

**HOW POLICY TRAVELS:
THE COURSE AND EFFECTS OF SCHOOL
FUNDING POLICY ON EQUITY AT DIFFERENT
LEVELS OF THE EDUCATION SYSTEM**

by

ITUMELENG SAMUEL MOLALE

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May God bless you all

---oOo---

DECLARATION OF ORIGINALITY

I, Itumeleng Samuel Molale, declare that this doctoral thesis on

**How Policy Travels: The Course and Effects of New School Funding Policy
on Equity at the different levels of the Education System**

and submitted to the University of Pretoria is my own work in design and execution.

All sources cited or quoted have been duly acknowledged. I have not previously submitted this thesis for a degree at any university. And I did not and will not allow anyone to copy my work with the intention of presenting it as his or her own work.

Signature: _____

Date: _____

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ABSTRACT

Successful implementation of equity driven policies has proven to be a difficult and vexing issue especially in developing countries. As a result, many educational reforms were found in practice to be at variance with their founding objectives. The purpose of this exploratory and descriptive study therefore was to trace the implementation pathway traveled by the National Norms and Standards for School Funding (NNSSF) Policy from the center (National Department of Education) to the periphery (school level). This was informed by the necessity to explain where, how and why the discrepancy developed between the policy intentions and educational outcomes (i.e. effects). The NNSSF policy aimed at the fundamental transformation of the schools since it requires the following things to happen : the delegation of financial management and authority to the School Governing Body (SGB), the day-to-day management of curriculum delivery, the generation of additional funds, and the improvement and maintenance of school infrastructure. The allocation and management of these functions constitute in what is called “self-managing schools”, thus freeing such schools from the bureaucratic processes associated with centralization.

This (research) investigation is guided by two research questions:

1. How was the new School Funding Policy (SFP) implemented within and through the different levels of the education system?
2. What were the effects of the National Norms and Standards For School Funding (NNSSF) policy on equity at school level?

In essence, this research explains how different education stakeholders understand the new funding policy, and with what effects. In tracing the course of the NNSSF policy, I paid special attention to policy breakdown by comparing and contrasting the views and estimations of various implementers across the four levels of the education system namely: national, provincial, regional and school levels. This research on the understandings of policy was not restricted to formal definitions of policy, but went further to seek

understanding on the practical unfolding of the funding policy separately, and in relation to other policies.

Data was collected over a period of seventeen (17) months. In this regard, I used multiple methods of data collection including profiling, semi-structured interviews, critical observations of the setting, document analysis, photographic records and structured questionnaires. The main findings of the study include the following :

- ◆ The National officials showed a legalistic and formal understanding of the NNSSF policy, but such understanding lacked a holistic, coherent and integrated approach to equity.
- ◆ The understanding of the policy varied among the provincial officials. But such understanding again demonstrated a bureaucratic or functionalist-oriented approach to the implementation of the NNSSF policy. This suggests that much emphasis was placed on observing protocol and official communication of the new policy..
- ◆ The regional policy implementers demonstrated a limited understanding of the policy. Such an understanding could be characterised as a disengaging approach to policy and a sense of despair on how the implementation unfolded.
- ◆ The effects of the NNSSF policy on equity differed across the five case study schools. For example, previously advantaged schools (like Siege) experienced negative effects due to inadequate state allocation. This had ripple effects in the form of exorbitant school fees and the issuing of a lawsuit against a parent who was not able to pay such high fees.
- ◆ The previously disadvantaged schools were able to do their own planning which led to the timeous acquisition of resources as a result of the financial allocation to the school level.

The key findings as well as the implications of this research only make this study unique, but also offer critical insights into policy implementation in developing contexts. The fact

that the research involved the collection of data at four levels of the education system over a period of seventeen months generated extensive data sets for policy analysis. The collection of both qualitative (contextual) and quantitative data contributed to strengthening the validity and reliability of the study as a whole. Most importantly, the knowledge gained from this study not only offers policy lessons for the North-West province, but it yields important insights for policy implementers across the education system.

