

**THE ROLE THAT THE SCHOOL GOVERNING BODIES (SGBs) PLAY IN THE
IMPLEMENTATION OF LANGUAGE POLICY IN BRITS DISTRICT**

BY

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ABBREVIATIONS

DBE	Department of Basic Education
FAL	First Additional Language
LOLT	Language of Learning and Teaching
NEPA	National Education Policy Act no. 27 of 1996
SASA	South African Schools Act no. 84 of 1996
SGB	School governing body
SMT	School management team
OECD	Organisation for Economic Co-operation and Development
Rural school	Schools that were previously belonging to the blacks and were disadvantaged because of resources, the LOLT was either English or Afrikaans.
Urban school	Schools that previously belonged to the white and LOLT was either English or Afrikaans, these schools were advantaged in terms of resources.

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ABSTRACT

The role of the school governing body (SGBs) in the implementation of the language policy

Mabusela Gadifele Guilty, April 2016

Abstract

The study was conducted in the Brits District. Six schools were chosen of which 3 belonged to the former model C schools where the language of teaching and learning is Afrikaans, and the other 3 schools were previously disadvantaged/rural schools. A qualitative study was used to garner information in the form of interviews, document analysis and observation.

The study attempt to find out the exact role that the School governing body (SGBs) play in the implementation of language policy as stipulated in the Constitution. It was revealed that of the 2 types of schools the school governing body (SGBs) for former model C schools are aware of the role they have to play in the implementation of the language policy whereas the school governing body (SGBs) for the rural schools are still grappling with their role as custodian of language policy implementation.

A number of concepts emerged from the study where it became apparent that rural schools and former model C school's play field were not equally levelled from the onset. Former model C school governing body (SGBs) seem to be aware of their role in the implementation of language policy, whereas the rural school, school governing body (SGBs) are aware of their other roles e.g. school maintenance, school fund and hiring of educators. On the other hand they are of the opinion that language policies is for the principal and the school management team. In addition it was observed that the school governing body (SGBs) for rural schools has low morale, do not have the language policy document and generally lack interest in the services they are supposed to provide critical theory underpins this study.

KEY WORDS

The role played by School Governing Bodies (SGB); implementation of language policy; language policy document; former Module C schools vs rural schools; Education system post 1994 in South Africa; South African Constitution on language policies; perception by rural SGBs on language policies; SGB's general rules and responsibilities; general factors impacting language policies; South 'African Schools Act.

DECLARATION

I declare that the work on the implementation of the language policy by the SGBs in the Brits District secondary schools it is my own. I have tried to use and refer to all sources of information pertaining to the study the way they are supposed to be used.

Signature

Date

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RESEARCH REPORT

**TOPIC: THE ROLE OF THE SCHOOL GOVERNING BODY (SGBS) IN THE
IMPLEMENTATION OF THE LANGUAGE POLICY IN THE BRITS DISTRICT
SECONDARY SCHOOLS– A CASE STUDY OF SIX SCHOOLS**

CHAPTER 1

INTRODUCTION AND OVERVIEW

South Africa became a democratic state after many years of oppression by the apartheid government under the then National Party. As highlighted by Clark & Worger (2004:47), the apartheid government impacted on all the government spheres. With a basic system of identification and control in place, the Nationalist government was able to dictate where and how Africans could live, what rights they could enjoy and not enjoy, and whom they could marry, among other things. Clark & Worger (2004:116) are of the opinion that the legacy of apartheid still persists today. It was impossible to transform an economy which had been based for more than a century on the utilisation of an exploited, under-educated cheap black labour force immediately.

By the early eighties, South Africa ranked as the country with the most inequitable distribution in the world, with the bottom 40% of the population earning only 6% of national income. This gap between whites and other communities did not simply result in lowered standards of living, but also threatened lives (Clark and Worger 2004:63).

Prior to the changes effected in education the education departments were divided according to the racial backgrounds of the South African people. Thus, the education departments were also affected by the policy of apartheid. Against the background as outlined by Clark & Worger (2004:48), the Bantu Education Act No. 47 1953 was by far the most important legislation affecting education and also the most pernicious in its effect Huddleston (1956:158). This legislation was the product of a Commission on Native Education appointed in 1949 under the chairmanship of Dr W.M.M. Eiselen. The final Commission report decreed that blacks should be provided with separate educational facilities under the control of the Ministry of Native Affairs rather than the Ministry of Education. According to Clark & Worger (2004:64), in terms of the provisions of the Group Areas Act, the urban and rural areas in South Africa were divided into zones in which members of one racial group only could live. All the other racial groups were forced to move. In practice, however, it was the black people who had to move, often under either the threat or the use of force. Certain

writers deem the passing of the Bantu Education Act of 1953 as a carefully thought-through first stage of the implementation and use of the policy of mother tongue instruction in the primary schools for African children up to the age of eight years after 1955. The Bantu Education Act of 1953 appeared to be tailor made for a particular group of people. It was structured in such a way that its principles were intended to benefit the minority of the population. The National Party government's basic aim was to separate South Africans according to their racial identities. In addition, the National Party, as the ruling party comprised predominantly white, Afrikaans-speaking people and the Act was intended to promote their interests by enforcing Afrikaans as the medium of instruction in all learning-teaching subjects.

In an effort to put things into perspective with regard to educational issues in both the past and the present, Morrel & Moletsane (2002:81–82) divide the periods of critical educational activities as follows: The narrative of educational policy developments over the past two decades fall into five overlapping periods, namely, the latter apartheid period of resistance and reaction (1987–1990); the transitional period of envisioning a post-apartheid government navigating towards transformation through the education system (1990–1994); the first years of post-apartheid policy formulation (1994–1997); the initial implementation of such policy (1997–2004); and, after the first decade as an emerging democracy, a period of review and critique (2004–2007).

The years before 1996 were characterised by a number of racially related activities. These included the Bantu Education Act which codified racial aspects of the apartheid system. Its major provision was to enforce the separation of races in all educational institutions. Before the introduction of the Bantu Education Act (1953), colonialist principles in the South Africa's education system was rigidly enforced from 1948 when the National Party came to power. The National Party formulated what became known as the Christian National Education policy (CNE) with its own principles. One of its major political goals was the creation of a segregated education system with separate schools for different cultural, ethnic, tribal and linguistic groups Ntshoe (2002).

As indicated above, the change in government from the Nationalist government to the democratic government brought with it several changes in all the government departments. The aim of these changes was to ensure that South Africa, as a democratic state, was in line with its counterparts in the global arena and also to redress the imbalances of the past. In order to do this the governing powers had to be devolved to allow broader participation by the public and, hence, the introduction of school governing bodies (SGBs) (Department of Education and Science 1992).

As indicated by Farrell and Law (1999:5), SGBs were already in existence in England and Wales as early as the 1980s. They took over responsibility for the overall administration of schools from the local education authorities. The assumption was that governing bodies would be better able to manage the schools and be accountable than the local education authorities. Furthermore, as highlighted by Potgieter, Visser, Van der Bank, Mothata and Squelch (1997:23) and as stipulated in the South African Schools Act (1996:9), the general purpose of a governing body (SGB) is to perform its functions efficiently in terms of the Schools Act, 1996, on behalf of the school and for the benefit of the school community.

After 1994, the stages of critical educational activities, as listed by Morrel and Moletsane (2002), were launched. Policy development in education received considerable attention. However, attention still needs to be paid in the area of implementation which differs from country to country. In South Africa, policy implementation in education has met with challenges and, in some instances, did not proceed in accordance with all of Morrel and Moletsane's (2002) stages. With regard to language policy in particular, South Africa has not performed well in terms of transforming implementation and, hence, the study seeks to explore the role of the SGBs in the implementation of language policy in certain secondary schools in Brits. The researcher is of the opinion, as highlighted in the literature, that language policy implementation, as one of the duties of the SGBs, has encountered certain challenges (REF).

The national Department of Education, which was desegregated after 1994, also underwent a drastic change. The new National Education Policy Act, no. 27 of 1996 (NEPA) together with the South African School Act (SASA) no. 84 of 1996, were

passed. The main aim of these acts is to provide for a uniform system for the organisation of schools and governance funding of schools, to amend and repeal certain laws relating to schools, and to provide for matters relating to language policy implementation (Policy Handbook for Educators 1996:B3). This coincided with the advent of democracy. School committees were replaced by SGBs which were to be used as change agents. Ngidi (2004:260) perceives the introduction of the SGB as legislation that was driven partly by a desire to promote local accountability in schools as opposed to the previous local educational authorities or school committees whose primary task it had been to serve the interest of the organisation or school in question (Farrell & Law 1999:5). The Schools Act (South African School Act 1996:9) stipulates that the governing body (SGB), which is a statutory body of elected people, is responsible for governing the school while the principal, under the authority of the Head of Department, is responsible for the professional management of the school. With regard to the functions of the governing body, school governance entails determining the policy and rules in terms of which the school is organised and controlled (DOE 2004).

One of the main aims of these Acts was to redress the imbalances of the past. For example, provision was made to accommodate all the indigenous languages as official languages. This is highlighted in *Perspectives in Education* vol. 19 no. 4 (2001:51), which refers to the fact that everyone has the right to receive education in the official language or languages of their choice in public educational institutions where such education is reasonably practicable. In order to ensure the effective access to and implementation of this right, the state must consider all reasonable educational alternatives, including single medium institutions, while taking into account equity, practicability and the need to redress the results of the racially discriminatory laws and practices of the past.

In addition, these acts, the NEPA and the SASA, were to be used as documents that would facilitate the change or transition from the old system of government to the new system. As a result, various educational policies emanated from these Acts, including a policy on religion, an HIV/Aids policy, a policy on corporal punishment and policies on school admission and the language of learning and teaching.

According to the *Reviews of national policies for education* (OECD 2008:38–39), the preamble to the SASA, which became law in November 1996, explains its rationale as follows:

This country requires a new national system for schools which will redress past injustice in educational provision, provide an education of progressively high quality for all learners and, in so doing, lay a strong foundation for the development of all our people's talents and capabilities, advance the democratic transformation of society, combat racism and sexism and all other forms of unfair discrimination and intolerance, contribute to the eradication of poverty and the economic well-being of society, protect and advance our diverse cultures and languages, uphold the rights of all learners, parents and educators, and promote their acceptance of responsibility for the organisation, governance and funding of schools in partnership with the State (Republic of South Africa 1996c).

Mechanisms then had to be put in place to ensure the accurate and efficient implementation of these Acts and policies. Accordingly, the Department of Education suggested the SGB as a structure through which the schools would operate to put in place the structures, authority, collaboration, coordination and allocation of resources and other activities linked to school management. The SASA states that the governing body has the right to choose the language to be used for learning and teaching (LOLT) in the school in question. However, in deciding on the language policy, the SGB must comply with the Constitution, the SASA and the relevant laws in the province. In addition, the Minister of Education may stipulate rules, norms and standards pertaining to the language policy in public schools.

Since the early 1990s educators in South Africa have become aware of the need to address language issues in school education. In the former Department of Education and Training (DET) schools, some educators realised that the language-in-education policy of switching to English after Grade 3 was contributing to educational failure. This was confirmed by the *Reviews of National Policies for Education* (OECD 2008:53), which confirmed that, ten years after democracy, the Department of Education's Grades 3 and 6 systematic evaluation reports (Department of Education 2003b, 2005c) were continuing to indicate generally poor performance. The literacy

scores for the Grade 3 systematic evaluation averaged 68% for listening comprehension, while learners achieved only 39% for reading comprehension. In many other schools educators are struggling to respond adequately to the increased linguistic diversity found among their learners.

Various writers have reviewed the SGBs in different ways. Lemmer & Badenhost see SGBs in a global context as a global mechanism through which the stakeholders in education are brought into a partnership. With regard to language policy, the South African Constitution stipulates that all the official languages must enjoy equal status and respect, and everyone has the right to receive education in the language of his or her choice in public schools and educational institutions where such education is reasonably practicable.

It is against this background that Rika & Joubert (2008:236) affirms that the SGB may determine the language policy of school but that it may not practise any form of racial discrimination. Learners must choose the language of instruction when applying for admission to a school. The Constitution provides for instruction in an official language or languages of choice only if practicable. Accordingly, the *Norms and standards for the language in public schools* (DoE 1997) state that the minimum number of learners required for a class of second-language instruction is 40 learners in a grade in primary schools and 35 in a class in secondary schools.

Thus, the SGB determines the language policy of the school. In implementing the language policy, SGBs must stipulate how the school will promote multilingualism through the use more than one LOLT by offering additional languages as fully fledged subjects or by offering special immersion or language maintenance programmes, or through other means approved by the head of the provincial education department.

The literature indicates that indigenous languages are under attack not only in the United States but throughout the world, as they are being subjected to seemingly overpowering social, political and economic pressures Worger (1998:239). In the North West district in South Africa, for example, there are secondary schools with different educational backgrounds, for example rural schools, former model C

schools, and schools that are private or independent. In the rural schools, the majority of learners use their indigenous languages for communication at home and in the schools, but use English or Afrikaans for the LOLT. The former model C learners and private or independent learners use English or Afrikaans as a means of communication both at home and in learning and teaching. However, in all these schools the government expects the SGBs to implement the language policy as stipulated in the SASA. It has been reported that the medium of instruction is a critical issue.

The government is fully aware that the acquisition of initial literacy and numeracy in the home language for at least four years leads to improved literacy levels. Nevertheless, the choice of the medium of instruction lies with the parents. The majority of parents choose to have their children taught in English which is regarded as the language of social and economic mobility, no matter whether or not there is the right supportive environment for learning and teaching in English. In addition, the critical switch from home language to the target medium of instruction (again, mostly English) is often not properly handled as, in the main, teachers have not had training in helping learners to make the transition (OECD 2008:180).

The intention was that these governing bodies (SGBs) would take over from the former school committees. The duties of the governing bodies are clearly outlined in the SASA; one such duty is to implement the language policy. In all the above-mentioned schools learners are taught in either English or Afrikaans, regardless of their mother tongue. Furthermore, there are schools which could not even say what the first language in the particular area is, as some of these schools were using a parallel medium. Learners from different cultural backgrounds (of which language is an aspect) were attending one school where the language of instruction was English and Afrikaans and no provision had been made for indigenous languages. Thus, this study sought to investigate the role that the SGBs play in the implementation of the language policy in secondary schools in the Brits District.

According to the provisions of the SASA, schools are to be managed by a school management team (SMT) and governed by an SGB. According to Maile (2002:329), illiteracy among the members of SGBs, especially in the rural areas, may contribute

to or preclude parents from accessing relevant management information from the principal. Once again, the duties of SGBs are clearly outlined in the SASA, which indicates that one such duty is to ensure that the language policy is properly implemented in schools. Section 6(12) of the Constitution explains that SGBs may choose the language to be used for teaching and learning in the schools they serve. In deciding on the language policy SGBs must comply with the Constitution, the SASA and the relevant laws of the province.

As pointed out by Van Wyk (1998) in Mncube (2009:95) and Heysteck (2002:212), it would appear that factors such as resources, the SGB's level of literacy, as well as the culture and tradition of the school play a vital role in the choice of the LOLT. Mncube (2009:pg82) goes on to say that at some schools in South Africa, parents are not yet playing their full role as governors and as mandated by legislation. The parents at some rural schools, for example, are reluctant to participate in the decision-making by SGBs as a result of either their low educational level or a power struggle. There are learners in these schools who are neither English nor Afrikaans first language speakers but who, nevertheless, have to learn through the medium of one or other of these languages. It is thus of interest to find out whether the SGBs in these schools play any role in the implementation of the language policy, as schools are also expected to cater for the African indigenous language speaking learners as advocated in the SASA. This study adopted a qualitative approach in terms of which interviews were conducted with the school principals and chairpersons of the SGBs as key informants in six schools in the Brits District. The study then conducted a thematic content analysis to uncover themes from the findings in order to recommend possible solutions in order to identify barriers.

The literature available provides evidence that the SGB is a legal entity with powers, information and support but there appears to be a questionable gap in as far the execution or the implementation of language policy duty by SGBs is concerned. Potgieter et al (1997) in Ngidi (2004:260) maintains that, according to the SASA (1996:9), the general purpose of a governing body is to perform its functions efficiently on behalf of the school and for the benefit of the school community in accordance with the SASA.

In their study, Deem et al (1995:38) suggest that governing bodies are not particularly accountable and that governors are not performing their overt functions of democratic representation and the direction of managerial effectiveness and efficiency effectively Thody (1994:210). Furthermore, Deem et al (1995:166) argue that there appear to be few mechanisms in place to render governors accountable to those whose interests they represent. This viewpoint is also supported by Lello (1993:1) who maintains that, as much as the principal is accountable to the Head of Department, the SGB, the teachers and the parents and learners, by the same token the SGBs should be accountable to these stakeholders. In further support Karlsson emphasises that, if the governance function and responsibilities are equally accessible and practised in schools then policy would not be rhetoric. This is by Chapman (in Aspin 1995), who regards policies as documents that are in place but that cannot be easily implemented and should, as advocated by Ball & Jansen (2004: 28) in their *Education law and policy manual* be interrogated. It is, therefore, against this background that this study seeks to investigate the factors that SGBs take into account when they implement the language policy as part of their role in the secondary schools in the Brits district.

According to SASA, SGBs are expected to act as the facilitators or implementers of the language policy, while the learners are to be the beneficiaries of the language policy. It is stated in the Bill of Rights, Chapter 2 of the Constitution, and in the Policy Handbook for Educators (1996:G 6(2)) that, in whatever is done by the authorities, the learners' best interests must be of paramount importance in every matter concerning them. The language policy is one of the matters that concern the learners and, thus, the notion of the best interests of the learners with regard to language must be of paramount importance to SGBs. In her study conducted in the United States, Ruth Lingxin (2003:99) discovered that parents take pride in their heritage language, culture, religion and family values and that this heritage language may be transmitted from generation to generation.

CHAPTER 2

LITERATURE REVIEW

2.1 INTRODUCTION

This chapter contains an overview of the South African education system with the emphasis on the period after the introduction of the Bantu Education Act of 1953 up to the period before 1994 and post 1994 onwards. In addition, the issue of the state's education policy and its related activities are explored and presented explicitly with particular reference to language policy implementation from the period that SGBs were introduced to date. Throughout the whole world parents have always been stakeholders in the establishment of the school as a formal institution of learning and teaching. However, as stated by Ngidi (2004:260), parental participation differs from country to country. SGBs were already in existence in England and Wales as early as the 1980s Farrell & Law (1999:5), Ngidi (2004). The aim of introducing SGBs in these countries was basically the same as in South Africa, namely, to bring about broader participation and decision-making at the school level. The attainment of democracy by South Africa was accompanied by a new Constitution that was used to address all the issues of racial imbalances. Policies generally refer to statements of intent, decisions, courses of action and/resource allocations and are designed either to achieve a particular goal or to resolve a particular problem. The government has the responsibility and the authority to formulate public policies which are binding on all the citizens Kallaway et al (1998:145).

As a country previously under an apartheid government, South Africa was faced with the challenges of formulating and implementing new policies which could be used as references or guidelines to achieve a particular goal or make decisions on following a particular course of action in respect of allocating or distributing resources Kallaway et al (1998:143). In addition, South Africa saw itself as a multilingual state with eleven official languages that were to enjoy equal status as stipulated in the Constitution. This is supported by section 5(6) of the SASA on language rights. This section states that all languages enjoy equal status and respect, and that everyone has the right to receive education in the official language or languages of his/her choice in public schools and educational institutions where such education is reasonably practicable Joubert (2008:233). Through the SASA, a mechanism was

put in place to facilitate and coordinate the introduction and use of these languages in schools in particular.

