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Title: Assessing challenges faced by School Governing Bodies in formulating a language policy in a rural primary school in Butterworth

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A research report submitted to the Faculty of Management, University of the Witwatersrand, in 25% fulfilment of the requirements for the degree of Master of Management (in the field of Public and Development Management)

Year: July, 2011

DECLARATION

I declare that this dissertation is my own original work and has never been submitted by me or anyone else at any university for any certificate, diploma or degree. All the sources that have been used have been indicated and acknowledged by a complete list of references.

TEMBELIHLE EUGENE NTLANGANO

SIGNATURE ……..

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ABSTRACT

The promulgation of the South African Schools Act in 1996 led to the decentralisation of the governance of schools in South Africa through the establishment of School Governing Bodies (SGB). The SGB represents all the stakeholders namely parents, teachers, students and the state,and is expected to craft the vision, mission and policies of a school among its key responsibilities. Among the key policies they need to craft is the language policy of a school which is critical for academic achievement by the students. The study aims to assess the challenges faced by SGB parent governors in formulating a language policy in a rural primary school in Butterworth Education District in the Eastern Cape. A qualitative research approach was pursued in the study through a constructivist paradigm. A rural primary school was chosen as a case study and data was collected by using semi-structured interviews and document analysis.

The South African Schools' Act empowers the parent component of the SGB to have a final say in governance and policy matters of the school due to its majority membership however the study has confirmed what the literature says that the parental participation in SGB activities tends to be limited. The study has found that this poor parental participation in SGB activities is due to low level of education, poor training by the Department of Basic Education and lack of support from stakeholders. According to the Departmental officials the scarcity of financial resources has led to very few training workshops being organised SGB members.

ACRONYMS

CALP – Cognitive Academic Language Proficiency

DoE – Department of Education

DBE – Department of Basic Education

IIAL – Incremental Introduction of Africal Languages

LiEP – Language in Education Policy

NECC – National Education Crisis Committee

NEPI – National Education Policy Investigation

PTSA - Parents, Teacher and Students Association

SASA – South African Schols Act

SGB – School Governing Body

SMT – School Management Team

TVET – Technical Vocational Education and Training

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1.1. INTRODUCTION

The birth of a democratic dispensation in 1994 ushered in a new system of governance in South African schools which emphasised sharing of the responsibility of providing quality education between the different stakeholders (Bush and Heystek, 2003). The notion of extending governance of schools to all stakeholders with interest in education was a major paradigm shift which was enacted by the promulgation of the South African Schools Act (SASA) No. 84 of 1996 (RSA, 1996a). SASA introduced the establishment of School Governing Bodies (SGBs) representing the key stakeholders in education namely the State, parents, teachers and learners. These SGB members have been tasked with the responsibility of providing guidance in financial management, mission and vision crafting, policy formulation, infrastructure management etc. The parent component in the SGB should be in majority over all other components combined.

Parents in previously disadvantaged schools tend to participate poorly and fail to assert their authority in SGB activities despite being in majority and hence having a deciding vote (Mafora and Mncube 2011). This affects their role in the formulation of the school policies and hence may compromise provision of quality education. The language policy has a profound influence on the quality of education delivered in a school. The research will look at the challenges confronted by the SGB parent governors when formulating the language policy in a rural primary school.

In this chapter I will give the background of my study and explain the problem statement, its rationale and purpose. The primary and secondary research questions will be expounded together with a brief synopsis of the research methodology which will be applied in gathering data from the research sample. The limitations of the research, the ethical considerations and the outline of the chapters will be presented as well.

1.2. Background

The promulgation of SASA in 1996 changed the landscape of school governance in South Africa by decentralising this activity to involve all the stakeholders in education. Decentralised school governance gave the communities a voice in the leadership of their schools (Mncube et al, 2013). To properly co-ordinate the management and

governance functions of the school the SGB needs suitable school policies. The SGB has to draft among others a finance policy, curricular policy, religious observance policy, admission policy, language policy etc. The focus of this study will be on the challenges experienced by the SGB parent gorvenors in formulating a language policy in a rural primary school.

Section 6(2) of SASA (1996, p.14) urges the SGB to “determine the language policy of a school and develop programmes for the redress of the previously disadvantaged languages”. According to Broeder, Extra and Maarteens (1998) a language policy is understood to mean the official policy of a government in planning the use of one or more languages in a country. Kennedy (2009) posits that a language policy is a deliberate attempt to change an individual’s or community’s use of a language or languages. This is the mandate that the new administration invented in South Africa after 1994 which accorded SGBs the power to determine their own policies regarding languages to be used in their schools.

According to the Bill of Rights (RSA, 1996, p.16) “everyone has the right to receive education in the official language or language of their choice in public institutions where that education is reasonably practicable”. This is emphasising the “ language as a right” orientation which recognises the right of the speakers of a particular language to participate in education and civic processes in their own language (Akinnaso, 1993). The language policy should indicate the language of teaching and learning which must be one of the eleven official languages prescribed in South Africa and schools are compelled to undertake this exercise. Allocating the duty of formulating a language policy on the SGB presupposes that governors are capable of fulfilling this role. However Bush and Heystek (2003) contend that successful fulfilment of this role will depend on the educational background and literacy levels of the SGB. There is a need to investigate the challenges encountered by parent governors in formulating a language policy in a rural primary school in the Butterworth district of the Eastern Cape Province.

It must always be noted that the primary intention of schools is to provide academic excellence which will be influenced by a language policy. Alexander (2003), October (2002) and Surty (2011) attest to this assertion when they claim that there is a strong correlation between mastery of the language of learning and the learners’ academic

achievement. A number of authors believe that the correlation becomes stronger when the language of teaching and learning is the mother-tongue (Alexander 2003; Brock – Utne, 2012; Heugh 2006). Akinnaso (1993) contends that for political, cultural,cognitive, psycholinguistic and pedagogical reasons it is commonly assumed that the use of mother tongue especially during the initial years of schooling is a necessary prerequisite for effective literacy acquisition. All future learning hinges on the critical skill of learning to read for meaning and the foundation phase is the critical window for acquiring these basic learning skills (Spaull, van der Berg, Willis, Gustafsson and Kotze, 2016). Alexander (1999) concurs that "the self-esteem, self-confidence, potential creativity and spontaneity that come with being able to use the language that shaped one from early childhood is the foundation of all democratic policies and institutions". He believed the specific language in which production processes took place is the language of power and no country has been able to achieve economic development using a foreign language as a medium of instruction for the majority of its citizens. This is reinforced by the research of the Association for the Development of Education in Africa (2014) which concluded that the use of mother tongue decreased drop-out rates, led to better understanding of scientific concepts and hence increased pass rates in examination.

Use of mother tongue as medium of instruction does not seem popular with the previously disadvantaged African people who consider the language of the former colonial masters as the language of modernisation and technological advancement and hence the language of social mobility. According to Banda (2000), to the previously disadvantaged parents, the use of mother tongue as a medium of instruction in South Africa is a painful reminder of Bantu Education and Apartheid which lowered the quality of education in Black schools. African parents believe that use of the mother tongue as medium of instruction would prejudice and economically disempower their children. Krishnamuti in Banda (2000) illustrated this in India where children coming from English medium schools outperformed mother-tongue taught students in academic achievement and job placement afterwards. This view is shared by Akinnaso (1993, p.270) who concurs that "as long as English continues to perform major gate-keeping roles in the wider society and the world at large, English reading and writing abilities will remain the more important skills and target of major policy recommendations. Most of the intellectual, social, and political elite have kept their

own children out of mother-tongue medium state schools, preferring to send them to English medium private schools." Alexandre (in Alexander,1999) believes that mastery of English is regarded as a cultural capital which gives the elite, monopoly over the entire modern sector of production and distribution of goods. People who fail to master English see their chances of success significantly reduced whilst those who have mastered the language stand better opportunities for themselves and their families.

Braam (2004) concludes that there seems to be a gap between the political imperatives at policy-formulation level and the socio-economic imperatives on the ground. The elite are convinced about the importance of using mother tongue as a language of teaching and learning but the citizens on the ground see this as a structural barrier which precludes them from accessing quality education hence diminishing their chances of social mobility. Some citizens see language as a way of perpetuating class differentiation. A huge investment would be required to develop teaching and learning material in the previously-disadvantaged languages so that the African languages can function as the medium of instruction. This becomes a serious problem considering that the economy of this country has been growing very slowly in the last few years. It is against this background that the study attempts to assess the challenges that are faced by the parent governors in a School Governing Body in one rural primary school identified to study this case in Butterworth.

1.3. The Problem Statement

SASA and the Language in Education Policy (LiEP) of 1997 give the SGB the power to formulate a language policy of a school which will determine the medium of instruction and the second language to be taught as a subject in that particular school. LiEP allows the SGB to choose a language of instruction in the first three years of primary schooling from one of the official languages and then a transition to a second language can be made in the later grades. The choice of the language of learning and teaching ,and the timing of the transition is left to the SGB to decide. In the Butterworth district most of the SGBs choose between IsiXhosa, which is the home language of the majority of the population, and English. The pending introduction of Incremental Introduction of African Languages policy (IIAL) in all schools will force all SGBs to amend their language policies. The results of this study will be relevant for the execution of this task.

A number of studies have investigated the general challenges experienced by the SGBs in executing their obligations but none has focussed specifically on the task of formulating the language policies particularly in rural primary schools. The important role played by language in striving for academic excellence has been highlighted above. The research will assess the challenges faced by parent governors in the formulation of the language policy in a rural primary school in Butterworth Education District in the Eastern Cape. The process followed in developing the language policy will be examined as well.

1.4. The Purpose Statement

The purpose of the research is to assess the challenges experienced by parent governors in the formulation of the language policy in a rural primary school in Butterworth Education District, in the province of the Eastern Cape.

1.5. The Research Questions

Bryman (2012) defines a research question as a "question which provides an explicit statement of what it is the researcher wants to know about" whilst Jansen (in Maree 2007,p.1) advises that the research question should be a clear, concise and theoretically-rich statement of the focus of a study. It directs the researcher to appropriate literary resources and gives a focus for data-collection. The research question can be broken down into primary and secondary research questions. The primary research question is considered as a central question of the research by Creswell (2009) whilst the secondary questions are referred to as sub-questions of the research.

