

CHAPTER 3

ORGANISATIONAL ARRANGEMENTS AND STRUCTURES FOR PUBLIC POLICY IMPLEMENTATION IN THE KZN PROVINCE'S DEPARTMENT OF BASIC EDUCATION

3.1 INTRODUCTION

The Kwa-Zulu-Natal (KZN) province's department of basic education, as per the mandate of the National department of basic education, has a responsibility of ensuring effective teaching and learning throughout all KZN schools. This inevitably suggests the putting in place mechanisms to ensure the achievement of effective teaching and learning. Public policy implementation (PPI) is one such mechanism that seeks to promote quality and effective teaching and learning in schools.

The involvement of the researcher with the KwaZulu-Natal basic education department (KZNBED) for the past eighteen years presented the researcher with an opportunity to witness, hands on, the transition in PPI at various levels of the KZNBED and SANBED; namely: school level, circuit level, district level, regional level, provincial level and national level.

The new political milieu impacted on the implementation of education-related public policies, for example, the inspection of schools was abolished. According to Jansen (2004:53), school inspection was used to enforce compliance to new public policies in the education system. From the researcher's experience and involvement in education, inspection suggests a process whereby education officials, commonly known as school inspectors, visited schools to check on the level of implementation of education-related public policies, which in turn regulate the basic functioning of the schools. There are cited reasons as to why the school inspections, which seemed so effective in ensuring public policy implementation at schools, were abolished. Ramaise (2004:09) argues that the school inspections were viewed as faultfinding, negative and lacking ability to acknowledge the positive efforts of educators. Such views perpetuated the negative attitude towards the entire process of school inspection. According to Khumalo (2008:02), the attitude towards inspection, as a

method of ensuring effective public policy implementation in schools, deteriorated to such an extent that between 1985 and 1990, it became impossible for inspectors to physically visit schools. According to Mathula (2004:01), the negative perception, on the system of inspection, was associated with the following reasons:

- prevalence of political bias;
- the unchecked power wielded by the inspectors;
- the secrecy under which the system of inspection operated;
- the victimisation of educators on the basis of their organisational affiliation; and
- the difficulty in challenging the inspectors' report.

Inspections perpetuated a top-down, closed, bureaucratic, hierarchical and authoritarian character in the education system (Gallie, 2007:02). This suggests that the perception towards inspection worsened even further, thus disabling inspection which was one of the strategies through which public policy implementation could be measured in public schools. Consequently, the absence of school inspection left the authorities with no effective tool to monitor the implementation of public policies at school level. This, inevitably, had a negative knock-on effect on public policy implementation at all levels of the South African National Basic Education Department (SANBED), since the school level is where the effectiveness of public education policy implementation can be monitored and measured.

Madue (2008:200) argues that putting the public policy into practice has proven to be difficult. The KwaZulu-Natal Basic Education Department (KZNBED) has to face such alleged difficulty since, as the subcomponent of SANBED; it has an obligation of ensuring the implementation of public policies. It is, therefore, in that regard that this study seeks to probe such difficulty in order to establish the extent of public policy implementation in this education sector, namely: the KZNBED. The objective of this chapter seeks to establish what Developmental Appraisal System (DAS), Whole School Evaluation (WSE), Integrated Quality Management System (IQMS), and Discipline and Security National Guidelines (DSNG) entail.

The objective of this chapter is to establish a link of the internal organisational arrangements and structures of the DAS, WSE and the IQMS with performance measurement (PM). The establishment of such a link will also be undertaken against the backdrop of what the above mentioned public policies and guidelines entail. The constraints to effectively implement the public policies and guidelines are also established through focusing on organisational arrangements and structures for the implementation of the DAS, WSE, IQMS and the DSNG. This in turn seeks to unpack the influence of accountability, leadership capacity, management capacity, and communication or advocacy of PPI.

3.2 EDUCATION PUBLIC POLICIES AND GUIDELINES: WHAT DO THEY ENTAIL?

The KZNBED, falling under the umbrella of the SANBED, is faced with numerous public policies which are required to be implemented effectively. Gallie (2007:08) argues that implementing public policies, like the DAS, has met challenges that requires better insight and understanding of what the DAS entails in order to investigate unplanned phases, loops, spins, reflections and re-conceptualisation. Implied, is the determination to seek a better understanding of public policies and national guidelines in order to establish fundamentals for effective public policy implementation.

The IQMS is an umbrella national public policy that integrates other policies or programmes such as the DAS, WSE and PM (Kanyane, 2008:36). The interconnectedness of the DAS and WSE to the IQMS warrants an outline of each of these public policies in order to effectively attempt to establish what they entail. In that regard, it is envisaged that an outline of the DAS, the WSE, the IQMS and the DSNG, which are the integral core of this study, will be presented. This outline will also seek to enhance the understanding of the implementation of these public policies and guidelines in the KZNBED. The discussion of the above mentioned public policies and guidelines will seek to explore all issues that propel or inhibit their implementation in KZNBED. It is envisaged that such an approach will be in keeping with an attempt to an informed understanding of public policy implementation.

It is also through an improved understanding of the implementation of public policies and national guidelines that the objective of this study, (is public policy implementation in the KZNBED), may be interrogated with a view of establishing challenges and strategies to implementing an effective and improved public policy. The researcher will, through this detailed outline, attempt to gather the basis of public policy implementation fundamentals, which can be useful checks and balances or terms of reference in establishing the extent of public policy implementation in KZNBED. It is envisaged that the public policy implementation checks and balances forms the basis for an empirical research in the next chapter.

3.2.1 Nature and scope of the development appraisal system (DAS)

The DAS as a public policy emanates from resolution 4/1998 of the Education Labour Relations Council (ELRC). According to ELRC (2003:01), the DAS sought to appraise individual educators in a transparent manner with a view to determining areas of strength and weaknesses, in order to draw up programmes for individual development. This implies that the whole process of the DAS is formative and supportive. In that sense, the DAS allows for the development of new skills and informs further teacher development that may take a variety of forms including access to on- the-job learning, team teaching, networking and research (Kanyane, 2008:32). The intended implementation of this public policy seeks to facilitate the personal and professional development of educators to ensure improved quality of teaching practice and education management.

According to Parsad (2004:02), the DAS marks a bold step of departure from the previous system of teacher evaluation and development as its implementation intended to unlock:

- visions of innovative curriculum initiatives for emerging in-service education and training (INSET) and performance assessment and management strategies;
- constraints such as capacity inadequacies; and
- unstable relationships impacting negatively on the participatory role of potential actors at various levels.

This can be inferred that the aim of the DAS has been to facilitate the implementation of personal and professional development of educators through a collaborative process that encourages wide consultation, recognition and involvement of all actors conceivably vital for such implementation. The DAS also advocates for the formation of SDTs (Staff Development Teams) who oversee the entire process of DAS implementation and the formation of development support groups (DSGs), comprising of the appraisee's immediate superior, the appraisee's peer and the appraisee, tasked with assisting the educator to compile his or her developmental needs. Consequently, the DSG, through its sustained support, also has to assist the educator to realise his or her developmental objectives.

To achieve effective implementation, the entire DAS process also entails specific criteria. According to Mathula (2004:06), these specific criteria are classified into three levels namely:

- Core criteria: These cover the primary elements of what each individual educator's appraisal has to focus on as per what the prescript of DAS implementation intend.
- Optional criteria: These are implementation criteria which are part of the core but which may be made optional because of the contextual factors, but in the case of these criteria, a motivation should form part of the appraising panel's implementation report.
- Additional criteria: These are criteria that may be added depending on the needs of an individual educator or institution, provided such addition has been agreed upon and supported by the DSG, the staff and the School Management Team (SMT).

The above outline of public policy implementation criteria suggests a process that has accommodated consultation, collaboration, developmental approach and a total avoidance of fault finding attitude that created negativity towards the past public policies in the education sector.

The DAS implementation cycle and the challenges besetting DAS implementation are also the core of what DAS public policy entails.

3.2.1.1 *DAS implementation cycle*

The implementation cycle is underpinned by three guiding objectives namely: the DAS being democratic, transparent and developmental in nature. Lekome (2007: 84) perceives the DAS implementation cycle in five stages discussed here-under as follows:

STAGE 1: panels call the staff developmental teams (SDTs) responsible for overseeing the implementation of DAS. The DSGs are formed to guide the appraisees in compiling their profiles and in learning about the core criteria, which will inform the appraisers of the appraisees' baseline needs;

STAGE 2: where, needs assessment, self-assessment and panel assessment conducted through analysing portfolios are undertaken to determine the level of where the appraisees are;

STAGE 3: characterised by the open discussion of the analysis by the panels and the appraisees in order to determine: personal growth plans (PGPs), resources needed for PGPs implementation and time-frames required to implement such PGPs;

STAGE 4: entails the implementation of all developmental activities as determined in the PGPs; and

STAGE 5: where the discussion and the performance review are undertaken after the implementation of the PGPs, in order to present a report with recommendations for the next cycle.

The five stages of the DAS implementation cycle is summarised in the appraisal model below:

