in the morning to check all the work and submit a report, usually negative about any party found to be at fault. This type of system of inspection of school was not fit to judge or measure the performance because of the following perceptions:

- It was a fault finding method.
- It was bureaucratic and had no room for improving the effectiveness of school governing bodies or giving a school clear strategic direction in line with the orientation set in key legislation such as the South African Schools Act (SASA), the National Education Policy Act (NEPA) and other related legislation such as the KwaZulu Natal Department of Education Act (1996)

To provide the contrast with the pre-1994 context, the second part of Chapter Three outlined the main legislative and policy frameworks of the post-1994 period of democratic transformation. This involved identifying the most important and influential policy documents in shaping the new approach to school development, especially the SA Constitution, the SA Schools Act and the National Policy for Whole School Evaluation. Of particular importance was to note that in combination, these documents define a democratic and participative role for school governance in the whole programme of school improvement and quality assurance.

Chapter Four contained the final step in the methodology, which was to investigate how policy intentions were being worked out in practice in a particular region of South Africa, the Hlabisa district of KwaZulu Natal province. To achieve this in a modest way, the study included an empirical investigation of how the governing bodies at ten different schools in the Hlabisa district appeared to be functioning, especially as regards their orientation towards the policy of Whole School Evaluation.

Data Collection was done through questionnaires, distributed to all stakeholders, and followed up with personal interviews. A sample of ten schools in the Hlabisa district was selected and stakeholders from each school interviewed. These included school principals educators, parents, chairpersons of the school governing bodies, learner representatives, and non-educator staff. The collected data was then analyzed and interpreted.

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5.2 CONCLUSIONS

The main aim of the study was to identify some of the challenges facing the school governing body with regards to Whole School Evaluation. From the data collected it was evident that some school governing bodies still lacked knowledge to a very large extent concerning the Whole School Evaluation process. From the responses recorded and discussed in Chapter Four it can be concluded that:

- There is a high degree of illiteracy amongst the governing body members regarding their roles in the governance of the school. Most activities are still performed by the educators because parents tend to shift the responsibility to educators or to the school management.
- Lack of funding and reluctance on the part of parents to settle school fees in advance results in problems such as failure to buy learning and teaching resources on time, the inability to provide enough security for the school leading to a high degree of burglary and vandalism, which causes the physical condition of the school to deteriorate further. Night watchmen cannot be hired because of shortage of finances and some schools are left without security at night.
- There is a lack of incentives for SGB members in the form of traveling allowances. Some members of SGBs work far from schools and travel at their own expense. This results in some SGB members becoming reluctant to attend meetings and evaluation processes. Some responses indicated that the frequency of SGB meetings varied a lot, with some even indicating that the SGB meets only if there is a need. This adversely affects the evaluation process.
- There is also evidence of poor parental involvement in the formulation of school polices. Stemming from this, poor parental involvement means poor participation in governance. This still illustrates the shifting of responsibility to the educator. This trend was evident from the majority of the responses.
- There is a lack of co-operation between the SGBs and the teaching staff. Evaluation of schools in the midst of such problems becomes difficult. Some responses during interviews indicated that parents know very little about teaching and hence take a back seat even in simple matters such as discipline, where they should be playing a meaningful role.

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- It is evident from the responses especially from the SGB members that there are disputes amongst some members of some SGBs, resulting in meetings that fail to produce sound decisions or resolutions. Sometimes members quarrel over private issues not in line with their functions at schools. The handling of finances by the finance committee is one thorny issue that in most cases raises eyebrows.
- In trying to prioritise the needs of the school, there are clashes in some SGBs regarding what should be done first and what should follow next. Some interviews indicated that there was no school development plan where needs of the school could be arranged in some agreed order of priority. The strengths, opportunities and weaknesses have no platform from which to be assessed and attended to. Some SGB members point at security as the main problem whilst others point to human resources as a more important problem. These disagreements hinder the evaluation process.
- The lack of a proper mechanism to deal with vandalism and the absence of the code of conduct in general, leads to the deterioration of school property. Some respondents pointed out that vandalism is discouraged through the hiring of security guards who report directly to the police while others respond to vandalism by continuously fixing what is being vandalized. According to the researcher's point of view, the "solving by fixing approach" is a wasteful exercise, as it leads to retrogression. Where no Code of Conduct is in place there is no yardstick for passing judgment and handling discipline. Carrying of dangerous weapons by learners causes an unsafe environment where duties of educators are performed with fear. The total evaluation of the performance of a school becomes very difficult in circumstances such as these.
- School Governing bodies do not have their own guidelines and frameworks for evaluation, hence they depend on the external departmental policies for evaluation of quality education. In the end, their task is mainly focused on the physical structure of the school only, not the educational quality.