1.5.1. Primary Research Question

- What are the challenges that confront parent governors in a rural primary school in Butterworth in the formulation of a language policy?

1.5.2. Secondary Research Questions

- To what extent have the SGBs been trained in order to perform the policy-formulation task?
- What was the process followed in the drafting of a language policy and who participated?

- What challenges were encountered in the process and how were they resolved?
- What form of training programmes could be implemented by the Department to assist the SGB in language policy formulation?

1.6. Research Methodology

Research methodology is defined by Maree (2007) as all the measuring instruments, techniques and procedures which are used in a research to collect, analyse and interpret research data. A qualitative research approach will be used in the study to collect and understand the experiences of the participants in their natural settings (Creswell, 2009). It is concerned with what is expressed by the research participants according to their circumstances. Merriam (1998) argues that in qualitative research the meaning that people have constructed and how they make sense of their world and experiences are the focus of research. The study will assess the challenges encountered in the language policy-formulation processes in a rural primary school. Qualitative research will afford the SGB members ample opportunity to provide data about their experiences in language policy formulation. There are a number of legislative prescripts which have a bearing on language policy and the interpretations attached to these prescripts by the different stakeholders will be discerned in the interviews and during perusal of documents.

A constructivist philososphical orientation will be pursued in the study and this is defined by Bryman (2012, p.33) as an "ontological position that asserts that social phenomena and their meanings are continually being accomplished by social actors". Constructivists believe that the influence of culture on the social order is continuous.

A case study research design will be used to look at how the policy-process is taking place in schools. According to Yin (1981, p.59) a case study attempts "to examine a contemporary phenomenon in its real-life context especially when the boundaries between phenomenon and context are not clearly evident". Bromley (in Zucker 2009, p.1) defines it as "a systematic enquiry into an event or a set of related events which aims to describe and explain the phenomenon of interest". This will help to inform about the challenges encountered by the school in language policy-formulation and how these can be addressed in the future.

A variety of techniques will be used to collect data from the selected school, namely document analysis and semi-structured interviews. Niewenhuis (in Maree, 2007, p. 82) describes documents as “all types of written communication that may shed light on a phenomenon”. A number of semi-structured interviews will be arranged with the Principal, two parent governors, and two educators in the SGB of a rural primary school. The Circuit Manager who used to be the SGB District Co-ordinator will be engaged as well. Some of the interviews may be conducted in the home language to accommodate the parents. The school will be selected by purposive sampling among the rural primary schools in Butterworth Education District.

Data validation will be executed by using methodical triangulation i.e. use of multiple data collection techniques to verify responses with the various SGB members. In qualitative research it is advisable to use trustworthiness and authenticity to validate the findings. Niewenhuis (in Maree, 2007) defines data analysis as an inductive analysis of how participants make meaning of phenomena by analysing their attitudes, perceptions, knowledge and experiences. Quan-Baffour (2006) sees it as a process of bringing order, structure and meaning to the mass of collected data. It is an iterative process of organising data into manageable descriptive themes and categories to identify patterns and relationships among these categories. To interpret and synthesise the collected data the study will use Discourse analysis. The research methodology and the rationale behind its choice will be discussed in Chapter 3.

1.7. Limitations of the Study

The study will focus on one school as time constraints would not allow the researcher to study the 381 schools in the district. Due to natural attrition factors it may not be possible to find all the members who were in the SGB during the period under review. The researcher is currently occupying a position of a Campus Manager in a TVET College and this will put a strain on his available time. Conducting interviews will require a lot of resources for travelling, reproduction of data collection instruments and recording of the actual interviews, and these costs will borne by him. Interviewing of the teaching staff will have to be done outside teaching hours to ensure minimal disturbance on their duties thereby further reducing the time available for the researcher. The interviews will depend on the availability of the parents who may not have a reliable routine as the majority of them are unemployed community members.

1.8. Ethical considerations

Fouka and Mantzorou (2011) highlight the major ethical issues in conducting research as informed consent, beneficence - do not harm, respect for anonymity and confidentiality, and respect for privacy. The fundamental element is to ensure the protection of the dignity of the research participants. These are the principles which will guide the study.

To ensure fairness, honesty and openness the researcher will brief the principal and the SGB about the purpose of the study and how the identity of the school will be protected. The identity of the research participants will be kept anonymous. All the information received from the research participants will be treated as strictly private and confidential. The participants will be informed about their right to participate voluntarily and withdraw at any stage of the research. The researcher wrote letters to the District Director, the SGB Chairperson and the Principal seeking permission to conduct research at the selected school and this was duly granted. A copy of the letter from the District Office is attached as an appendix. The legal code of ethics will be observed throughout the research process.

1.9. Chapter outline

Chapter 1 will give the background of the research; explain the problem statement and the research purpose; and introduce research methods and data-analysis strategies.

Chapter 2 will provide a conceptual framework by giving a detailed discussion of the literature on concepts of policy and governance, evolution of SGBs and the role of language in education.

Chapter 3 will provide a detailed discussion of the research process including the research methods and data-collection strategies used in the study.

Chapter 4 will present the data collected in the study, analyse and interpret the data using credible data analysis strategies.

Chapter 5 will present the research findings, conclusions and recommendations.

1.10. Conclusions

This chapter gave a background of the research study and the research questions. The purpose and motivation of the research have been expounded. A summary of the research methodology, the ethical constraints and the limitations of the study have been discussed as well. SASA enjoins the SGB to design a language policy which will serve the multilingualism imperatives of the legislation.

CHAPTER 2 LITERATURE REVIEW

2.1. Introduction

This chapter is intended to present literature review which McMillan and Schumacher (1993) view as a critical and integrative synthesis of the current and previous research appropriate to a research topic. Since the study seeks to assess the challenges faced by SGB parent governors in formulating a language policy in a rural primary school in Butterworth Education District it will be proper to discuss the policy process and how it relates to policy formulation in schools particularly the language policy. The concept of governance in general and school governance in particular will be examined in detail. The study will further discuss the evolution of school governance and language in education policy in South Africa.

2.2. Policy as a concept

2.2.1.What is a Policy?

Howlett and Ramesh (2003, p.3) define policy "as a choice made by government to undertake some course of action". Anderson (2003, p.19) goes further and defines it as " a relatively stable, purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern". It can be viewed as a proposal or action intended to achieve a set of objectives by manipulating one or more variables. Parsons (1995) sees it as a rational basis for action or inaction which gives rational reasons indicating a thorough understanding of a problem and hence provide a guide to the solution of a problem. It is used to give direction and justify an action which must be followed in an institution. Policy highlights what a society values and guides the decision-making processes in its institutions. The process of formulating a policy is a governance function whilst implementing it is a bureaucratic function.

In the school situation Caldwell and Spinks (1988) describe a school policy as a statement of purpose with one or more guidelines as to how that purpose is to be achieved and provide a framework for operation of school programmes. It aims at optimising the operations of a school and increase the potential of providing quality education to the students. A school policy should help all stakeholders to perform efficiently and effectively in their respective roles. This is achieved by a clear

articulation of the aims, objectives, mission, vision, processes and procedures to be followed in the school.

According to the Language in Education Policy (LiEP) of 1997 the language policy of a school refers to the policy which indicates the language of teaching and learning in a school and the additional language taught as a subject to promote multilingualism in the society. LiEP enforces conceptual growth and additive multilingualism which will help to redress the linguistic inequality of the past.

2.2.2. The Policy Process

According to Parsons (1995) the policy process is concerned with the formation and implementation of public policy whilst Dunn (1994, p.29) defines the policy process as "a political process incorporating interdependent phases of policy making viz. policy agenda setting, policy formulation, policy adoption, policy implementation and policy assessment". It might be linear or iterative as argued by Lindblom (1993) that is, the policy process is a complexly interactive process without beginning or end. For a policy to be effective a thorough analysis of the target population must be undertaken. This will help to describe the conditions of the population, identify its socio-economic priorities and help to address diversity in the population. There are several policy-process models in the literature namely Charles Lindblom's Incremental policy model, Sabatier's Advocacy Coalition Framework, Lasswell's Stages Heuristic model etc.

Haddad (1994) suggests the use of Lindblom"s Incremental approach in policy-making which sequentially and gradually introduces the change process. The model assumes that policy options are based on knowledge which is not constant hence policy changes are effected to address shortcomings in current policies to improve the situation. De Coning (1995) comments that Charles Lindblom's incremental model of policy-making has lower conflict potential than radical change and contributes to a redefinition of policy on a continuous basis. It encourages modification of existing policies which is efficient in terms of cost-benefit analysis.

According to Sabatier and Weible (2007) the Advocacy Coalition Framework emphasises the important role played by policy actors in the policy process. The belief systems of the different lobby groups and coalitions influence the process. The theory argues that the pre-existing normative belief systems held by individuals act as

perceptual filters through which they view the world and hence judge their opposition. These perceptual filters may entrench divisions between opposing groups than heal them for pursuit of common public value. The coalition opportunity structures are centred on the degree of consensus needed for major policy changes

Lasswell's Stages model suggested a set of orderly and interdependent stages for policy formulation which must be followed and implemented in a sequential fashion namely Intelligence, Promotion, Prescription, Invocation, Application, Termination and Appraisal which were later refined into six stages by Gary Brewer namely Initiation, Estimation, Selection, Implementation, Evaluation and Termination (Howlett and Ramesh,1995). The Stages policy process model has been refined further into seven steps by De Coning (1995) as illustrated below.

2.2.3. The Stages Policy Process Model

De Coning (1995) adapted Lasswell"s Heuristic model into the following stages: policy process initiation, policy process design, policy analysis, policy formulation, policy dialogue, policy implementation, and monitoring and evaluation.