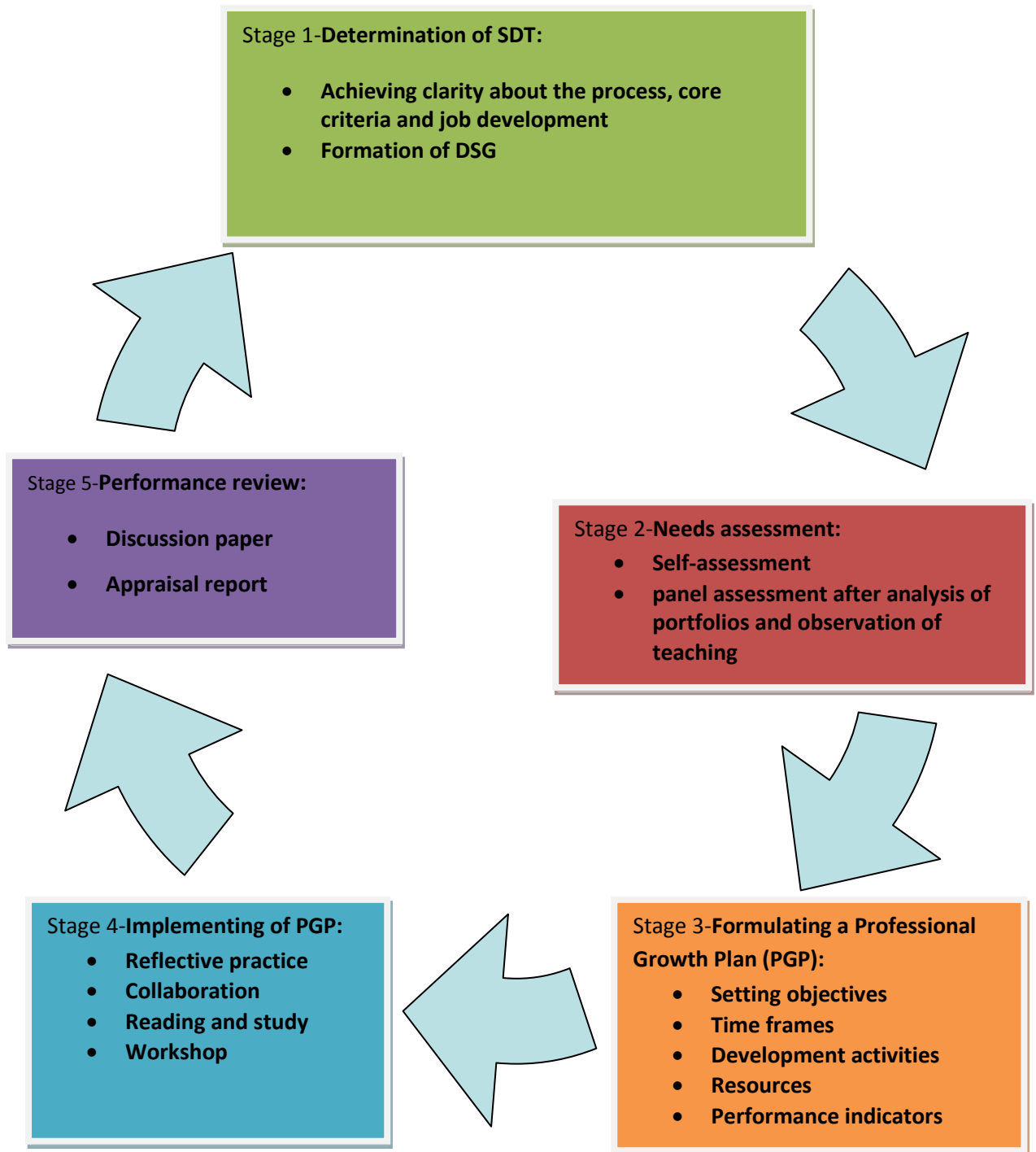


Figure 3.1: DAS implementation cycle
Source: Adapted from Lekome (2007:87)

3.2.1.2 *Perceptions of DAS implementation challenges*

The implementation of the DAS has not been without challenges. According to Gallie (2007:02), although the DAS has been perceived as a promising public policy in education, its implementation is impaired. The KwaZulu – Natal province is one of the provinces where implementation of public policies such as the DAS in the basic education sector, is at a very slow pace (Mestry *et al.*, 2009:476). Lekome (2007:88) identifies four aspects with regard to problems associated with the implementation of DAS, namely:

- lack of understanding democratic principles;
- lack of capacity;
- lack of implementation structures; and
- lack of ownership as barriers.

In seeking to scrutinise various factors associated with this implementation deficit, this study will classify them into public policy constraints, training constraints and operational constraints.

3.2.1.2.1 *PUBLIC POLICY CONSTRAINTS*

This concept suggests implementation inhibiting factors associated with or emanating from the public policy itself. Mathula (2004:07) outlines the following as public policy constraints:

- Lack of user- friendly format and language: The document is pitched at a level that is too high for the end-user to understand clearly.
- Complicated core criteria: The core criteria need to be unpacked into understandable parts that will make them practically non – intimidating.
- Poor linking of the DAS to other public policies in education: The non-linking of the DAS to other policies already implemented, compromises the implementation of the DAS.
- Lack of ownership and unclear roles and responsibilities: The insufficient ownership and non-accountability levels by all actors resulting into blame game that, inevitably, compromises implementation.

3.2.1.2.2 *TRAINING CONSTRAINTS*

The researcher, as mentioned being part of the education system and involved in the effort to implement new public policies (including DAS), was one of the first public policy implementation trainees (PPITs) at the circuit level. The PPITs, after undergoing training, train and facilitate in workshops aimed at empowering the SMTs and all circuit educators on the implementation of education policies. The circuit in this case is a cluster of not fewer than twenty five primary and secondary schools.

It is, therefore, through such experience and involvement that the researcher can attest to several training constraints. The literature review also confirmed these constraints. Mazibuko (2008:204) confirmed the following to be contributory training constraints in the implementation of the DAS.

- The cascade training model: This model could be viewed as ineffective and consequently inhibits public policy implementation, since information is cascaded tediously top-down and in a time consuming fashion.
- Insufficient training time: SMTs and educators are expected to master a large amount of information on the public policy to be implemented over a short period of training (usually spanning over two days).
- Large numbers in training sessions: The large volume of educators and SMTs per training session does not allow time to engage contextual challenges for implementation which in turn overlooks problems that may emanate during implementation in each individual school establishment.

The above constraints suggest that any training deficiency is bound to render those trained incapable of dealing with the contextual challenges in the implementation of intended education policies. It can be deduced that the training constraints lead to poor understanding. In light hereof, Seheshe (2006:02) attributes ineffectiveness of the DAS and failure of its implementation to the general lack of understanding of the public policy. A better understanding of the public policy to be implemented can be enhanced by an approach to training that is characterised by avoiding the quick-fix and one day approach (Protheroe & Paik, 2002:26). This also suggests that effective

training resulting in a better understanding is likely to lead to effective public policy implementation.

3.2.1.2.3 OPERATIONAL CONSTRAINTS

The operational constraints occur at the operational implementation stage. According to Gallie (2007:26), the operational implementation stage incorporates all conditions surrounding the actual public policy implementation in relation to how it plays out in practice. Mathula (2004:08) views operational constraints as challenges that are realised during the actual implementation of the developmental appraisal system (DAS) and they are, *inter alia*:

- Competing priorities: Competing priorities of the KZNBED draw energies and attention earmarked for effective DAS implementation away from the public policy objectives, eventually leading to the abandoning of the DAS implementation project.
- Lack of common understanding: Actors involved with the DAS at various levels of the education environment and with different views as to whether the DAS is a means for monitoring performance or is a means for educator development, compromises implementation.
- Lack of communication: Closed and inconsistent communication lines between managers and educators result in delays that are detrimental to implementation.
- Delays in implementation: Cumbersome delays in the implementation process in the KZNBED proved to be detrimental in the implementation of the DAS.
- Unrealistic implementation plans: During implementation it has been realised and acknowledged that the full scale implementation of the DAS, from SANBED to KZNBED, is over-ambitious and unrealistic.
- Dormant appraisal structures: Structures were set up according to public policy, but not according to the operational plan.
- Insufficient lines of accountability: The specific implementation responsibilities have not been clearly allocated among all actors.
- Lack of capacity: Deficient human resources results in inadequate capacity for the effective implementation of the DAS.

- Non-existence of tangible rewards for the DAS implementation at grassroots level: There have been no perceived intrinsic or extrinsic incentives for the successful implementation and sustenance of the DAS.
- Composition of panels: the requirement that an educator select his/her panel results into unnecessary delays and the further selection of peers and friends on the panel compromises objectivity.
- The non-existence of the database: The non-existence of human resource information systems has made it difficult to detect the number of educators appraised and the list of required programmes based on their developmental needs, thus rendering the implementation of the DAS ineffective.

While the plethora of constraints outlined above highlight issues that affect the implementation of the DAS, some like unrealistic plans, dormant appraisal structures, lack of capacity (to name just a few) also appeal to the objectives of this study and its focus on the implementation of public policies in KZNED. Inevitably, the lack of capacity is inclined to yield poor support. According to DoE (2009:16), there are tensions regarding the lack of support given to teachers aimed at enabling them to implement the DAS at school level. Mestry *et al.* (2009:482) argue that the blame for such lack of support is apportioned to districts and that, as a result, teachers and their DSGs do not know how to conduct an effective analysis of teacher performance in order to prioritise their development need.

3.2.1.2.4 ATTITUDE CONSTRAINTS

Some constraints that impacted negatively on the implementation of the DAS emanate from the attitude of the actors. According to Mestry *et al.* (2009:482), poor attitude, culture and commitment could be attributed to the ineffective implementation of the DAS. Lekome (2007:78) argues that the attitude towards implementing any public policy on appraisal can be improved by ensuring that all actors involved are fully informed about the public policy and procedures to be followed. If not, then specific constraints will apply. Mathula (2004:09) identifies the following attitude constraints to be central in inhibiting the successful implementation of the DAS:

- Myths and inaccurate perception: There were myths and inaccurate perceptions regarding the purpose of the DAS that are not in line with the intended vision of the DAS public policy.
- Fear of victimisation: Appraisees (i.e. educators) undergoing the DAS process have a fear of being compared to and judged against fellow colleagues.
- Resistance to change: Actors being aware of operational constraints of the DAS have been unwilling to accept accountability for fear that any failure would be leveled against them.
- Lack of advocacy: Insufficient steps to advocate the DAS to relevant actors results in a lack of common understanding and support of its implementation.
- Apathy: Senior management indifferent attitude towards the implementation of the DAS associated with negative attitudes derived from ineffectiveness of past public policy implementations, has led to apathy.
- Lack of participation: As a result of organisational politics and power-control, a closed organisational culture results in an attitude of competition instead of an attitude of openness and participation towards a common goal.

These attitude constraints seem to influence actors' morale, capability, motivation, perception, commitment and mindset towards the implementation of the DAS. This further suggests that the incapability of KZNBED to deal with these attributes could, inevitably, be linked to creating an unfavourable environment for the implementation of an effective DAS. All these are perceived by Mabotsa (2006:01) as inadequate strategies for the implementation of the DAS that contribute to implementation failure.

3.2.2 Whole school evaluation (WSE): What does it entail?

The SANBED and its provincial facets like KZNBED, has a responsibility of ensuring quality education at all schools. In seeking to address this challenge, the WSE was developed. The WSE is a national public policy to reinstate the supervision and monitoring mechanisms at school level (Department of Education (DoE), 2001c:05). According to the DoE briefing notes (2002a:01), the WSE is a public policy geared

towards developing and maintaining the successful implementation of educational monitoring and evaluation mechanisms for tracking the performance of the system and report progress against the nine cross organisational aspects identified as:

- basic functionality of the school;
- leadership, management and communication;
- governance and relationship;
- 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.