It was the main aim of this study to unearth the challenges facing the school governing body on the issue of the Whole School Evaluation process, hence the main conclusions reached in this regard were as follows:

- The lack of parental involvement in the policy making, the high level of illiteracy among the school governing body members regarding their roles in the school governance, the lack of funding and the reluctance on the part of the parents to settle

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their school fees accounts in advance were a very great problem having a bearing and negative impact on school governing bodies in achieving a focus on evaluation and monitoring of the quality of education provided by their schools.

- There was a tendency among parent representatives to complain that though the school governing bodies were duly constituted and fully operational, there was a lack of incentives to encourage school governing body members to better perform their duties to monitor and evaluate the school performance. To overcome this was still a major challenge facing the school governing bodies.
- Parents in particular still wanted to known why the members of the school governing body were not paid any remuneration or travelling allowances and, in some cases, why their own children were not exempted from the payment of tuition fees as a right because of the service performed by their parents.
- Parents in particular also seemed to want to know more about matters on school management from which they had traditionally been excluded, such as making school policies setting up the disciplinary Codes of Conduct for the learners and participation in the Whole School Evaluation process.
- Although there were complaints about the lack of incentives to encourage members of the school governing body to attend the meetings, the researcher got the impression from the majority of those interviewed that the frequency of the school governing body meetings was more or less in compliance with the provisions of the South African Schools Act.
- The responses from the majority of the interviewees showed that there was a wide range of needs expressed for the enabling of all the stakeholders to take full participation in monitoring and evaluation of the quality of education provided by their schools.
- The greatest needs were to do with school policy making, school development planning, formulation of the learners' code of conduct, and other areas of the whole school evaluation which have not been covered in this study, such as:
    - Parent and community involvement
    - Leadership management and communication
    - Quality of teaching and educator development
    - Learner achievement, curriculum provision and resources
    - School infrastructure

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- The study also concluded that the treatment of non-educator staff members such as the security guards is unsatisfactory, especially when one recognizes the fact that some responses from other stakeholder representatives stated that this stakeholder group was not taking part in the school management activities. Seen from both sides, it is clear that the non-educator group experiences a kind of exclusion and actually knows very little about the Whole School Evaluation programme – or about their right to participate.
- This is further emphasized by the fact that the school community as a whole did not seem to think that the non-educator group was qualified to deal with the matters of governance.
- There is therefore a reality that effective schools depend entirely on good governance and also a great demand for practical help and capacity building in the form of in service training and workshops.
- In the district of Hlabisa the researcher got the impression that the Hlabisa Department of Education district offices and its Senior Education Management (SEM) is doing everything in its powers to provide the necessary support as to the stakeholder groups so as to enhance the knowledge and skills on school governance and the implementing Whole School Evaluation.
- The most important conclusion, however, is that there was hard evidence of success as well. The responses received in the investigation reported on having many of the programmes that will increase parental involvement in the broader educational life of schools and particularly in the programme on Whole School Evaluation and school development planning. It is hoped that this prospect might, in reasonable time, start to alleviate problems regarding the evaluation and monitoring of school performance, especially those in Hlabisa district schools.

5.3 RECOMMENDATIONS

Firstly it is clear that the realization of objectives for any organization or community depends entirely on proper planning and effective management, hence the researcher recommends that members of the school governing body, be it at a primary school or a senior secondary

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school, be empowered through capacity building. This overall recommendation can be broken down into separate specific recommendations.

5.3.1 School Funding Programme

In order to alleviate and eradicate the general lack of funds in schools, the researcher recommends that all schools should be legalized to operate under Section 21 of the Public Company's Act instead of operating under Section 20, which gives all the powers to the state to buy every thing for the school and also control its funds in terms of the Norms and Standards policy. Furthermore, the school governing bodies must also make plans to obtain more funds and facilities to improve the quality of education at school. The school governing body should take reasonable steps within its means to supplement or add to the amount of money that the state can afford to give the school.

How to do fund raising more effectively is therefore an important part of capacity building, linked as a necessary step, to Whole School Development.

The governing body may approach people in business to sponsor things for or at the school or to pay for certain expenses. Members of the public, or parents, may be asked to donate money to the school.