2.2.3.1. Policy process initiation

Kaul (1997) contends that this stage is a deliberate decision by individuals or groups with authority who will set the agenda for developing a policy as a response to an urgent problem. Patton and Sawicki (1993) suggest that the problem must be diagnosed, verified, defined and detailed at this stage. A proper diagnosis of the problem will ensure a proper resolution. All the actors and factors involved in the problem must be identified. The SGB will identify a need for the introduction of a new policy whether as a compliance to a legislative prescript or a response to the problems prevailing at the school.

2.2.3.2. Policy design

This is considered as the planning and designing of a particular policy process after the agenda-setting step has been completed. The planning will involve the process of allocating resources and arranging logistics for a smooth start of the process. The resources may be in the form of budget, personnel, literature etc. In a school situation this may involve the appointment of a sub-committee to drive the process.

2.2.3.3. Policy analysis

This is an interactive process of determining options and possible outcomes of the policy process. Patton et al (1993) believe that a number of alternatives can be revealed by a thorough research analysis, brainstorming, scenario writing and experimentation. It involves definition of a problem, identification of options, determination of consequences of each option, prediction of the outcomes of these options and finally making a set of value-judgements from these options. Cloete and Wissink (2000) have suggested a number of methods for evaluation of alternatives namely extrapolation, theoretical forecasting, discounting, sensitivity analysis, allocation formulas and quick decision analysis. Such methods may prove too academic for a rural school with a parent body of limited academic background.

2.2.3.4. Policy formulation

This involves crafting of a policy option from a variety of alternatives. According to Patton et al (1993) a number of factors will influence the choice of an alternative namely technical feasibility, administrative operability, economic viability and political viability. This will be done by a body or people with political or executive authority. This comes as a result of a number of debates and discussion. Ways of mitigating problems which will emanate from the chosen option must be considered in the choice of an alternative.

2.2.3.5. Policy Dialogue

After an alternative has been chosen it has to be taken to the masses for comment and engagement. This will give credibility to the choice and help to market it. The advocacy campaign will educate the people about the objectives and intent of the policy choice. Dye (1995) believes that this stage is about building political support for the policy choice. This will involve communicating the chosen policy option to the different stakeholders in the school for their buy-in.

2.2.3.6. Policy Implementation

Van Meter & Van Horn in Cloete et al (2000) consider policy implementation as encompassing those actions by public or private individuals (or groups) that are

directed at the achievement of objectives set forth in prior policy decisions. According to Patton et al (1993) a policy implementation plan should be developed after the adoption of the policy and clear implementation guidelines must accompany the plan. The process is bureaucratic and in the school situation it is executed by the School Management Team who account to the School Governing Body.

2.2.3.7. Monitoring and evaluation

Anderson (2003, p.20) views evaluation as the final stage of the policy process which "entails activities intended to determine what a policy is accomplishing, whether it is achieving its goals, and whether it has other consequences". Evaluation should be an iterative activity which continues throughout the policy process. If the activity is built into the process it would help to address challenges of any stage prior to moving to the next stage. A variety of methods are suggested by Patton et al (1993) to monitor and evaluate policies namely before-and-after comparisons, with-and-without comparisons, actual-versus-planned performance, experimental models, quasi-experimental models and cost-oriented approaches. As indicated earlier such methods may not be applicable in a rural school whose SGB is of limited literacy.

2.2.4. Factors that hinder the policy process

Peters (1993) contends that bureaucrats tend to have monopoly over the policy-making process because of their expertise. The policy implementation process tends to be premised on a false foundation of assuming that the society is ready and will duly comply with the policy prescripts brought about by the new changes. It can be compromised by lack of research and development.

Brewer and De Leon (in Maharaj, 2005) have listed six factors which will influence policy implementation namely, - Source of the policy

- Clarity of the policy
- Support of the policy
- Complexity of administration
- Incentives for administration and
- Resource allocation.

The language used in a policy must be clear and unambiguous so that it is not subject to different interpretations. Beckman (2007) believes that parent governors are at a considerable disadvantage compared to the teachers and a serious re-examination of their training, support and election needs to be considered. There is poor support from departmental officials which renders parent governors vulnerable to manipulation by the school's academic staff.

2.3. Conceptualising governance

Pierre and Peters (2000) consider governance as the process of steering or providing direction towards the collective goals of the society. This definition is based on Osborne and Gaebler's (1992) contends that governance is about steering in the form of policy-making decisions whilst rowing is about service delivery by the bureaucracy. It is a dynamic process focussing on the interactions among the different stakeholders to determine the interests of the community. Peters (in Stoker, 1998) argues that governance involves striking a balance between the need for order and need for freedom by creating the conditions for ordered rule and collective action. This requires a good rapport between the political authority and bureaucracy i.e. the SGB and School Management Team in the case of a school.

Muswaba and Worku (2012, p.3) consider school governance as concerned with the "determination of values inside a school, the systems of decision-making and resource allocation, the mission and purposes, the patterns of authority and hierarchy, and the relationship of schools as institutions to different academic worlds and the worlds of government, business and community". This concurs with the Hunter Committee (DoE, 1995 p.20) which defined the SGB as a body that is "entrusted with the responsibility and authority to formulate and adopt policies for each public school in terms of the national, provincial and district vision for education". Potgiester, Visser, Van Der Bank, Mothata and Squelch (1996) conclude that governing bodies should embrace top-down and bottom-up decision-making processes which would democratise the process in the interests of the school and the community. It is advisable to make clear terms of reference for all subcommittees so as to clarify roles and responsibilities.

2.4. Historical development of School Governance in South Africa

2.4.1. School governance and language in education in the pre-1994 period

Parents have a primary responsibility to ensure that their children receive proper education for life-long purposes. This was done informally at home in the ancient times but was taken over by churches and the State when formal education was introduced in South Africa. Church schools were governed by the elders but their role in formal education was significantly reduced by the introduction of Bantu Education in 1953. School committees made up of parents only were appointed to govern the other schools. The area of school governance was a contentious issue in the pre-1994 period as school committees and school boards were viewed suspiciously by the previously disadvantaged people due to their undemocratic practices.

The liberation movements engaged in numerous protest campaigns against the introduction of Bantu Education in the 1950s which promulgated the use of African languages as media of instruction in primary schools. The Apartheid regime responded by banning these organisations hence there was a lull in the liberation struggle in the 1960s till the emergence of the Black Consciousness Movement in the early 1970s. This coincided with introduction of a secret policy document called “Afrikaans as a Second Language for the Bantu” in 1968 by the Broederbond so as to entrench the political hegemony of Afrikaners in the society (Wilkins and Strydom, 1978). There was a fear that Afrikaans as a language was facing a possible decline as more Blacks and Asians, who preferred English, were educated (Giliommee, 2003). The Broeders’ idea was formalised by the issuing of Circular 2 of 1973 by the Department of Bantu Education entitled “Medium of Instruction in Secondary Schools in White Areas” which declared use of English and Afrikaans on a 50:50 ratio as official languages of instruction from the last year of primary school until completion of high school (Ndlovu, 1998). Teachers who had been trained in using English as a medium had to switch and teach the Science subjects, Mathematics and Social Studies in Afrikaans in selected Black schools. Teacher organisations, parents, School Boards, homeland leaders and students rejected this policy as they preferred English which was used internationally for commercial, intellectual, artistic, diplomatic, educational and communication purposes (Ndlovu, 1998). The rejection of Afrikaans as a medium of instruction in Black schools led to the Soweto student riots. The government finally

relented to this and scrapped the use of Afrikaans as medium of instruction but after the deaths of many Black children in those riots.

The students and parents further demanded the involvement of all stakeholders in education as a way of democratising the system of governance. They advocated for the establishment of Parent-Teacher-Student Associations in all schools so as to provide a representative voice for all stakeholders. This participatory form of governance was believed to be pivotal in ensuring relevance of education to the diverse needs of the community. Numerous research studies had confirmed that transparency and democratic participation of learners and parents will inculcate a sense of ownership of the school hence reduce delinquency and improve learner performance and overall school effectiveness (Mncube et. al., 2013).

The National Education Policy Investigation (1992) argued for a Parent, Teacher and Students Association as a representative structure of all stakeholders in education. Students and teacher organisations intensified the efforts of ensuring representation in all forums particularly school governance to influence the character and ethos of the school. The NEPI Report (1992) argued that language in education was to a large extent determined by three factors namely, the language of the government, the political agenda of the government and the socio-political status of the speakers of a given language. The system of governance in South Africa prior to 1994 was differentiated on the basis of race, ethnicity and regional diversity. The role of parents was fully participatory in all aspects of education provision in White schools and yet only advisory and fund-raising for Black schools. This became more pronounced with the introduction of Model C schools for White people in 1992 where parents were given wide-ranging powers in the education of their children.

NEPI (1992, p.38) advised that “the policy process must provide for differential participation so that it is possible for a wide cross-section of interests to participate in policy formulation while a more closely accountable group is charged with the responsibility for policy adoption, and a group of accountable officials is responsible for implementation”. The recommendations clearly separate policy formulation as a prerogative of the SGB while the implementation is mainly an administrative task of the School Management Team.

2.4.2. School governance and language in education post-1994

A participatory form of democracy was introduced by the Interim Constitution of the Republic of South Africa (RSA, 1993) which detailed the principles of involving all stakeholders in governance. A Committee to Review the Organisation, Governance and Funding of Schools was set up in 1994 and commonly referred to as the Hunter Committee. Its mandate was to make recommendations" on a national framework of school organisation, funding and ownership, and norms and standards on governance" (DoE, 1995, p.1). It recommended that the governing structure of the school involve all the stakeholders namely parents, principal, teachers, non-teaching staff and students. The parents should form a majority of all the other stakeholders combined. The SGB can co-opt members of the community who can bring special expertise to the governing body. The governing body can be allocated two sets of powers namely "Basic powers" and "Negotiable powers". The basic powers involved formulation of policies and appointment of staff whilst the negotiable powers should be applied from the Department and will be granted on condition that the governing body demonstrates capacity to perform them.