According to De Clerq (2007:101), these nine standardised mentioned organisational aspects indicate how the implementation of the WSE relates to school input (namely: safety and infrastructure), processes (namely: leadership and governance, management, teaching and learning, parental involvement), and the school outcome (namely: learners' academic achievements). From this outline, it can be deduction that the WSE is derived to encourage schools to effectively implement all intended public policies in education and, for schools to be centres of quality education providers. The DoE briefing notes (2002a:04) further elaborate that the WSE are:

- to moderate externally, on a sampling basis, the results of self-evaluation carried out at schools;
- to evaluate the effectiveness of a school in terms of public policy implementation goals using the nationally predetermined criteria;
- to increase the accountability of public policy implementation within the education system;
- to strengthen the support given to schools by the education officials, at various levels of authority, in supporting services that put public policies into practice within the education system;
- to identify aspects of excellence within the education system, which will serve as models of good public policy implementation;

- to identify aspects of effective schools and improve the general understanding of factors leading to effective public policy implementation that, in turn, results in functioning and effective schools; and
- to provide feedback to all stakeholders as a means of achieving sustained public policy implementation within the education system that results in improved schools.

These objectives, therefore, imply that the implementation of WSE seeks to enhance the quality of education.

The implementation of the WSE public policy also highlights mechanisms and ways in which good schools practicing good strategies will be depicted and under-performing schools will be identified and supported. In that regard, Ramaisa (2004:10) perceives the implementation of the WSE as a cornerstone of quality assurance at schools, through which schools' performance can be weighed against the implemented public policy objectives. It is, therefore, in light hereof that the nature of the implementation of the WSE (discussed below), is also perceived as vital in providing the basis that can be used to determine the extent to which KZNBED public policies are implemented.

3.2.2.1 *Nature of WSE implementation*

The approaches for the implementation of the WSE is designed to help the schools measure to what extent are they fulfilling their responsibilities and improving their performance, whilst undergoing an external evaluation of the institution's progress by the teams from the DoE.

In seeking to explain and illustrate the WSE implementation process, the outline below suggests the components that are fundamental to public policy implementation:

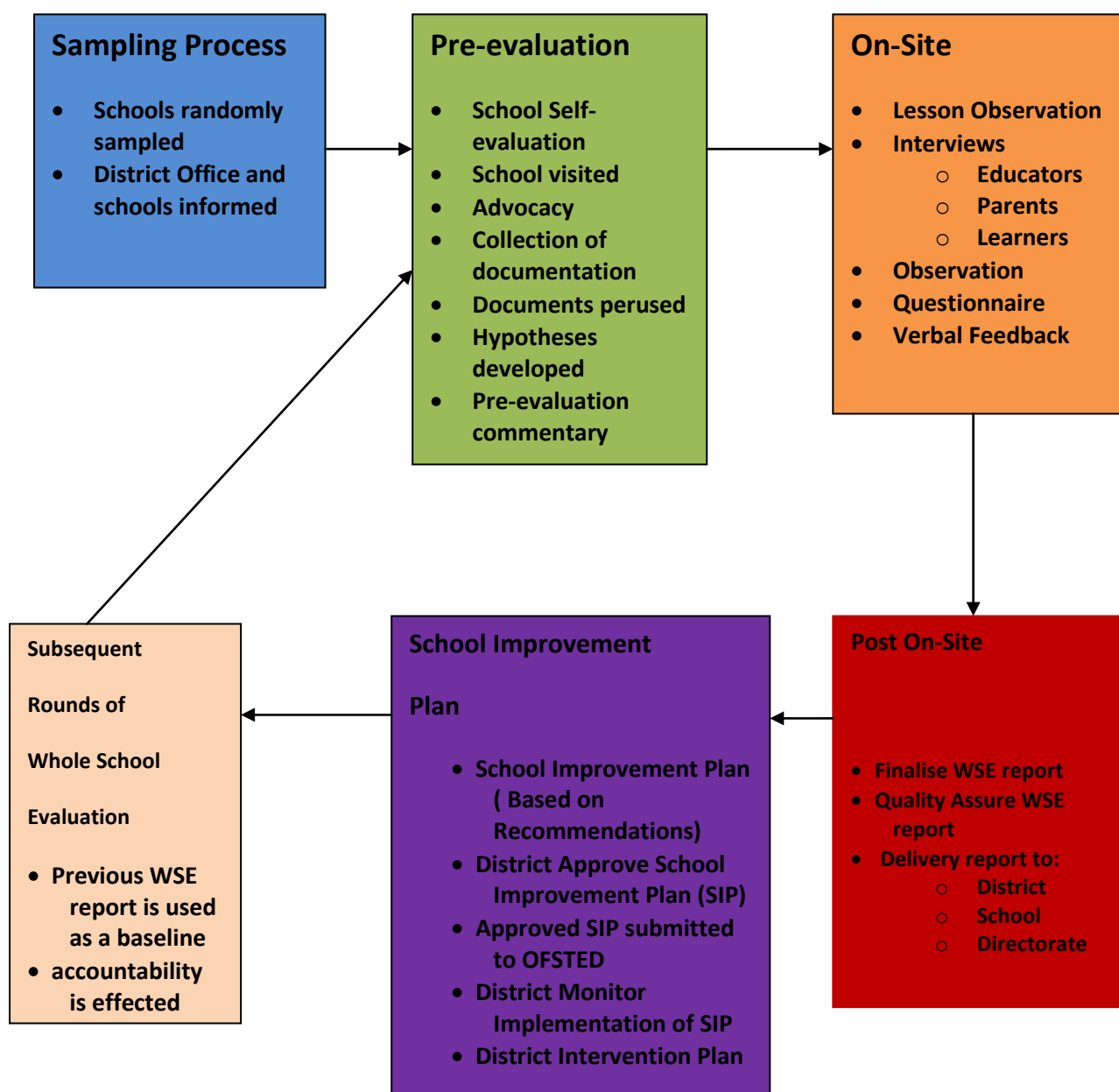


Figure 3.2: Whole School Evaluation implementation process

Source: Adapted from Kapp (2002:13)

From the researcher's involvement in efforts to implement the WSE education policy in public schools run by KZNBED, the school improvement plan (SIP) and subsequent rounds of the WSE can be incorporated under the school self-evaluation (SSE) and post-on site evaluation (PES) stages. Of note in the above mentioned cycle is the absence of the SSE stage which also forms the basis of the implementation of the WSE process. In view of incorporation of SIP in the SSE stage, the WSE implementation process may be perceived as being informed by five

stages, namely: the sampling process, the pre-evaluation, the SSE, on-site evaluation and the PES.

3.2.2.1.1 *SAMPLING PROCESS*

This is a stage that marks the beginning of the WSE implementation process. According to Ramaisa (2004:19), the DoE is responsible for randomly selecting schools for three years (primary schools) and five years (secondary schools) respectively, after which the formulation of a roll-out implementation plan is left to each province. This suggests that before a full scale implementation is carried out in all schools, evaluation in the sample schools has to occur to ensure that there is compliance with all the WSE implementation prescripts.

The intention of sampling also suggests some form of piloting of public policy implementation in order to determine potential constraints that can impede the full scale implementation. Inevitably, the randomly selected schools undergo all stages of the WSE implementation process. During this sampling period, relevant actors, namely: the provincial officials, the district officials; the circuit; the SMTs and SGBs have to be kept informed on aspects that are important to the WSE implementation, such as what evaluation entails (DoE, 2002b:01).

However, evaluation comes with a challenge of dealing with sequencing and tailoring evaluation aspects according to specific context and dynamics of individual schools. In the same vein, it can be deduced that different actors may interpret and mediate the implementation of WSE differently and, in turn, develop differing diagnoses and recommendations of what needs to be improved. In that regard, De Clerq (2007: 100) outlines that there is a need for a clearly constructed school evaluation model of the WSE implementation process to harmonise differing contexts and dynamics, so that the implementers have less room to interpret and mediate the evaluation in ways which allow them to insert their own agendas. It is envisaged that the insertion of such agendas and interpretation may dilute the core of pre-set public policy implementation objectives.

3.2.2.1.2 *PRE-EVALUATION STAGE*

The DoE (2002b:08) perceives this stage as a stage where teams from the DoE:

- agree with the school on dates for a pre-evaluation visit to the school;
- arrange for the collection of the school's documents that inform about the school's basic functionality; and
- arrange for post-evaluation feedback to appropriate persons, which for example could be all educators and the School Governing Body (SGB).

The above mentioned acts suggest a preparatory stage for evaluating on how the school employs public policies and national guidelines in order to be functional, which is the core objective of the implementation of the WSE. It is also at this stage that the education officials at various levels should be perceived as providing support in preparing schools for evaluation and, subsequently, in completing the self-evaluation document (Ramaisa, 2004:19). Implied is the nature of the WSE public policy implementation that is based on non-fault finding attitude, but is visibly based on sustained support from educational officials.

3.2.2.1.3 *SCHOOL SELF-EVALUATION*

The WSE public policy implementation process also provides an opportunity for schools to assess their ability to apply and put policies in practice. According to the DoE (2002b:05), the school self-evaluation (SSE) process is a school-based implementation of the WSE carried out by the school principals, SMTs, SGBs and school communities at large, through responding to specific guidelines, criteria and instruments. These guidelines, criteria and instruments tend to provide a framework against which the implementation of the WSE is to be measured consistently across all provinces, including the KZNBED.

The SSE leads to the development of the school improvement plan (SIP), which subsequently informs the district improvement plan (DIP) (De Clerq, 2007:100). Both the SIP and DIP present a blue print of what the schools need to embark upon in order to improve their current state of basic functionality. This implies that the self-

evaluation stage in the WSE implementation recognises schools as best placed to reflect on the quality of the work they do and to identify areas and strategies for improvement. This inevitably also suggests the inculcation of a culture of developing ownership and appreciation of public policy implementation shortcomings with a view of learning and improving from such shortcomings.

Criticism has been leveled against the SSE. According to Doherty *et al.* (2001:47), the SSE process can be complacent, defensive and self-congratulatory. This inevitably renders it to be soft and lack rigour. However, Carlson (2009:81), in spite of these criticisms, remains convinced that if the SSE is well implemented, it is bound to strengthen the school's effort of ensuring effective public policy implementation.

3.2.2.1.4 ON-SITE EVALUATION

This is the stage where DoE's officials visit the school. This stage can be referred to as the external evaluation stage. Ramaisa (2004:21) argues that this stage marks a process where DoE's officials collect evidence about the school's operations and public policy implementation by discussing issues with relevant actor's such as learners, educators, parents, SMTs or any other persons who might have a stake in the school.