5.3.2 Provision For Workshops

The following strategies could also be followed to empower the members of the school governing bodies so as to enhance the levels of their skills on school evaluation. The Department of Education has the responsibility to provide workshops for all members of school governing bodies, be they in the rural, semi-urban or urban areas. This should be done in partnership with the representatives from the school governing bodies to help the department to establish the needs of a particular school. Hence the parental involvement in planning workshops is of great importance. It is obvious that the needs of a particular School A are likely to differ from those of School B.

During the workshops other aspects of the Whole School Evaluation challenges can be addressed. These include *inter alia* any lack of cooperation between the members of school

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governing bodies and the teaching staff members, so as to improve the quality of teaching and learning in school, for the best interest of learners.

Skills development programmes should be put in place by the department so as to eradicate all forms of illiteracy among the school governing body members and also to alleviate feelings of inferiority, thus promoting *Tirisano* within all the stakeholder groups.

5.3.3 School Development Planning

The South African Schools Act states very clearly that school governing bodies have the power to co-opt members, including members with expertise and skills. The researcher therefore recommends that school governing bodies of public schools should be actively encouraged, even obliged, to identify and invite members of the community with needed skills to serve in partnership with them. Such participation will strengthen the elected members of the school governing body.

After the completion of the Whole School Evaluation exercise, the evaluators should then prepare the School Improvement Plan (SIP). A SIP is a plan for improvement that responds to the quality improvement strategies that were recommended by the evaluators and by the school through its self evaluation. The plan must identify clear strategies for the stakeholders. The SIP can be seen as an element of the school's longer-term development plan. It also focuses on strengthening aspects of the system that need attention and that have been identified by the Whole School Evaluation (WSE) process.

In doing this, the school should also increase its ability to meet the outcomes that were identified in its School Development Plan (SDP). A SDP must be designed to allow the school to organize, with greater efficiency and success its programme of development, improvement and change. Every school should have such a plan for development, taking into account departmental policies, school specific policies, the needs of learners, the capacity of the staff, the aspiration of the school governing body and the view of the community at large.

The value of a school developmental plan is that it can serve as a tool for incremental or systematic change. It is achieved by placing smaller achievable goals within a framework of

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an organization's overall directions. The school development plan serves as a motivation to all stakeholders and assures ownership of the plan. It provides a comprehensive and well co-ordinated approach to all aspects of school planning, for example curriculum, assessment, management, administration, organization finances and resources.

Sharing a common vision and a common plan or strategy strengthens the partnership between school management and school governance. Through planning together, these bodies develop into a more cohesive unit. This collaboration even builds the culture of the school and becomes part of it. Thus, building a culture of partnership can be taken into consideration when planning, to ensure the maximum benefit for all the stakeholders.

5.3.4 Capacity building of SGBs

This study has already highlighted illiteracy as one of the major challenges for SGBs in trying to make Whole School Evaluation work. The researcher therefore recommends that decisive steps should be taken to reduce the level of illiteracy amongst the members of the SGBs.

Parents, educators, learners and non-educator staff should be given an opportunity to be educated by the professional people regarding the management of schools. The Department of Education and Culture or any private institution qualified to give lessons based on Whole School Development programme should be trained and mandated to give appropriate workshops. Experienced people in the field of school governance and who are capable and knowledgeable about the school governing bodies must also be given such as opportunity to educate these stakeholder groups.

The problem of security in schools can also be addressed by the involvement of the Department of Safety and Security to train and give guidelines on how to provide security in schools and thus alleviate vandalism of school property. The Department of Education should actively promote such policies of partnership rather than keeping everything in the Department. Each school should establish a committee for school Safety and Security and this committee should involve a number of stakeholders including members of the police,

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business people, professionals, NGOs, educators, non-educator and educator staff, learners and ordinary members of the community in the area surrounding the school.

5.4 SUGGESTION FOR FURTHER RESEARCH

It is recommended that capacity-building along the lines suggested in Chapter Four and in the conclusions above should be researched more thoroughly, with special focus on practical steps to facilitate parental involvement in the school evaluation process as well as in the school policy making.

Furthermore, investigation should also be made to determine proper mechanisms that could be used in dealing with vandalism of school properties.

Capacity- building programmes should be designed for specific stakeholder groups such as the members of the school governing body, in order to alleviate high levels of illiteracy amongst them and thus enabling them to take part fully in the evaluation and monitoring of the quality of education provided in their schools. Such literacy programmes could target very specific skills, such as handling a policy document or understanding a school plan. Ways could also be investigated to simplify and standardize these key documents, perhaps using symbols and diagrams. School communities could give content to these symbols through oral discussion that would be more inclusive than merely using detailed or formal written documentation.