This instrument agreed to was a language policy which was to be determined and implemented by SGBs. The SASA states that the governing body may choose the language to be used for learning and teaching in the school in question but that, in deciding on the language policy, the SGB must comply with the Constitution Voster (2009:36), the SASA and the relevant laws of the province. The Minister of Education may lay down rules, norms and standards for the language policy in public schools (SASA s 6(2)). This would ensure that all the stakeholders in school governance would have a document to use as a guideline on matters of language policy.

School level decentralisation was one of the key approaches to restructuring and promoting social change in South Africa. By establishing SGBs and devolving power to them, the government was putting in place a mechanism for power decentralisation (OECD 2008:144). The relationship between policy information and policy implementation (policy and practice) has long been the subject of debate in the literature on policy. The policy process is often said to go through four distinct stages: policy initiation, policy formulation, policy implementation and policy evaluation (Kallaway et al (1998:146)). An early perspective argued that policy formulation and implementation were two distinct and separate activities that had to be studied in their own right (Kallaway et al (1998:146)). This study sought to explore how society was freed by the introduction of the SGBs, how equality was realised in society and how inequality was redressed in the disempowered and the repressed, and individual freedom promoted. The study then sought to investigate how society has been transformed and inequality eradicated by the introduction of the SGBs' implementation of the language policy. This is in accordance with critical theory.

SGBs are comprised of teachers, parents and learners. The duties of the SGBs are clearly stated in the SASA. These duties include the implementation of the language policy. Writers such as Classe, Kok & Van der Merwe (2007:248) have provided facts on the tension that exists between SGBs and the educational authorities in South Africa in relation to the funding of schools, the appointment of staff, admission

requirements, school language policy, discipline at schools and policies on religion, religious instruction and religious practices.

Tsotetsi, Van Wyk & Lemmer (2008:386) highlight the need for training the members of SGBs, suggesting that there is an urgent need for the sound training of SGBs to enable them to discharge the multiple duties bestowed on them in order to avoid the so-called “muddling through” approach Halt & Murphy (1993:175) in Tsotesti et al (2008:385). It is against this background that the dynamics of parental participation in school governance and its implications for school leadership become apparent. They argue that although the SASA was founded on the principles of participation and representation in SGBs Lauglo (1996), it would appear that the notion of “participation” is not understood in the same way by all Brown & Duku (2008:435). Several writers have either conducted studies or participated in the issues of the role and responsibilities of SGBs.

2.2 THE SOUTH AFRICAN EDUCATION SYSTEM 1955–1975

Language is a communication tool which is used, was used and will always be used to signal an intention be it political, social, economic or otherwise. Thus, there is and there always has been a need for somebody to facilitate and coordinate language. This is definitely the case with the SGB acting as the implementers of the language policy. As was the case in the past and even the present, these stakeholders in education are supposed to play a specific role in the implementation of the language policy. However, educational policies prior to 1994 were such that the majority of black South Africans did not benefit from them optimally; this legacy of apartheid still persists Clark & Worger (2004:116). The institution of learning and teaching dates far back and is, in fact, as old as humankind. During the years when education was carried out by informal educational institutions, such as the church and the home, these institutions advocated a particular way of doing things. This, in recent years, has become known as policy. The aim of such policy is to standardise, prescribe and formalise the ways in which different communities of the world do things such as education. Had that not been the case things would have been done in a haphazard way and it may even be that law and order could not have been maintained.

Similarly in South Africa the education system, comprising different sections, was run in a particular way regardless of whether these systems were advocating education

for black or white people. All these activities involved the use of language for the purposes of co-ordination and facilitation. However, it is essential that language, which is one of humanity's God-given attributes, is administered in a certain way, namely, via policy.

According to Clark & Worger (2004:74), despite the fact that the language of instruction in rural and urban schools, as well as the township schools, was either Afrikaans or English, it would appear that there was a slight increase in the enrolment of learners in schools and universities during those years (1955–1975). The increase in learners in schools brought with it a resistance to the unjust educational conditions as promulgated by the Bantu Education Act, as there was insufficient material (infrastructure) and human resources (qualified teachers) in the schools. By 1976 there were serious problems in schools as a result of the lack of resources. The situation was exacerbated by the introduction of Afrikaans as a medium of instruction in schools. This resulted in the 1976 student uprisings which brought most of the economic activities in the country almost to a standstill. In an effort to improve the conditions, the Bantu Education Act of 1953 was replaced by the Education and Training Act. According to this Act universities were grouped according to Afrikaans and English speaking students Clark & Worger (2004:51). However, no provision was made for indigenous language speakers.

2.3 FORMULATION OF TRANSFORMATION EDUCATION POLICY AFTER 1994

After many decades of rule by the apartheid government, South Africans, under the democratic government, entered a completely new era with everything having to be done anew. Specific policy had to be introduced which embraced all South Africans. Education was no exception. According to Chisholm in Kallaway (1998:50),

South Africa's first democratic election was a watershed in the country's education. In the first instance, it signalled a move away from the determination of policy by a white minority state for a black majority, in the second official state education policy, historically geared towards building a united white nation, was now re-orientated to redressing inequalities and "nation-building" between white and black, in the third, instead of being

predicated on exclusion and denial of rights, social, political and educational policy became based on the principals of inclusion, social justice and equity.

By analysing the educational aspects of the repressive apartheid society and the role played by the state, capital and other actors in that domination, the objective of the NEPA was to generate policy options and to investigate their implications in the context of a comparative educational experience. The policy options were to be guided by five principles, namely, non-racism, non-sexism, democracy, a unitary system and redress Kallaway (1998:23), Joubert (2009:223). According to critical theory, equality is realised in democracy while power is produced and reproduced through education. Accordingly, this the study endeavoured to establish whether the SGBs, as stakeholders in education and the implementers of the language policy, have been given power in education and whether they are reproducing it through education.

As stated above, in 1994 South Africa entered a completely new phase of educational activities. It is stated in the *Review of National Policies for Education* OECD (2008:37) that, since 1994, the government has worked to transform all facets of the education system. The fragmented and racially duplicated institutions of the apartheid era have been replaced by a single national system, including nine provincial subsystems OECD (2008:37). This was assisted by the introduction of the SASA, which aims to provide for a uniform system for the organisation, governance and funding of schools. In addition, the Act seeks to ensure that all learners have the right of access to quality education without being discriminated against.

With regard to language policy, it is stipulated in the *Transformation of the South African School System* (2000:67) that the SGBs are responsible for determining the school language policy within the framework of the Constitution (RSA 1998), the SASA, the *Norms and Standards for Language Policy in Public Schools* (DoE 1987) and any applicable laws. Section 6(3) of the SASA prohibits any form of racial discrimination in the implementation of this policy.

As already indicated, language policy was limited to the introduction of the African languages into those schools that traditionally offered Afrikaans and/or English as the sole LOLT. However, research revealed that even these initiatives were not fully discussed in SGB meetings CEPD, Kgobe et al (2003). The policy-making and

transformation of education was initiated at the national level and, as indicated by Joubert (2000:223), the democratic government's transformation agenda for education was set out in the first *White Paper on Education and Training* which addressed South Africa's need for a unitary, non-racial, non-sexist and equitable education system of sustainable quality DoE (1995). The second White Paper dealt with the organisation, governance and funding of schools DoE (1996). In terms of this second White Paper, the new organisation of schools would be realised by the SGBs promoting equality and redressing past inequalities by equitably using public sources, improving educational quality and providing for democratic school-based decision-making DoE (1996). This policy document gave rise to the SASA (RSA 1996b). The intention of critical theory is to transform society and eradicate inequality. These are, in fact, also the intended outcomes of the SASA.

The above responsibilities of SGBs are highlighted by scholars such as Prinsloo (2006:236), Classe et al (2007:259) & Joubert (2009), who have conducted studies on the role of SGBs and their related activities. Studies on SGBs which investigated educator perceptions of SGB efficiency cite interference in public school governance Ngidi (2004), as well as the experience of and the need for the training of SGBs in rural schools in South Africa Prinsloo (2006), the role of educators in SGBs Tsotetsi et al (2008), tension between SGBs and education authorities Xaba (2004), whether SGBs lighten or increase the principal's burden Classe et al (2007), the perceptions of parents and their role in the democratic governance of schools in South Africa Heystek (2004), Mncube (2009) and stifling transformation through the manipulation of enrolment Beckmann & Karvelas (2006). All these studies were conducted in an attempt to investigate how the new educational policies after 1994 unfolded. The literature available indicates that there is a gap in the implementation of language policy by the SGBs. Thus, this study endeavoured to investigate and explore the role the SGBs played in the implementation of the language policy in six secondary schools in the Brits District. The role of the SGBs, as set out in the SASA, makes provision for both the governance and professional management of public schools RSA (1996:9).

Nevertheless, even if the roles and responsibilities of the SGBs are clearly stipulated in the SASA, Potgieter et al (1997:11) and Ngidi (2004:260) argue that it is not sufficient simply to state that the parents are responsible for school governance and

the principals for the professional management of schools without clearly demarcating their roles and indicating the meeting point of these roles. The SASA was used as a vehicle to eliminate inequalities and to promote desegregation and integration at the school level. Critical theory aims to transform society and eradicate inequality and, thus, it questions the relationship between school and society. Accordingly, this study on language implementation by the SGBs attempted to ascertain whether language policy is being implemented equitably by the SGBs who are the stakeholders in education that represent the society at large. With regard to language policy, section 5(6) (2) of the SASA states that South Africa is a multilingual country with eleven official languages. The South African Constitution stipulates that all the official languages should enjoy equal status and respect, and that everyone has the right to receive education in the official language or languages (see ss 6(2.1) and 6(2.2) of the Constitution) of his/her choice in public schools and educational institutions where such education is reasonably practicable (s 6(2) of the Constitution).

The onus is placed on the SGBs to determine the language policy and they choose the language to be used for learning and teaching (LOLT) in their schools. In deciding on the language policy, the SGBs must comply with the Constitution, the SASA and the relevant laws of the province.

2.4 INTERPRETATION OF THE CONSTITUTION (IN TERMS OF THE SASA) WITH REGARD TO THE LANGUAGE POLICY

The South African Constitution makes provision for redressing the imbalances of the past with regard to the admission of learners to public schools. Schools are expected to admit learners without unfair discrimination. Section 9 of the Constitution forbids unfair discrimination but does allow for fair discrimination. The Constitution stipulates that no unfair discrimination may take place against anyone on any of the following grounds: race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation (e.g. homosexuality), age, disability, religion, conscience, belief, culture, language and birth (s 6(1.2) of the Constitution). It is on this basis that Acts such as the South African Schools Act 84 of 1996 (SASA), the National Education Policy Act 27 of 1996 (NEPA), Chapter 2 of the Constitution, the Bill of Rights, the Employment of Educators Act 76 of 1998 and the Admission Policy are used as

vehicles through which a balance between the old and the new system of education may be achieved. When interpreting the Bill of Rights a forum, such as an SGB, must promote the values that underlie an open and democratic society based on human dignity, equality and freedom (s 39 of the Constitution; Joubert (2009:232).

The preambles to some of these Acts attempt to facilitate the democratic transformation of the national system of education into a system which serves the needs and interests of all the people of South Africa and upholds their fundamental rights. With regard to the language policy in public schools, it is stated in the *Policy handbook for educators* (1996: b-31(6)) that the right to choose the LOLT is vested in the individual. In the same book, the Bill of Rights in Chapter 2 of the Constitution (1996 s 6(2)(g)) stipulates that everyone has the right to receive education in the official languages of his/her choice in public educational institutions where such education is reasonably practicable in order to ensure the effective access to and implementation of this right. The state must consider all reasonable educational alternatives including single medium institutions while taking into account equity, practicability and the need to redress the results of the racially discriminatory laws and practices of the past.

The common factor in these Acts is redress, rights and implementation of language. These are supposed to be implemented by the members of SGBs who represent the parent population at school level. It is for this reason that this study attempted to ascertain the actual role played by the SGBs in the implementation of the language policy in the schools, as the SGBs are perceived to possess extensive executive powers which are entrenched by legislation De Groof & Malherbe (1997:pg120) in Classe et al (2007:245). Literature further indicates that school governance, with regard to the SGBs' function, involves determining the policy and the rules by which schools are to organised and controlled Ngidi (2004:260). Brown & Duku (2008:434) maintain that all parents have their own beliefs, customs and traditions and they may, thus, make relevant adjustments in their school governance. Nevertheless, the SGBs operate within a context which should be understood.

It is, thus, clear that the role of SGBs is not the easy task one may assume it to be. This suggests that the context in which the SGBs operate should be explored further. In Brown & Duku (2008:346), Grant-Lewis & Naidoo (2004) show that, despite

explicit provisions in the SASA regarding membership of SGBs, in practice, participation in the SGBs is structured and institutionalised through the actions of the principals who define who participates, how they participate and what decisions are open to participation. In addition, Brown & Duku (2008:436) in Duku (2005) confirm that parental participation in many local community contexts tends primarily to involve parents in fundraising and social events, rather than in SGB initiatives involving the curriculum, policy or administration. Hence, this study sought to ascertain the role of the SGBs in the implementation of the language policy.

In his study, Mncube (2009:pg95) contends that section 16 of the SASA states clearly that the day-to-day professional management of the school is the responsibility of the principal while the governance of the school remains the responsibility of the SGBs. It is for this reason that Van Wyk (1998) in Mncube (2009:pg95) suggests that parents who are not able to read and write are unable to keep abreast of new challenges in education and, thus, some parent governors tend to delegate their responsibilities to the school principal, thus becoming passive participants in the school governance process Mncube (2005), (2007) in Mncube (2009:pg95). This further indicates that there are various ways in which parents as stakeholders and partners in education interpret and understand their duties. Critical theory questions whether language may be a tool of oppression in schools and raises further questions about who decides preferences regarding the medium of instruction. Critical theory also states that one person's or one group's power may come at the expense of others. Thus, this study endeavoured to ascertain whether the SGBs used the language policy to oppress others and also to find out who decides on the language of instruction.

2.5 SCHOOL GOVERNING BODIES AS PARTNERS AND STAKEHOLDERS IN EDUCATION

The Minister of Education lays down rules, norms and standards for the language policy in public schools (s 6(22) of the Constitution). There have been various initiatives after the introduction of SGBs with regard to training and also investigating the dynamics of parental participation in school governance and parents' perceptions of their role in the democratic governance of schools. Karlsson (1998a:45) in Classe et al (2007:250) showed that the transformation process from apartheid to democracy in South Africa necessitated the forming of partnerships, including in the

field of education. However, the problem is that there are no standardised mechanisms and procedures in place that may help to facilitate the formation of such partnerships. As mentioned previously, this inevitably leads to tension Classe et al (2007:250). Naidoo (2003:4) has shown that in this regard the majority of the elected members of SGBs are largely ignorant about the purpose of a SGB. He also points out that the SGB members themselves are not clear what their respective roles and responsibilities involve. The same sentiment is echoed by Deem et al (1996:38) in Ngidi to the effect that governors are not performing their overt function of democratic representation effectively and that they are failing in terms of managerial effectiveness and efficiency.

Deem et al (1995:166) further argue that field mechanisms are in place to render school governors accountable to those whose interests they represent. When the African National Congress (ANC) (1994:60) assumed power in 1994 it realised that democratic school governance structures were required in order to fully develop the potential of the human resources of the country. Kallaway in Classe et al (2007:253) argues that education, in whatever form, is a fundamental component of democracy. However, according to Van Staden and Alston (2000:112), in Classe et al (2007:246), in terms of the performance or execution of their duties, SGBs are sometimes in a precarious position as it is incumbent on them to ensure that their schools do not become embroiled in legal proceedings. There have been instances in which SGBs took the provincial department of education to court on matters related to language policy. Classe et al (2007:251) lists the schools (see below) that have taken the department education to court on matters related to language policy:

- the case of PH Odendaal High School Colditz (2003b:29)
- the case of Mikro Primary School Cruywagen (2005:5)
- the cases of Kalahari High School, Wrenchville Secondary School, Seodin Primary School, Kuruman Primary School, Wrenchville Primary School and Northern Cape Agricultural High School Van Wyk, (2004b:1, 2005a:4)

In all the above listed schools the schools in question won their cases on language policy against the department of education in question. This signals a questionable implementation of language policy in schools and, thus, this study sought to

ascertain the exact role played by SGBs in the implementation of the language policy. As confirmed by Tsotetsi et al (2008:385), the functions of SGBs appear to be a complex exercise. Tsotetsi et al (2008:pg385) point out that, in view of the complex functions prescribed for SGBs in South African schools, sound training should be provided to ensure the proper discharge of the multiple duties bestowed upon them to avoid the so-called “muddling through approach” Holt & Murphy (1993:175) mentioned earlier. In the same study, Tsotetsi et al (2008:385) further point out that the report on the challenges faced by school governors with regard to fulfilling their tasks indicated that the training received by governing body members and the extent to which this training had succeeded in preparing them to carry out their functions were not adequate.

2.6 ROLES OF STAKEHOLDERS INVOLVED IN SCHOOL GOVERNING BODIES

In recent years there have been various discussions and debates on both management and governance. Governance refers to the action or manner of governing (*Concise Oxford Dictionary* 1999), while management is the process of managing, treating or caring for the people in an organisation (*Concise Oxford Dictionary*, 1999). In managing and governing the people or different nations of the world Gildenhuis and Knipe (2000:111) maintain that

Many nations are conglomerations of a variety of races, classes and cultures, each with its own values and beliefs. Yet, they are internationally accepted political, social and economic that are genetic to all races and cultural groups and that, over the years, have been accepted internationally as basic to good governance. Furthermore, the basic principle of governance in a true democracy, however, is optimum service delivery at optimum cost in order to realize the ultimate goal of creating good quality of life for every citizen. Democratic governments do seek profit. This basic principle of service delivery at cost demands special skills in public management theories, practices based on sound public management and not on the principles of business management.

In view of the fact that schools are also important government institutions and non-profit making organisations they also need to be managed and governed in a sound

way so that the beneficiaries thereof are not misrepresented. In view of this, the *White Paper on Education and Training* (Department of Education (1995) clearly sets the goals, policies and intentions of the DoE in terms of integrating and transforming the organisation, governance and funding of the education system. The transformation and integration slogans and policies adopted by the government raised the expectations of millions of black South Africans who were hopeful that their children too would have the opportunity to be educated in a system of well-equipped schools – a privilege previously only enjoyed by whites Beckmann & Karvelas (2006:17). There have been several attempts regarding the issue of governance at school level aimed at addressing the various duties and responsibilities of the members of SGBs as governors of the school whose main purpose it is to carry out their functions efficiently in terms of the SASA and on behalf of the school and for the benefit of the school community Potgieter et al (1997:23) in Ngidi (2004:260). In his study, Ngidi (2004:263) contends that the functions of SGBs that ranked high after finance were those related to the drawing up of policies. However, some studies indicate that, even if policies are drawn up, little attention is given to policy implementation.