To ensure that through On-site evaluation, the implementation of the WSE does not get associated with the negative perception that is attached to traditional inspection, attention has to be given to what is expected from external evaluators. According to De Clerq (2007:102), the external evaluators or supervisors have to be competent in their behaviour. Unlike the pre- 1994 traditional inspections of policy implementation in public schools, the implementation of the WSE requires the external evaluators to understand the Evaluators' code of conduct (ECC) in order to be competent. According to DoE (2002c:14), the ECC is designed to help evaluators execute their work in a professional and competent way. It grades the competence of evaluators according to three descriptor categories namely: grade 4 being the highest grade and grade 2 the lowest grade of evaluators' conduct during the evaluation of the

schools' ability to implement public policies. This is illustrated in the table below as follows:

GRADE LEVEL	DESCRIPTOR OF EVALUATOR'S CONDUCT
GRADE 2	The supervisor interferes with the normal educational process in schools. The supervisor is often not professionally competent to judge a subject/learning area/programme or an aspect. The final report disregards opinions expressed by those evaluated. It does not follow the Evaluation Framework properly. The supervisor does not always respect confidentiality.
GRADE 3	The supervisor does not deliberately affect the normal process of education in schools. The objectives of the evaluation and the way it will be carried out are outlined to the school, but they are not explained in detail. The oral feedback to the school is hesitant and although the judgments are reported, they are not explained clearly.
GRADE 4	The supervisor operates in a way that does not affect the normal process of education in schools. The supervisor is competent, objective and behaves professionally in the school. The supervisor respects the educators and learners and treats them with sensitivity. The Evaluation Guideline and Criteria are used effectively during evaluations and the supervisor has clear and comprehensive communication with those being evaluated. The supervisor is able to explain why judgments have been reached and does so willingly. The supervisor gives clear and unambiguous oral reports to the school, and these will be accurately reflected in the final written report.

Table 3.1: Grading of evaluator's code of conduct

Source: Adapted from: Handbook on WSE (2002b:14)

Descriptor 4 represents the external evaluators' exceptional adherence to ECC during the WSE's on-site-evaluation stage. Descriptors 3 and 2 respectively imply increasing lack of meaningful understanding of ECC by external evaluators.

According to the above example, evaluation presented by an evaluator in grade 4 is more credible and reliable than an evaluator whose conduct is graded 3 and 2 respectively. The descriptors for grades summarised above bear the hallmarks of competence required of external evaluators to ensure that the WSE's external evaluation stages unfold successfully.

Based on the principle of evaluation upon which the WSE implementation evolves, it can be deduced that, through being competent in utilising the above mentioned descriptors, the external evaluators can implement the WSE in a way that assists in determining the schools basic functionality. According to Joubert (2007:117), basic functionality has to do with the efficiency and effectiveness with which the school functions in order to realise the social goals set for it by local and national authorities. Inevitably this points to public policy implementation. Consequently, external evaluators must judge the effectiveness of the implementation of the public policies and procedures in schools. It is in that regard that the implementation of the WSE is viewed as an indispensable yardstick to the schools' basic functionality (DoE, 2002b:16). This implies that through the implementation of the WSE , the external evaluators can formulate criteria based on the sources (i.e. public policies implemented) in order to inform their judgment on schools' basic functionality.

The implementation of the WSE through the process of external evaluation, as indicated in Table 3.2 below, therefore, suggests implemented public policies to be the suitable yardsticks that can be used to determine whether such implementation does impact on the life of the institution. The table through linking sources, criteria and descriptors, depicts the external evaluation stage of the implementation of the WSE process, thereby stressing how it informs the evaluators' judgment of translating public policy implementation into schools' basic functionality.

Purpose: To judge whether the school can function effectively and efficiently to realise its educational and social goals.				
SOURCE	CRITERION	DESCRIPTOR Grade 4	DESCRIPTOR 3	DESCRIPTOR 2
The school's policies and procedures	Does the school have appropriate policies and procedures in place to enable it to run smoothly? The supervisor to look at the policies, procedures, regulations, etc. in order to judge whether they are appropriate and implemented successfully. The willingness of staff to implement policies and procedures consistently.	The school has well-structured policies, and procedures that are clearly articulated to learners and their parents. Many are on display and readily accessible to the learners. Behaviour is good and learners are interested in the learning activities.	Policies and procedures are in place. On occasion, they are drawn to the attention of parents and learners. They operate more through learners' familiarity with what is accepted by the school than through clearly articulated procedures, applied consistently and fairly.	The school has few well-structured procedures and regulations that they are to implement. There is confusion as to what is acceptable and unacceptable behaviour and learners are not sufficiently checked when they disregard the rules.

Table 3.2: Evaluation of the school's functionality

Source: Adapted from Handbook on WSE (2002b:16)

The above table also illustrates the scope of the effectiveness of public policy implementation as ranging from most effective (descriptor 4) to least effective use of public policies (descriptor 2).

The use of uniform descriptors seems to suggest a way of dealing with diverse contexts of public policy implementation. Joubert (2007:118) asserts that differing school contexts are bound to yield diverse approach, interpretation and, inevitably, implementation. This, therefore, appeals to avoiding a one glove fits all attitude that may lead to painting differing contexts with the same brush, thus negating what each school needs to improve basic functionality in its own context. On the other hand, channeling the WSE's external evaluation into above mentioned descriptors, allows for the targeting of interventions in order to avoid the overstretching of resources intended to improve identified public policy implementation deficiencies. In that light, the external evaluators can, through choosing among the three descriptors (4, 3 and 2), describe the basic functionality of differing school context in terms of public policies and procedures implemented.

The judgment on public policy implementation is not unilaterally informed by external evaluators only. According to DoE (2002b:06), external evaluators combine their judgment with the findings presented through SSE in order to formulate the school's performance profile, regarding implementation of public policies. It is envisaged that through integrating SSE and external evaluation findings, improved and actionable public policy implementation plans can be realised.

3.2.2.1.5 *POST-EVALUATION SUPPORT (PES)*

The WSE implementation process incorporates a post-evaluation stage. In this stage, written reports emanating from SSE and external evaluation recommendations are presented in order to inform improvement plans (DoE, 2002b:09). It is expected of the external evaluation team leader to later come back to the school (at least not later than four weeks after external evaluation has taken place) to present a detailed oral report to the principal, the SMT, the SGB and the professional support teams (DoE, 2001a:09). This implies that these reports form the basis for support upon which schools can reflect as they face their subsequent

rounds of the WSE implementation. Inevitably, the WSE's post-evaluation support stage seems to highlight the support given to schools as a suitable foundation for effective implementation of the WSE and other public policies.

De Clerq (2007:100) claims that after using SSE and external evaluation to assess the school's strengths and weaknesses, the external supervisors submit their WSE reports to schools and districts on the understanding that such reports will elicit required support from the districts of education and other levels of South African National Basic Education Department (SANBED). Kibi (2003:07) views this form of support as one of the vital roles that education districts and other education officials should play in the process of implementing the WSE. In that sense the PES stage of the implementation of the WSE suggests translating recommendations and reports into actionable and recognisable support that can see to it that SIPs and DIPs are implemented.

Therefore, the school (in the form of the principal-led SMT), the district, provincial and national officials of SANBED have a role to play in the WSE implementation. The school is the domain where translation of public policy initiative into practice occurs. With regard to the WSE, the SMT, under the leadership of the principal, have to ensure successful implementation of public policies (Mazibuko, 2007:64). According to DoE (2001b:20), their role includes the identification of the WSE's evaluation coordinator to liaise with the evaluation team at school level. Therefore, the role played by the SMT, in the WSE implementation, suggests that they be well acquainted with the WSE in order to provide the necessary and required support for the WSE implementation at school level.

The role of the districts with regard to the implementation of WSE is to monitor and support. It is, therefore, the responsibility of the district office to analyse all SIPs in order to identify common areas of need that may be used to inform the DIPs (Mazibuko, 2007:219). The national policy on the WSE (DoE, 2001b:18) maintains that the provincial officials should use the WSE to establish the database for all schools. Naicker and Waddy (2002:17) also contend that the information gathered during all stages of evaluation by supervisors should be gathered for submission to the national office. The provincial database should be accessible and linked to the

national department (in this study referred to as SANBED), in a way that allows the benchmarking of the province's performance on the WSE when compared to other provinces (Mazibuko, 2007:59). Chisholm (2000:82) views the role of provincial department as two fold namely; to be a link between the districts and the SANBED public policy developmental processes and secondly, to ensure effective and successful implementation of public policies. From this view, the implementation of the WSE public policy hinges on the role played by provinces. The SANBED, though not so close to the grass roots where the WSE implementation takes effect, has also a critical role to the implementation of WSE. According to Mazibuko (2007:56), the SANBED should ensure that favourable conditions exist for effective implementation of WSE, through funding and overseeing all levels where WSE implementation occurs.

3.2.2.2 *Perceptions on WSE implementation constraints*

There are challenges that negatively affect WSE implementation. According to Mathula (2004:10), constraints that may hinder the implementation of WSE include: a flawed consultation process; a flawed advocacy process; a flawed public policy Implementation management process; the lack of implementation readiness and inconsistent intervention strategies. Mazibuko (2007:268) claims that the implementation of the WSE constraints can be summed up as: an inadequate funding, the lack of clarity of roles of officials, the lack of adequate training and the lack of district support.

3.2.2.2.1 *INADEQUATE FUNDING*

Inadequate funding may negatively affect WSE public policy implementation. According to Mazibuko (2007:305), public policy implementation is dependent on the availability of resources. Financial resources are essential for effective service delivery in public policy implementation. Teaching and learning are integral to the implementation of the WSE. Davidoff and Lazarus (2002:31) affirm that there should be an adequate budget allocated to ensure effective teaching and learning. Since the implementation of WSE purports effective teaching and learning at school level, it is in that light that the lack of adequate funding may compromise the successful

implementation of the WSE at schools. It is implied that the pre-condition of funding schools in order to expect such schools to effectively implement the WSE. This is a challenge faced by the South African National Basic Education Department (SANBED). Evidently, the KwaZulu-Natal Basic Education Department (KZNBED) being part of SANBED and having the responsibility of implementing the WSE, has to cross this hurdle of ensuring adequate funds for effective and the successful implementation of the WSE.

3.2.2.2.2 *LACK OF CLARITY OF ROLES*

The researcher, who is a participant in the implementation of the WSE at school level, can attest that the implementation of the WSE is spearheaded by the district officials rather than the ward managers who are closer to the schools. This alienates the ward managers and keeps them out of touch, thus compromising potential human resources that could be utilised to ensure an effective implementation of the WSE at schools. In view hereof, Naicker and Waddy (2002:22) suggest that the ward managers of schools and the subject advisors should assist the district officials in their roles on the implementation of the WSE. This seems to appeal to the setting up of clear guidelines on the roles of the ward managers and the subject advisors regarding the implementation of the WSE.