Finally, the researcher acknowledges that this study was done with very limited resources of time and access, and as a part of a Masters course. The researcher is excited at the potential of building more effective school governing bodies, beyond the scope that this study has been able to achieve. He therefore recommends that a more thorough and methodically rigorous study based on this pilot research attempt should be undertaken. The aim should be to produce more clearly differentiated and detailed evidence than this study has been able to do of what the greatest areas of challenge are in strengthening the role of school governance in achieving quality education in South Africa.

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APPENDIX A

SCHOOLS SELECTED FOR INTERVIEW

1. **PRIMARY SCHOOLS**

1.1 Ebaswazini Primary School (Rural)

1.2 Mnotho Primary School (Semi-Urban)

1.3 Umfolozi Primary School (Urban)

1.4 Uphaphasi Primary School (Rural)

2. **SENIOR SECONDARY SCHOOLS**

2.1 Thekelisulwazi High School (Deep Rural)

2.2 Ikusasalethu High School (Rural)

2.3 Mgwazeni High School (Rural)

2.4 Thulasibone High School (deep-Rural)

2.5 Umfolozi High School (Semi-Urban)

2.6 Siyaqala High School (Deep rural)

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APPENDIX B

QUESTIONNAIRE TO PARENT MEMBERS OF THE GOVERNING BODIES OF SCHOOLS IN HLABISA DISTRICT

1. Please answer the following questions. The information is for research purposes only. All the responses will be treated as confidential hence no identities are required.

   Thank you.

1.1 Is the school governing body constituted and fully operationally?

   Yes or No.

1.2 If no, State the reasons.

_____

_____

_____

_____

1.3 If yes, How often does the governing body meet?

_____

_____

_____

_____

2. Has the constitution of the governing body been adopted?

   Yes or No.

2.1 If not, State the reasons.

_____

_____

_____

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3. Does the governing body have the appropriate policies and procedures in place to enable the school to run smoothly?

   Yes or No.

3.1 If yes, Are the policies and procedures implemented successfully?

   Yes or No.

3.2 If no, State the reasons.

_____

_____

_____

_____

4. How do the parents get to know about the decisions taken at the governing body meetings?

_____

_____

_____

_____

5. What system does the governing body have for evaluating and monitoring the quality of education provided by the school?

_____

_____

_____

_____

6. Are the members of the school governing body paid any allowance or remuneration for the services rendered to the school?

   Yes or No.

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6.1 If yes, How often do they get the remuneration or allowance?

_____

_____

_____

_____

6.2 If not, Does this not have any negative impact on their day to day running of the school activities?

Yes or No.

7. Has the constitution of the school governing body been adopted?

Yes or No.

8. How does the school governing body deal with vandalism to the school properties from the external forces?

_____

_____

_____

_____

9. Has the school governing body been trained or workshoped on school evaluation programme?

Yes or No.

9.1 If yes, What areas of the Whole School Evaluation were covered?

_____

_____

_____

_____

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10. Does the school governing body keep records of the meetings often held by the school governing body?

_____

_____

_____

_____

Your co-operation is highly appreciated.

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APPENDIX C

QUESTIONNAIRE TO PRINCIPALS OF SCHOOLS IN HLABISA DISTRICT

1. Please answer the following questions. The information is for research purpose only. All responses will be treated as confidential hence identities are not required.

1.1 Is the school governing body constituted and fully operational?

Yes or No.

1.1.1 If not, state the reasons.

_____

_____

_____

_____

1.1.2 If yes, how often does the school governing body meet?

_____

_____

_____

_____

2. Has the constitution of the school governing body been adopted?

Yes or No.

2.1 If not, state the reasons.

_____

_____

_____

_____

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3. Does the school have appropriate school policies and procedures in place?

Yes or No.

3.1 If not, state the reason why.

_____

_____

_____

_____

3.2 If yes, are these policies implemented successfully?

Yes or No.

3.3 If not, state the reasons.

_____

_____

_____

_____

4. Does the school have effective procedures for dealing with absence, lateness and truancy?

Yes or No.

5. Do the learners respond to the school in a positive way, contributing to an ethos that is orderly work oriented?

Yes or No.

6. What system does the governing body have for evaluating and monitoring the quality of education provided by the school?

_____

_____

_____

_____

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7. What do you think could be a challenge for the school governing body regarding the Whole School Evaluation programme?

_____

_____

_____

_____

8. Has anything been done to train the school governing body members on Whole School development?

9. If yes, by whom?

_____

_____

_____

_____

9.1 If yes, what areas of whole school evaluation where covered?

_____

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_____

9.2 If not, what areas do you think still need attention?

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10. How well behaved are the learners of your school?