This viewpoint is supported by Kallaway (1998:144) who postulates that the new policy proposal ideas borrowed from comparative international experiences and the literature on policy have been woven into South African local concerns of redress and equity. However, South Africa has tended to borrow more than the advanced industrial countries, including Australia, while it has tended to ignore instructive experiences from societies in transition and with similar socio-political democratic agendas and aspirations to South Africa. The main problem that has arisen is that this process of borrowing was done in an advocacy type way, and without offering a critical assessment of these foreign policy models, even from within their own context. The political and socio-economic conditions of these countries and the problems the policy models sought to address were never explained. Hence, this study sought to investigate the role of the SGBs in implementing the language policy after it has been drawn up, particularly in the rural or previously disadvantaged schools and former model C schools in the Brits District in the North West Province.

Bush & Heysteck ((2003:1), (2006:476) in Tsoetsi et al (2008:367) confirm that the abilities required by governors are determined by, among other things, the

educational background, and especially the literacy level, of the governors and that the skills deficit in this regard is most obvious in schools in the disadvantaged and rural areas. Poorly educated parents lack management expertise and they may struggle to interpret the contents of the SASA Heysteck (2006:482) in Tsotetsi et al (2008:387). Nevertheless, studies on school governance relating to the hiring of educators, a code of conduct for learners, admission policy and religious policy developments, to mention but a few, indicate that some progress has been made in changing the management of and introducing governance into schools Joubert (2008:234, 237, 241, 244). However, contrary to these developments, there does appear to be a gap that is causing crises, tension and ongoing debates on the school language policy as stipulated in section 6 of the SASA. This supports the findings in cases in which some schools have come into conflict with the departments of education on matters related to language policy. In this regard, Joubert (2008:236) states that, in terms of the constitutional principle of legality, the governing body may validly exercise those powers granted to it by law. In a number of court cases the DoE has usurped the governing body's right to make policy without the legislative authority to do so. Some writers have suggested that there is a need for role clarification regarding SGBs and their language policy implementation. In certain schools SGBs have taken the DoE to court. The judge has ruled in favour many of these schools, such as the case of the Mikro Primary School SGB (*Western Cape Minister of Education visas school governing body of Mikro Primary School 2005 (10) BCLR 973 (SCA)*).

Mcube (2009:85) asserts that, in practice, parent governors are not all participating fully as many of them lack the skills required to perform the duties assigned to them. In such situations, the principal continues to perform the functions which are supposed to be the responsibility of the SGBs Mcube (2005), Mcube (2008). Despite the fact that the SGB has been in existence since the inception of democracy in South Africa, the issue of the execution of their duties still leaves much to be desired. It is against this background that Mcube (2007), Mcube (2008) and Deem, Brehony & Heath (1995:133) (all cited in Mcube (2009:85) postulate that school governance is a complex issue and that certain functions such as the appointment of staff, language policy and decisions about school fees have tended to be problematic. This complexity may not be obvious at first glance but it may reveal itself when

sensitive activities such as the implementation of language policy are neglected. This was also further revealed by Mabovula (2010:2) in the Ministerial Review Committee Report (DoE 2004: vii) which reported that there are particular difficulties facing school governors and that there is also conflict between parents and educators about the meanings of governance and management. It is for this reason that this study has attempted to ascertain the role played by SGBs in the implementation of the language policy as they are school governors and are entrusted by the government to perform this legal duty while the educators function as managers.

2.7 LANGUAGE POLICY IMPLEMENTATION THEORY

The understanding of language policy must be preceded by an understanding of both the NEPA and the SASA, as they form the basis of all other educational Acts. Educational policy involves the formal statement of intent as encapsulated in the governmental vision for education. Education policy is often encoded in education legislation but sometimes the former Act offers greater force of execution than the latter Jansen (2003) in *The ELP Handbook Learning Guide* (2004:35). In the *ELP Handbook Learning Guide* (2004:34), Potgieter (2003) argues that it is indeed doubtful whether educational policy may be viewed merely as the official, legal measures taken by government and intended to influence/transform/stabilise education.

On the other hand, in *the ELP Hand Book-Learning Guide* (2004:34), Colditz (2003) contests that educational policy should be a statement of intent of the executive or other body and that it is usually associated with a particular political party or movement and regarding how the party or movement intends dealing with particular issues in education in the future. Based on the entire list of words used to define policy it is highly likely that educational policy, in common with other policies, maybe seen to be symbolic – a discourse or a text Jansen (2003), in *The ELP Handbook Learning Guide* (2004:28).

In her study of policy making, Joubert (2008:239) reveals that in *the Review of school governance in South African public schools* (DoE, 2004:121), (hereafter referred to as the *Review*) concurs with Sayed et al (2002:92) who point out that “many black schools depended for their policy guidance on departmental documents” and little evidence was found of subcommittees established for

developing policy concerned with language and religion. This, therefore, suggest that while the NEPA and the SASA are well in place, ordinary South Africans do not find it easy to customise them to their own and immediate situations. South Africa's new Language in Education Policy has been described as one of the most progressive in the world but few schools have implemented it school governance review (Dept of Education).

It is reported that, in the transformation of the South African schooling system, language policy was previously limited to the introduction of an African language into those schools that had traditionally offered Afrikaans and/or English as the sole language(s) of learning and teaching Senosi (2003:67). The report also stated that the information collected during the implementation phase on the development of language policies in schools was not very detailed regarding the contents of the school language policies. This makes it difficult to conclude whether the schools were complying with the policy or not. It was further indicated in the *Review of National Policies for Education* (OECD, 2008:145) that the SGBs in the formerly disadvantaged schools often functioned poorly although the reverse is true in the case of the SGBs in the more advantaged/former model C schools. Accordingly, this study endeavoured to explore the actual role played by the SGBs in both rural and former model C schools in the implementation of language policy, in order to ascertain whether there were any contradictions in matters related to language policy implementation in these schools.

The literature available does not, however, provide an indication of the role played by SGBs in the implementation of language policy in advantaged (former model C schools) and disadvantaged schools. Thus, this study attempted to find out about the role played by the SGBs in the implementation of the language policy in both of these types of school and also to observe/report on the emergence of other patterns. In terms of critical theory, interests are socially constructed and it is essential that phenomena are understood and changed. As stakeholders in society, it is incumbent on SGBs to understand language policy implementation as a societal issue and, where necessary, effect changes as mandated by the government.

2.8 THE INDIGENOUS LANGUAGES AND THE LANGUAGE OF LEARNING AND TEACHING

The South African Constitution highlights the fact that South Africa has eleven official languages, including all the African languages. In the context of this study all these languages were considered as official languages. It is widely known that, from the days of the Union of South Africa, English and Afrikaans were the only official languages of South Africa while the African languages were initially referred to as the recognised Bantu tongues Owino (2002:243). The advent of democracy meant that the implementation of a language policy had to be defended and supported in every possible way, as language is seen by many as a cultural aspect through which the communities, societies and nations of the world may unite. Language assumes the central position in social identities and it is for this reason that this study endeavoured to ascertain the role played by SGBs as representatives of the community at the school level in ensuring that the language policy is implemented.

Several ways of attempting to preserve English have come to the fore. The majority of young children in South Africa live in rural conditions and they do not hear or use English regularly, nor is written language part of the daily activities of their families Bloch (2002:67). This raises concerns as to the implementation of language policy by SGBs as one of the problematic aspects of their duties and responsibilities. It is for this reason that the researcher developed an interest in the role that SGBs play in the implementation of the language policy.

2.9 THE STATE OF LANGUAGE POLICY IN SOUTH AFRICAN SCHOOLS

The preamble to the NEPA states the following with regard to language policy:

1. In terms of the new Constitution of the Republic of South Africa, the government, and thus the Department of Education, recognizes that our cultural diversity is a valuable national asset and hence is tasked, among other things, to promote multilingualism, the development of the official languages, and respect for all languages used in the country, including South African sign language and the languages referred to the South African Constitution.

2. The inherited language-in education policy in South African has been fraught with tensions, contradictions and sensitivities and underpinned by racial and linguistic discrimination. A number of these discriminatory policies have affected either the access of the learners to the education system or their success within it.
3. The new language in education policy is conceived of as an integral and necessary aspect of the new government's strategy of building a non-racial nation in South Africa. It is meant to facilitate communication across the barriers of colour, language and region, while at the same time creating an environment in which respect for language other than one's own would be encouraged Educational Policy and the Choice of Language (1997:34)

The relationship between policy formulation and policy implementation (policy and practice) has long been an issue of concern, particularly in schools as institutions of learning and teaching. This controversy has now triggered an interest in knowing about the role the SGBs play in trying to bridge the gap between the theory on language and practice. The policy process is often said to comprise four distinct stages, namely, policy initiation, policy formulation, policy implementation and policy evaluation Kallaway et al (1998:145). One perspective on the relationship between policy formulation and policy implementation has argued that policy formulation and policy implementation are two distinct and separate activities that must each be studied in their own right. It has been argued that policy formulation was the responsibility of the politicians and their representative institutions and that policy implementation was the rational, administrative activity of a politically neutral bureaucracy whose actions were directed at the achievement of the policy objectives or the directives of the politicians Kallaway (1998:146). The above matter in respect of policy in general in the South African context may be taken to be true. South Africa initiated policies when it became a democracy and these policies have been implemented and reviewed. This assertion is supported by reports contained in documents such as the *National Policy for Education Review* (OECD, 2008).

This implies that the four stages of policy initiation, policy formulation, policy implementation and policy evaluation were embarked upon, including the four stages

of language policy. In all the policies in a country there are stakeholders who are supposed to participate at various levels of the policy process. The manner in which these stakeholders participate differs according to the goals of the policy itself. According to the document on education policy compiled by Brown (1997:8) with regard to language, the new powers of the SGBs in respect of making decisions about the language policy of their schools are derived from the following four documents: the Constitution of the Republic of South Africa, 1996, the SASA, the nine provincial school Acts and regulations and, finally, the policy document, *Norms and standards regarding language policy in education*.

This has been the state of language policy in the country although it has been subject to amendments. In view of the fact that SGBs are charged with the responsibility to implement the language policy challenges were inevitable. This has been highlighted in numerous studies, including studies by writers such as Joubert (2009), Classe et al (2007), Heysteck (2001), Prinsloo (2006) and Beckmann and Karvelas (2006). In the report by the National Education Review, a ministerial review committee found that there was tension between the SMTs and the SGBs, especially in cases in which there was a blurring of the distinction between school management and school governance. Nevertheless, the National Education Review indicated that there appeared to be less activity with regard to other areas of policy making, with 80% of schools reporting to her School Language Policies Review of National Policies (2008:91).

The conclusion to the *Journal for Language Teaching* 37, pointed out that there is a need to acknowledge language attitudes if existing language policies are not to fail dismally Webb (1999:69). Another concern is that of African languages post grade 3, as it would appear that there is little demand for these languages Review of National Policy (2008:180). In light of this, the Norms and Standards do not stipulate which languages besides one official language ought to be offered. Instead, the drafters of the Norms and Standards have detailed how the right to the languages of one's choice in education is essentially a qualified right and "practicality" has to be considered. However, the document clearly recognises SGBs as key partners in the pursuit of multilingualism. It indicates that the policies they devise may entail offering more than one language of learning and teaching, as well as additional languages as learning areas, thus confirming possibilities for dual or parallel medium schools

Brown (1998:10). The SGB, as a school governing component, comprises parents, learners and teachers. Collectively, these components have a role to play in the implementation of the language policy although, ironically, on matters related to language policy or policies in general, there are often varying views.

Unless policy on governance is implemented together with a serious commitment to nurturing the innate capacities of SGB members, there is little chance of democratic governance being realised in the post-apartheid disadvantaged schools. Adams and Waghid (2005:32) echo this sentiment. In addition, the government recognises that many SGB members, particularly in the rural and less advantaged urban areas, do not possess the skills and experience required to exercise their powers and, thus, they may have difficulty fulfilling their functions Van Wyk (2004:50). Heysteck (2004:312) argues that the parents may be critically involved, as critical friends, because they know what they want for their children but, ultimately, it is the principal who must account for the success or failure of the school. It is the principal who may lose his/her job and not the parents who initiated a certain policy or direction for the school. According to Bray (2000:79), the right to basic education in terms of section 29 of the Constitution is accorded to everyone, including children. It is a socio-economic right and imposes a positive duty on the state to provide education or access to education. Some of the basic features of the right to education that may be claimed by parents are discussed briefly below:

In terms of this right, the state has an obligation to consider all reasonable educational alternatives (including single-medium institutions) when it decides how to provide education in the language of the parents' choice. According to the SASA (s 6), the Minister of Education may determine norms and standard for language policy in public schools. The governing body (SGB) may, however, determine the language policy of a school, provided that no form of racial discrimination is practised Prinsloo (2006:359).

In a study conducted in Kenya, Owino (2002) reported that those who profess the use of English hardly speak the standard form of this language as targeted at school. This, then, suggests that there is a concern regarding language in some of the African countries, including South Africa. In another study, Webb pointed out that

social change precedes meaningful change and that meaningful social change is in turn a product of political and economic forces Dyers (2002:63).

2.10 CONCLUSION

The South Africa government is having to confront challenges arising from the numerous provisions contained in the South African Constitution, (1996). Many of these provisions are meant to deal with human rights while the majority of them, if not all, are intended to redress the imbalances of the past. One such part of the Constitution is Chapter 2, the Bill of Rights, in which the rights of all citizens are enshrined and the democratic values of human dignity and freedom are affirmed (*Educators Policy Handbook* 1996: G-2). It is essential that these democratic values are facilitated and coordinated through the various departmental policies.

It emerged from the available literature reviewed above that parents have always been part of the school establishment with the purpose of broader participation and decision-making. The aim of SGBs is to assist with decentralisation in order to promote social change. Many writers have reiterated the multiple duties of SGBs in many ways and forms. However, writers such as Brown & Duku (2008:435) are quick to point out that participation is not always understood in the same way.

With regard to language, during the apartheid era the government made provision for Afrikaans and English as the mediums of instruction. As indicated in the literature no indigenous languages were used for teaching and learning. The literature also emphasised that, after 1994, the democratic principles of inclusion, social justice and equality formed the basis on which all educational policies were formulated.

As explained in critical theory, power may be produced and reproduced through education and equality as realised in democracy. Accordingly, the SGBs may be perceived as advocating power at the school level, including active participation in the implementation of the language policy. Certain of the SGB roles, such as the appointment of staff, language policy and decisions about school fees, are regarded by some writers as problematic, for example Mcube (2007), Mcube (2008), Deem et al (1995:138) all cited in Mcube (2009:85). In some instances, these writers point out that parents lack managerial skills. However, progress has been made on the hiring of educators, a learner code of conduct, admission policy and religious policy

developments. It would thus appear that little has been done in terms of the implementation of language policy by the SGBs. Hence, this study sought to ascertain the role played by SGBs in the implementation of language policy.

Certain writers have also attempted to speculate that the non-participation of SGBs in issues of the curriculum arises from the context in which they operate, sometimes rendering them unable to operate optimally in this respect. The school governance review stated that, although South Africa's language in education policy (LIEP) has been described as the most progressive in the world, few schools have implemented it. This then signalled the need to explore the role played by the SGBs in the implementation of the language policy and, thus, this study has focused on the role that the SGBs play in the implementation of the language policy.

In the review referred to above, Joubert (2008) also points out that many black schools depend on the departmental documents with regard to issues of policy but that there is little evidence of the development of a language and religious policy. Jansen (2003) points out that policy maybe a statement of intent by the ruling party or a symbol, a text or a discourse. There is currently tension, contradiction and sensitivity regarding languages in South Africa which is, ironically, assumed to be a non-racial state. This assertion is supported by writers such as Classe et al (2007:244).

CHAPTER 3

RESEARCH DESIGN AND METHODS

3.1 RESEARCH PROBLEM STATEMENT

There appears to be a gap between theory and practices in as far as the implementation of policies in education are concerned. In Ngidi (2004:260) Potgieter, Visser, Van Der Bank, Mothata & Squelch, (1997) Maile (2002:331) argues that it is not enough to simply state that parents are responsible for school governance and principals deal with professional management without clearly demarcating roles and indicating their meeting point. In support of this further, Willower (1980:2) in the reader law and policy asserts that the application of theories by practicing administrations is a difficult and problematic undertaking. Theories are simply not used in the realm of practice, again Hughes (1985: 3, 31) continue to supports this by saying links between theory and practice have been weak. Theory and practice are uneasy, uncomfortable bedfellows, particularly when one is attempting to understand the complexities of human behaviours in organisational behaviours.

In South Africa's new dispensation, the school governing body (SGBs) is another form of governance at school level. In all the public schools in South Africa there are schools governing bodies (SGBs) whose duties are clearly outlined in SASA Act 84, 1996. Amongst their duties, the SGBS have been mandated to facilitate the implantation of the language policy of the schools they serve in. In the Brits district there are schools with different racial and historical backgrounds mentioned in the introduction. The former model C schools together with the public rural secondary schools use English or Afrikaans as a medium of instruction, regardless of the communities they serve. The communities in which these schools are located are multilingual and predominantly use indigenous languages for communication, yet these schools use either English or Afrikaans as a medium of instruction, but there are school governing bodies (SGBs) in these schools.

The former white schools (model C schools) used either English or Afrikaans as a language of teaching and learning (LOLT) no any indigenous African language is

used in the community they serve; and also the rural or black schools use English or Afrikaans as a medium of instruction regardless of the community they are located in as observed by Kgobe & Mbele (2001) in the study in handbook for school governors (2009:1). Here they conducted case studies of representative group of 27 schools in all provinces of South Africa. They found that in 2000 schools only five developed language policies and only one had made changes in the direction proposed by the LiEP (Language in education policy) They concluded, "The findings are consistent with those of last the year, which showed very little SGB involvement in language policy debates and development." It is apparent that even after the introduction of SGBs in schools, rural schools in the Brits District are still using English or Afrikaans as a medium of instruction. However these schools are part and parcel of the new dispensation.

The inadequate management of language policy has in some instances brought about tension and differences in opinion between the Department of Education Representation and SGBs. Naidoo and Mkhwanasi see the field of tension caused by different interpretation of the changed legislation. Further reasons for non-implementation are cited by Talor and Viningevold (1999) in education handbook (2009:pg1) that schools do not have knowledge of the policy, do not clearly understand the extent of their powers and responsibilities, lack of experience and expertise in developing their own policies, and do not know what support the Department of Education will provide and that Education Department District Officials, who might advise schools, also lack knowledge of the LiEP. It is therefore, for that reason that this study seeks to look into the role that the school governing body (SGBs) play in the implementation of language policy in the Brits District.

3.2 RESEARCH QUESTIONS

3.2.1 Main research question

The following research question was formulated:

What is the role that the school governing bodies (SGBs) play in the implementation of the language policy in secondary schools in the Brits District?

3.2.2 Research sub-questions

The following sub-questions were also formulated:

- What information do school governing bodies (SGBs) use in their decision-making about the language(s) used in their schools?
- How do school governing bodies (SGBs) understand their legal obligations in terms of the South African Schools Act 84 of 1996?
- What do the school governing bodies (SGBs) do with regard to the language issues in their schools?
- Whose interests are most important to the school governing bodies (SGBs)?

3.2.3 Aims of the study

The main aim identified for this study, was to explore the role of SGBs in the implementation of the language policy in secondary schools in the Brits District.