Since the schools liaise frequently with the ward managers and the subject advisors, such closeness and better understanding of the school situation could be exploited to ensure the successful implementation of the WSE. In that regard, it can be deduced that clarity on the roles of the ward managers and the subject advisors on the implementation of public policies can only yield the successful implementation of WSE.

3.2.2.2.3 *LACK OF DISTRICT SUPPORT*

The district offices, being the extension of SANBED, have a supportive role to play in any public policy implementation initiative. After the submission of school improvement plans (SIPs) which later inform the DIPs, it is expected of district offices to support schools in their effort to vigorously implement WSE's SIPs. Naicker and

Waddy (2002:20) claim that the district support teams should be a conduit that links the SMTs, the staff and the SGBs together to collaborate in the implementation of SIPs in schools. Moloi (2002:xiv) contends that poor support from district offices result in the failure for schools to realise the implementation of the WSE objectives. The failure by District Offices to support schools is attributed to poor resources, poor infrastructure and under-staffing (Nongogo, 2004:51).

Based on the aforesaid it can be deduced that, if unsatisfactory support persists, the challenges which the schools face in implementing policies, such as the WSE, can only be compounded rather than alleviated or even eradicated.

3.2.2.2.4 *INADEQUATE TRAINING*

Adequate training of especially the principals and educators, who are central actors in ensuring the effective implementation of public policy at schools, is indispensable.

According to Mazibuko (2007:220), the district offices should be close to the schools which are in the fore-front of public policy implementation, by ensuring better understanding of implementation initiatives. This suggests that it is the responsibility of district offices to conduct sustained induction programmes for the implementation of the WSE. Better understanding of the implementation process of the WSE initiatives suggests good prospects for effective implementation. Consequently, it is envisaged that failure by the District officials to provide necessary support to those who are at the grass roots of implementation, it is bound to lead to undesired results that do not reflect the WSE's pre-set implementation objectives.

3.2.3 Integrated Quality Management System (IQMS): What does it entail?

The Integrated Quality Management System (IQMS) is an important public policy of the South African National Basic Education Department (SANBED), which attempts to articulate professional development of educators in the current education system.

According to Mestry *et al.* (2009: 476), the culture of professional development has been severely affected by the legacy of the old education system, which saw the

vilification of inspectors and the resistance that compromised intended evaluation and appraisal of teachers. Chisholm (2004:247) argues that the poor results in the Senior Certificate examinations and the high dropout rate, especially in black schools is, to a large extent, attributed to the failure of teachers to perform at an optimum level. This suggests that the lack of sufficient appraisal of educators either inhibits or enhances their performance. In that sense, teacher appraisal is directly proportional to the performance. The IQMS public policy seems to stand out as indispensable to establishing the performance of educators. Monare (2006:03) perceives the IQMS as an internal peer review mechanism which is used to evaluate the performance of educators at school. This suggests performance appraisal to be the integral part of the IQMS.

The objective of this chapter is to establish what the IQMS entails. To achieve this objective, an attempt will be made to explain the concept IQMS; the integration process of the IQMS; the nature and scope of the IQMS and the argument surrounding the challenges emanating from the IQMS implementation process.

3.2.3.1 *IQMS: Integration process*

The IQMS does not exist in isolation, but rather borrows from other public policies. According to Weber (2005: 64), the IQMS combines three programmes namely: the DAS, WSE and the performance measurement (PM) programme. According to Loock (2003:70), PM is a process of determining and communicating to a teacher about his or her performance with a view of establishing a plan of improvement if needed. In sharing this view, Weber (2005:64) attests to PM being that section of IQMS which deals with the evaluation of individual teachers for salary progression, grade progression, and affirmation of appointments and rewarding of performance.

Oliphant and Tyatya (2004:35) state that the foci of integrated public policies may be individually different, but yet each has a complementary role. Khumalo (2008:03) contends that DAS, WSE and PM integrate into IQMS to ensure optimal co-ordination and effectiveness of public policy implementation; it is also intended to ensure that each programme remains intact. To highlight this integration while

maintaining each programme intact, Mathula (2004:15) outlines the purpose of each programme in a tabular form as follows:

DAS	WSE	PM
To appraise individual educator in a transparent manner with a view to determining areas of strength and weakness, and to draw up programmes for individual development.	To evaluate the overall effectiveness of a school- including the support provided by the District, school management infrastructure and learning resources- as well as the quality of teaching and learning.	To evaluate individual educators for salary progression, grade progression affirmation of appointments and rewards.

Table 3.3: Purpose of DAS, WSE and PM compared

Source: Adapted from Mathula (2004:15)

From the above table, it is evident that while the DAS, the WSE and the PM are integrated, and their individual purpose remains uninterrupted by the process of integration. However, the integration of these independent objectives suggests an improved strategy towards a better quality of teaching and learning in schools. Inevitably better quality in teaching and learning would suggest effective IQMS implementation at grass roots level, which means schools in this instance. Mazibuko (2007:54) affirms that for the implementation of IQMS to be effective, all the actors should not only understand all integrated programmes, but should understand their implications (i.e. actors) in order to clearly understand the role they should play in the implementation process. This implies that those who are involved in the IQMS implementation should receive sufficient induction and training to broaden such understanding.

3.2.3.2 *IQMS: The nature and scope*****

The nature and scope of the IQMS entails the objectives of its implementation. According to ELRC (2003:04), the IQMS is underpinned by the quest: to determine

competence; to assess strengths and areas for development to ensure continued growth; to provide support and opportunities for development; to promote accountability and to monitor an institution's overall effectiveness.

According to Kanyane (2008:04), the nature and scope of IQMS is informed by the following principles:

- the need to ensure fairness, for example, there can be no sanction against an educator in respect of his or her performance before providing meaningful opportunities for development;
- the need to minimise subjectivity through transparency and open discussion; and
- the need to use the evaluation instrument professionally, uniformly and consistently.

The researcher, who is required to implement the IQMS can attest to its implementation process as being close to the implementation of the DAS public policy. For example, it involves the following structures and role players: the principal, the SMT, the educator, the formation of the SDT, the DSG, PGP, the SIP and the DIP. In that regard, the implementation of IQMS entails: self-assessment by the educator; the determination of his or her DSG; the actual evaluation of performance standards; the formation of PGPs and the compilation of SIPs. These structures and procedures are also compatible with the implementation of DAS.

The implementation of the IQMS notably marginalises two groups namely: parents and learners (Weber, 2005:70). While this is uncharacteristic to WSE, it is in line with DAS. The above exposition suggests a perpetual link of the IQMS to DAS and WSE. However, in seeking to examine the nature and scope of the IQMS, the researcher's focus is on the implementation of the IQMS rather than on the above-mentioned perpetual link. Kanyane (2008:06) highlights and summarises the IQMS implementation process in the figure below:

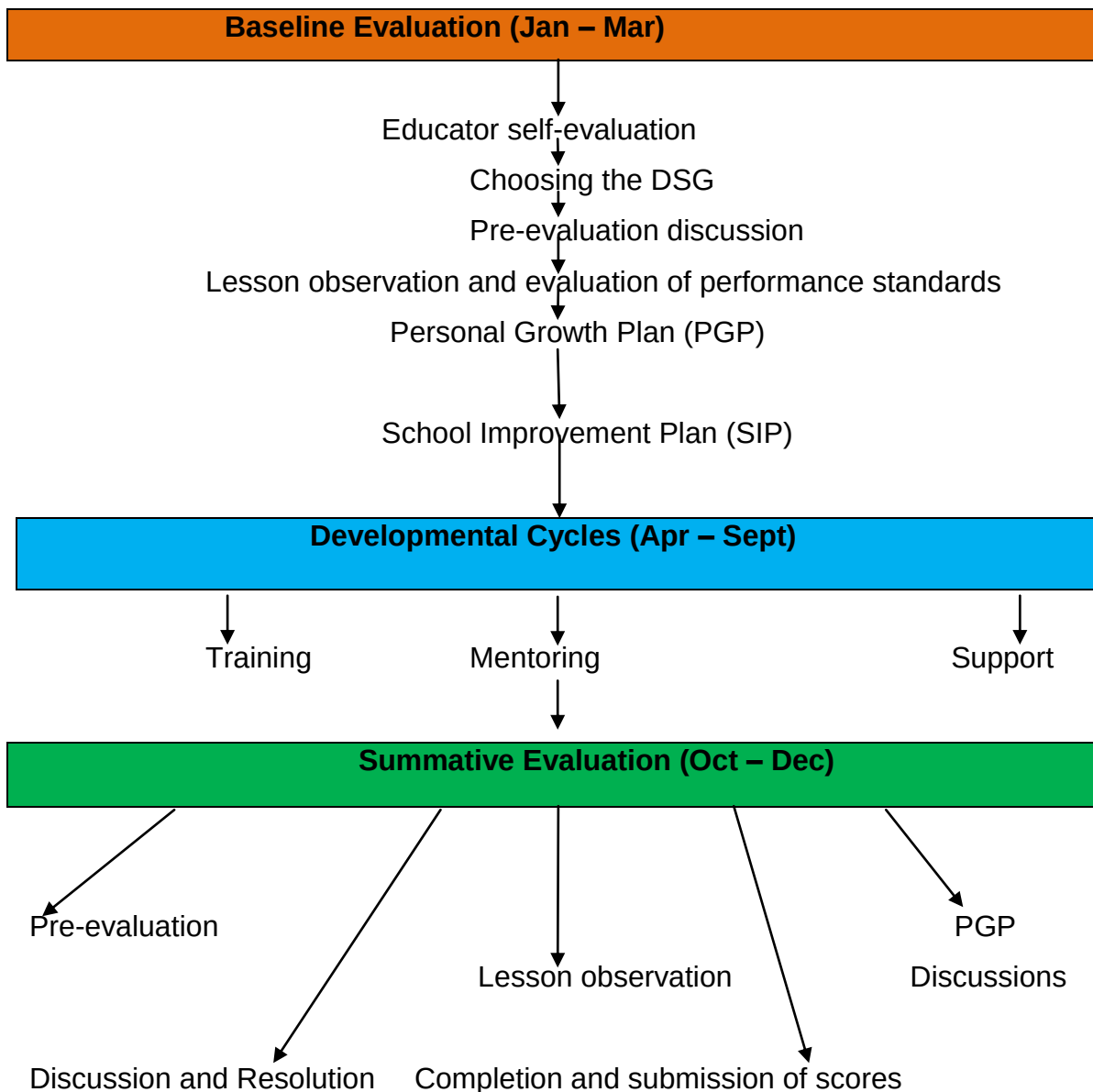


Figure 3.3: IQMS implementation process

Source: Adapted from IQMS Training Manual for Provincial Teams, DoE (2004:35)

Based on the above outline of the IQMS flow process, the educator is expected to establish his or her own baseline assessment (an equivalent to DAS's self-assessment, undergo pre-evaluation) and then compile the PGP which later informs SIP. From the above cycle, it is evident that summative evaluation has to be done which is a combined summary of all evaluation processes within the school. Summative evaluation culminates in the submission of scores to the district officials for educator salary progression purposes.