The White Paper 1 on Education and Training (1995) gave parents an inalienable right to choose the form of education received by their children which empowered them to influence the vision and policies of the school. An interim system of governance which encouraged parents, teachers, non-teaching staff and learners to participate was introduced in the form of Parents, Teachers and Students Association (PTSA) prior to the promulgation of SASA. The participation of all stakeholders was presumed to be on an equal basis but has a vertical seepage as teachers tend to dominate the governance processes because of their superior knowledge in school affairs (Xaba, 2011).SASA granted the SGBs a wide array of powers including the formulation of school policies. Amongst the school policies to be formulated there is a language policy which must be drawn up in consultation with all the stakeholders. This is particularly imperative when eleven languages have been declared as official by the government whilst research in education encourages the use of mother tongue as medium of instruction.

Blackridge and Creese (2010) believe that multilingualism allows individuals "to use their array of linguistic resources to create, contest, parody, play, evaluate, challenge

and negotiate their social worlds". LiEP enforces conceptual growth and additive multilingualism which will help to redress the linguistic inequality of the past. De Klerk (1995) asserts that bilinguals have a greater capacity to think abstractly than monolinguals because they are less bound by words and more elastic in their thinking. This benefits the learner as a precondition for enhanced cognitive, linguistic and academic growth. SASA gives the SGB the responsibility of determining the language policy of the school in line with the provisions of the National Education Policy Act of 1996 and the Constitution. In keeping with the aims of the LiEP (1997) the language policy of a school should facilitate communication across the barriers of colour, language and region which will help in nation-building, reconciliation and economic empowerment. LiEP encourages additive multilingualism which promotes maintenance of the home language whilst providing access to additional languages. This is in line with Cummins' Linguistic Interdependence Theory.

2.5. Cummins' Linguistic Interdependence Theory

Cummins (1979) postulates that "cognitively and academically beneficial form of bilingualism can be achieved only on the basis of adequately developed first language skills". He argues that there is an underlying cognitive proficiency that is common across languages and which consists of concepts, skills and linguistic knowledge to enable transfer between first and additional languages (Jackson, 2013). This means that through an initial high level of competence in the first language, second language development of a similar competence is made possible. Cummin's Theory (1979) contends that the basis for the possible attainment of the threshold level of second language competence seems to be the level attained in the first language. The first grader's measure of phonological processing in first language is predictive of reading fluency in both the first and second languages.

At primary school, students use the home language as the medium of instruction in the early years of schooling before a transition to a second language. According to Heugh (2005) the cognitive distance to be covered is too much for the African students as they have not mastered the basics of the second language for it to be used as the medium of instruction. Macdonald (1990) illustrates this by arguing that the change in medium of instruction meant that students with a vocabulary of 800 words have to switch to a curriculum of 7000 words hence leading to a high rate of failure and drop-

out. The Common Underlying Proficiency makes possible the transfer of academic, cognitive and literacy-related proficiency from one language to another. Students who are forced to learn in an additional language without cognitive proficiency in the first language will battle to achieve Cognitive Academic Language Proficiency (CALP) in the additional language. They need to master CALP in mother tongue before they migrate to a second language at cognitively demanding levels. O'Connor and Geiger (2009) contend that African learners who use English as a language of learning and teaching take approximately 5 to 7 years to reach the same level as their first language peers in CALP which hampers the learning process.

Spaull et.al. (2016) quotes the research of Taylor and Von Fintel (2016) which showed that children who receive mother tongue education in the foundation phase significantly improve their chances of acquiring good proficiency in English language skills later on. Hence Heugh (2005) advocates for the use of mother tongue as language of learning and teaching for at least the first eight years of schooling as they believe that poor learning outcomes in South Africa are to a great extent a result of poor language proficiency (Spaull, 2016). Low proficiency in the language of learning and teaching affects the self-esteem and confidence of the students hence increasing the probability of disruptive behaviour, social isolation and frustration which lead to poor learning outcomes. This has a potential of adversely affecting the morale of the teachers. Jackson (2013) cites the Progress in International Reading Literacy Study which has demonstrated that South African primary children who use English and Afrikaans as home languages performed better than those of African descent whose home language is not used as medium of instruction. The transition from using an African language as medium of instruction to the use of English is too much for the students as they have only mastered the basics of English.

In the Southern and Eastern Africa Consortium for Monitoring Educational Quality tests as well the learners of African descent performed very poorly compared to their age cohorts of English and Afrikaans descent who use their mother tongues as media of instruction. Hendricks (2006) laments that one of the underlying factors for the poor performance of South African learners in the Third International Mathematics and Science Study in 1995 was the learners' failure to acquire grade appropriate language competence. The lack of sufficient linguistic input of the second language from the

home environment has a detrimental effect on the literacy development of other languages.

2.6. Historical and social context influencing the choice of language in education

Brock–Utne (2012) and Alexander (2006) argue that the choice of language of instruction in Africa is a political tool which is used to redistribute power between the masses and the elite. Ordinary people prefer English-medium schools because they view English as the language of globalisation with universal legitimacy and prestige offering their children a chance of a higher position in business, government or academia. The symbolic and material power of English provides economic capital for entry into middle class and all its benefits. Alexander (2002) brands this as socio-economic currency of the English language which is hoped to lead to brighter future for children from previously disadvantaged backgrounds. According to Hendricks (2006) English has been associated with power starting from the era of missionaries to that of Black elites, liberation movements and current government while Afrikaans has been seen as the language of the oppressor (Gerwel in Giliomee, 2003). English was seen as a lingua franca for protest action and the political discourse which further marginalised the indigenous African languages. As a result these reasons Black parents prefer early exit (from Grade 3) and straight for English (from Grade 1) transitional models as they view the prolonged use of indigenous languages as media of instruction as delaying the progress of their children. This has encouraged parents to send their children to English-medium private schools to ensure that they gain greater access to high levels of literacy in English.

Preference for English continues despite the Unesco Declaration of 1953 which recognised the important role played by mother tongue in the learning process. The 1986 OAU Language Plan of Action for Africa is aimed at encouraging the increased use of African languages as vehicles of instruction at all educational levels. The Asmara Declaration on African Language and Literature of 2000 (Kamwangalu, 2010:4) states that “African children have an inalienable right to attend school and learn in their mother tongue at all levels of education and African languages are vital for growth of democracy based on equality and social justice and hence essential for the decolonisation of African minds and for African Renaissance”. Kamwangamalu (2010) states that there is strong empirical evidence that children perform better at

school when they are taught through the medium of their mother tongue rather than through the medium of a foreign language. The proponents of the use of mother-tongue as medium of instruction argue that this will enhance the students' understanding of the contents of their subjects and hence create grounds on which they can build their learning of English and other languages. This was found true in Mozambique by Benson (2000) when he discovered that students who used mother tongue as medium of instruction benefitted immensely in terms of classroom participation, self-confidence, bilingualism and academic achievement. The second language should be introduced systematically so that skills can be transferred gradually from the familiar mother tongue to the unfamiliar second language. In South Africa, Afrikaans speaking children who used the language as a medium of instruction for all other subjects except English performed well in class and achieved high proficiency in English. Benson (2000, p.2) is convinced that "bilingual instruction allows teachers and students to interact naturally and negotiate meanings together , creating participatory learning environment that is conducive to cognitive and linguistic development". This resonates with Cummins' Linguistic Interdependency Theory.

Beukes (2008) laments about the inadequate congruence between the government's stated policy and the language attitudes and socio-economic imperatives on the ground. Negative attitudes towards the use of African languages as media of communication and learning is a significant barrier which thwarts policy implementation. The language policies are not accompanied by clear implementation plans. The education ministries are reluctant to pump sufficient resources in teacher education and materials development as a way of maintaining austerity measures. In South Africa it is difficult to sell the idea of using indigenous languages as medium of instruction because of historical reasons associated with the inferior Bantu education which was used to indoctrinate Blacks as inferior citizens. Jennifer Joshua in British Council (2014) argues that the language practices at school level are largely influenced by contextual factors such as resourcing, demographic shifts, parental preferences and the language competence of teachers.

Kamwangamalu (2010) laments that the debate around medium of instruction is in part rekindled by the widening gap between the African elite, who overtly profess the promotion of indigenous languages as medium of instruction while sending their own children to English medium schools. Delport (1995) concurs that it is inappropriate for

legislators, policy makers and teachers to presume to know what is good for “other peoples’children”. Tollefson (1991) describes language policy as a means to control, dominate and exploit people in society, by creating structural barriers that preclude speakers of low status varieties from entering tertiary level education and securing employment that provides reasonable remuneration hence ensuring those who are proficient in English stand good chance of performing well whilst those with poor command are susceptible to drop out ealier and condemned to cheap labour and unemployment. Hence Cummins (1991) argues that language can perpetuate class differentiation as there is a link between cultural alienation and academic performance. This is referred to as “elite closure” of excluding the masses by means of using the language policy (Alexander, 2000). According to Alexander (2000) most Black South Africans’ lack of confidence in the value of African languages is a symptom of Apartheid syndrome hence they prefer English to compensate for the loss of self-esteem. The Incremental Introduction of African Languages Policy of 2013 is aimed at promoting the use of African languages for social cohesion and economic empowerment by expanding opportunities for development of African languages as a way of preserving culture and heritage. Sookraj and Joshua (2009) conclude that “the success of mother-tongue education will depend on many variables including the availability of human and financial resources, peoples’ attitudes, which in turn are dependent on the reward attached to mother-tongue education, and the political will to make mother-tongue marketing succeed”.

2.7. Conclusion

The chapter discussed the literature available on the policy process and its implications for the formulation of the language policy in a school. The development of school governance in South Africa was discussed. From the literature review it has emerged that the process of policy development should involve all the stakeholders so that they can own the policy. Research in education confirms that there are huge advantages in using the home language as a medium of instruction but previously colonised people tend to prefer the language of their colonisers which is considered as more prestigious and providing access to opportunities for social mobility and economic empowerment.