A number of secondary aims were identified. The researcher intends

- to contribute to the existing body of knowledge and research on the role of SGBs in the implementation of language policy
- to find out whether the SGBs in the Brits District secondary schools consider the notion of the “learners’ best interests” when they implement the language policy
- to establish the attitudes of SGBs with regard to language policy implementation
- to find out how language-related issues are experienced, addressed and catered for in secondary schools in the Brits District
- to understand how the SGBs implement the language policy
- to enable the learners to benefit from the findings of the study as it is their right to learn through the medium of instruction with which they are comfortable.

3.3 RESEARCH MOTIVATION

The advent of democracy in South Africa meant the re-opening of doors of all kinds for all South African people in the global context. By its very nature South Africa is a diverse country in terms of culture, race, economy and landscape. All these factors were expected to be unified in order to enhance democracy. However, this was not possible without order and it was essential that mechanisms be put in place to facilitate unification and redress. The basis for redress is found in the Constitution which is the supreme law of the country. However, if the Constitution was to be properly facilitated it had to be supported by legislation.

The various peoples of South Africa all have their own unique cultures which they wish to preserve and transfer from generation to generation. This is taken into account in Chapter 2 of the Constitution, the Bill of Rights. *The Policy Handbook for Educators* (1996:G6 (30)) also states that everyone has the right to use the language of their choice and to participate in the cultural life of their choice but that, in exercising these rights, no one may do so in a manner inconsistent with any provision contained in the Bill of Rights.

The SASA advocates that SGBs should draw up and implement the language policy of the schools they serve and this should be done in accordance with the Constitution. The two types of schools in the Brits District, both former model C schools and rural schools, admit learners from different racial and cultural backgrounds. The medium of instruction for all the learners in these schools is either English or Afrikaans. No provision is made for indigenous African languages although one of the functions of the SGBs in these schools is to play a role in the implementation of the language policies they have drawn up. It thus became a matter of interest to me to know exactly what the SGBs do when the language policy is implemented in the secondary schools in the Brits District, as this is where I have observed and seen the SGBs in practice. Accordingly,

- This study will help to inform the SGBs of their exact role in the implementation of the language policy.
- The SGBs will be made aware of the need to use African/indigenous languages as the LOLT. This will help in the preservation of these languages and also perhaps improve the academic performance of the

learners as they will have a choice as to whether or not they wish to study in their own languages.

- The study will also provide a platform for future research in the area of language policy implementation.
- The study will try to bridge the existing knowledge gap in the implementation of the language policy by the SGBs.
- The study will contribute knowledge and research to the role of the SGBs and all other stakeholders on the implementation of the language policy

In conducting the study I aimed to gather data that provided information on the role of the SGBs in the implementation of the language policy, as I hoped to obtain explicit explanations in this regard. The data that I collected was then analysed in such a way that it was possible for me to obtain a clear understanding of the language activities in these schools in order to report to readers and interested parties. My findings and suggestions will hopefully encourage readers and other stakeholders in education to take note of the particular role that the SGBs play in implementing the language policy. Stakeholders in education will also be made aware of their legal obligation, as well as their accountability and commitment, to the schools they serve. In addition, it is hoped that learners in the secondary schools in the Brits District will be made aware of their rights with regard to language as an issue of cultural identity. As legal entities, the SGBs in the Brits District will also be made aware of the notion of the “learner’s best interest” as a legal application to all areas and not limited merely to school funds, corporal punishment and other social conduct issues.

3.4 INTRODUCTION

3.4.1 Qualitative inquiry

The study used the qualitative inquiry method in order to explore the role of the SGBs in implementing the language policy in the Brits District. Patton, Sherman and Webb (1988) describe qualitative inquiry as a method that shows direct concern for experience as it is lived, felt and undertaken. Maxwell (1998) lists the three categories of qualitative studies as follows:

- Understanding the meaning that the participants in a study ascribe to the events, situations and actions in which they are involved and the accounts they give of their lives and experiences
- Understanding the particular context within which the participants act and the influence of this context on their actions
- Understanding the processes in terms of which events and actions take place.

Cohen, Manion & Morrison (2000) maintain that qualitative research allows the researcher to observe the effect in a real context while at the same time recognising the context as a powerful determinant of both cause and effect. Stufflebeam and Sheffield (1985) further state that the evaluation of a programme that adopts the countenance model requires the researcher to reflect on what people do naturally through both observation and interpretation. Alkin & Cristie (in Stake n.d.) strongly advocate the use of case studies that produce a thick description of the programme under study. In order to understand the phenomenon from the perspective of the participants in a real context, this study used a case study in order to investigate the role of the SGBs in the implementation of the language policy in secondary schools in the Brits district. Cohen et al (2000) maintain that the phenomenon may be a school, a programme, or an individual. For the purposes of this study the case study comprised six secondary schools in the Brits District in the North West Province. There were two participants, namely, the principal and the SGB chairperson, from each school.

According to Adelman et al (1980), a case study is a study of an instance in action. Case studies are able to establish both cause and effect. In using a case study as a tool this study was able to study the participants as a whole and to investigate some of the language related activities as the situation unfolded, particularly with regard to the role of the SGBs.

In attempting to make sense of the world, researchers work from different beliefs about the nature of reality Bassey, (1999). The inquiry about the nature of reality is based on the epistemological, ontological and methodological dimensions. According to Creswell (2003), the ontological dimension focuses on the nature of reality or the nature of the phenomenon under study while the epistemological dimension looks at

the theory of knowledge and the methodological dimension specifies how the researcher will go about studying the nature of reality.

In view of the fact that the researcher was interested in the participants' subjective experiences about the role of the SGBs in the implementation of the language policy led the researcher to use an *interpretative paradigm* to analyse and discuss the data that had been collected. The table below clearly illustrates the three dimensions that were used in understanding the nature of reality or nature of the phenomenon studied.

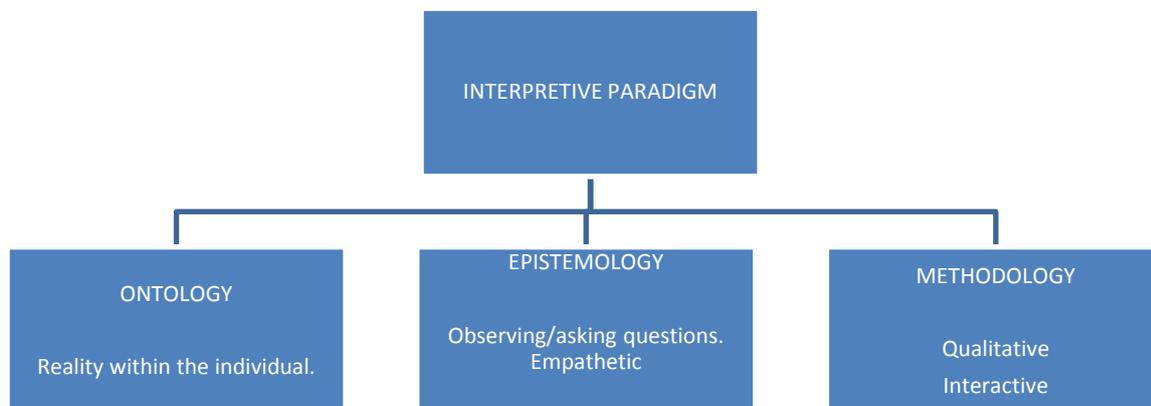


Figure 3.1: Sequence for research Cohen et al (2000:89)

The study used interviews, observation and a case study as tools to collect the requisite data on the role that the SGBs play when they implement the language policy in their schools.

According to Cohen et al (2000), an interpretive paradigm is characterised by a concern for the individual and involves efforts to “get inside” the individual in order to understand his/her experiences from within. Kittwood (1977) in Cohen et al (2000) identified the following characteristics of the interview:

- Pure information transfer and collection.
- The bias in the interview may be controlled.
- All the interviews differ from situation to situation.

As a result of the rich information required for the study, it was considered that this would be best gathered through interviews, observation and the analysis or reading of documents.

The use of interviews enabled the researcher to penetrate the internal reality of the subject. The researcher visited the schools and conducted interviews to collect data in order to acquire an understanding of the phenomenon under study. Thus, this study used the interview design (protocol questions). The interview goes further than merely the gathering of information. According to Cohen et al (2003:268), although in each situation the respective roles of the interviewer and interviewee may vary and the motives for taking part may differ, a common denominator is the transaction that takes place between the interviewer seeking information and the interviewee supplying the information. The researcher provided information on the role of SGBs where possible and sought as much information as possible on the role of SGBs in the implementation of the language policy.

Data was also collected through the use of observation. As a technique, observation allows the researcher to experience the event live. By being present at the site, namely, the school, and by sitting in the classroom during lessons and attending SGB meetings and staff meetings, the researcher was able to obtain first-hand information on what was actually happening with regard to language-related issues and the role played by the SGBs in the implementation of the language policy. The observation was highly structured as the researcher knew exactly what she was looking for Cohen et al (2003:305). As suggested by Cohen et al (2003:306), a pilot study was conducted to resolve any problems of overlap.

The use of a case study enabled the researcher to increase the participants' own understanding of the role that the SGBs played when they implement the language policy, thus helping them to improve their own practice Macmillan & Schumacher (2006). The data was collected in face-to-face interviews, thus enabling the researcher to interact with the participants in their own setting as the situation allowed. According to Cohen et al (2000), a case study focuses strongly on reality by looking at the social truths that may represent discrepancies between the viewpoints held by the participants. A single researcher may also conduct a case study. However, the case study is susceptible to bias, subjectivity and a lack of

generalisation. In order to ensure the reliability of the data collected the researcher used triangulation (use of multiple methods of data collection). The underlying assumption is that, because various methods complement each other, their respective shortcomings may be balanced out Mouton (1996).

3.5 DOCUMENT ANALYSIS

In an attempt to gather further information the following documents were requested from the schools that had been visited:

South African Schools Act, no. 84 of 1996

Language policy document of each school

Minutes of the SGB meetings

The respondents from the schools visited had all provided adequate responses to the questions posed during the interviews. On the other hand not all the schools were able to produce the language policy document that was supposed to be used as a reference to support the interviewees' responses. Three of the former Model C schools produced complete language policies, but one rural school only was able to provide a language policy. The respondents from the remaining two rural schools indicated that they did not have a language policy but that, instead, they used the National Policy as their reference.

Each of the schools visited had the Educators' Handbook Policy of which section 2 B-31 may be used as a reference for the norms and standards of language in public schools. The language policy document (taalbeleid) of the three former Model C schools were in Afrikaans as the LOLT at these schools is Afrikaans. Two of the language policy documents contained everything a policy should include. However, the signatures of the SGB chairpersons were lacking as were the signatures and stamp of officials from the Department of Education officials and, hence, the documents lacked authenticity. This, in turn, also indicates the lack of support from the Department which was mentioned by some of the respondents.

The language policy of one of the schools was included in the school's policy and read as follows:

“For communication on campus, the child may use any of the twelve/eleven official languages provided this shall not retard or perturb communications.

For instruction purposes English is the major language provided that the right to education shall not be violated by this provision. However, all examination papers and material shall be written in English and learners’ responses to questions shall be in English.

For correspondence with the outside world, including the learners, the school shall use English and Setswana, that is, all correspondence material shall be in one or both languages”.

With regard to the minutes of the SGBs meetings one school only could provide an agenda although the issue of language policy was not mentioned. As indicated earlier by some of the respondents this suggests that the medium of instruction is Afrikaans was Afrikaans even during meetings. The researcher had also observed this during her classroom visits.

3.6 STUDY PARTICIPANTS AND SAMPLING

The study used purposeful sampling. According to Creswell (2000), purposeful sampling allows the researcher to select the participants and the site best suited to learning about or understanding the central phenomenon. The researcher decided to conduct this study in certain secondary schools in the Brits District, as she had identified that the problem to be investigated existed at these schools. The SGB comprises the parent component, the teacher representative, learners, non-teaching staff and the principal as an ex officio member. The researcher interviewed two members of the SGBs from each of the six schools in the district.

The two members interviewed included the school principal and the chairperson of the SGB. These two members were interviewed because the principal is an ex officio member of the SGB and also the manager of the school and may be expected to be well informed about language-related issues and, in particular, about all the school policies including the language policy. The chairperson of the SGB organises and facilitates the meetings and other activities of his/her constituency on all matters affecting the constituency. In addition, these two individuals decide together with other members of the SGB on the language of learning and teaching (LOLT) to be

used at a particular school. Each interview lasted for approximately thirty minutes and was conducted after school hours. In order to comply with the ethical standards of research the participants were given assurances on confidentiality and privacy.

In terms of the case study the researcher requested documents such as the minutes of the SGB meetings and the language policy documents of the schools being studied(if they existed) in order to uncover hidden meanings in these documents or to interrogate them. These documents were obtained with the permission of the principal as he/she is the head of the institution. Nisbet & Watt in Cohen et al (2000:78) remark that the whole is more than the sum of its parts. Sturman (1999:103) further argues that a distinguishing feature of case studies is that human systems have a wholeness or integrity to them rather than being a loose connection of traits, thus necessitating in-depth investigation.

The researcher also used observation to collect the requisite data The LOLT, or medium of instruction as it is popularly called, was best observed in a classroom setting when a lesson was in progress. In addition, observation occurred among the learners themselves and the teacher as they interacted outside of the context of the lesson.

Patton (1990:208) in Cohen et al (2000:205) suggests that observational data should enable the researcher to enter into and understand the situation that is being described. Patton (1990:208) in Cohen et al (2000:205) states that “[t]he kind of information available to the researcher lies on a continuum from unstructured to structured responsive to pre-ordinate”. In order to obtain adequate data the researcher requested permission to observe at least one lesson per school. This was done in accordance with the school’s daily schedule or time table.

CHAPTER 4

DISCUSSION AND OBSERVATION

The discussion that follows explains what the SGB chairpersons and the principals of the selected schools who were interviewed had to say about their roles in the implementation of language policy in the schools that they served. The principal is an ex officio member of the SGB and represents the department of education at the school level, while the SGB chairperson represents the parent population in all matters that affect the learner population, including that of language policy implementation.

The questions asked involved a range of questions on their involvement in the implementation of language policy. The questions: also elicited the extent of their knowledge on legal matters that affected them with regard to the implementation of language policy. The SGBs who participated in the study were from both rural schools and former Model C schools. In as far as the language policy document is concerned, the SGB chairpersons and the principals of the former Model C schools indicated that they were aware that it was their responsibility to draw up and implement language policy. Thus, they literally participated in the implementation of the language policy by making sure that the physical document (language policy document) was in place and that their signatures were on the document.

The following sections present the data collected through interviews, observation and documentary analysis:

4.1 INTRODUCTION

The study used a qualitative methodology to collect the data required. The tools used included interviews, observation and documentary analysis. Six secondary schools from the Brits District were selected as a sample for the study. Three of the schools were former model C schools where the LOLT is Afrikaans and the other three were rural secondary schools where the LOLT is English. The principal and the SGB chairperson from each school were interviewed at their sites for a period of 30minutes each. The study sought to ascertain the role of the SGBs in the implementation of the language policy in the schools that they served.

Data was also collected by observing the participants at their sites during activities where language was involved. In addition, relevant documents on the language policy implementation were analysed. The profiles of the schools that participated in the study are clearly outlined below:

4.2 PROFILING OF THE SCHOOLS

4.2.1 Introduction

The study was conducted in six secondary schools in the Brits District in the North West Province. Three of the six schools were what used to be called Model C schools, while the other three were public schools in the rural villages of Brits that catered for black learners only.

School 1

Name and type: The first school is a very big school in terms of its learner population and building sand is on the outskirts of Brits. It caters primarily for children from the nearby farms. It was initially an agricultural boarding school although the curriculum has been extended to cater for mainstream learning. This school is a former Model C public school where the LOLT is Afrikaans

The learner and teacher population is approximately 1600. The school caters for Grades 6 to 12 and there are about 50 teachers. There is one male principal and two male deputy principals. All the educators are from an Afrikaans background. Both the principal and the deputies have been at the school for more than 15 years and have been promoted to their present position from previous positions they held in the school. The principal and the two deputies hold appropriate teaching qualifications and possess an adequate knowledge of educational issues. The current principal served as a deputy to his predecessor. The SGB chairperson is a well-informed, middle-aged Afrikaans man who has served the school for more than one term and shows a great interest in what he does. He is keen and proud to serve on the SGB.

The educators occupy a large room called the staffroom, while the heads of department of the various learning areas occupy small offices adjacent to the staffroom. There appeared to be more female staff members compared to male staff

members. When the siren rings the teachers disperse to their different lessons. The principal and the deputies are also part of the teaching staff.

The administration offices are big. A number of the administration personnel speak Afrikaans. The interviews were held in a large boardroom in the administrative block. Each interview lasted between 30 and 35 minutes. The non-teaching staff are responsible for maintaining the school building and its surrounding. The main gate is manned by security to ensure the safety of the learners. The security personnel at the gate and the non-teaching staff members are all blacks.

The study process

The researcher obtained a letter of consent from the District giving her permission to go interview two members of the SGB, namely, the principal and the SGB chairperson, from each of the six schools. Before the actual interview the researcher made an appointment by telephone with these people. The purpose of the interview was to ask them questions related to language policy implementation, as the aim of the study was to explore the role played by the SGBs in the implementation of the language policy. Approximately twenty open-ended questions were posed during the interviews. Each respondent was expected to the questions within 30 or 35 minutes.

For the purposes of the study the schools visited were arranged in order from school 1 to school 6. The interviews were audio taped. Interviews were conducted in the schools in settings ranging from the boardroom to an ordinary small room on the school premises.

School 1: Discussion

The interview at school 1 took place in the boardroom. The principal was the first person to be interviewed as he was already geared to answer the questions. The principal began by telling the researcher about the background of the school before he answered any questions. He emphasised the fact that the school was Afrikaans and that the medium of instruction at the school was Afrikaans. In addition, he explained that the school had originally been an agricultural school. He stated that the LOLT had always been Afrikaans and the school was intended to cater for the Afrikaans community.

The interviewee also indicated that the Afrikaans language was part of the school's culture and tradition and that it had been preserved from generation to generation. The government has entrusted the school with the power to decide on the language policy of the school they served. The principal was an Afrikaans speaking principal of the former model C school. The interviewee reiterated that the Afrikaans language had been used in the school from 1928 and, as a result, it would not be easy for them to change the language.

The SGB chairperson supported the principal by highlighting that language is a human rights issue which is clearly stipulated in the SASA and that the SGBs are the custodians of language in the schools. Their mandate is to deliver on language and, if they do not fulfil this mandate, they may be charged.

The interviewees at the former model C school went on to explain that their duties went beyond merely the selection of language for the school and that they further ensured that even the educators they hired were fluent in the Afrikaans language, except in cases in which there is a dire need for a specific educator.

The principal and the SGB chairperson stated that they received sufficient support from the Department of Education in as much that even their legal documents such as the language policy document and the annual survey were endorsed by departmental officials. Both the principal and the SGB chairperson explained that they not only decided on the language policy of the school but they also made sure that Afrikaans was used to facilitate lessons at all times. However, they were aware that the learners were required to know other official languages and, hence, a second language or first additional language (FAL), namely, English was also offered.

It was clear that there was a belief and understanding on the part of the SGB members in this schools that, when power was devolved to them in respect of language, the primary aim of this was to encourage broader participation by the members of the public which they represented. Critical theory advocates the need for individual freedom. The SGBs in this former model C school were well aware that it was incumbent on them to participate in the leadership of the school. They fulfilled this responsibility by deciding on and implementing the language policy as they were mandated to do by the Department of Education.