3.2.3.3 *Argument on IQMS implementation challenges*

The transformation of the education system has brought about an introduction of a plethora of public policies. This has resulted in the implementation public policy a challenge since actors in the public implementation process have been inundated with these public policies. Consequently, the implementation of the IQMS has also been subjected to implementation challenges. Kanyane (2008:101) claims that the overwhelming meetings and workshops on the implementation of the National Curriculum Statement and other policies have resulted in the implementation of the IQMS to be either ignored or implemented haphazardly.

Khumalo (2008:33) identifies the following as challenges that inhibit the implementation of IQMS:

- **ATTITUDE-** which is the negative perception of individual educators assuming evaluation to be aimed at apportioning blame and to provide a basis for disciplinary action and demotion.
- **TIME FACTOR-** emanating from perceiving the evaluation process of IQMS as time consuming and paper work that is rushed through for the sake of meeting deadlines or completing paperwork.
- **RATING ERROR-** caused by leniency, halo effect, fear of confrontation with the insubordinates and less inclination to exercise good judgment that truly reflects the performance.

This suggests that the DSGs and the SMTs need to undergo intensive training that will enable them to gain confidence and adequate capacity to deal with the implementation challenges of the IQMS.

Implied is the lack of training, which compromises the desired outcomes of the implementation of the IQMS. It can be further deduced that those who are supposed to implement the IQMS, continue to be the victims of these alluded to above and unforeseen IQMS implementation challenges. Mathula (2004:16) affirms that the implementation of the IQMS is devoid of specificity or prescriptiveness and consistency is bound to fail or to be ineffective. This suggests that a lack of

specificity and consistency poses a challenge to the implementation of the IQMS policy. In that way, it is the responsibility of those involved in the implementation of the IQMS, namely: the district officials, the SMTs and the DSGs, to ensure that they adopt specific and synchronised IQMS implementation objectives and that they mitigate all implementation tensions, which inevitably may compromise consistency.

3.2.4 Discipline and Safety National Guidelines (DSNG)

The issue of discipline, safety and security (DSS) in schools is a challenge that has beset the top echelons of SANBED. The unsafe environment, as alluded to in the problem statement of this study (cf. 1.3), encompasses discipline and safety. Xaba (2006:01) quotes various media reports to highlight the gravity of safety problems in schools. Consequently, this suggests that safe schools have gradually become elusive. The implementation of the DSNG, therefore, seeks to restore school safety, which could inevitably improve school discipline.

According to Squelch (2001:138), a safe school is a school that is free from situations which can possibly harm people. It is a school where non-educators, educators and learners can work, teach, and learn without fear of ridicule, intimidation, harassment, humiliation or violence. Based on this definition, discipline, safety and security are indispensable to each other and it can be inferred that the implementation of DSNG entails affirming this interdependence and consequently, the functioning of schools which culminates in an effective education system.

According to Joubert (2007:107), seeking the development of functioning education has seen the prioritisation of the Safe School Project (SSP), which subsequently led to the emergence of school safety documents like the government gazettes, the draft documents and regulations for safety measures at public schools. These aspects constitute the Discipline and Safety National Guidelines (DSNG), which when implemented serve as a suitable foundation for dealing with the challenge of discipline, safety and security in schools. In light hereof, Abrahams *et al.* (2006: 755) perceive schools as responsible for implementing DSNG to ensure a healthy and safe learning environment that promotes gender equality and prioritises the physical and social needs of learners. Since the implementation of the DSNG forms the core

of this study, it is envisaged that analysing what DSNG entails will assist in giving a balanced view as to what KZNBED ought to implement. It is also hoped that through this approach, an attempt could be made to establish the effectiveness and extent of the implementation of the DSNG in the KZNBED.

While safety in schools also includes infrastructure, this study will be limited to the general discipline at school and abuse and security issues in order to highlight how they interdependently constitute a safe school.

3.2.4.1 *Issue of general discipline*

The schools, through their school governing bodies (SGBs), have a mandate to deal with the problem of discipline. It is their duty to establish learner discipline by adopting a code of conduct as per the recommendation of the South African Schools Act (SASA). The problem of discipline arises when learners deliberately bend the rules and do as they please. In the process, they deter educators from executing their duties.

Mazibuko (2007:112) argues that the problem of discipline starts when the learners are: covertly or overtly disruptive, disobedient, inattentive, rude and threatening to push the situation out of the educator's control. The KwaZulu-Natal Basic Education Department (2007:01) makes provision for school management teams (SMTs) and SGBs to adopt a code of conduct for learners in order to implement DSNG that can entrench discipline in schools. Barry (2006:11) argues that in order for the code of conduct to be in line with the DSNG, it has to:

- set a standard of moral behaviour for learners and equip them with the expertise, knowledge and skills that can transform them into responsible and worthy citizens;
- focus on positive discipline, facilitating constructive learning rather than being punitive and punishment oriented; and
- be a consensus document, formulated by the SGB in consultation with the parents, learners and educators at school.

Informed by the above-mentioned guidelines, the code of conduct seeks inclusivity, transparency and fairness, which must embrace and catalyse the implementation of the code of conduct. Inclusiveness and effective consultation is an important condition for the implementation of the DSNG.

To ensure that these conditions are met, the formation of the discipline, safety and security committees (DSSCs) should be preceded by the involvement of KZN education officials, the local union branches, the SGBs, the South African Police Services (SAPS), the Community Policing Forums (CPFs), local churches, local leaders and any other persons of influence if available (KwaZulu-Natal Basic Education Department, 2001a:02). Based on the principle of embracing and encompassing all participants, the KwaZulu-Natal Basic Education Department (2007:02) outlines the specific composition of the DSSC. The DSSC should be composed of the Principal as the chairperson, a parent member of the SGB, two Representative council of learners (RCL) members, religious leaders, a ward councilor or a ward committee member and two co-opted members who could be Inkosi (Chief), Induna (Chief's representative), SAPS member, and a non-governmental organisation member.

The structure below highlights the model showing the composition of a DSSC. The double arrows indicate an unrestricted two-way communication among the DSSC members, while a single arrow shows how a member component branches into sub-member components of the DSSC.

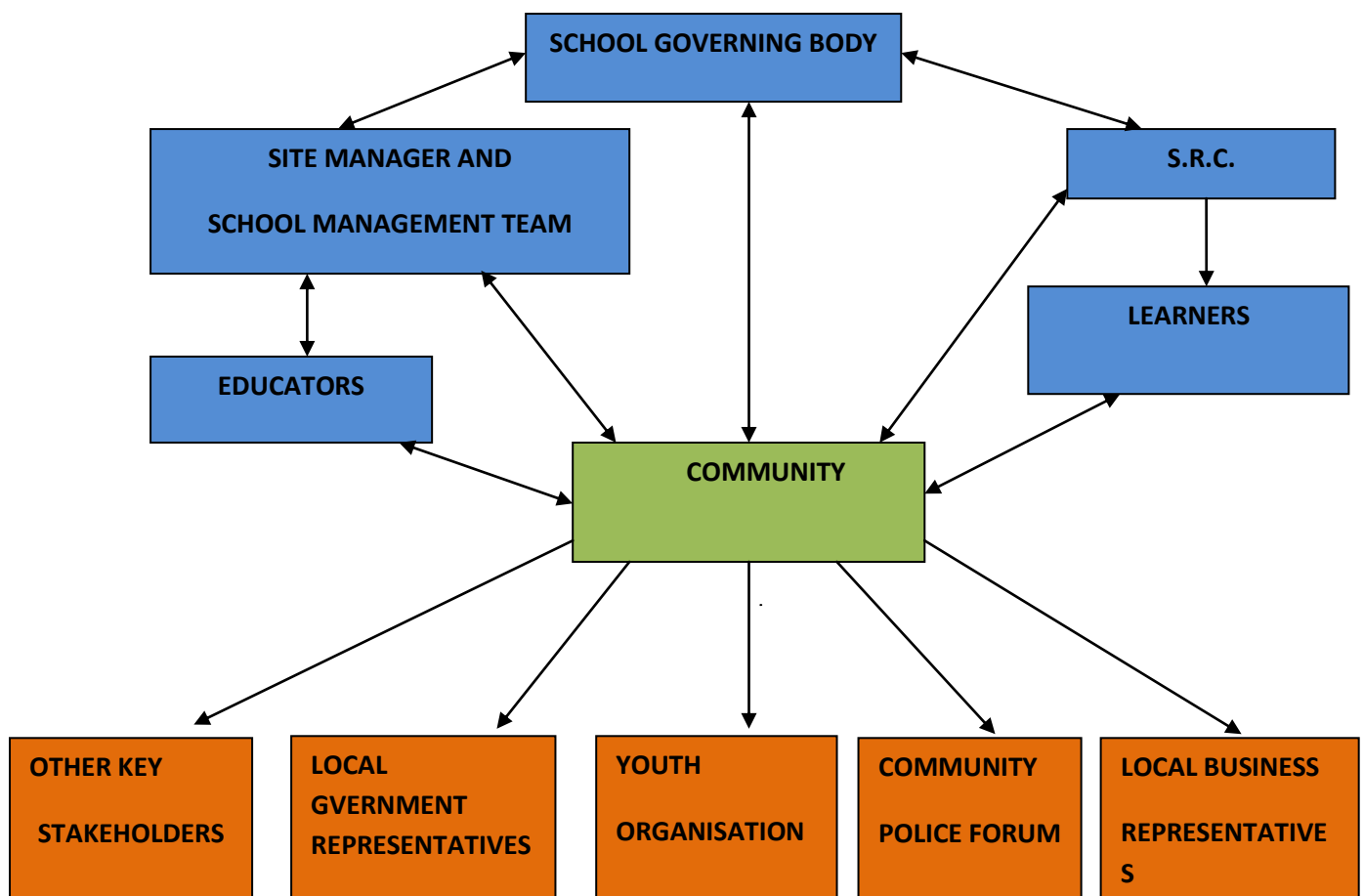


Figure 3.4: Discipline safety and security committee (DSSC)

Source: Adapted from North West Education (2007:06)

The DSNG suggest specific functions for the DSSCs which elicit general discipline. According to section 2.5 of the KwaZulu-Natal Basic Education Department (2001a:02), in implementing and accomplishing DSNG at school level, the DSSC has to, *inter alia*:

- draw up an action plan to pre-empt anything which may disrupt the normal running of the school;
 - arrange for regular meetings with various actors, which may include SGB, RCL, CPF, SAPS and teacher unions;
 - keep the telephone numbers of organisations and people who may have to be contacted in the face of an emergency;
 - ensure that the school is sufficiently burglar-guarded, fenced and protected;
 - formulate measures to ensure all actors are inculcated with a culture of human respect for the dignity of others with the concomitant responsibilities;
- and

- ensure that implementation plans for good discipline, safety and security in school are well communicated at all levels and to all conceivable actors.