CHAPTER 3 RESEARCH METHODOLOGY

3.1. Introduction

This chapter will discuss the research methodology that will be employed in gathering data for this study. Maree (2007) defines research methodology as all the measuring instruments, techniques and procedures which are used in a research to collect, analyse and interpret research data. Bassey (1994) defines research as a systematic and critical enquiry of educational topics with a twin ethic of respect for truth and respect for humans. It is aimed at discovering new information or verifying existing one. The chapter will describe the philosophical orientation on which the research approach is based. The rationale for the choice of qualitative research approach will be discussed. An examination of the different research techniques and their suitability for this study will be done in this chapter. The relevance of the research methodology in assessing the challenges faced by SGB parent governors of rural primary schools in language policy formulation will be explained as well.

3.2. Philosophical orientation of the research

Research is associated with different philosophical assumptions or paradigms. Bassey (1995, p.12) defines a paradigm as “a network of coherent ideas about the nature of the world and of the functions of researchers that condition the patterns of their thinking and underpin their research actions”. Niewenhuis (in Maree, 2007 p.47) views it as a “set of assumptions or beliefs about fundamental aspects of reality which give rise to a particular world view – it addresses fundamental assumptions taken on faith, such as beliefs about the nature of reality (ontology), relationship between knower and known (epistemology) and assumptions about methodologies”. It is a frame through which reality is interpreted. Research is guided by theory and yet theory is produced by research. Theory is based on epistemological and ontological considerations. Bryman (2012) contends that epistemology is the study of the nature of knowledge. It is concerned with what is regarded as appropriate or acceptable knowledge about the social world. It is concerned with whether the social world can be studied according to the same principles and procedures as the natural sciences. Ontology is a philosophical understanding of the nature of reality. The social phenomena are viewed as having a reality that is constructed by the actions of individuals (Creswell, 2009). This paradigm is referred to as constructivism.

3.3. Constructivist paradigm

According to Bryman (2012, p.33) constructivism is an "ontological position that asserts that social phenomena and their meanings are continually being accomplished by social actors". Owen (1995) concurs and defines constructivism as a perspective which believes that a great deal of human life exists as it does due to social and interpersonal influences. It considers social phenomena as outcomes of engagements amongst individuals. This means that social phenomena are fluid and dynamic in nature. Knowledge of the social world is considered to be indeterminate. The influence of culture on the social order is in a continuous state of change. Social reality is an ongoing accomplishment by social actors. Cresswell (2009) believes that the ideas held by individuals are formed through their interactions with others and through cultural and historical norms prevailing in the society. The role of historical and social contexts needs to be considered in data-gathering. The ideas which inform the process of formulating the language policy will be influenced by the social context which is prevailing in the school community. How the SGB deals with challenges encountered in the process will be influenced by their cultural and historical experiences.

3.4. Research strategy

A qualitative research strategy will be used in the study to collect and understand the experiences of the participants in their natural setting (Cresswell, 2009). The study is about what is communicated by the participants in word or action. Qualitative research examines phenomena holistically as it unfolds naturally (Maharaj, 2005). Brink (1993) argues that phenomena, experienced by the research participants, are viewed subjectively and holistically in their social context. Qualitative research is not interested in causal laws but in participants' beliefs, experiences and meaning systems from the perspective of the participants. This helps to describe and obtain accurate information about the information under investigation whilst catering for flexibility throughout the process. The study will examine challenges confronted by parent governors in the language policy-formulation processes in a rural primary school. Qualitative research is evaluative in nature as it gives the SGB members an opportunity to give a detailed information-rich data about their experience in language policy formulation according to their context.

There are a number of legislative prescripts which have a bearing on the language policy of a school. The interpretations attached to these prescripts by the different stakeholders will be discerned in the interviews and perusal of documents. Patton (2002, p.14) believes that qualitative research "facilitates the study of issues in detail and depth without being constrained by predetermined categories of analysis". The researcher will focus on the participants' views and feelings, and how they interpret processes according to their contexts. He has to develop a good rapport with the research participants which will allow sharing of confidential information.

3.5. Research design

A case study research design will be used to look at how the policy-process is taking place in the selected school. Bromley (in Maree, 2007 p.75) contends that a case study is "a systematic inquiry into an event or a set of related events which aims to describe and explain the phenomenon of interest. It is aimed at providing analysis of the context and processes which illuminate the theoretical issues being studied". Yin (2003, p.13) defines it as an" empirical inquiry that investigates a contemporary phenomenon within its real-life context especially when the boundaries between the phenomenon and the context are not clearly evident". An in-depth analysis of the context will enable the researcher to pick crucial elements of the case which can lead to appropriate conclusions. The context is crucial in the analysis as it can provide more information as to why certain characteristics are exhibited by the sample.

Yin (1981) contends that a high quality case study is characterised by rigorous thinking and sufficient presentation of evidence to reach appropriate conclusion. It provides data which cannot be quantified in numbers. It will provide in-depth information about the challenges faced by parent governors in the formulation of policies and how these can be addressed in the future. Its focus on an individual case will provide information-rich experiences of individuals. Case studies are relevant when there is limited information about a problem and hence provide new perspectives. Some researchers tend to be overwhelmed by data and become subjective hence compromise the element of theory-building. Though case studies might not allow for generalisations to the wider population, it is important in identifying issues which might be subjected to further inquiry. They have the advantage of providing "greater insight and

understanding of the dynamics of a specific situation" (Niewenhuis in Maree 2007,p.76).

3.6. Data-collection strategies

A variety of techniques will be used to collect data from the school namely documentary analysis and semi-structured interviews. These will be used to triangulate data and theory. The information will be collected from a pool of informants in a systematic manner. There will be an emphasis on development of research evidence in a systematic fashion using different methods. Data should be treated equally and plausible alternative explanations of data should be dealt with systematically.

3.6.1. Documentary analysis

Niewenhuis (in Maree, 2007, p.82) describes documents as "all types of written communication that may shed light on a phenomenon". According to MacMillan et al, (1993) documents may be written or printed materials, which may be official or unofficial, public or private, published or unpublished, prepared intentionally to preserve a historical record or prepared to serve an immediate practical purpose. These documents were not produced specifically for research purposes but for another primary intention and hence perceived as non-reactive in data validation. They may be personal or official in status. Scott (in Bryman, 2012) suggests four criteria of assessing the quality of documents namely: Authenticity, Credibility, Representativeness and Meaning. The context in which they were written and the audience for whom they were prepared is crucial in documentary analysis according to Atkinson and Coffey (2011). A wide range of documents will be perused namely school policies, the South African Schools' Act of 1996 and related legislative pieces, language policies, curricular documents, circulars, SGB minute books, letters, personal diaries and training manuals used in SGB induction workshops by departmental officials.

3.6.2. Semi-structured interviews

According to Bryman (2012) a semi-structured interview is a flexible, fluid and structured list of questions referred to as an interview guide. The interview guide contains the topics, themes or areas to be covered during the interview and hence will

focus the interview on these topics. It is shaped by the interviewer's understanding and interests. The questions are asked the same way each time but there is flexibility to probe, change sequence and add questions to accommodate the respondent and emerging issues. Wilkinson and Birmingham (2003) believe that the interview guide gives logical progression to the interview and emphasises key issues. The interviewer must make an effort of building a good rapport with the interviewee to put her/him at ease.

Semi-structured interviews are suitable for this study so as to cater for parents who are of limited literacy. It affords the interviewee a choice to exercise freedom of expression according to their own terms. The interviewee must be allowed to respond according to the way he understands issues and not be forced to answer according to the wishes of the interviewer. It is important for the interviewer to prepare so as to utilize the time optimally. The researcher will use the method to interview key stakeholders namely Principal, SGB Chairperson, SGB Secretary, teacher governors, Circuit Manager and District Co-ordinator of SGBs.

3.7. Sampling

White (2003) describes a sample as a group of subjects or situations selected from a larger population. The characteristics of the population and the sampling procedure must be specified. The research will focus on a school in Butterworth Education district which is the same geographical area as Mnquma Local Municipality. The local municipality is falling under Amathole District Municipality in the Eastern Cape Province. The municipality is comprised of three administrative towns namely Butterworth, Centane and Ngqamakhwe (Mnquma Municipality, 2016/2017).

Butterworth Education District has 381 schools of which 50 are senior secondary schools and 331 are junior secondary and primary schools. There are 21 Adult Education and Training centres in the district for out of school youth and adults. The functional literacy in the community is at 44.24% which means the ABET programme is less successful in effectively arresting the scourge of illiteracy (Mnquma Municipality, 2016/2017).

More than 90% of the 331 junior secondary and primary schools are in the rural areas and suffering from the migration of students to the urban areas. These students are

commuting to the urban private schools by using privately paid scholar transport system. This has killed a number of schools hence some schools are facing closure or merger with other viable establishments.

In the past there were three different types of primary schools in the district, namely lower primary schools which start from Grade R to Grade 5; senior primary schools which start from Grade R to Grade 7 and then a number of them incorporate junior secondary classes which proceed to Grade 9. The Department is in the process of rationalising these schools into a single category which start from Grade R to Grade 7 only.

The leadership and management of these schools is provided by the principal assisted by a School Management Team (SMT). The Policy on South African Standards for Principals (DBE, 2016) defines the SMT as a committee made up of the Principal, Deputy Principal and Heads of Divisions which is responsible for the day-to-day administration of the school. The allocation of deputy principals and heads of divisions in the school's staff establishment depends on the number of students in that particular school. Due to the decline in the enrolment figures of most rural primary schools, very few of them have deputy principal post and others do not even have HOD posts as well. This forces the school to co-opt senior teachers into the SMT. According to the Policy on SA Standards for Principals (DBE, 2016) the core purpose of a principal is:

> to provide leadership and management in all areas of the school to enable the creation and support of conditions under which high quality teaching and learning takes place and which promote the highest possible standards of learner achievement.

The SMT has to create a conducive environment and establish a positive culture for quality teaching and learning to take place. They need to shape the direction and development of the school in collaboration with the SGB by creating a vision, mission and strategic plan of the school. They need to develop and implement school policies which are in line with national and provincial legislation (KZN SMT Handbook, 2008)

The research will focus on one rural primary school in the Butterworth Education District. The promulgation of SASA in 1996 had enjoined the SGB to engage in a policy-formulation exercise so as to anchor the oversight function in policies.