Observation

It was possible to observe a large open field as well as a variety of agricultural equipment and an assortment of machinery in the grounds of this very large and longstanding Afrikaans school. The environment was silent enough to assure one that learning and teaching were taking place. When the researcher arrived at the school almost all the learners had been in their classrooms while the few that could be seen outside appeared to there for a reason.

There was one educator with a group of learners near the entrance of the staffroom. When greeted the response from the educator was “More mense”, thus giving the impression that all those presented in the group were Afrikaans speakers. It was interesting to note that some of the learners were barefoot.

After the interview I requested permission to observe one language lesson. This was an English lesson for Grade 12 learners which, for them, was an FAL. The English poetry lesson was facilitated by an Afrikaans speaking educator. All the learners seemed to be enthusiastic and followed the lesson closely. This was also obvious in the feedback they gave at the end of the lesson.

After the lesson it was time for break. The researcher walked towards the staffroom with the educator who explained about her educational background and stated that she was an Afrikaner. All the learners encountered also spoke Afrikaans. The learners included about five black learners in the distance. The researcher went into to the staffroom and was requested by the school secretary to wait for the principal who later came back to give her the language policy document (*taalbeleid*). The researcher then left the site.

School 2

Name and type: The second school is also a very big school in terms of learner population and buildings. Although it was closer to the Brits city centre compared to school 1. The school caters mainly for the suburban areas of Brits and the curriculum was a combination of science, commerce and general stream. This is a former Model C public school where the LOLT is also Afrikaans.

The learner and teacher population is approximately 1 200. The school goes from Grade 6 to Grade 12 and there are about 42 teachers. There is a male principal and two male deputy principals. All the educators have an Afrikaans background. Both the principal and the deputies have been at the school for more than 10 years. They were promoted to their current positions from previous positions they had held at the school. The principal and the two deputies all hold appropriate teaching qualifications and possess sufficient knowledge of educational issues. The principal served as a deputy to his predecessor. The SGB chairperson is a well-informed, middle-aged Afrikaans man who has served the school for more than one term and shows great interest in what he does. He has an adequate knowledge of both the previous and current educational dispensations. He is also the SGB chairperson of the neighbouring primary school which is also Afrikaans medium. He is keen and proud to serve on the SGB.

The educators occupy a large room called the staffroom, while the heads of department for the different learning areas occupy small rooms adjacent to the staffroom. There appeared to be more female than male staff members. When the siren rings the teachers disperse to their various lessons. As in school 1, the principal and the deputies also form part of the teaching staff.

The administration offices are large. A number of the administration personnel speak Afrikaans. The interviews were held in a big boardroom in the administrative block. Each interview lasted between 30 and 35 minutes. The non-teaching staff maintain the school building and its surroundings. The main gate is manned by security to ensure the safety of the learners. The security at the gate as well as the non-teaching staff are all black.

School 2: Discussion

The principal and the SGB chairperson of this former model C school were well aware of their duties and responsibilities. They also mentioned that these duties and responsibilities included determining and implementing the language policy. The principal stressed that the school was an Afrikaans school and that lessons were facilitated in Afrikaans. The SGB chairperson added that they supported the implementation of the language policy by making sure that the human and material

resources were available in the Afrikaans language. This included teachers, books and centres such as a laboratory for teaching in Afrikaans.

The principal and the SGB chairperson stated categorically that they are well aware of the fact that the Constitution prohibited them from admitting learners on the basis of language. The principal of the school clearly stated that language has an impact on the academic performance of the learners. Almost 99% of the learners in the school were Afrikaans speakers while the LOLT was Afrikaans. The learners all performed well above average academically. According to critical race theory there must be a relationship between the school and the society. The society/community in which the school was situated was an Afrikaans community and the LOLT in the school was Afrikaans. It may, thus, be said that there is a relationship between the society/community and this school.

There were some learners from the black community whose mother tongue was not Afrikaans and also some Indians whose mother tongue was not Afrikaans. However, because they are protected by the Constitution these learners had been admitted to the school and were being taught through the Afrikaans medium, regardless of their home language. The chairperson and the principal indicated that this had happened in order to ensure compliance with the Constitution. Although these learners suffered academically it is for their parents to decide whether to send them to the school and they had been admitted so as to avoid a confrontation with the Department of Education.

It would appear that the situation described above is in contradiction with the notion of the “learners’ best interests” when language policy is implemented. The black, Indian and coloured learners admitted to this school are, however, afforded an opportunity to use their home language outside of the classroom when they revert to their home language which may either be English or Setswana. In an effort to accommodate the learners whose home language is not Afrikaans, the principal and the SGB chairperson have made provision for extra classes.

The school principal and other SGB members determine the language policy of the school and it is the duty of the Department of Education to approve it. However, if the Department does not approve it, the school may implement an unapproved language policy. The learners who experience problems with the LOLT are offered remedial

classes. The SGB members are not present at the school on a daily basis and thus they deal with the language on paper but they do not deal with the reality of what is happening at the school.

The principal is of the opinion that a Setswana community should have a Setswana school while the English community should have an English school. The principal stated that the Department had handed the school the policy and it was incumbent on the school to follow the policy to the letter and to implement it. The principal believe that the language of the community in which the school is situated plays a very important role in the implementation of the language policy. The principal also expressed a concern about the unequal distribution of resources.

Observation

The school is closer to the Brits city centre compared to school 1 and is a large and modern structure. The researcher was given a good reception by the male deputy principal who shared the office with the principal. The researcher waited for the arrival of the SGB chairperson. The front of the administration building was very attractive with lots of trees and decorated spaces. A number of educators were performing what appeared to art and culture learning activities with learners outside of the classroom.

At the far end of the school yard is the sports field which is surrounded by various sporting equipment. Learners on the sports field appeared to be involved in athletics. The various offices in the administration block were labelled in Afrikaans, for example, “Hoofkantoor” was on the doors of some offices.

The researcher observed a language lesson for Grade 10. It was a Setswana lesson facilitated by a Setswana educator to Afrikaans learners. There was only one black learner in the class. The educator taught the learners the days of the week. The educator appeared to be conversant in Afrikaans as she was able to translate from Setswana to Afrikaans and vice versa. When introducing Setswana words, she did so carefully and steadily. The words were repeated a number of times while spelling and pronunciation were dealt with carefully. The learners seemed to be passionate about learning Setswana.

At the end of the lesson the teacher told the researcher a little about her background. The researcher then went to the staffroom to thank the principal and the personnel who wished me well with my studies.

School 3

Name and type: The third school is also a very big school in terms of learner population and buildings. This school is situated close to the Brits city centre and caters for several of the villages around Brits and also beyond the outskirts of Brits. The curriculum is a combination of science, commerce and general stream. This school is a former Model C public school where the LOLT is English. During the apartheid era when schools were racially desegregated this school catered for Indian learners only. The school shares the campus with its feeder primary school.

The learner and teacher population is approximately 1 200. The school goes from Grade 6 to Grade 12. There are about 48 educators who are predominantly black. There is a female principal who is from an Afrikaans background and one black female deputy principal. All the educators are black and their home language is Setswana. The principal has been at the school for more than 10 years. The principal and deputy principal attained their present position by being promoted from their previous positions in other schools. They hold appropriate teaching qualifications and they possess an adequate knowledge of educational issues. The principal was previously a deputy at another school. The SGB chairperson is a well-informed, middle-aged, black Setswana-speaking man who has served the school for more than one term and shows great interest in what he does. He has an adequate knowledge of both the previous and current educational dispensations. He is keen and proud to serve on the SGB.

The educators occupy two large rooms called the staffrooms, while the heads of department for the different learning areas occupy small rooms adjacent to the staffroom. There appeared to be more female staff members than to male staff members. When the siren sounded the teachers dispersed to their various lessons. The principal oversees and manages both the high school and the primary school sections although she did not seem to find this easy. She lamented the lack of

support from the Department of Education on all matters concerning the running of the school.

The administration offices are large. A number of the administration personnel speak Setswana. The interview with the principal was held in her office while the interview with the SGB chairperson was held in a little room adjacent to one of the classrooms where the learners were making a lot of noise and had to be reprimanded from time to time. Accordingly, this interview lasted for 45 minutes instead of 30 or 35 minutes. There are also the non-teaching staff members who maintain the school building and its surrounding.

School 3: Discussion

The principal's secretary ushered the researcher into the principal's office where the interview was held. In response to a question on the devolution of power she mentioned that the aim of this was to enhance a broader participation by the community and that it also involved the determination and implementation of the language policy. She mentioned the fact that, as a statutory body, it was incumbent on the SGB to implement the language policy and ensure that the policy is adhered to. This school was previously an Indian school where the medium of instruction was English. The school had, thus, been under the House of Delegates under the previous government. Currently, the learners are all black and from a Setswana speaking background whereas the educators include blacks, Afrikaners, coloureds and Indians. Critical theory seeks to explore who decides the medium of instruction preferred. In this school, despite the fact that the majority of the learners and educators are from a Setswana background the school is not situated close to the homes of the learners and educators and thus they are forced to commute to and from the school on a daily basis. In addition, the other learners and educators also need to be catered for in terms of the LOLT.

The principal mentioned that the learners in the school find it difficult to cope with the language of instruction as they find themselves in two worlds— the world of their home language or mother tongue and English as the medium of instruction. According to the principal, when the current SGB took over, the school had continued to be an English medium school. The principal emphasised the fact that

there are a number of factors that need to be considered when the LOLT is decided upon, including the location of the school, the available resources and the language spoken by the community. The principal lamented that almost all the learners in her school were from a Setswana-speaking background and that they had to be taught through the medium of English.

According to her observation this results in these learners feeling inferior when they go to university. The chairperson of the SGB was of the opinion that parents need to be educated to enable them understand issues of policy, including language policy. They are both aware that it was permissible to administer a language test to a learner prior to admission. Both the principal and the SGB chairperson were adamant that the parents wanted their children to be taught in English, despite the fact that it was not their mother tongue. However, this impacted severely on the academic performance of the learners and, thus, in an effort to improve this poor performance, the school had to employ intervention measures or strategies.

The principal described the situation in other schools which had opted for dual medium in order to try to accommodate the majority of the learners. She cited the example of schools such as Harties. However, she regarded this as a political move and not an educational solution. The SGB chairperson indicated that, even at workshops, English is used although, in some instances, not all SGB members are able to understand and grasp the aim of the workshops. Outside of the classroom the learners from this school mainly use their home language, namely, Setswana. The principal mentioned that in certain aspects of teaching, such as poetry, the educators tended to use mainly Setswana as it is the learners' home language. However, poetry deals with emotions and this may better be explained and expressed through the learners' home language. The principal was of the opinion that schools in the same area did not all handle the language policy implementation in the same way.

There is also the belief that when more than one language is used in the same school, for example English and Afrikaans as the LOLT, discipline becomes a problem as English speaking learners pay attention only when English is spoken and the same applies to the Afrikaans speaking learners. In terms of critical theory both

the Afrikaans and English speaking learners are individuals or groups in society and they need to be freed in their language usage.

Observation

At the gate the learners greeted the researcher in Setswana. On the other hand, the principal greeted the researcher in English in the parking lot when she alighted from her car. The staff members at the entrance/reception also used Setswana although one of the women at reception used English. The receptionist could speak English and was able to prepare an agenda for the meeting. The researcher observed that learners who were in a small group with an educator communicated in English.

The principal complained about the lack of support from the Department of Education, particularly on matters related to policies. She mentioned that she has been waiting for two years for the policies which she had submitted for approval to be returned. The school appeared to be lacking in terms of educators as there are classes without educators while the level of noise in the school suggested a problem.

The SGB chairperson stated that the school was experiencing problems with regard to the learner–teacher ratio. At the time of the interviews they had been promised teachers from other schools through redeployment. However, redeployment is a process and not an event. The principal appeared exhausted as she had been involved in a series of meetings. The majority of her remarks on the implementation of language policy indicated that she is not pleased with the fact that English was being used as a medium of instruction, especially in lower grades.

She stated that she advocated the use of the home language or mother tongue as a medium of instruction. While the researcher was waiting for the language policy document she saw parents straggling into the administrative offices either to collect the learners' reports or to follow up some unresolved administrative issues.

School 4

Name and type: This fourth school is an average size school in terms of learner population. It is situated on the outskirts of Jericho village in the Brits District in the North West Province. This school was initially a mathematics and science school, although the curriculum has been extended to cater for the mainstream. Two

secondary schools were amalgamated to form one school. The two schools were one school had a compound name which indicated its origin and background. This school is a rural, public secondary school where the LOLT is English.

The learner and teacher population is approximately 800. The school goes from Grade 1 to Grade 12. There are about 50 teachers. The learners and educators are from a rural background and their home language is Setswana. The school is headed by a black, middle-aged, female principal who has been at the school for less than 10 years. There is one male deputy principal. Both appear to possess an average knowledge of and experience with educational issues. The SGB chairperson is a middle-aged female with very little experience in and knowledge of educational issues. Her ability to read and write was not good and she found it difficult to answer questions in English despite the fact that English is the LOLT at the school. She answered some the questions in Setswana –her home language.

The administration offices comprised one block of classrooms which houses the principal and her deputy. The staffroom is a large classroom which is shared by all members of the staff except for the heads of department who occupy small offices scattered throughout the school buildings. The administrative staff comprise mainly women whose mother tongue is Setswana. The main gate is manned by an elderly man who works in the garden when he is not busy at the gate. The interview lasted for a relatively long time as much probing required.

The school principal welcomed the researcher in the parking lot and greeted her in English. She said she has been busy all morning with administrative matters regarding some additional teachers. The school included both a high school and a primary school. Approximately 99% of the learners are black, Setswana-speaking learners. The primary section and high school share the same administration. It appeared that the primary school learners were out for a break while the high school learners were continuing with lessons.

School 4: Discussion

The SGB chairperson related that the SGB members are there to represent the parents on policy implementation and have taken the LOLT over from the previous school board/school committee which did not decide on the language policy at that

time. She indicated that the feeder primary school uses Setswana as the LOLT up to Grade 3 and thereafter English is introduced as the LOLT. The Department of Education has prescribed this route for schools in terms of language policy. However, **critical theorists** may question who decides the preferred medium of instruction.

The principal mentioned that they have observed the impact of this language usage on learner performance. The chairperson indicated that no whites attend the workshops held and that Setswana is used to facilitate these workshops. Neither the principal nor the SGB chairperson knew who had decided on the LOLT in the school but they are of the opinion that the language had been decided for them by the Department of Education.

Staff members in this school are employed by the SGB and, thus, it would appear that the SGB's chief concern is educator qualifications rather than the language used in the school.

Observation

The school comprised approximately 800 learners, all of whom speak Setswana. The educators in the school all speak Setswana although the LOLT is English. The school has an average pass rate although sometimes the results drop drastically. The village from which the learners come is a rural community in which more than half of the inhabitants are illiterate. There are a few college graduates, mainly teachers, whose children do not attend the local school. Although they speak Setswana even the pre-schoolers appeared to know a little English. This is evident from the learners who come from these feeder schools. Some of the parents had attended the local schools and had managed to pass matric and go on to tertiary education.

When the researcher entered the school, the administrator greeted her in a friendly way in Setswana, as did the educators who passed her in the reception area. The learners who entered the administration block spoke in Setswana. Clearly, outside of the classrooms they communicated in their home language, namely, Setswana and this may be the reason for the drop in the school's pass rate as a result of the language barrier in the content subjects.

During the interview, the SGB chairperson emphasised how little the Department was doing to train the SGB on school policies, especially the language policy which is the most vital. The LOLT (English) is extremely important, especially when learners are not able to interpret the questions asked. This SGB chairperson, a middle-aged woman, struggled to answer the interview questions as she spoke mainly Setswana and, thus, interviewing her took longer than anticipated as some translation was needed from time to time. The SGB chairperson appeared to believe that the issues of language policy were a matter that concerned the principal as an ex officio member of the SGB.

The principal had not been in the school long and she appeared to know very little about who decided on the LOLT. She mentioned that English had always been used in the school and that this had been decided for the school by the Department of Education. Despite the fact that she was reasonably informed on some issues she appeared uncertain about other things. In addition, it appeared that she did not have the support of the other SGB members as both she and the chairperson had highlighted this. There is inequality in the provision of support by the Department of Education despite the fact that South Africa is a democratic country. This is also an important aspect of critical race theory.

The researcher gained the impression that the SGB was eager to assist the school in improving its results of the school. However, the SGB was clearly hampered by a lack of knowledge and support from the Department of Education. There is still much that the SGB could do as, if they changed the school language policy, this would enable learners to communicate in the LOLT and to understand the language better. This, in turn, would then help them to answer examination questions correctly. In so doing society would transformed and inequality eradicated.

School 5

Name and type: School 5 is a very large school in terms of learner population and buildings. It is situated on the outskirts of Kgabalatsane village in the Brits District in the North West Province. This new secondary school was built post 1994 to cater for the Setswana speaking community of Kgabalatsane and the neighbouring villages. The curriculum caters for the mainstream. This is purely a rural, public secondary school where the LOLT is English. The language of the community is Setswana.

The learner and teacher population is approximately 1 200. The school goes from Grade 6 to Grade 12. There are about 50 teachers. The learners and educators are from a rural background and their home language is Setswana. The school is headed by a black, middle-aged, male principal who has been at the school for more than 10 years. There is one male deputy principal. Both appear to possess average knowledge and experience of educational issues. The SGB chairperson is a middle-aged female, also with average experience and knowledge of educational issues. She was extremely articulate about educational issues as she comes from a teaching background. There appeared to be more female staff members than male staff members.

The administration offices are formed by one block of classrooms which houses the principal and her deputy. The staffroom is one large classroom which is shared by all members of the staff except for the heads of department who occupy small offices scattered throughout the school buildings. The administrative staff comprise mainly women whose mother tongue is Setswana. The main gate is manned by an elderly man who works in the garden when he is not busy at the gate. The interview lasted for ± 45 minutes.

School 5: Discussion

In this rural school which is a modern structure the principal and the SGB chairperson both stated that the LOLT, which is English, had been in place when they arrived at the school and that it was the language that is used as a medium of instruction by most South African schools. The principal indicated that all the SGB members were of the fact that SASA prohibits the administration of language tests on the admission of learners.

It was apparent that the learners were not comfortable with English as the LOLT as from time to time they were heard reverting to their home language, namely, Setswana. This was not only the case with the learners but also with the educators as, when holding meetings, they explained certain concepts in Setswana for the purpose of clarity despite the fact that English is the LOLT.

In the school English is also offered as an FAL and more learning and teaching time is allocated to it. The SGB chairperson mentioned that the SGB formulated policies

including the language policy as this is part of their mandate from the Department of Education. However, as the school does not have a language policy document, the SGB uses the guideline from the Department of Education.

In order to support the language policy implementation, the SGB chairperson stated that the SGB buy relevant books for the school and that they provide other necessary resources. With regard to the factors that they took into account when implementing the language policy, both the principal and the SGB chairperson appeared to be aware that they should consider the community, the available resources and the learners' home language. Nevertheless, this was not applicable as the LOLT had already been predetermined for the school.