Through discharging these functions, the DSSC ensures the translation of DSNG into achievable and traceable action plans, upon which the effectiveness or ineffectiveness of the aforesaid functions can be linked.

3.2.4.2 *Abuse and security issues*

Abuse and security issues are the central reasons for the formulation and implementation of the DSNG. According to Barry (2006:24), abuse can occur in three forms namely: physical abuse which includes; the use of corporal punishment, bullying, sexual harassment, verbal and emotional abuse and the drug or substance abuse. While SASA (No. 84 of 1996) categorically deals with all forms of abuse, its continued prevalence in schools suggests that nothing should be spared to root it out in order to restore a safe and secure teaching and learning environment. To cite an example, the reports on sexual harassment and abuse in schools suggest the implementation of public policies or guidelines on discipline, safety and security in schools. Abraham *et al.* (2006:753) hint at the occurrences of sexual abuse by mainly male teachers in staff rooms, computer laboratories and science laboratories. These areas should be centres where learners should be learning and be secure. . Anon. (2010:19) affirms the gravity of sexual harassment by pointing out that it is prevalent in schools and is aggravated by the tendency of keeping it unreported, due to the fact that victims have little power over adults who abuse them or they feel too ashamed to report it. This also suggests that the issue of sexual abuse is a serious indictment to the implementation of the DSNG if the teachers who are supposed to be custodians of its implementation become the perpetrators of heinous acts in schools.

Barry (2006:24) outlines that in interpreting and implementing what the DSNG entails in order to combat all forms of abuse in schools, participative and all inclusive public policies that seek to translate the objectives of the DSNG into measurable and achievable plans at school level, should be developed. Abraham *et al.* (2006: 755) also affirm that the answer in ensuring a healthy and safe environment that promotes

gender equality and prioritise needs of all students' lies in effectively implementing school policies. It is, therefore, envisaged that, implementing the DSNG informed plans can accommodate counselling skills development and effective communication mechanisms amongst the learners, educators and parents.

The DSNG also entails the promotion of effective intervention strategies to deal with sensitive issues on sexual harassment like exposing and reporting it (even if the educator is an alleged perpetrator), supporting the victim, conducting awareness campaigns and ensuring effective communication with learners, educators and parents (Barry, 2006:26). According to Phage (2006:05), the DSNG necessitates implementing a school-wide education and training programmes on avoiding or preventing violence, identifying and educating potential violent and weapon-carrying learners, creating a climate of tolerance and reaching out to communities and business to improve the safety and security in schools.

Bullying in schools stands out to be threatening the foundations of teaching and learning. According to Ditshego (2010:07), the discipline level is so low in schools that teachers frequently cry as a result of the bullies they have to endure, resulting in the majority of teachers resigning. It is in light of this threat that, over and above the all-encompassing DSNG, the national guidelines for the management and prevention of drug abuse (NGMPDA) have been developed as an extension of DSNG. According to DoE (2002c:02), the objective of implementing these guidelines enshrines reversing, curtailing or even eradicating high usage of drugs in secondary schools, which have also begun to bedevil even primary schools. The NGMPDA provides a framework for designing implementable and manageable public policies, which, *inter alia*, seek:

- to educate and assist learners who do not wish to become involved in drug taking;
- to promote intervention and support to those who want help; and
- to take a holistic view by involving relevant role-players and integrating structures such as the community, traditional leaders, NGOs, SAPS and departments of Social Development, Health and Justice to powerfully and

positively counteract drug syndicate infesting South African schools (DoE, 2002c:01).

Based on the above mentioned conditions, the NGMPDA purport a public policy framework which, when implemented, may seek to address the problem of drug abuse through prevention, intervention and management of specific incident of drug abuse. Consequently, NGMPDA as an extension of the DSNG provides a roadmap for its implementation that seeks to guide schools on: effective prevention work and the handling and management of identified drug abuse cases in schools. In that light, the Learner Support Team (LST) is recognised as the primary intervention structure through which learners with drug abuse problem may seek help without fear of punishment or expulsion (DoE, 2002c:11). This suggests that the effective implementation of these guidelines does not only constitute the establishment of the LST in a school, but also enables teachers, learners and parents to work together in the fight against drug abuse in schools.

3.2.4.3 *Challenges: Implementation of DSNG*

On a daily basis, educators are confronted with learners' use of illicit drugs, bullying, sexual harassment and other anti-social behaviour (Joubert, 2007:110). Based on this assumption, implementing the DSNG in order to control or even eradicate the aforesaid situation confronting educators, should be equally challenging. It is, therefore, in the process of seeking to maintain school discipline that the challenge of ensuring that the DSNG gives operational effect to the implementation of plans, has to be dealt with. Therefore, it is suggested that central to this challenge is how relevant actors, through their actions, advance the DSNG operational effect into implementing plans that seek to confront discipline, safety and security problems in schools. The KwaZulu-Natal Basic Education Department (2001b:02) identifies the following as challenges to the implementation of the DSNG:

- Fear of victimisation resulting in unabated continuation of indiscipline and criminality like carrying of dangerous weapons on school premises, bullying, intimidation, verbal and physical attacks to educators and learners.

- Poor communication strategies among actors responsible for the implementation and adoption DSNG.
- Ineffective monitoring and support of the implementation of the DSNG in schools.
- Lack of ownership of schools, resulting into isolation and rampant vandalism, due to schools being perceived as government property rather than as community resources.
- Lack of practical commitment by actors involved in the implementation of the DSNG, characterised by: union derived unprofessional behaviour by educators, non-attendance of SGB meetings by parents, deliberate non-support of the school's code of conduct and negligence of duties by the SMTs.
- Lack of purposeful leadership and management resulting in inadequate induction of new appointees (i.e. SMTs, SGBs, RCLs and educators), who are in the fore-front of the implementation of the DSNG.

These afore-mentioned challenges in the implementation of the DSNG in KZNBED, suggest that the objective task of establishing discipline, safety and security in schools remains one of the challenges for the effective implementation of public policy and national guidelines. There is still a need for an improved implementation of the DSNG strategies (which this study seeks to propose) to be modelled in order for the KZNBED to live up to this challenge and to be seen to be effective in its bid to implement the DSNG.

3.2.5 Internal organisational arrangement and public policy implementation

In order to determine what the DAS, WSE, IQMS and the DSNG entails, it is essential to establish the internal organisational arrangements underpinning their implementation. Public policy implementation effectiveness is dependent on the nature of organisational arrangements and vice versa.

Coens and Jenkins (2000:46) argue that the organisational arrangements include: the people who do the work within the system; the sub-systems that include

structures, support, materials, customers, organisation's work culture and environment (i.e. community within and outside); and the interaction of these components within the organisation. They emphasise that all components of the organisational setting are interdependent to each other but they still form one system. The interconnectedness and interdependency of all components suggest an influence on the performance and accountability. Parsad (2004:02) highlights the interdependence of public policy implementation to organisational arrangements and its impact to organisational performance and accountability. This suggests that the manner in which all the components, comprising the organisational arrangements, interact has an influence on organisational performance and accountability which in turn has a bearing on public policy implementation. To emphasise this knock-on effect, Coens and Jenkins (2000:51) contend that initiatives aimed at improving individuals, systems and processes are supported in the integrated public policy implementation. Therefore, this underscores the mutual interdependence and interconnectedness between internal organisational arrangements and public policy implementation.

In seeking to highlight the importance of this mutual interdependence and interconnectedness, the ensuing discussion will outline: accountability and public policy implementation, actors central to the public policy implementation, leadership capacity, management capacity, and communication strategies. While this study is on public policy implementation in KZNBED, with a special focus on Empangeni Education District, the actual implementation of public policies takes place in schools. Therefore, schools are centres where the success or failure of the public policy implementation process can be determined.

It is in light of the schools being centres for public policy implementation that this discussion is inclined towards exploring the public policy implementation processes involved at school level, upon which the effectiveness of KZNBED in implementing public policies is derived.

3.2.5.1 *Accountability and public policy implementation*

The implementation of public policies within KZNBED is a responsibility that is shared by different actors at different levels or echelons. Since it is a responsibility, it suggests that the actors involved are accountable.

According to Haque (2000:612), accountability is the answerability of public officials for their actions or inactions. Napier (2007:376) claims that accountability may be described as the process whereby a person gives justification for an action, task or process he or she was responsible for. Since public implementation of public policies is a process, this suggests that accountability is integral in the process of the implementation of public policies. Kakumba and Fourie (2007: 654) argue that a public servant responsible for implementation of public services is accountable to the management of the department or unit. In f this study, this implies that the principal at school level, who is at the centre of implementation of public policies, accounts to the circuit, which accounts to Empangeni Education District, which also in turn accounts to the Head Office of KZNBED. Such form of accountability is perceived by Kakumba and Fourie (2007:655) to be hierarchical and to be also an internal organisational form that guides the internal organisational structure. They further outline that accountability relationship is based on the internal organisational controls, which inter alia entail communication, delegation, reporting, span of control and modern technology. Accountability also entails supervision and support that is reliant on seniority of position (Napier, 2007:377).

The relationship which a school has with the parent community espouses public accountability. According to De Clerq (2007:105), public or political accountability in SANBED entitles the SGBs to expect accountability which limits the use of authority by school officials and introduces new interests and preferences for the institutions to consider. Public or political accountability aims at greater responsiveness and active participation (Kakumba and Fourie, 2007: 655). This implies that the implementation of public policies at schools should no longer ignore the interests of parents, but should signify the need for schools to inform SGBs on processes regarding implementation of public policies. It also encourages SGBs' direct or indirect involvement in all public policy implementation processes.

3.2.5.2 *Significance of actors in public policy implementation*

Internal organisational arrangements identify roles of actors in the implementation of public policies in schools. The implementation of public policies permeates from the national education level to the provinces, the districts, the circuits (in the KZN Province) and schools.