Purposive sampling method was used to choose the school. The primary school chosen was subjected to whole-school evaluation by the National Department in 2008 which enlightened them about their expected obligations. The study will focus on the period 2012 to 2015 i.e. one SGB term, to establish how they designed their policies. A number of semi-structured interviews will be arranged with the Principal, two parent governors, and two educators in the SGB of a rural primary school. The Circuit Manager who used to be the District Co-ordinator of SGBs will be engaged as well. Some of the interviews may be conducted in the home language to accommodate the parents.

3.8. Detailed description of the research site

The school was established in the 1930s and is located about 13km from Butterworth in a rural village not very far from the townships. According to the current staff establishment it has 15 academic posts comprising the Principal, two Heads of Department, 10 teachers and two vacancies. There is an intern who spends 3 days a week at the school to do adnministrative duties, three meal-servers and no caretaker or security guard. The school starts from Grade R to 9 and the community is strongly pushing for extension to a combined high school. The student enrolment is 536 and the average class size is 56 square metres. The entire student population is made up of isiXhosa speakers. The school has permanent structures built by the government. It has classrooms, staffroom and principal's office. There is neither a school hall nor a library. It has no computers except a laptop used for administration work by the Principal and the Intern. They harvest rain water by using plastic tanks.

The school is a no-fee paying school because of the high poverty levels in the community. It was chosen because of its good record in several subject competitions in the district. It has a strong reading culture with a slogan "Drop All And Read" meaning that every Wednesday between 11:00 am and 12:00 noon there should be reading in all classes which is aimed at developing proficiency in English. The school excels in choral music and athletics hence representing the district in provincial and national competitions. The achievements of the school have made it a popular choice in the surrounding communities hence its enrolment has not been affected by the migration of children to urban private schools. Some of the young students are

commuting from the surrounding locations, leaving their own schools, at the expense of the parents.

3.9. Data validation

Data validation will be done by methodical triangulating i.e. use of multiple data collection techniques to verify responses with the various SGB members. Triangulating data from different sources will assist in developing and justifying emerging themes and categories. Guba and Lincoln in Bryman (2012) contend that reliability and validity are not easily applicable in qualitative research and hence suggest the use of trustworthiness and authenticity as an alternative. There are four criteria which are used to measure trustworthiness namely credibility, transferability, dependability and confirmability.

Credibility is described as respondent or member validation by Bryman (2012) and its purpose is to confirm or corroborate the findings of the researcher with the views of the research participants. Creswell (2009) concurs that accuracy of the findings should be cross-checked with the interviewees by affording them an opportunity to read and comment on the findings and hence a follow-up interview maybe arranged to clarify inconsistencies. In the study credibility was enhanced by using a sound recorder to capture the interview accurately. The recorded discussion was replayed afterwards in the presence of the interviewees to ensure agreement on what transpired during the discussion and were transcribed verbatim later. The researcher is expected to provide rich and in-depth account of the details of the study so that the findings can be transferred to other situations or areas. Negative or discrepancy information which contradicts the emerging themes will be noted. A process of peer debriefing will be engaged by using a fellow colleague who is reading for a Ph.D. on instructional leadership practices. Another colleague who has graduated with a Ph.D. will be asked to act as an external auditor and review all the processes engaged in the research project to enhance its validity (Creswell, 2009) and dependability (Bryman, 2012). Consistency in the content of questions and comparing notes from different respondents will be invaluable.

3.10. Data Analysis

Niewenhuis (in Maree, 2007) defines data analysis as an inductive analysis of "how participants make meaning of a specific phenomenon by analysing their attitudes, perceptions, knowledge and experiences to approximate their construction of the phenomenon". Bogdan and Biklen (1998) consider it as a process of systematically searching and arranging the interview scripts, field notes and other materials accumulated to increase the understanding of them and to enable the researcher to present what has been discovered to others. It is done by allowing the research findings to emerge naturally from themes and categories of the raw data without any predetermination. It is an iterative process of organising data into manageable descriptive themes and categories to identify patterns and relationships among the categories. The purpose of data analysis is to make sense of the accumulated data in order to draw conclusions. Marshall and Rossman (2006) consider categorisation as the most fundamental stage in qualitative data analysis which requires the researcher to discover significant classes of theory, persons, events and properties that differentiate them. The researcher transcribed the recorded interview data on his own. This involved replaying the recorded information on numerous occasions and comparing it with the field notes.

To interpret and synthesise the collected data the study will use Discourse analysis. According to Bryman (2012, p.529) discourse analysis emphasises "versions of reality as it is propounded by members of a social setting being investigated and on the fashioning of that reality through their renditions of it". This emphasises a constructionist angle of portraying reality and the profound influence of culture on the social phenomenon. Worall (1990, p.8) argues that discourse "embraces all aspects of a communication- not only its author but its authenticity, its audience and its objective". Discourse analysis is concerned with the strategies employed by people to achieve certain outcomes. Power relations maybe at play in a particular discourse. This analysis will try to locate contextual understanding in terms of the situational specifics of a discourse whilst involving empiricist and contingent repertoires. Maharaj (2011) contends that "knowing how a document came into being may be directly relevant for understanding who was responsible for it, assessing its reliability and ultimately the manner in which it is analysed". The audience is very important in discourse analysis.

3.11. Conclusion

A qualitative research paradigm will be used in the study and the rationale of its choice has been explained in this chapter. The research methods and techniques were further explored and their relevance and suitability was stated. The chapter further dealt with issues of data validity and data analysis

CHAPTER 4

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1. INTRODUCTION

This chapter presents the research findings and analysis of data collected through semi-structured interviews and document analysis. The data will be analysed considering Mouton's (2001) notion that data analysis involves breaking up data into manageable themes and patterns. The themes were grouped into categories and quotes from the raw data were used to illustrate tendencies. The data is presented in two sections namely Section A which contains biographical information of the respondents in terms of gender, educational experience and years of experience in school governance. Section B consists of data collected, the challenges the SGB encountered in the formulation of language policies in the school and the analysis thereof.

4.2. SECTION A - DEMOGRAPHIC CHARACTERISTICS OF THE RESPONDENTS

4.2.1 Distribution of respondents according to gender

The research sample was six respondents who have been part of the SGB processes during the period under review. All the respondents were available for the semi-structured interviews. Table 4.1. represents the statistics of the respondents by gender.

TABLE 4.1. Gender distribution of the research participants

SITE	MALE	FEMALE	TOTAL
SCHOOL	1	4	5
DISTRICT OFFICE	1	0	1
TOTAL	2	4	6

The statistics indicate that a total of two males and five females were interviewed for the study. These formed the main subjects of the research study

4.2.2. Distribution of respondents according to educational experience

All the respondents were asked about their level of education so as to assess their literacy levels for the interpretation of the relevant legislation. Table 4.2. tabulates the data according to the educational experience of the respondents.

TABLE 4.2. Distribution of respondents according to educational experience

SITE	DEGREE	DIPLOMA	SECONDARY	TOTAL
SCHOOL	2	1	2	5
DISTRICT OFFICE	1	0	0	1
TOTAL	3	1	2	6

The table indicates that three of the respondents were holding professional degrees in education which had an element of policy studies in their curriculum. One teacher was holding a Secondary Teachers Diploma whilst the parents had secondary education. All the respondents are literate which made them understand the subject of the study and participate fully in the interview sessions though the home language had to be used to accommodate the parents.

4.2.3. Distribution of respondents according to years of experience in the SGB

The respondents were asked about the number of years they have served in the SGB and Table 4.3. illustrates this data.

TABLE 4.3. Distribution of respondents according to years in the SGB

SITE	More than 15 years	Between 10 and 15 years	Between 3 and 10 years
SCHOOL	2	2	2

The table indicates that all the respondents participated in the SGB during the processes of policy formulation though one of the teachers was not a member of the SGB at the time. The years of experience in the SGB gave the members insight on all the processes undergone by the SGB.

4.3. SECTION B - DATA PRESENTATION

A number of central themes emerged from the collected data and were grouped into categories during analysis.

4.3.1. THEME ONE: PROCESSES FOLLOWED IN THE DRAFTING OF THE LANGUAGE POLICY

The chairperson contends that the process of drafting the policy was fairly democratic as all the stakeholders were represented in the subcommittee which was tasked to draft the policies after the appointment of the current principal in 2010. The subcommittee relied on the draft policies which were presented by the principal. After discussion by the subcommittee the draft policies were tabled in an SGB meeting and numerous changes were effected before they were presented to the staff and students and then finally taken to an Annual General Meeting for all the parents in the community.

Parent 2 also felt that there was maximum participation by all the stakeholders in the process of formulating the policy as it was aligned to their vision of turning the school into an English medium school. This confirms the views of authors like Akinnaso (1993) and Tollefson (1991) who argued that parents prefer English as the medium of instruction because it allows the previously disadvantaged to participate meaningfully in the economy for their survival. She argued that the principal showed a good initiative by bringing the draft policies as posited by a number of authors like Mabasa and Themane (2002); Mncube and Mafora (2013) and Peters (1993) who contend that teachers tend to have a monopoly over the policy-making process particularly in previously disadvantaged communities due to their superior knowledge.

The principal concurred that he drafted the policies alone:

> I want to be honest with you, I drafted the policies single-handedly because I knew the parents were of limited literacy and not well-conversant with policy-formulation.

Though he produced the drafts he believed that the other stakeholders were afforded a chance to make their inputs during the presentation to the staff, students and parents hence some changes were effected. He believed that this was a democratic and transparent exercise which allowed the stakeholders to raise their concerns with the language policy. He highlighted to them that there was a strong correlation between mastery of the English language and the academic achievement which is confirmed by the research of Alexander (2003); October (2010) and Surty (2011). The principal argued that it becomes easy for a student who has mastered the basics in English and Mathematics to learn other subjects.

The two teachers who were interviewed were impressed by the continued support they receive at the school from the SGB and parents who have certainly bought into the vision of the school. They were convinced about the openness of the process of formulating the language policy. They believed that the process was democratic enough to afford all the stakeholders an opportunity to participate and that the principal drafted the policy on his own was not a problem for them as they saw as a good initiative for a leader.