The principal hinted that other schools used language as a form of gate keeping and, as a result, their school had high numbers of learners. In this regard, critical theory questions whether language may be used as a tool of oppression in schools. The SGB chairperson cited a lack of motivation on the part of other SGB members, often resulting from the distance they had to travel to the school and an inability to read and write (illiteracy). These factors resulted in a general lack of interest in school-related issues.

Observation

The LOLT at the school is English although all the learners are non-English speaking as their home language is Setswana. The learners speak Setswana outside the classroom while the teachers speak Setswana with the learners and among themselves. The interview started in Setswana in terms of the introduction and welcome. However, the actual questions were asked and answered in English. During lessons the teachers and learners speak Setswana while, for other subjects such as Life Science, the teacher appears to use 80% English and about 20% of a mix between English and Setswana for extra clarity should the learners request it. Code switching is experienced from time to time.

During the English lesson, a non-English speaking teacher taught the non-English speaking learners English. The teacher is from an Afrikaans background. There was evidence during the lesson of thorough preparation as material resources were

made available to the learners. The learners actively participated in the lesson and seemed to enjoy it.

Although the learners' home language is Setswana, the LOLT, which had been inherited, is English. The SGB member interviewed was able to provide only limited information on the language policy. The educators demonstrated considerable confidence in their colleague who offers English – the LOLT. English is also offered as the FAL. Generally, there appeared to be significant interest in learning and teaching on the part of both the educators and the learners. The stakeholders in the school appeared to be optimistic about the academic future of the school. According to critical theory, such power may be produced and reproduced through education.

School 6

Name and type: School 6 is an average school in terms of learner population and buildings. It is situated on the outskirts of the Brits District in the North West Province. It is a new secondary school which was built post 1994 to cater for the broader community of Brits and the neighbouring villages. The curriculum caters for the mainstream. This school is a Christian public secondary school where the LOLT is English. The language of the community is Setswana. The learners use various methods of transport to commute to and from the school.

The learner and teacher population is approximately 600. The school goes from Grade 1 to Grade 12. There are about 25 teachers. The learners are from a rural background and their home language is Setswana, while the educators are primarily from English-speaking backgrounds. The school is headed by a white, middle-aged, female principal who has been at the school for more than 10 years. There is one male deputy principal. Both appear to possess average knowledge and experience of educational issues. The SGB chairperson is a middle-aged female with average experience and knowledge of educational issues. She was extremely articulate about educational issues as she comes from a teaching background. There appeared to be more female staff members than male staff members. In the main, the learning and teaching is supported by Christian principles and beliefs.

The administration offices are formed by one block of classrooms which houses the principal and her deputy. The staffroom is one large classroom which shared by all members of the staff except for the heads of department who occupy small offices

scattered throughout the school buildings. The administrative staff are mainly women whose mother tongue is English. The main gate is manned by an elderly man who takes turns with another man. There are other non-teaching staff who assist with the administration and maintenance of the school. They are mainly Setswana speakers.

School 6: Discussion

The SGB chairperson appeared to understand that the SGBs had been introduced to improve the management of the school. The majority of the SGB members attached importance to the correct use of resources, both material and human. In certain instances, the chairperson highlighted issues involved in the drawing up and implementation of policies as guided by the Constitution. It provides evidence that these individuals understand the language policy phenomenon and are seeking to change it. In addition, they also appeared to believe that the disempowered need to be freed and inequality redressed according to critical theory.

The chairperson was of the opinion that that there should be a link between activities that happens at the school and those that happen outside the school. It was clear that the SGB was seen to represent the broader parent population on all matters of governance, including the matter of policies in general.

The SGB chairperson did not know very much about the origin of the SGBs because she had joined the body when it was already in existence. However, some of the SGB members traced the origin of the SGB back to the “school committee” (Skoolraad). The SGB members came from various walks of life and some even provided information from the institutions they had served previously, for example a private school where the SGB had taken over from the pastor and the church.

According to the SGB members, they are not receiving sufficient support from the Department of Education on issues related to language policy implementation. The school had inherited the LOLT of English from the previous government. However, the LOLT is also determined or influenced by neighbouring communities and the availability of human and material resources.

The LOLT under the previous dispensation had been determined for the people and not by the people, for example English and Afrikaans were used as the medium of

instruction even in schools where the learners' mother tongue was neither English nor Afrikaans.

Critical race theory states that it is essential that the individual's freedom is promoted. Both the principal and the SGB chairperson believe that, when used as the LOLT, the home language helps learners to achieve better academically than may otherwise have been the case.

The SGB chairperson is school 6 indicated says she was not conversant with the language policy and that the majority of the workshops held are conducted mainly in English, especially those conducted by departmental officials.

Observation

The language at school assemblies is primarily English with minimal Afrikaans. Teachers make announcements in English which is the LOLT and the learners appeared to display a positive response, for example exciting announcement is followed by excitement on the part of the learners while reprimands are met with silence and remorse. The announcements in Afrikaans showed that not all the learners were conversant with the language, for example when the learners were informed in Afrikaans about the visit by Home Affairs during which they would be assisted with their ID applications some learners were heard whispering to others for help in understanding the announcement. However, when the educator in charge realised what was happening they switched over to the LOLT, namely, English. This reveals an element of code switching to accommodate all the learners.

On their way from the assembly to their respective classrooms, the learners communicated with each other in different languages, for example Setswana, English, Xhosa and Zulu, although in such a manner that the teachers did not hear them. In the classroom during lessons the teachers use mainly English in all the subjects, excluding the Afrikaans lessons. The learners appear to participate eagerly in the lessons and seem interested.

At lunch time educators use English in the staffroom although, in the corridors, a few of the Afrikaans-speaking teachers communicate in Afrikaans. During lunch breaks the learners continue to use their home languages as they did on the way from assembly to their classes. On the sports field English is used primarily for all

communication while the other home languages are also used, for example Setswana. The administrative personnel may be heard switching from one language to the other, depending on the person to whom they are speaking.

4.3 DOCUMENTARY ANALYSIS

In an attempt to gather further information the following documents were requested from the schools which were visited:

- South African Schools Act, no. 84 of 1996
- Language policy document of each school
- Minutes of SGB meetings

The respondents from the schools visited all provided adequate responses in the interviews. However, with regard to the language policy document that is supposed to be used as a reference in order to support the responses of the interviewee, not all the schools were able to provide such a document. Three of the former model C schools had language policy documents, while only one of the rural schools was able to produce a language policy document. The respondents from the two remaining schools indicated that they did not have the language policy but that, instead, they used the national policy on education as a reference. In order to garner information regarding the matter the schools' policy documents were also consulted.

All the schools were in possession of the Educators' Handbook Policy. Section 2 B-31 of this handbook is used as reference for the norms and standards for language in public schools. The language policy document (*taalbeleid*) for the three former Model C schools was in Afrikaans as the LOLT in these schools is Afrikaans. Two of the language policy documents contained all the aspects that a policy should include, although the documents lacked authenticity as the signatures of the SGB chairpersons and the Department of Education officials were missing. This may suggest that there is indeed little support from the Department as was indicated by some of the respondents.

A portion of the school's language policy was contained in one of the school's policy. It read as follows:

- For communication on campus, the child may use any of the twelve/eleven official languages which should not retard or perturb communications.
- For instruction purposes English is the major language provided that the right to education shall not be violated by this provision. However, all examination papers and material shall be written in English and learners' responses to questions shall be in English.
- For correspondence with the outside world, including the learners, the school shall use English and Setswana. That is all the correspondent material shall be in one or both languages (bilingualism).

With regard to the minutes of the SGBs meetings one school only was able to provide the agenda although there was no special mention on the language policy this, in turn, may suggest that, as indicated earlier by some of respondents, where the medium of instruction is Afrikaans this language is retained even during the meetings. This was also observed during the researcher's classroom visit.

4.4 KEY POINTS FROM THE STUDY

4.4.1 Language of teaching and learning

In the former Model C schools in this study, **Afrikaans has always been the medium of instruction** or LOLT whereas, in the rural schools, English has always been the medium of instructions or the LOLT. This emerged from the responses from the SGB respondents from the former Model C schools and those from the rural schools. Most of the SGBs of the former Model C schools indicated that they were aware that they are supposed to play a role in the implementation of the language policy. This was confirmed by some of their responses regarding the backgrounds of the schools in which they served. In three of the schools the SGB members interviewed confirmed that Afrikaans was the language of the communities in which the schools were situated and it was one of their duties to ensure that this language was preserved as part of their culture and tradition and passed down from generation to generation. In support of this belief they stated the following, as one SGB chairperson emphasised:

The language of this community is Afrikaans, now we are talking Afrikaans. If it is ok, you can talk in Afrikaans "ons praat! Nou gaan ons praat". Let's talk

about Afrikaans – how it was introduced as the language of teaching and learning (LOLT) in the school, let us make comments on that: Err! That was 1928 – it is not something that we decided, we found it here. Now you are an SGB members you find yourself being invested with powers to decide on language policy and, if you just take away what has been there for so many years, do you think you are playing your role as SGB members?”

On the same point, another SGB chairperson illustrated how Afrikaans, as a medium of instruction and language of the community, is a human rights issue by saying: *“It is stated in SASA 84 of 1996 that, when the Department of Education does not deliver on any mandate stipulated for them, they can be charged. This is to make sure that the Human Right issue is not overruled and it also affects the language that the school uses.”*

In order to improve the implementation of the language policy by the former Model C school SGBs, the chairpersons confirmed that they are even involved in the selection of the LOLT. They ensure that, even in the hiring of educators, it is their duty and responsibility to consider the issue of language, stating that: *“When we hire an educator for language we consider his/her qualifications, especially in language, we may even involve the expertise of some professionals like language advisors and language specialist during the interviews.”*

On the same issue of the hiring of educators it emerged that the SGBs in the rural schools also participate in this activity and legal exercise although their stories were different to those of the SGB members from the former Model C schools. One rural school principal commented:

We are also experiencing the power of the Department. When they recommend a candidate they do this against the backdrop of the language used in a particular school, but they are also limited by the availability of these teachers and the Constitution, redeployment and absorption. I am going to be given an Afrikaans teacher for the primary school and it is through redeployment, but I need an Afrikaans teacher for high school section.

The rural schools SGB respondents indicated that the LOLT at their schools is English although the educators and the learners are Setswana speakers. On the

other hand, according to the former Model C schools SGB respondents, the learners and the educators are Afrikaans speakers while the LOLT is also Afrikaans. Thus, the rural schools SGBs saw a disparity between the two types of school in terms of the LOLT. In trying to account for this disparity one of rural school principals had this to say:

For instance, a Setswana community must have a Setswana school, an English community must have an English school, for Afrikaans there are teachers for Afrikaans and for English but for other languages like Setswana there are no teachers. There has never been a college of education or university training teachers in Setswana. It's a long term thing to introduce that.

As a result of the situation in which the rural schools find themselves, they are forced to use what is available to them in terms of educators and teaching material although sometimes at the expense of the language policy implementation. The former Model C School SGBs also use what is available to them in terms of educators and teaching and learning material although they also exercise their rights in the implementation of the language policy as they are not limited by these resources.

The former Model C school principals believe that they are given an opportunity to determine the LOLT legally and on an ongoing basis. In support of this one principal retorted that

Ja, the medium of instruction is Afrikaans. Why I am saying so is because, on the annual survey forms, there is a specific question that says "Which language of instruction do you prefer ... what is your home language?" Then I say, in my case, 99% of all the learners in my school would prefer Afrikaans.

On the other hand, one rural school principal had this to say about the LOLT:

Originally this was an Indian school and the Indians speak English so this school was founded under the House of Delegates as an English medium school. So the SGB found the school as an English medium and they didn't change the medium of instruction, they changed other things in the policy ... something in the policy but not on the medium of instruction. However, the

Indian schools were not classified as former model C school even if the language of learning teaching (LOLT) as English.

The SGB members all confirmed that under the previous government, the medium of instruction had been English and when the new government had taken over, the LOLT had never been changed. The school had continued to use English as a medium of instruction despite the fact that the learner population and the educator population were now mainly Setswana speakers.

An SGB member from another rural school where the LOLT is English, she emphasised the fact that, as current SGB members, they had found the LOLT to be English when they arrived. This sentiment is emphasised several times.

With regard to the former Model C schools where Afrikaans is a medium of instruction the SGB members were quick to respond and explain their role in language policy implementation as a responsibility and a duty that they owned up to. One respondent had the following to say;

As SGB members we determine and implement the LOLT – that is the main objective of the SGB. By determining and implementing the language policy, we come up with suggestions that this is an Afrikaans school, and the medium of instruction is Afrikaans. Thus, we end up there after determining the language.

The respondent indicated that the SGB members of the former Model C schools decide for the school the language which is to be used as the LOLT. Because the SGB members also have to determine the LOLT it means not only deciding on the language but also ensuring that the language which has been decided on is used in the facilitation of lessons.

There appears to be a contradiction and some doubts about the implementation of the language policy on the part of certain SGB members for the rural schools. Some of them indicated that they did not know who decides on and implements the language policy of the school they were serving. The same sentiments were echoed repeatedly by the chairpersons from the other rural schools. *When the SGBs were introduced they had to deal with the issues of finance, discipline and cleanliness”.*

It is clear from the responses above that the respondents did not mention language policy implementation as one of the duties with which they are tasked. Instead they mentioned their other duties and responsibilities as outlined in SASA. When asked further about their duties and responsibilities the SGB members of the rural schools appeared to be clear on duties such as the handling of finances, maintenance of school buildings and hiring of educators but not on the implementation of the language policy.

Their repeating some of their duties, as outlined in SASA, and not mentioning language policy implementation gives the impression that although these SGB members know and are aware of their duties and responsibilities, they are unaware of the implementation of the language policy as one of their duties and responsibilities.

Over and over again some of the SGB members from the rural schools echoed the above sentiment on their roles and responsibilities regarding language policy implementation. For example, one stated;

Mm, our section 21 money is not enough for textbooks. The money is misdirected in some instances. I am waiting for 2 years for approval of the financial policy, code of conduct and the religious policy.

Although the respondents appear to know about their duties and responsibilities, for this rural principal it appears that the implementation of language policy is relegated to the principal as an ex officio member of the SGB.

4.4.2 Language as gate keeping

The SGBs of both the former Model C Schools and the rural schools **do not take language into account when they admit learners** as they know that this is against the Constitution.

In all instances, the rural and former Model C schools SGBs appeared to understand that certain issues need to be considered when the language policy is implemented by the SGBs but they do not necessarily the way this is stipulated in the Constitution. All the SGB members interviewed agreed that they do not consider language when they admit the learners to their schools as they know that this would be in

contradiction of the Constitution. Many of the SGB members expressed their disregard of language when they admitted learners as follows:

No, never, never, ever, the schools are not allowed to discriminate on language.

The principals and the SGB chairpersons of almost all the schools reiterated their disregard for language when admitting the learners by stating the following:

They struggle in the classroom. However, the parents know they cannot speak these languages and they just force them to attend these schools. The SGBs cannot advise them as they are prohibited by the constitution.

The SGBs pointed out strongly that, in as far as the admission of learners on the basis of language is concerned, their hands are tied. They had the following to say:

Many of us know that the Constitution advocates a uniform education system and prohibits language tests when learners are admitted. This is stated in the admission policy.

We have a lot of black students, coloureds and Indian people who want their children to sit for 8 hours a day being instructed in Afrikaans and yet they cannot understand a word. I think it is totally a waste of time for us where the home language is neither English nor Afrikaans.

However, despite the SGB members' experiences concerning language policy implementation, there is little that they can do other than to conform to the Constitution on matters of language policy implementation. In trying to deal with the circumstances confronting them some of the SGB members indicated that they sometimes used the following the mechanism to try to remedy the situation:

For sure this is not happening. Tests are done in Technology, Maths, language and science, but after admission. The aim is to identify those who need extra tuition or remedial lessons to catch up with the programmes for learners if they do not meet the standard of the application form.

The SGB members in these schools mentioned that the additional work is caused mainly by learners who require extra support as they are behind as a result of the

LOLT impacting on their academic performance. In trying to fill the gap one stated that:

We provide support through extra classes so that they perform better in some subjects – we had a 30% improvement because of the extra classes.

Other members of the rural school SGBs continued to lament that they need to clearly understand their powers in terms of the LOLT at the school level. One expressed this concern as follows:

We are given power but we still do not understand some of the policies like the language policy. We provide extra lessons as intervention strategies. The SGBs are not at school daily. They deal with language on paper only. Sometimes when we are in meetings, they facilitate the meeting in Setswana and exclude people who speak other languages like us Afrikaans speakers.

Most of these SGB members demonstrated that they know their legal position with regard to language policy as they made a number of assertions to this effect during the interviews. Other than the advice given to the parents one stated:

We do not discriminate against any language in our school – that is a bit of a problem but we do strictly adhere to the Constitution.

This implies that the learners are admitted to the schools to which their parents take them irrespective of whether the medium of instruction is English or Afrikaans. Explaining this further a principal from a former Model C School said:

This year our SGB opened up. We, in our part, we don't conduct examinations or any tests. We don't do that but, what we look into is, if a child comes to high school in grade 10 and the child hasn't done any of the two languages of the school, we, in the past, used to discourage the parents because their children are not coping. This year it has to be changed – they want us to take children of any language background into the school, it is stated in the admission policy and now we ask the people if we have one learner or maybe more than one who comes from a Zulu background if she did Zulu in Soweto and we are offering English and Afrikaans. She has no clue about that, she is in grade 10, how is the child going to cope because we do not offer Zulu?

One principal vehemently uttered the above statement. The comment clearly shows that the SGBs in the former Model C Schools admit learners from all backgrounds even if they know their stance on the implementation on the language policy.

In view of the fact that they are aware that they must adhere to the Constitution, the SGBs in the former Model C Schools have developed their own ways of dealing with the challenge. They admit learners even if the LOLT is Afrikaans but they advise the parents on the learner's language of choice so that their doors remain open to learners whose mother tongue is not Afrikaans. This appears to be a subtle way of dealing with the problem. One former Model C SGB chairperson had had to advise a parent who insisted that her child be admitted to the school where the language of instruction was Afrikaans. These were her words of advice:

Last year we had a boy who was 21 years old and he had beautiful Afrikaans that he spoke. He was really fluent in Afrikaans but, when he had to come to Afrikaans first language and had to do poetry, he couldn't do it, so he spent three years in Grade 10. Then I contacted the parents and said 'Listen, this learner wants to farm so he can go and farm, why do we want to have him in the school?' He went out and he came back and he said 'Thank you, sir, dankie meneer, dit is baie lekker, ek gaan werk met oom by die plaas.'

4.4.3 Common factors concerning language policy implementation

The principals of the former Model C schools and the rural schools, as well as some of the SGB chairpersons, agreed on common factors that had to be considered when implementing the language policy. Their attitude on the issue was as follows:

Their common views on factors that had to be considered when language policy is implemented were not that diverse. The former Model C school SGBs emphasise the needs of the community as well as the availability of teachers and teaching material, that is, both human and material resources. While the rural school SGBs are aware of the communities they serve they apparently do not know who should decide on the language policy. Their lack of knowledge on the issue was revealed in the following response:

They must consider the language that is used by most schools in our country which is English.

One of the rural school SGB chairpersons stated:

I will say the need of community that you are serving, the availability of resources and space i.e. both human and material resources. The background of the school plays an important role. Most of our learners in the community have parents who had English as the LOLT, so it is going to be easy for the parents and siblings to help them with their studies.

The responses showed that the SGBs of the former Model C schools involve all the stakeholders in the implementation of the language policy.