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_____

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APPENDIX D

QUESTIONNAIRE TO EDUCATOR REPRESENTATIVES ON GOVERNING BODIES OF SCHOOLS IN HLABISA DISTRICT

1. Please answer all the following questions. The information is for research purposes only. All responses will be treated as confidential hence identities are not required.

   Thank you

1.1 Are the educators of your school represented in school governing body?

   Yes or No.

1.2 If yes, how were these teachers elected?

_____

_____

_____

_____

1.3 If not, do you perhaps know any reason why educators are not represented?

_____

_____

_____

_____

2. Is the school governing body constituted and fully operational?

   Yes or No.

2.1 If yes, how often does the school governing body meet?

_____

_____

_____

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2.2 If not, state the reason.

_____

_____

_____

_____

3. Does the school governing body report on its activities to parents, learners, educators and other staff?

Yes or No.

3.1 If yes, how often does it do that?

_____

_____

_____

_____

3.2 If not, state the reason.

_____

_____

_____

_____

4. Does the school have a code of conduct for the learners?

Yes or No.

4.1 If yes, do the learners respond to the school in a positive way contributing to an ethos that is orderly and work oriented?

Yes or No.

5. Does the school have effective procedures and policies for dealing with absence, lateness and truancy?

Yes or No.

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6. How does the school governing body deal with vandalism to school properties from both internal and external factors?

_____

_____

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7. How do the parents get to know about the decisions taken at the governing body meetings?

_____

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8. What do you think could be a challenge facing the school governing body regarding the Whole School Evaluation?

_____

_____

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_____

9. Are the members of the school governing body trained enough on Whole School development?

Yes or No.

9.1 If yes, what areas of the Whole School Evaluation or development were covered?

_____

_____

_____

_____

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9.2 If not, what areas do you think still need attention?

_____

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_____

10 Does the school governing body help the Principal, educators, and other staff to perform their professional functions?

Yes or No.

10.1 If yes, how?

_____

_____

_____

_____

10.2 If not, why? Give reasons?

_____

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Your co-operation is highly appreciated.

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APPENDIX E

QUESTIONNAIRE TO NON-EDUCATOR REPRESENTATIVES ON GOVERNING BODIES OF SCHOOLS IN HLABISA DISTRICT

1. Please answer the following questions. The information is for research purposes only. All responses will be treated as confidential hence identities are not required.

   Thank you

1.1 Is the governing body constituted and fully operational?

   Yes or No.

1.2 If yes, how often does the governing body meet?

_____

_____

_____

_____

2. Has the constitution of the governing body been adopted?

   Yes or No.

3. Does the school governing body have appropriate policies and procedures in place?

   Yes or No.

3.1 If yes, are the policies and procedures appropriate and implemented successfully?

3.2 If not, give the reasons.

_____

_____

_____

_____

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4. Are the non-teaching staff also involved in the Whole School development programmes?

Yes or No.

4.1 If not, give the reasons.

_____

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_____

5. Does the school involve non-teaching staff in the school safety and security programmes?

Yes or No.

5.1 If not, give the reasons.

_____

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6. Has the training been done to the non-teaching staff regarding the Whole School Evaluation programmes?

Yes or No.

6.1 If yes, what areas of the Whole School Evaluation were covered in that training?

_____

_____

_____

_____

7. What areas of the Whole School Evaluation do you think still need to be covered?

_____

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_____

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_____

8. Does the school have facilities to ensure that quality education is provided by the school?

Yes or No.

8.1 If not, what improvements can be done to ensure that the facilities are available?

_____

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9. What do you think are the challenges facing the school governing body regarding the school development programmes?

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APPENDIX F

QUESTIONNAIRE TO MEMBERS OF THE REPRESENTATIVE COUNCILS FOR LEARNERS OF SCHOOLS IN HLABISA DISTRICT

1. Please answer the following questions. The information is for research purposes only. All the responses will be treated as confidential.

   Thank you.

1.1 Are the learners of your school represented at the school governing body council?

   Yes or No.

1.2 If yes, how many members and from what grade?

_____

_____

_____

_____

1.3 If not, state the reasons.

_____

_____

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_____

2. Are there any safety and security measures in place to provide safety and security to learners?

   Yes or No.

2.1 If not, give the reasons.

_____

_____

_____

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3. Does the school have a safety and security committee?

Yes or No.

3.1 If yes, how are the learners represented at this committee?

_____

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4. Are the learners of your school involved in the Whole School Evaluation programme?

Yes or No.

4.1 If not, give the reasons.

_____

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