Teacher 1 was cognisant of the limited literacy skills of the parents which minimised their involvement but was impressed as well by the level of enthusiasm displayed by the parents about this policy. The views of staff members are consistent with Shultz (in Alemu and Tekleselassie, 2011) who argues that that the debate about language of learning tends to be dominated by educators and self-appointed academics leaving the parents as spectators. The role of parents as primary educators and governors tends to be usurped by the bureaucrats.

The SGB, SMT and Staff minutes books indicate that the language policy and strategies for improving its implementation were discussed on several occasions particularly at the beginning of the year. The idea of introducing the programme of “Drop All and Read” between 11 am and 12 noon every Wednesday was initiated by a parent in a parents meeting according to SGB minute book. The parent had copied or heard about it in another English medium school in East London and hence brought it to the school as a way of bolstering the efforts of improving the learning of English in the school. This has been complemented by the holding of debates internally hence their success in the district competitions. The challenges encountered in the

implementation are discussed and amendments are proposed but had to be passed by 60% majority of the parents in an Annual General Meeting. It became evident that the process of language policy formulation was dominated by the teachers because of their superior knowledge in education matters.

4.3.2. THEME 2: CHALLENGES ENCOUNTERED IN THE LANGUAGE POLICY FORMULATION

A number of challenges were identified by the stakeholders to be frustrating the process of formulating the language policy namely poor educational background of parents, lack of effective SGB training and lack of support from stakeholders.

4.3.2.1. Low level of education among the parents

All the respondents agreed that the low level of education among the parents created problems in the functioning of the SGB. Bush et. al. (2003) contend that for successful fulfilment of the task of formulating a language policy the parents will depend on their educational background. Policy documents and training manuals were all written in English which hindered the process of inducting and orientating the SGB members about their roles and responsibilities.

The chairperson argued that the government did not co-operate with them by making policy documents in isiXhosa because the majority of parents in rural areas are illiterate which makes them vulnerable to domination by teachers. She blamed the low level of education on the apartheid system which deliberately denied them their right to education. This made it difficult for them to know the processes that must be followed by the SGB. Dukeshire and Thurlow (2002) cite the lack of understanding of the policy process as one of the key challenges and barriers in policy development by the rural communities. The chairperson felt that this allowed teachers to take advantage of them at times which is consistent with the argument of Mncube et al (2013).

Similarly Parent 2 expressed frustration at being taken for granted by the Department which continuously conducted trainings for a few selected members using English written documents which are not understood by the majority of the parents.

The principal expressed his appreciation for the commitment shown by the parents despite the lack of education. He acknowledged his frustration about this limited literacy which was dragging the turnaround process as most of the parents were struggling to understand the educational concepts and processes. Govender (2001) and Karlsson (2002) agree that the SGB parent governors in disadvantaged communities are not fully participatory in the SGB activities due to limited literacy amongst the parents.

Teacher 1 acknowledged that the low levels of education among the parents made them passive participants in the actual process though they were enthusiastic about the concept. The process had to be conducted in the home language to accommodate them. Teacher 2 did not see the low level of education as a major stumbling block in the formulation exercise.

According to the District SGB co-ordinator poor literacy among the parent governors was a problem in planning the training session as it required more time and made the exercise quite cumbersome. He agreed that in future the documents must be translated in isiXhosa to accommodate all the SGB members. This would mean more time must be allocated for the training session to take the parents through the processes step by step though financial constraints would be a problem. He recommends the translation of the training material into isiXhosa, and that all the parents in the SGB receive a copy. Dukeshire and Thurlow (2002) cite lack of understanding of the policy process and lack of access to information as potential barriers to policy development by individuals and community organisations. Monadjem in Duma (2010) agrees that parent illiteracy is the biggest barrier to parent involvement in school governance.

4.3.2.2. Lack of effective SGB training

Section 19 of SASA (RSA, 1996a) compels the Department of Education to provide the SGB with introductory training after their appointment and continue with the training at intervals during their term of office. This view is shared by Tsotetsi, van Wyk and Lemmer (2008) who believe that sound training should be offered to the SGBs for proper discharge of the complex tasks allocated to them by SASA.

All the respondents complained about the training offered to the SGB members. They felt that the training did not effectively empower them to execute their duties. According to the Ministerial Review Committee (2003) there is a serious skills deficit among the parents which hampers their effective participation in the SGB and hence led to a situation where the teachers took over the role of parents. The selection of a few members, namely chairperson, principal and secretary to attend the training compounded the problem as those who attended the training were expected to train fellow members. The Chairperson complained about being bombarded with a lot of information which was full of "new big English words" in short period. She confirmed that some of the information given in the training clarified their responsibilities but more should be done in the future in the form of

"Regular trainings dealing with one thing at a time".

She further recommended that the training manuals be written in IsiXhosa so that they can read them at home at their "own pace".

Parent 2 attended two trainings since her appointment in 2012 particularly the introductory induction workshop. She felt that the training of only a few selected members had a crippling effect on the SGB as the other members had to depend on the teachers and colleagues for more information.

The Principal confirmed that the training was offered mainly after elections as part of the induction process. He pointed that:

The aspects which were discussed in the training were quite useful and important but many issues were discussed without giving the SGB members sufficient time to assimilate the information over the short period.

He echoed the sentiments expressed by the parents that the trainings should be conducted regularly throughout the three year term and with all members in attendance. This is in line with the views of Adam and Waghid (2005) who argue that the training of SGBs should not only be introductory but to continue throughout their term so as to promote effective functioning. The training of only a few members led to the shifting of the responsibility of training the SGB to the school as the principal had to shoulder the task of explaining the different elements of SGB activities.. He pointed that the number of people attending the training was too big and hence recommended

that the trainings be conducted in Circuits to allow parents ample opportunity to discuss the material. The training material must be translated into isiXhosa so that it is accessible to all the SGB members and not give only one training manual for each school. He further recommended that each training session should deal with only one aspect of governance as the theory of education says only a few concepts must be introduced in a session. Tsotetsi et al (2008) mention the lack of sensitivity to the diverse needs of the SGB members as a serious challenge and this is confirmed by the Ministerial Review Committee (2003) which discovered that SGB training was not context-oriented. Karlsson (2002) warns that the majority of SGB members have not received the necessary support to enable them to function in a way that would make them agents of service delivery.

The SGB minutes of a meeting which was convened after the training indicate that the Principal went to great lengths trying to explain the roles and responsibilities of the SGB. He also invited the former principal who is a local community member to come and assist in the session.

In the interview Teacher 1 highlighted the fact that she was never trained as an SGB member but acquainted herself with her roles through reading the training manuals which were brought by the Principal from an SGB induction workshop. She felt pity for the parent governors who were not given effective training for the huge responsibility of governing a school. She acknowledged that this lack of effective training forced the parents to rely on the teachers. The dependence on teachers led to an inferiority complex among the parents.

Teacher 2 did not participate in any form of training as well for the three terms she served in the SGB. She read about her responsibilities from the booklets which were brought from the SGB training workshop attended by the principal. She learned about policy process in her B.Ed Honours studies which played an important role in her participation. She was not happy about this lack of effective training programme as the staff had to bear the responsibility of training the other stakeholders.

District SGB Co-ordinator acknowledged that training of SGB members was not at required levels and more should be done in the future. He cited the lack of funding for the unit as a major stumbling block in rolling out the unit’s operational plan which is predominantly made up of training and advocacy programmes. This made it

impossible for him to concentrate on SGB capacity building programme though he understood its importance. Duma (2010, p.129) concludes that "rural school parent governors need thorough training on the implementation of the prescripts of legislation that impact on language policy in their schools" which is due to the high illiteracy levels among the parents.

4.3.2.3. Lack of support from stakeholders

Sayed (2002, p.45) advocates "a more sustained and proactive policy of supporting the SGB" by various stakeholders so that it can exercise its powers and functions without hindrance.

The respondents had mixed feelings about the support they received from other stakeholders. The chairperson was not impressed by the poor support they received from the Department of Education which led to the shifting of the responsibility of training them to the principal. This was compounded by the attitude of some parents who made snide remarks about their regular presence in the school. She saw this as a challenge which cultivated negative attitudes among the teachers and students towards the SGB. However she acknowledged that this was part of human nature.

Parent 2 was very happy about the overwhelming support they received from the parents. This was illustrated by the huge turnout in the parents meetings which were also attended by people who had no children at the school.

The principal concurred with parent 2 about the 'amazing' support shown by the parents towards the turnaround strategy. He believed that some staff members had tried to influence the students to resist the change but this could not succeed because of the bold stance taken by the parents at large. This led to a high turnover of staff at the beginning which stabilised later. The principal complained about the lack of support from the District Office which organised very few training sessions for the SGB yet the office is aware of the challenges faced by the school.

Teacher 1 believed that there was reluctance to accept the policy at the beginning from some of the staff members because

"They were afraid to move out of their comfort zone of code-switching throughout their lessons".

Some were suspicious of the intentions of the principal and the SGB and hence influenced the students to reject the idea. A number of unnecessary battles were fought between the Principal and those teachers thus making the school lose its focus.

Teacher 2 felt that the policy was misunderstood by other teachers when it was introduced and saw it as a way of undermining them. An element of inferiority complex was displayed by some staff members complaining that they will not be told by the SGB how to teach as they were trained to do their duty. This confirmed the view of Creese and Early (1999) about the reservations held by teachers on the intrusion by lay people in their expert domain. The negative attitude was only displayed by a few teachers who had their own battles with the principal which were related to poor performance.

The Ministerial Review Committee (2003) concluded that there were poor communication channels between SGB's and the various levels in the Department of Education. The Department is supposed to be the key stakeholder who supports the SGB in all their endeavours by providing them with thorough training about their roles and responsibilities.