There is a strong belief on the part of most of the former Model C school SGBs, both the principals and the chairpersons, that the community in which the school is situated plays an important role in the implementation of the language policy. Their views and opinions on the matter were expressed variously, for example:

Mam, the factors influencing the implementation of language policy are demographics, human resources and material resources.

On the other hand, the majority of the rural school SGBs are of the opinion that there are certain physical factors specifically that hinder them in the effective implementation of the language policy. They maintain that the previous unequal distribution of resources has somehow impacted on the implementation of the language policy and also rendered them reluctant to participate fully and with commitment as SGB members in the schools that they serve. One expressed this concern as follows;

Ja, like I told you before, the schools did not have equal resources and they are not found in the same area. In the rural areas most of the SGB members cannot read and write. In the rural areas most of the parents are not eager to serve as SGB members, some do not even attend SGB meetings for various reasons.

4.4.4 Lack of support for the implementation of language policy

The rural school SGBs mentioned that there is not enough support for the implementation of the language policy and other policies by the Department of Education, while the former Model C school SGBs stated the opposite, namely, that

there is adequate support for the implementation of policies, including the language policy, by the Department of Education. Here is what one principal of a former Model C School had to say;

No, I don't think that the department does not support SGBs, so, instead there is a lot of support, especially from our manager. He is supporting the SGB quite well in issues like expulsion from school. Our papers are right, our procedures are right and he is always backing the school.

In addition to the above another former Model C school SGB chairperson said:

Yes, there are enough mechanisms in place to make governors accountable. In the past, when we needed help, the department was always willing to help and support.

4.4.5 Lack of commitment on the part of the school governing bodies

It appears that there is **lack of commitment on the part of the SGBs** in the rural schools and this has an impact on the implementation of policies, including the language policy. On the other hand, there is a high level of motivation on the part of the SGBs in the former Model C schools that promotes their commitment to the implementation of policies, including the language policy.

When the SGB members of the rural schools responded to questions about their commitment to the schools they serve in terms of their duties and responsibilities they made no mention in their responses of the implementation of language policy. A principal from one of these schools responded by saying:

It is difficult because I have no knowledge. All I can tell you is that my SGBs are really competent in handling finances of the school, in organising fund raising activities, and in disciplinary problems at school they are very, very active.

When the same question on commitment was posed to the principal of a former Model C school the principal responded as follows:

There is no complaint with regard to language which is Afrikaans but, instead, a complaint that we have a long waiting list of learners who want to be taught in Afrikaans.

The SGBs for the former Model C schools indicated that they participate in the implementation of language policy in addition to handling finances, organising fund raising and dealing with disciplinary problems. The responses also demonstrated the different levels of commitment on the part of the SGB members from former Model C schools and those from the rural schools on matters relating to language policy implementation. Another issue highlighted by both the principals and SGB chairpersons of the rural schools and that discouraged them from actively implementing the language policy was that either no support or inadequate support from the Department of Education. On this matter one principal commented as follows:

"I am waiting for 2 years for the approval of the financial policy, code of conduct, religious policy and language policy as well. We are only talking lip service."

The SGBs in the rural schools also stated that they were not fully committed to serving the schools as certain obstacles or hindrances made it difficult for them to carry out their duties and responsibilities. The SGB chairpersons from a rural school highlighted their plight as follows:

"I do not know about all the work I am supposed to do because, most of the time, we have to deal with cleaning the school and the maintenance of the buildings. I also do not understand the language used during the meetings (ga ke tlhaloganye ga go buiwa nako enngwe)."

Clearly the language of communication used during meetings, which is the LOLT in the schools, also results in the reluctance on the part of the SGB members to play an active role even in the implementation of the language policy itself. If an individual is to be able to implement a language policy the individual needs to know something about the language concerned.

The SGB members from the former Model C schools also had something to say with regard to the support that they receive from the Department of Education. There

were remarks from both the principals and the chairpersons of the former Model C schools that indicated positive support from the Department of Education:

I think the neighbouring schools are also running smoothly as far as I know because I know about most of the schools in the area. At least once a year there is SGB training session. You can see they know what they are supposed to do as they are on the ball. It is not really a problem, the mechanism is enough but, I think so, the training is so good.

Another SGB chairperson added:

May I say that we are very glad about the government – we are talking about the Department of Education and the Constitution. It is possible for us that we can implement the language that the community wants.

In the same vein a principal from one former Model C school added:

Yes, I think so, there is more than enough parent meetings, more than enough circulars and the governing body also use the internet as a way of communicating with parents.

In all of the above comments the SGBs of the former Model C schools indicate some degree of support from the Department of Basic Education as regards the discharge of their duties in general and also on matters concerning language policy implementation.

CHAPTER 5

ANALYSIS OF DATA COLLECTED

5.1 INTRODUCTION TO DISCUSSION

The study had four research objectives on which the research questions were based. For each research question sub-questions were posed to support the main research question, namely: What role do the SGBs play in the implementation of the language policy? During interviews questions were posed to the two key SGB officials, namely, the school principal, an ex officio member of the SGB, and the SGB chairperson who represents the parents at the school.

Objective 1. To determine the role the school governing bodies (SGBs) play in the implementation of the language policy.

The questions below were posed to determine the extent to which the SGBs play a role in the implementation of the language policy

The questions included the following:

- i) What do you think was the main aim of the establishment of the governing body (SGBs) on matters concerning language policy?
- ii) What do you think was the government's assumption when it devolved power to the SGBs?
- iii) As a statutory body of elected people, what is the responsibility of the school governing body (SGB) with regard to the implementation of language policy?
- iv) Do you think that the Department of Basic Education provides sufficient support to the school governing bodies (SGBs) to enable them to carry out their functions effectively?
- v) Do you think, as SGB members, you are given enough power to challenge existing patterns of participation by the Department of Basic Education in as far as language policy implementation is concerned?
- vi) What do you, as the school governing body (SGB), do to ensure the legitimacy of the language policy document?

Objective 2. To determine the extent of involvement of the SGBs in the language policy of the school.

In order to determine the involvement of the SGBs in the implementation of the language policy of their schools, the following questions were posed:

- i) Which languages are referred to as official languages in South Africa and may be used as the language of learning and teaching (LOLT)?
- ii) How do you understand the concept of first additional language (FAL) and second language?
- iii) What do you think was the reason why the government made this provision which is the delegation of duties and responsibilities to the SGBs?
- iv) What must the SGB take into account when it decides on language policy of the school?
- v) Mention at least three factors that you think may influence the implementation of the language policy in your school?
- vi) In what activities do you engage in order to advance the learning of language outside of the classroom?
- vii) Who decided on the LOLT at your school?
- viii) Tell me what you would do as an SGB member when you are confronted with language related issues at the school that affect the learners? (Mention the intervention measures or strategies that you would use to resolve the problem).
- ix) With regard to loyalty and dedication on the part of the SGB members in issues of language policy implementation how do you ensure that this is achieved?
- x) Do you think the SGBs in the rural schools and urban schools implement the language policy in the same way?

Objective 3. How do the SGBs consider the notion of the “learners’ best interest” when they implement the language policy?

The following questions were deemed to be relevant to the above mentioned objective and were posed to the respondents:

- i) As an SGB member whose interest do you serve when you decide on the language of learning and teaching (LOLT) for your school?
- ii) Do you agree that there are a number of factors that may influence the implementation of language policy? If you do agree with me please mention some of those factors and tell me why you think they are important?
- iii) Tell me what you would do as an SGB member when you are confronted by language related issues at the school that affect the learners? (Mention the intervention measures or strategies that you would use to resolve the problem).
- iv) Comment on how language may impact on the general academic performance of the learners?
- v) We hear about schools and parents taking the Department of Basic Education to court on issues of language. Why would this be on the basis of language in particular?
- vi) According to your observation, when learners in your school interact outside of the classroom, what language do they tend to use and what do you think the reason for this could be?
- vii) Mention the stakeholders in education to whom you think the school governing body (SGB) should be accountable when implementing the language policy?

Objective 4. How does the language policy influence staff employment and learner admission in your school?

The following questions were included in the interview guides which were used when conducting the interviews to address the employment and admission policy of the school:

- i) How, as SGB members, do you ensure that the educators that you employ in your school are carefully selected to suit the language needs of your school?
- ii) Do you think that the learners at your school are comfortable with the language of learning and teaching (LOLT) that is used at this school?

- iii) According to your observation, when learners interact outside of the classroom, what language do they use?
- iv) During staff meetings and other school gatherings or activities, what is the primary language used?
- v) It is stated in SASA that no language test may be administered to a learner prior to admission. As the issue of language is so critical, do you think the SGB has a role to play here?

After the interviews the data collected was analysed on two levels. The first level concerned determining the position of each of the schools on the questions asked. This was done by considering the responses of the school principals and the SGB chairpersons. The second level involved considering the responses of all the schools.

Level 1

For each of the schools a table is presented that contains the questions and responses of the principal and the SGB chairperson of each school:

The following table presents the transcribed interviews with both the principal and the chairperson of the SGB of Lighthouse Christian College.

Table 5.1: Principal's and chairperson's responses

1	To determine the role of the SGB in the school system	
	Principal	SGB Chairperson
i)	What do you think was the main aim behind the establishment of the governing body?	
	Parental involvement Adherence to policies	Better school management Provide service to the school
	What do you think was the government's assumption when it devolved power to the SGB?	
	Parental involvement	Provide better service to the school and

	Total learner involvement	all the stakeholders Accountability on all matters
	As a statutory body of elected people what is the responsibility of the school governing body?	
	Representation of government at the school level Drafting of policies	Take care of the learners' well being
	According to section 18(2b) of the SASA, how often should SGBs hold meetings?	
	Once a quarter	Once a month
	Do you think that the DBE provides sufficient support to the SGBs to enable them to carry out their functions effectively?	
	We do not doubt the support given to us by government	We are given enough support
2	To determine the extent of SGB involvement in the language policy of the school	
	Principal	SGB Chairperson
	Which languages are referred to as official languages in South Africa?	
	All the eleven official language including sign language	All the South African official languages
	How do you understand the concept of FAL and second language?	
	The language that the learners learn instead of the LOLT	Language chosen in addition to the mother tongue
	What do you think was the reason the government made this provision?	

	To enhance the quality of learning and teaching (LOLT)	There must be a common language used by all
	What must the SGBs take into account when they decide on the language policy of the school?	
	The language spoken by the community as well as the human and material resources available	Environment of the school
	Mention at least three factors that you think may influence the implementation of the language policy in your school?	
	Home language and available resources (human and material)	Community and the future of the child
	In what activities do you engage to advance the learning of language outside of the classroom?	
	Newspaper reading, debate and speech festival and remedial teaching	Encourage learners to speak English

How do the SGBs consider the notion of the “learners’ best interest” when they implement the language policy?

The following four questions, which were deemed relevant to the above mentioned objective, were posed to the interviewees:

Principal	SGB Chairperson
As an SGB member whose interest should you serve?	
The learners, the teachers and the community at large	The Department of Basic Education
What is the general academic performance of the learners in this school –	

good or bad?	
The academic performance is fairly good	The learners want to use their mother tongue
In which learning areas do learners fare well?	
Mostly languages (English and Afrikaans) followed by business, accounting, mathematics and science	Afrikaans and Life Orientation
What do you think the reason could be?	
Languages appear to be easier	Poor performance is caused by an insufficient knowledge of Afrikaans and English

Objective 4. How are staff employment and learner admission influenced by the school language policy?

The following four questions were included in the interview guides which were used to conduct the interviews and were aimed at exploring the employment and admission policy of the school:

	Principal	SGB Chairperson
	As SGB members how do you ensure that the educators who offer languages in your school are carefully selected to suit the needs of the school?	
	Language is not considered, only qualifications and experience are deemed to be important	In our case qualifications and experience play an important role
	Do you think that the learners at this school are comfortable with the medium of instruction that is used in the school?	

	Yes, the learners are comfortable with English	The learners are comfortable with English because that is what they are used to
	Setswana and they also code switch to English	Their mother tongue, mainly Setswana
	During staff meetings and other school gatherings or activities, which language is used?	
	English and the mother tongue	The staff members hold meetings on their own but I would guess they use the language of learning and teaching, namely, English

Level 2

The following is the analysis of the responses to the first question:

High School 5	High School 6	High School 2	High School 3	High School 4	High School 1
1. What do you think was the main aim behind the establishment of school governing bodies?					
I think that there must be a relationship between the parents and the school. The parents must be involved in the day to day running of the school	The main aim of an SGB is to improve the management of the school.	To govern the school successfully and effectively with all the resources available and to the best of their ability.	I think it is important that we have input from the outside. Parents may offer that input and provide another point of view	When SGBs were introduced they had to deal with the issues of finance, discipline and cleanliness.	To give the best service to the community and to try to resolve problems and involve the SGB.
All the respondents appeared to be aware of the reason why the SGBs were established.					
What do you think was the government's assumption when it devolved power to the SGB?					
There should be accountability on the part of learners and teachers in matters concerning	To avoid mismanagement and to ensure that there were capable people looking after the school's interest.	I think the intention was to get the parents involved in the education of their	No answer	No answer	No answer

language		children.			
<p>Half of the respondents understood the government’s reasons for establishing SGBs. Two of them saw this as helping to solve the accountability problem, while the third chairperson maintained that it was to get the parents involved in their children’s education. The remaining three chairpersons had no clue as to the government’s intentions.</p>					
<p>4. As a statutory body of elected people what is the responsibility of the school governing body?</p>					
<p>The principal represents the government at the school level and the other stakeholders represent their constituencies.</p>	<p>As a private school we talk about the vision and mission of the school, whom we are and why we function the way we do.</p>	<p>The school governing body (SGB) was introduced to make sure that power was shared for the purpose of democracy and also to facilitate the introduction of policies.</p>	<p>Well, I think the duties of the SGB are to be responsible enough to know what’s going on at school, to keep up with the curriculum policy governing language, to develop the sports ground and use the space more effectively, to deal with discipline</p>	<p>The SGBs must ensure that the school environment is clean and they also have raise funds.</p>	<p>They deal with disciplinary matters.</p>

				and also to make relevant decisions and provide input		
<p>The chairperson's views on the responsibilities of SGBs varied. This may be the result of the fact that the various schools experience different problems. Some of the chairpersons thought the aim of the SGBs was to enforce discipline, ensure a clean school environment, raise funds and develop policies pertaining to the curriculum and sport. Others thought their role involved power sharing and to represent their constituencies while another thought their aim was to fulfil the school's mission and vision</p>						
<p>According to section 18(2b) of the SASA how often should SGBS hold meetings?</p>						
Once per term, but it differs from school to school.	I have no idea what SASA stipulates but we meet once a month	Once a month for the school and at least once a term for the regulation.	I don't know that Act	First Tuesday of every month	I don't know what the Act says, but we meet once a month.	
<p>The majority – four out of six chairpersons – were not aware of the SASA (1996) Act provision for the holding of SGB meetings Nevertheless, all of the SGBs adhered to the SASA Act provision of holding a meeting at least once in a term at a time convenient to them. Five of the chairpersons indicated that their SGBs met every month.</p>						
<p>Do you think that the Department of Basic Education provides sufficient to the SGBs to enable them to carry out their functions effectively.</p>						
I do not think there is enough support. I have	Yes, there are enough mechanisms in place to render	The mechanism is enough. At least	I do not think the Department does as	There is a feeling that the Department	No enough mechanism in place.	

never seen any departmental official consulting the SGB members.	the governors accountable. In the past, when we needed help, the DBE was always willing to help and provide support.	once a year there is a school governing body training session, which is good enough.	much for SGBs as it does for teachers or principals, for example.	of Education does not give the SGBs enough support in some of their duties.	
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The majority – four out of the six chairpersons – argued that there was not enough support from the Department of Basic Education (DBE) to enable the governors to perform their functions effectively. Officials from the Department of Education did not attend their meetings nor were they given as much support as the teachers and principals. The two who considered the support to be sufficient maintained, that in the past, the DBE had helped whenever support was required. Another chairperson claimed that the training provided to them by the DBE was sufficient to enable them to function effectively.

High School 5	High School 6	High School 2	High School 3	High School 4	High School 1
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Which languages are referred to as the official languages in South Africa

All the eleven official language	All the eleven official language	All the eleven official languages and sign language	All the eleven official language	No answer	No answer
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How do you understand the concept of FAL and second language?

I understand it as another language in addition to the	I understand it as another language in addition to	Not the home language	I understand it as another	No answer	No answer
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language that is used as the medium of instruction.	the language that is used as the medium of instruction.		language in addition the language that is used as the medium of instruction. The aim is to enable the learners to acquire a basic knowledge of another language for when they are outside of the school		
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5.2 INTERVIEW AND DISCUSSION

INTRODUCTION

In the main it appeared that the SGB chairpersons understood that the SGBs are a legal/statutory body of elected people who should represent the parents of the learners. However, some of the chairpersons were of the opinion that their legal powers were limited to certain duties. As far as the implementation of the language policy was concerned, there seem to be little understanding of this issue. One respondent stated: *“Ma’am, they draft the policy and we apply it, they are responsible for the policy and ja, ja! No, we implement it, the school implements it. The policy that they give us we need to follow, but the implementation is done by the school.”* Another respondent had this to say:

No, madam, not in our case because the parents are mostly Setswana speaking people and they send their children to an English medium school but they don't talk English to their children and they don't encourage reading. They want us to do everything in the little time that we have here. If they were serious about the language they would make sure that the learners were developing because the children find it difficult because they are in two worlds – that is what I personally see from my side. I believe in mother tongue, because the parents are not honouring the language of tuition. The school is registered as an English medium school. It started in this area as an Indian school. It is only in later years that the SGBs came in and took over. English is now how it should be but, as far as the support of the parents, when we talk about the SGB we talk about parents who, as a whole, are not supportive. They want the performance but they are not supportive.

It appeared that the knowledge of the SGB members, particularly those in the rural schools, on the language policy implementation was characterised by doubt and misunderstanding as some of them indicated that they did not know who decided on and implemented the language policy of the schools in which they served.

Some of the respondents did not mention language policy implementation in the list of the duties with which they were tasked.

In the case of the former Model C schools, as opposed to the rural schools the SGB chairpersons mentioned that they were expected to provide the best service possible to the community and that this entailed determining the LOLT and ensuring that the policy was implemented.

One SGB chairperson confirmed:

To determine the language of learning and teaching (LOLT) – that is the main objective of the SGBs. By determining the language they come up with suggestions that this is an Afrikaans school and the medium of instruction is, thus, Afrikaans. It ends up there after determining the language. That is what we are supposed to do as SGB members. After that the responsibility for the implementation of the policy lies with the school manager who has to monitor

the need for another language. They must monitor what is happening in the community and how many learners come to the school.

In support of the above another SGB chairperson commented as follows: *“I don’t think there has been a serious language policy related issue in my time because every learner who comes to the school goes through an interview which is an exercise to the parent and the learner that the language of instruction will be Afrikaans. If they come here this is the policy.*

It appeared that the majority of the SGBs regarded the principal as an ex officio member who was a representative of the Department of Education and not a role player who could help with the implementation of the language policy in the best interests of the child as the principal was to serve the interests of the Department of Education. In support of this assertion one respondent stated: *“The principal represents the government at the school level and other stakeholders represent their constituencies.”* In the same vein another one said:

The principal is more direct and concerned with the day to day running of the school. He/she is not emotional and is objective when making the decisions that suit the Department of Education.