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KEYWORDS

Accountability

Education for all

Equity-driven policy

Grounded theory

Inequalities

Legislative/policy intentions

Policy implementation

School level effects

Self-managing schools

Teacher-development

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LIST OF ACRONYMS

AEN	Additional Education Needs
ANC	African National Congress
BOP	Bophuthatswana
CED	Cape Education Department
CEM	Council of Education Ministers
CM	Circuit Manager
CMLC	Change Management Learning Centre
COSAS	Congress of South Africa
COSATU	Congress of South African Trade Unions
CR	Central Region\
DANIDA	Danish Internal Development Agency
DAS	Developmental Appraisal System
DI	Depth Interview
DMC	Departmental Management Committee
DoE	Department of Education
DOF	Department of Finance
EDP	Equity Driven Program
EEA	Employment of Educator's Act, 1998
EF	Education Foundation
EFA	Education for All
ELRC	Education Labour Relations Council
EMD	Education Management Development
EMIS	Education Management Information System
EPU-WITS	Education Policy Units of Witswatersrand University
ERA	Education Reform Act
ERP	Education Rights Project
ESEA	Elementary & Secondary Education Act
ESG	Education Support Grant
ESR	Effective School Research
ET	Education & Training
EU	Educators' Unions
FAI	Free Attitude Interview
FET	Further Education & Training

FPE	Free Primary Education
GDP	Gross Domestic Product
GEAR	Growth Employment and Redistribution
GER	Gross Enrolment Ratio
GMS	Grant Maintain Schools
GNU	Government of National Unity
HEDCOM	Heads of Education Department Committee
HED	House of Delegates
HODs	Heads of Departments
HSRC	Human Science Research Council
IDASA	Institute of Democracy of South Africa
IDRA	Intercultural Development Research Association
IQMS	Integrated Quality Management System
IRP	Independent Review Panel
JET	Joint Education Trust
LEA	Local Education Authority Training Grants
LEATG	Local Education Authority Training Grants
LDCE	Longman Dictionary of Contemporary English
LLD	Learners with Learning Disabilities
LMS	Local Management at Schools
MEC	Member of Executive Council
MLA	Monitoring Learning Achievement
MSTP	Management of School Training Programme
MTEF	Medium Term Expenditure Framework
NAPTOSA	National Association of Professional Teachers Organisation of South Africa
NCE	National Commission in Education
NDoE	National Department of Education
NEM	National Education Ministry
NEPA	National Education Policy Act
NMEC	Namibia Ministry of Education and Culture
NNSSF	National Norms and Standard for School Funding
NQAF	National Quality Assurance Framework
NRC	National Research Commission
NWED	North West Education Department
NWP	North West Province
OBE	Outcome-Based Education
OED	Oxford English Dictionary

PAC	Pan Africanist Congress
PAM	Public Administration Measures
PASO	Pan Africanist Student Organisation
PED	Provincial Education Department
PEO	Provincial Education Office
PI	Participatory Interview
PPM	Post Provisioning Model
PSNP	Primary School Nutrition Programme
PTR	Pupil Teachers Ratio
QLP	Quality Learning Project
QMS	Quality Management System
RDP	Reconstruction and Development Programme
RP	Review Panel
R&R	Rationalisation and Redeployment Policy
RSA	Republic of South Africa
RTL	Resource Targeting List
RTT	Resource Target Table
S 21	Section 21 Schools
SADTU	South African Democratic Teachers Union
SAOU	Suid Afrikaanse Onderwyser Unie
SE	Systemic Evaluation
SFP	School Funding Policy
SGB	School Governing Body
SASA 1996	South African Schools Act (1996)
SDP	School Development Plan
SMT	Senior Management Team
SRN	School Register of Needs
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Funds
USA	United States of America
WSE	Whole School Evaluation

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