4.4. Conclusion

In this chapter the researcher presented the data and provided analysis of the emerging themes. The demographic characteristics of the respondents were summarised and the processes followed in policy formulation were discussed. The challenges which were faced by the SGB members in the process of policy formulation were presented. The views of Van Wyk (2004) and Bush et. al. (2003) that the SGB needs a certain level of educational skills and capacity to fulfil its mandate has been confirmed by the study. The tendency to rely or shift the SGB responsibilities to the teachers particularly the principal has come strongly as well. The school received enthusiastic support from the community hence the learner enrolment figures were increasing as against the norm in the rural primary schools. The poor support in the form of regular workshops with suitable training material from the Department of Basic Education was noted as a serious concern by all the respondents.

CHAPTER 5 SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1. Introduction

This chapter presents a summary of the main findings, conclusions and recommendations of the study, which sought to investigate the challenges confronted by parent governors in an SGB in formulating the language policy of a rural primary school in Butterworth. The data from the primary and secondary sources was analysed and categorised into different themes to highlight the challenges faced by the SGB in the previous chapter. The analysis was related to the theoretical views presented in the literature review in Chapter Two. An attempt was made to provide the views, feelings and experiences of the respondents on the challenges confronted by parent governors. Selective quotations from the respondents were captured in Chapter Four on how the respondents viewed reality and to emphasise what emerged from the themes.

5.2. Summary of the main findings

5.2.1. Process of policy formulation

The South African Schools' Act of 1996 granted the SGBs wide powers in determining the direction a school takes. The Act further empowers the parent component to have a final say in governance and policy matters of the school due to its majority membership however the study has confirmed what the literature says that the parental participation in SGB activities tends to be limited. The principal of the school has been instrumental in policy-formulation through the drafts which he drew alone and later presented in the subcommittee tasked to lead the process. The representation in the committee allowed for a fair democratic participation of all the stakeholders though upon enquiry it was found that the actual role the parents played in the subcommittee was very minimal. Upon comparison of the original draft from the principal and the final version of the policy, only a few grammatical and cosmetic errors were effected.

The idea of making the learning of English compulsory from an early age was the idea of the principal which was bought by the parents and this confirms literature that principals in previously disadvantaged schools tend to have a strong influence over the parents on such processes (Shultz in Alemu and Tekleselassie, 2011). It became

evident that the policy-formulation process was dominated by the teaching staff because of their superior knowledge.

5.2.2. Challenges

The study has identified the following challenges which will be explained in the subsequent paragraphs namely, low level of education, lack of effective training and lack of support from the stakeholders.

5.2.2.1. Low level of education among the parents

The data has identified low level of education among the parents as a serious challenge in the policy-formulation process. Some of the parents in the school were having secondary education which made them relatively conversant with some of the concepts and terminology used in the process. However, their level of education did not allow them to participate fully in the processes though they were in agreement with the concept of allowing the students to be taught in English as soon as possible. The minutes reflect that a number of parents preferred the straight for English transitional model which was used in the private schools in town but were dissuaded from the idea by the teachers who highlighted the importance of mastery of the home language for cultural identity and heritage purposes. This resonates with the Cummins Linguistic Interdependence Theory which states that the mastery of the home language is a critical foundation for acquisition of the second or foreign language. The use of training manuals and policy documents which are written in English only in the induction and orientation workshops hindered the process of capacity-building of the SGB members.

5.2.2.2. Lack of effective training

The training programme of SGBs is not well organised despite a statutory requirement for the Department to provide the training upon the SGB election and at regular intervals during their three-year term of office. The training targets only a few of the SGB office-bearers and the principal who are expected to train the rest of the SGB upon their return hence shifting this responsibility indirectly to the teachers. This is seriously compromising the teachers as they are viewed suspiciously by some parents as providing them with selective information which may be due to issues of complex on both parties. The workshops organised by the Department tend to cover a lot of information at a time which further compounds the problem as they are expected to

assimilate the information in a short period of time which is against the theory of education as indicated by the principal. The shortage of funds forces the Department to organise very few workshops over the three-year period despite the existence of an annual training plan.

5.2.2.3. Lack of support from the stakeholders

The respondents have highlighted the lack of support from the Department as a major hindrance in their activities. The failure to provide sufficient budget for the trainings was considered by parents as a serious lack of respect for the structure by the Department. They found it illogical for the government to give them large amounts of money to handle as part of the Section 21 programme without the necessary capacity-building. This is ironic as it makes them vulnerable as the processes and procedures have not been inculcated in the SGB members.

Some teachers harboured reservations about the process as they saw the parents as intruding in their sphere which led to misunderstandings with the principal. This led to a high staff turnover at the beginning of the school turnaround plan but things stabilised later.

5.3. Recommendations

The challenges highlighted above will require a collaborative effort to solve them which must be led by the Department of Basic Education.

- The Department should prioritise the training of all the SGB members by including this as part of its operational and annual performance plans. This will ensure that the capacity building programme is budgeted for annually. The planning must be extended to the districts with clear targets to be achieved.
- The Department should provide for the all the logistics of such training starting from the translation of the documents into the home language which is dominant in that particular area, for example IsiXhosa in Butterworth, production of training manuals for each and every SGB member in the District. The data about the number of people to be trained is easily available in the Education Management and Information System.

- The trainings should be organised in circuits to maximise participation and ensure that a manageable number of people attends so as to create a conducive environment for internalisation of the new information.
- The non-governmental organisations which were very effective in mobilising communities in the past can be involved as well to give more credence to the programme (Tsotetsi et. al., 2008).
- The trainings should emphasise to the parents to consider technical expertise in future elections and not only focus on popularity of candidates.
- It must be clear that the school management is accounting to the SGB for all their actions and not the other way round and they must be encouraged to assert their authority.

5.4. Conclusion

The study has highlighted the importance of the language of learning in influencing the learning process and academic achievement. The role played by the home language in the mastery of the second language has been highlighted and its role in cognitive and intellectual growth has been emphasised as well. The low level of education and more importantly the need for a well-organised training programme for the entire SGB was identified as very critical in empowering and preparing them for their governance activities.

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APPENDIX A - QUESTIONS FOR THE DISTRICT SGB CO-ORDINATOR/CIRCUIT MANAGER

1. How many SGB trainings do you conduct per year?
2. Do you feel that the trainings are enough to enhance the knowledge needed by SGB members to govern schools effectively? If yes or no give a reason.
3. Have you offered a training specifically on policy-formulation? If so, was there a follow-up training?
4. Do you engage in a Capacity Audit of SGB members before embarking on a training to identify gaps?
5. How often do you visit schools/circuits /clusters to address them on their specific concerns?
6. Are the schools in the district having written language policies? If yes, in your assessment are the policies functional or compliance exercises?
7. How do you decide on the content for trainings?
8. How do you ensure implementation of what is learned in the workshops?
9. How do you schedule your workshops to maximise attendance?
10. Taking into consideration the fact that numerous studies have revealed lack of knowledge and capacity in many SGBs how do you tailor your workshop to accommodate parents with limited literacy?
11. In your work with parents do you think they take their responsibility with enthusiasm and zeal?

APPENDIX B - QUESTIONS FOR THE PARENT GOVERNORS

1. What is your highest standard of education?
2. Were you trained about your roles and responsibilities after election? If so by whom and how long?
3. Did the training include policy-formulation? If so how far did it go and was there a follow-up?
4. Do you feel the training was enough? If no why and what would you recommend to the Department of Basic Education?
5. How do you draft a policy in your school? Is it drawn by a subcommittee or by the whole SGB in one sitting?
6. Did you encounter any challenges in the above exercise and if so how did you address them?
7. Do you have a language policy in your school and how did you formulate it? Is it consistent with legislation?
8. Did you experience any challenges in this exercise and what was the role of the teachers?
9. How did you canvass the views of the other parents who are not in the SGB?
10. What process was followed in adopting the language policy?
11. Are you aware that the SGB has the power to approve or reject a draft policy?
12. Is the policy used by the teachers and students in your observation?
13. Are all the stakeholders aware of this policy and how do you ensure that parents of new students are informed about the policy?
14. Is the language policy playing a role in the academic performance of students in the school?
15. Has there been any review or amendment to the policy since its adoption?
16. Do you think a language policy is necessary in a school?
17. How does the school empower the SGB to perform effectively?
18. What efforts have you engaged as SGB to improve the mastery of English in your school?
19. What are views in the use of mother-tongue in teaching of all subjects in the school?

APPENDIX C - QUESTIONS FOR TEACHERS/PRINCIPAL

1. Do you have a qualification in policy studies?
2. Were you trained as an SGB member by the District SGB unit upon your election? If so, was the training involving policy-formulation specifically?
3. How is a policy drafted in your school? Is it done by the whole SGB in one sitting or you delegate a subcommittee instead?
4. Do you understand the Language in Education policy and the related prescripts on multi-lingualism for students?
5. Do you have a language policy in your school? When and how was it formulated?
6. What is the main objective of the school's language policy?
7. Comment on how you accommodate the parent governors in the policy-formulation processes.
8. Did you experience any challenges in the formulation of the language policy of the school and how did you address them?
9. What is the impact of the language policy in the command of the English language?
10. Have you observed any change in the academic performance of students since the school's language policy was enforced?
11. Comment on the challenges you encounter in enforcing the language policy among the staff and the students? Is the SGB aware of this?
12. Briefly describe the kind of support you receive on policy-formulation from the following stakeholders:
    - 12.1. Circuit Manager
    - 12.2. District SGB Co-ordinator
    - 12.3. Teacher union
13. Have you observed any positive impact on student academic performance since the adoption of the language policy in the school?
14. Is the policy allowing code-switching? What are your views on the use of mother-tongue for all the subjects?

APPENDIX D

Province of the
EASTERN CAPE
EDUCATION

DIRECTORATE : IDS&G
BUTTERWORTH DISTRICT • MISSION LOCATION • BUTTERWORTH • EASTERN CAPE
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TO WHOM IT MAY CONCERN

This serves to confirm that Mr. T.E Ntlangano has been given permission to conduct Post-Graduate Study Research in one of our district Senior Secondary School.

We are informed that the District SGB unit co-ordinator will be interviewed.

Hoping that our confirmation will be highly appreciated.

Yours in service

B THAMSANQA
CIRCUIT MANAGER

building blocks for growth

Ikamva eliqaqambileyo!