Mazibuko (2007:57), by citing the implementation process of WSE, attests to involvement of national department, here referred to as SANBED, through making funds available to the provinces and through ensuring active support for the implementation of the WSE at schools. The implementation of the WSE engage various actors who are directly involved in the implementation process. The provinces as actors should ensure the setting up of structures such as district support structures, circuit support structures, SGBs and sufficiently work-shopped principals, before implementation begins (Mazibuko, 2007:58).

The above outline citing the WSE as an exemplar of the implementation process, reveals that the actors involved in the implementation process of public policies in KZNBED involves the SANBED, the provincial officials of KZNBED, the district officials, the parents, the educators and school principals. The different actors with different roles play a significant role in the implementation of public policies. Consequently, the role of actors is vital in the implementation of the DAS, WSE, IQMS and the DSNG in KZNBED. Such role permeates from the top echelons of the national department (in this study referred to as SANBED), down to individual schools (Naicker & Waddy, 2002:15). In acknowledging the involvement of different actors, Brynard (2005:657) accedes to public policy implementation being influenced by multiple actors at multiple levels. It is against the framework of roles of actors that, while it suggests them being supportive to the actual implementation, the principal stands out as the pinnacle around which the actual implementation of public policies occurs at school level. According to DoE (2001c:10), the implementation of public policies in education like WSE also appeals to the effectiveness of the leadership and management. Leadership and management are core responsibilities that define the job description of the principal at school who is central to public policy implementation. It is, therefore, in this light that the leadership and management

roles of the principals are indispensable in the implementation of public policies in schools. These are discussed below.

3.2.5.2.1 *LEADERSHIP CAPACITY FOR PUBLIC POLICY IMPLEMENTATION*

The implementation of public policies embodies a show of leadership. Luthuli (2009: 460) agrees that leadership implies facing challenges of implementing public policies. According to Ntombela (2002:37), leadership is the ability to persuade people to strive for certain goals. This suggests having the ability to envision, impassion people, motivate, build team spirit and show a direction. Mazibuko (2007:78) argues that principals, at school level, provide leadership by inspiring, motivating and supporting all stakeholders to understand and accept educational transformation.

All these attributes, especially the ability to accept educational transformation, do not only insinuate dealing with the implementation of public policies, but also point to transformational leadership. Since these attributes seem to be central and synonymous to what the principals do, they highlight the need for principals to have transformational leadership skills in order to effectively deal with challenges of transformation. Transformation, inevitably, incorporates the implementation of public policies. Consequently, in order for the principals to be able to effectively implement public policies at schools, Hoy and Miskel (2001:414) identify specific tasks which they are expected to discharge. These tasks include: defining the need for change; creating new visions and mustering commitment to the visions; concentrating on long term goals; inspiring others to transcend their individual goals in order to advance the institutional goals; and mentoring others to take greater responsibility for their development and that of others within the institution.

In recognising the indispensable leadership role of principals, the DoE has established a policy framework to the South African Standard for School Leadership (SASSL). According to Moloi (2007:470), SASSL defines the leadership responsibilities of principals in leading competently and effectively to be embodying:

- leading the learning school;

- shaping the direction and development of the school;
- assuring quality and securing accountability;
- developing and empowering self and others; and
- working with and for the community.

These afore-listed leadership responsibilities are inseparable from public policy implementation at school. Mestry and Grobler (2002:470) argue that building the capacity of principals is strategically important in ensuring the successful implementation of educational public policies in a school. It is against this backdrop that principals may be perceived as central to implementing public policy since the tasks alluded to above indicate the creation of a climate favouring effective implementation of public policies brought about by the inevitable transformation processes within the schools' education system.

3.2.5.2.2 *MANAGEMENT CAPACITY FOR PPI*

The transformation in the education system has brought about challenges that are increasing in complexity and which require the engagement of management skills within an organisation. A manager, therefore, is a person whose functions entail planning, leading, organising, control and upholding authority in an organisation. Thurlow (2003:15) argues that the school managers or the principals are to assume greater responsibility under difficult circumstances. Moloi (2007:469) also attests that dramatic changes in the South Africa's educational landscape have presented major challenges for principals. This suggests that principals are expected to manage such challenges effectively.

The internal organisational arrangements in the education system, especially within schools, appeal to the application of managerial skills in order to harness resources towards effective and successful implementation of public policies. Steyn (2002: 255) argues that changes in the education require new skills, especially in dealing with the school-based management (SBM). This implies that principals, who are in the forefront of the management system at schools, have to adapt to applying management skills that are equal to transformation challenges.

Unlike the traditional form of management, characterised by a top-down system whereby principals have been accustomed to receiving instructions from the departmental officials, the SBM promotes a democratic and participative form of management in implementing education policies (Steyn, 2002:254). Democratic and participative forms of management suggest a departure from unilateralism and a quest to seek collaboration and support. It is in that light that Mazibuko (2007:72) contends that seeking collaboration and support implies that, in order for the principal to ensure effective implementation of educational policies, he needs the support of a team of staff and parent community. Consequently, the principals are not perceived as the only role players, but all within an organisation play an active role in the implementation of public policies (Robbins & De Cenzo, 2004:270). In this way, management is not centralised to the principal but it is shared among all actors within a school.

According to Steyn (2002:256), for schools to be organisations where implementation of public policies is effective, participatory management should, *inter alia*, entail:

- creation of an ethos that generates motivated and inspired teams;
- making decision-making hierarchy flatter in order to create an atmosphere where all members experience a sense of ownership;
- striving for team spirit and unity that appreciates shared responsibility within an organisation; and
- using the system of staff development to create processes and structures that develop expertise.

The above mentioned managerial initiatives suggest a suitable climate within an organisation for successful and effective implementation of public policies.

It is in this regard that Fernandez and Rainey (2006:170) associate the pursuing of the managerial initiatives with building internal support in order to reduce resistance to implementation of public policies. Therefore, the overarching managerial responsibility of principals, in creating a climate conducive to effective public policy implementation in schools, encapsulates consultation, collaboration and

inclusiveness (CCI). It is envisaged that CCI is central in galvanising support from all actors. CCI, therefore, embodies Tirisano (which means working together to build a South African education and training system). According to Steyn (2002:259), Tirisano turns schools into centres where education system works. Tirisano suggests citizen participation which promotes ownership and a sense of belonging upon which PPI processes can be based. The managerial role of principals, in creating working and effectively thriving schools where public policies are implemented cannot be downplayed. This suggests that a lack of capacity to execute these above alluded to managerial responsibilities may precipitate dire consequences in the implementation of to public policy.

3.2.5.3 *Communication and public policy implementation*

Communication within an organisational setting is vital in carrying forward the gist of public policy content to be implemented. It is a phenomenon upon which the entire public policy process is founded and dependent. Brynard (2005:662) perceives communication as a public policy implementation variable. This implies that when implementation of public policy has to take place, communication process unfolds.

In this study, communication may be summarised as incubating public policy objectives during various stages of the public policy process and through different actors, with an intention of avoiding the distortion and dilution that may lead to unintended implementation of pre-set public policy objectives. From this assumption, communication stands to bolster the implementation of intended public policies. Hence, in any public policy process, communication should precede the implementation stage and thus embodies advocacy. This suggests a communication initiative that embraces Batho-Pele principles as a catalyst for effective PPI processes.

Mazibuko (2007:183) claims that proper public policy implementation depends on how it is communicated to those who implement it. It can be inferred that poor communication or poor advocacy may hamper the implementation initiatives since those who implement it may not understand the theme of what they have to emphasise during the implementation process. Poor communication also creates a

gap between the public policy objectives and implementation. According to Rogan (2004:176), where poor communication exists, dislocation or mismatch between intended public policy and implemented public policy is unavoidable. This suggests that communication or advocacy of public policy should be the responsibility of all concerned with the implementation at all levels; namely the province, the district, the ward and the school. However, the school as an organisational setting stands out as the cradle of public policy implementation where the impact of the lack of poor communication or advocacy is determined. It is essential that all channels of communication be pursued to ensure that all involved in the implementation of public policies understand what they ought to implement and how to implement it.

Mazibuko (2007:185) contends that communication, among all levels, but especially between education officials and the principal and between the principal, educators and parents, needs to improve to ensure effective and successful public policy implementation at schools. This renders communication to be an indispensable component of the implementation of public policies at school level, at the ward level, district level and provincial level.

3.3 CONCLUSION

This chapter sought to explore the concept of public policy implementation. It focused on the DAS, WSE, IQMS and the DSNG, which form the core of public policy implementation in the education sector. Lastly, it also endeavoured to establish what these public policies and guidelines entail.

This chapter revealed that the implementation of the above-mentioned public policies remains one of the challenges facing all levels of SANBED. In seeking to outline this challenge, this chapter explored what each of the above mentioned public policy entails by establishing: its nature and scope; each public policy implementation process and the challenges associated with the implementation of each public policy. Since public policy implementation is the core of this study, the approach in this chapter was to link the implementation of the DAS, WSE, IQMS and the DSNG to the general implementation of public policy in KZNBED. Using these public policies as a point of departure, this chapter has, in line with the objectives of this study,

highlighted the challenge of public policy implementation with a view of determining what transpires during public policy implementation in the education sector. The discussion of the challenges faced in the implementation of public policy is in line with the objective of this study. This discussion will serve as a background to the empirical research. The empirical research will use the challenges to public policy implementation as a benchmark to establishing the extent of these challenges in KZNBED, with a view of suggesting strategies that alleviate such challenges in the implementation of public policy.

The impact of internal organisational arrangements to public policy implementation was explored by highlighting accountability, the management capacity, the kind of leadership capacity that supports the effective public policy implementation and the importance of communication or advocacy in the implementation of public policies. The internal organisational arrangements also entail the involvement of various actors who directly or indirectly impact on public policy implementation. It is in that light that while recognising actors, this chapter highlighted the school as the implementation zone, where the success or failure of public policy can be determined. Through identifying the principal as central to public policy implementation at school level, this chapter outlined the principal's role in public policy implementation. Exploring these roles was also in line with advancing the objective of this study, which sought to determine an improved strategy for effective public policy implementation.

In the process of seeking to establish what the DAS, WSE, IQMS and the DSNG entailed, an attempt was made to lay a foundation that will inform the empirical research that is pursued in the next chapter. It is envisaged that the extent to which the above mentioned public policies were discussed that it will serve as a guideline to public policy implementation challenges, which in turn may inform the ensuing empirical research on public policy implementation challenges in KZNBED, focusing on Empangeni Education District (EED).