The SGB chairpersons of the former Model C schools maintained that they received sufficient from the Department of Education in the implementation of the language policy. This was borne out by the responses they received from the Department of Education. One respondent stated:

In most cases, yes, I think I have a very good relationship with the Department of Education officials and, when you have a good relationship with them, they are open to discuss problems, even those of language. I, therefore, can say I enjoy their support and we work well together.

Another former Model C school chairperson supported this assertion, saying: *“The Department of Education give us power to select the LOLT. The SGBs represent all the people – the teachers, the parents and every stakeholder as regards the implementation of the language policy.”*

One SGB chairperson said the following:

May I say that we are very glad that the government made it possible for us to implement the language policy or language of the community we serve the way we want.

A different picture was painted by the SGB members of the rural school as they indicated that they received minimal support from the Department of Education on the issue of language. This may perhaps be attributed to the fact that the admission of learners to the schools is sometimes in contradiction of the language policy implementation as principals are sometimes forced to admit learners whose mother tongue is not the LOLT at the school in question. One principal lamented: No, madam, not in our case because the parents are mostly Setswana speaking people and they send their children to English medium schools but they do not talk English to their children and they do not encourage reading. They want us to do everything in the little time that we have here. If they are serious about the language they would make sure that the learners were developing because the children find it difficult as they are in two worlds. That is why, personally, from my side I believe in mother tongue because the parents are not honouring the language of tuition (LOLT). The school is registered as an English medium school. This dates from when the school was an Indian school and it was only in later years that the SGB came in and took over. English is now how it should be but, as far as the support of the parents, when we talk about the SGB we talk about parents who are not supportive as they want performance but they are not supportive.

The lack of support from the Department of Education in the implementation of the language policy was expressed by one respondent as follows: *"I have never seen any departmental official coming to the SGB meetings when there is a language related issue. They do come for meetings but, you know, these meetings are classified".*

Furthermore, some SGB members in the rural schools are of the view that lack of support by the DBE with regard to language policy implementation lead to confrontation between the department and certain schools to a point where the issue ends up as a court case.

Madam you know what I think, what is happening and when you are talking about this court cases they are in; we should look into the situation where they are in, it is usually when the department started dual medium instruction. Your dual medium is fine when the department provides a full set of English teachers in the case of my school. Let us take Haarties as an example, they are now doing dual medium they originally started as Afrikaans school. Most of the teachers cannot speak proper English now they must teach in English because the department is saying that. I am bringing children! But, they don't bring educators. As long as the department is not doing that, it is not a matter of concern for them.

The same sentiment was emphasised in other ways as another interviewee stated:

I think the main problem between the school governing body (SGBs) and the Department of Education is that the SASA gives the school governing body power and the Department want to overrule that power. However, that is against the law and that is why the School Act fails as the governing body decide on the language.

There was a concern expressed that the rural schools SGB members did not participate fully in most SGB activities. This was to a number of factors, including illiteracy, the distance from the schools they served and a general lack of interest. This was evident when one commented: *"I think, as an Afrikaans community, all of our teachers are white teachers and they all grew up in Afrikaans community so, for staff meetings, there is no reason for any other language."*

This statement clearly illustrates the reason why the SGB members in the rural schools are not highly motivated to serve in their schools.

It was evident that both the SGBs of both the former Model C schools and the rural schools were of the opinion that the mother tongue of the learner should be the LOLT. However, there was lack of support from the Department of Education for the implementation of the language policy as stipulated or outlined in the SASA. This appeared to be a controversial exercise, particularly for the principals of the former Model C schools.

The SGB chairpersons of the former Model C schools expressed the following concerns:

Ja, like I told you before, the schools do not have equal resources and they are not found in the same area. In the rural areas most of the SGB members cannot read and write (they are illiterate). In the rural areas most of the parents are not eager to serve as SGB members, some do not even attend SGB meetings for various reasons...eh.

The community, the language of the community, the availability of other schools in the area. Ja! Definitely the teachers who are available. You can't introduce a language when teachers are not available to teach it.

The majority of the schools used English as the LOLT although their SGBs could not really explain who decided on the use of English as the medium of instruction. In the former Model C Schools where the LOLT was Afrikaans, both the principals and the SGB chairpersons appeared to be quite conversant with and articulate in the LOLT. One stated: "Ma'am, they draft the policy and we apply it, they are responsible for the policy and ja, ja! No, we implement it. By this I mean the school implements it, the policy that they give us, we need to follow but the implementation is done by the school". Another respondent had this to say:

Madam, I think the system, the structure and the policies must prevent that because you can do remedial, but it is limited for intervention because language is part of a person's being, and now, if I go and I teach a child for instance grammar, and I can teach theory ... but how do I get that child to express her/himself if I can basically go on theory level, but I don't go on to the implementation level, if the support from the outside is not up to scratch. If I take a Setswana child I raise this child from the age of 12, the child will already know my language as his/her mother tongue.

Many of the respondents were of the opinion that it is imperative SGB members to take into account the language spoken by the communities of the schools they serve before they implement the language policy. This was backed up by their various responses. These feelings were expressed by the SGBs in both the rural and the former Model C schools. They commented:

“Well, I think, firstly, you look at the area and the language spoken mostly there and, of course, you consider the mother tongue of the learner as a home language, and the language of instruction but I think that something a lot of schools must do is to think of the future of those children – Where they want to go? Are they going to work in business? Where African language are mostly spoken or maybe will the children want to go overseas and you know English will be more appropriate if they want to ... When they are older and, well, then maybe we can base their decision on that. I don’t think we have to consider the time now but we have to look at the future as well.”

“Again the needs of the community, the number of learners who want to come into the school that has other languages than we offer at school. The moment you’ve more than one language you make the whole administration difficult. Teachers that do two languages take half the time; it makes it very difficult to implement another language.”

Contrary to what most of the respondents said, it would appear that there was unexplained pressure emanating from the Constitution itself. Many of the activities related to language policy implementation are sabotaged by the human rights issues encapsulated in the Constitution. In support of the assertion two of the principals of the former Model C schools reported that:

The medium of instruction is Afrikaans. Yes, I do, we have a problem for the first time this year as there are three or two learners who are not coping with the medium of instruction. They are Tswana speaking and English is their second language and they are also comfortable with English so, for the first time, we have been struggling in the classroom. The parents want them here although they know they can’t speak Afrikaans and it is really a problem. We can’t convince the parents we’ve got a lot of black learner students and coloureds who speak Afrikaans and Indian people who speak English. For a child to sit in a class 8 times for 40 minutes a day being instructed in Afrikaans and he can’t understand a word, I think totally is a waste of time so, for the first time, this is a problem for us.

I think it is an Afrikaans community; all of our teachers are only white teachers. They all grew up in an Afrikaans community so, for staff meeting, there is no reason for any other language other than Afrikaans.

The respondents from both the rural and the former Model C schools highlighted the issue of the FAL which is a language the learners study in addition to the LOLT. In the schools in which Afrikaans is the medium of instruction, English is the FAL and, for the schools in which English is the medium of instruction, English is also a learning area and, thus, it become the learners' FAL. In regard some of the SGB chairpersons had this to say: "*FAL refers to the language you choose first after mother tongue*" and "*The language you do and is not your home language an addition to LOLT*".

The above responses provided evidence that most of the SGB members were aware of their role in the implementation of the language policy but could not distinguish between the LOLT and the FAL at their schools.

Many of the SGB chairpersons and principals were aware that language should not be taken into account when learners are admitted to schools. However, their knowledge on the issue was contrary to certain provisions in the Constitution in this regard. Some of the SGB members stated that, whatever they do as stakeholders in education, should be in the best interests of the child. For example, "Well, is difficult as it supposed to be to inform them about everything that is going on with the learners of the school, also just to have the learners' best interests at heart in all discussions". In emphasising this further one SGB chairperson stated:

When we are elected into power we are expected to give the best service to the community, to try to resolve the problems and involve the whole parent community.

In addition one principal stated that: "I am a representative of the government as a principal and parents represent the learners as the most important stakeholders in education".

It would appear that particularly the principals and the SGB chairpersons in the rural schools believed that implementation of language policy involved the following: when the children speak English/Afrikaans, when they are taught English/Afrikaans and

when they try to do everything in English/Afrikaans. This was highlighted by the fact that some of the SGB chairpersons were of the opinion that the LOLT they used, namely, English or Afrikaans was ideal.

In this vein one of them commented: *“Well, our learners do well in English and I think it is because of the influence of the media that they listen to from outside in English. The music they listen to and the movies they watch are mostly in English.”*

Subsequent to that another SGB chairperson stated: *“Even some of the learners who speak Setswana have got friends who speak English and, as a result, when they are with them everyone speaks English.”*

The SGB members of the rural schools appeared to be of the opinion that, since they did not interact with the learners on a daily day basis, it is not for them to decide on the language policy of the school. *“The SGBs are not at the school on a daily basis, they deal with the language on paper, they don’t deal with the reality of what is happening and, even when we are in a meeting, the SGBs speak Setswana instead of English among themselves.”*

Some of the principals from the rural schools complained that they did not have policies in place, including a language policy. One principal stated: *“We are operating without policies but there are some guidelines that give us direction, but this is not approved by the Department of Education which means I cannot go to court with my language policy.”*

Some of the SGB members appeared to understand the implementation of the language policy as a way of separating schools according to the environments in which the schools were situated. In this connection a principal raised the following concern: *“The Setswana community must have a Setswana school and the English community must have an English school, there has never been a college of education or a university offering training for teachers in Setswana.”*

Some SGB members mentioned that the lack of a proper or appropriate language was leading to a generation of non-readers. In support of this one principal mentioned that: *“People like comfort zones where there is no challenge with regard to the learning of a foreign language.”*

The majority of the governors know that their role involved not only determining school funds, school building maintenance, learner code of conduct, etc. They also made provision for language when they hired language educators.

In the former Model C schools where the medium of instruction was Afrikaans there were two languages used, i.e. Afrikaans and English. Afrikaans was the LOLT and English the FAL. It appeared that the SGBs at these schools advocated the retention and use of Afrikaans as they were responsible for implementing the language policy. This was highlighted when one of them said: *“We are active with public speaking in Afrikaans as well as in English. Ja, praat jy van die taalbeleid? That is very, very important –we cannot overemphasise its importance.”*

Another principal also said: *“I have indicated to you earlier that this is an Afrikaans community. All of our teachers are white teachers who grew up in Afrikaans communities so the LOLT is Afrikaans.”*

It appeared that, in the former Model C schools, the SGB members participated fully in the formulation and implementation of language policy. They had this to say:

When we talk about language policy we are basically referring to a document for us to say that this document is authentic – legal. We can challenge any situation with it. Madam, it must be approved by the Department and signed by the Department because it goes through the whole process of verifying from the SGBs and whatever, but the approval must come from the Department of Education and that is not happening.

In addition, the SGB chairperson s of former Model C school expressed his knowledge of the language policy as follows:

The learners and the teachers are not protected if there is no policy. Everybody can do what they want to do, if the policy is not there people may be unfairly treated, they may be discriminated against because of the language policy. The other thing is, when the policy is there that talks about language, the parent and the learners will know the limitations of the language of the school. If, the limitations are not stated in the policy and the policy is not there, signed like it must be signed and must be approved by the Department.

Some of the principals expressed the notion that, as managers, they had to be seen managing the curriculum and other SGB members by way of setting policies and seeing to their implementation because the LOLT is the mechanism through which the curriculum is driven. One principal commented: *“I am a representative of government but also, as a principal, I represent every stakeholder in the school like the learners, the teachers and the parents.”* The statement also indicates further that some principals did not know where to draw the line between curricular and policy matters.

The hiring of educators is one of the duties of the SGBs. All the SGB members of both the former Model C schools and the rural schools were able to discuss this responsibility fluently. The activity of hiring is a matter in which both the principal as an ex officio member and the SGB chairperson participate actively for reasons best known by both of them. As for the hiring of educators, the LOLT became an issue of concern when the educator was to be hired the purpose of teaching this language itself. For that reason the SGB chairperson of one of the rural school mentioned that: *“When we hire an educator we consider the profile of the educator, where they come from, and the way the teacher expresses her/himself in a particular language.”*

In support of this assertion one of the principals commented: *“All of my teachers are Afrikaans. I have indicated earlier on that when you speak you use a language which may either be English or Afrikaans but, mainly in our school Afrikaans, then we switch over to English to accommodate all.”*

It would appear that, in general, the SGB members of both the rural schools and the former Model C Schools participated in the hiring of educators. In addition, they made sure that the applicants for a position also met the requirement in terms of the language of learning and teaching (LOLT). As regards the language of learning and teaching (LOLT), the SGB members, as stakeholders in education and also as the legal implementers of language policy as stipulated in the SASA ensured that they afforded the learners ample opportunity to acquire the language of learning and teaching (LOLT) in a number of ways. In highlighting this one principal stated: *“We allow our learners to participate in public speaking in both Afrikaans and English.”* Others indicated that they advanced the learning of language outside of the

classroom by exposing them to the media centre and by allowing them to participate in speech competitions.

In order to ensure that the language policy document was an authentic document the SGBs chairperson of a former Model C School mentioned that: *“For the language policy document to be considered a legitimate document, it must be signed by all members of the SGBs.”*

The SGBs in some of the Brits District secondary schools where the LOLT is either Afrikaans or English ensured that there was continuity in the languages of learning and teaching (LOLT) by serving on the SGBs of the primary schools of the same community. One principal commented: *“We have a very good relationship with the principal of the neighbouring school as I am also an SGB member there; this helps us to decide on issues like school uniform, school fund and language”.*

There was also a concern expressed by some SGB members that policies are drawn up but are not implemented by the DBE. In an attempt to call for assistance from the DBE one principal retorted that:

Madam, But the approval must come from the Department and that is not happening. I can ask you to challenge the Department and ask them how many of the policies from different SGBs they have approved. I have been waiting for two years now for the approval of my finances and my code of conduct, and my religious policy is still lying there. I have not heard anything, they don't approve, and they don't go through them.

The SGBs in the rural schools emphasised that they had discovered that the learners were either not comfortable or struggle with the language of teaching and learning (LOLT), namely, English, at their schools. They made the following comments: *“Our learners communicate in Setswana among themselves or their mother tongue but they quickly switch to English when in class.”*

I think mother tongue is a big hindrance, the children differ and, of course, when they are in social groups outside the class they refer back to their mother tongue which makes it hard again to get them back to the it must be approved and signed by the Department because it goes through the whole process of verification by the school governing body (SGBs). Language of teaching and

learning LOLT in the classroom because that is not how they think. Another thing is that we teach students in higher grade who were not taught in the same language we are teaching now.

These comments further highlighted the plight of the learners with regard to the LOLT which is decided for them.

The comments also suggest that the learners are forced to use the LOLT, namely, English, because of the environment in which they find themselves and not because the LOLT has been prescribed to serve their needs. This was apparent in other instances where even their academic performance is sabotaged: *“I would say is very good, we’ve been able to maintain our results, they do well in Afrikaans.”* This response indicated that the academic performance of those learners whose mother tongue was Afrikaans was assisted by the language policy while the language policy impacted adversely on the academic performance of those learners whose mother tongue was not Afrikaans.

It appeared that the SGBs for both the former Model C Schools and the rural schools were aware that a language policy document must be authentic and, thus, used as a reference for all matters pertaining to language.

For the document to be legal and professional you have to have somebody conversant to formulate it and have somebody to see to it that it is compliant.

The statements above imply that the SGBs understood that the language policy document was both a legal and a legitimate document.

The SGBs from the rural school expressed concern about the lack of support from the Department of Education on matters related to language policy. In highlighting their plight one SGB chairperson reported that: *“I do not think we get enough support from the Department, I have never seen any departmental official come to the SGB meetings. They do go for meetings but, you know, these meetings are one day or two days.”*

5.3 OBSERVATION DISCUSSION

In order to enhance the quality of the study in terms of validity and reliability, observation was also used at the sites visited. This ensured that the methods for

collecting data were triangulated. At two of the secondary schools visited it was observed that the two schools were extremely large in terms of learner population. The numbers at the schools were approximately 1 500 learners. In these two schools the LOLT was Afrikaans. However, provision was made for one class to cater for the English speaking learners. **In addition there was also provision for an FAL which was English.** First additional language (FAL) is a provision that is required by the Department of Education in all schools. The discussion below focuses on what the researcher observed at the former Model C schools where the LOLT was Afrikaans.

In both of the above mentioned schools the teachers and staff members were Afrikaans speaking although there were one or two black teachers who spoke or offered Setswana as a second language. In the classrooms the majority of the learners (95%) were Afrikaans speakers who were being taught in Afrikaans. There was a class in each of the schools where the Afrikaans learners were **taught Setswana as FAL.** In one of these classes the teacher was Setswana speaking. This teacher continually **translated words from Afrikaans to Setswana** so that the learners were able to follow the lessons. The lessons seemed to be informal while the learners appeared to be **passionate about learning Setswana.**

In the same schools an Afrikaans speaking teacher taught **English as FAL** to the Afrikaans speaking learners. The **learners appeared to be active and attentive** during the lessons. The teacher also seemed to have prepared thoroughly for the lessons and this was obvious during the teacher's interaction with the learners. Inside and outside the classroom the learners used Afrikaans to communicate with each other. Some of the **SGB members present in the school yard also spoke Afrikaans.** These SGB members appeared to have served the school for a while as they were informed about the origin of the **SGB which had taken over from the school committee (skoolraad).**

When the SGB members are asked about the future of the LOLT, **they indicated that there appeared to be no plan to change the LOLT. Instead they talked about the introduction of one African language as suggested by the Department of Basic Education (DBE).** Both the learners and the teachers in these schools appeared to be comfortable with Afrikaans as the language of teaching and learning and they seemed to be fluent in it. The **SGB members in**

these schools spoke with confidence with issues of language policy and were able to produce the necessary documents.

The receptionist at school 1 had managed to speak in English when preparing a copy of an agenda for the meeting. As regards the future of **the Afrikaans language** as the LOLT, the SMT indicated that the school was full and the introduction of another language would be difficult. In the board room both the SGB chairperson and the principal had responded to the questions posed to them during the interview **in Afrikaans.**

During the interview they had **struggled to translate Afrikaans words into English.** The learners spoke Afrikaans among themselves. When the learners were in small groups with an educator, they communicated in Afrikaans. The administrative assistants used Afrikaans and English interchangeably, for example, "Morning julle". Although there was no discrimination on the basis of language the **LOLT was indisputably Afrikaans.** The **SMT supported the use of Afrikaans** and advised parents whose home language was not Afrikaans to consider taking their children to other schools where the language of teaching and learning was not Afrikaans.

The SGB chairperson of one of the schools mentioned that there had been 21-year-old boy in Grade 10 but that he could not cope with Afrikaans as the medium of instruction. The school had advised **his parents that,** he wanted to farm, he should be allowed to go into farming. The boy had subsequently come back and thanked the school. **Afrikaans impacts on the academic performance** of learners whose home language is **neither Afrikaans nor English.** Both the principal and the SGB chairperson had mentioned this.

The discussion below centres on observations at the rural or black schools. These observations took place both inside and outside of the classroom and also during and after lessons.

On their way from assembly to their respective classrooms the learners **communicated in different languages,** for example Setswana, English, Xhosa and Zulu, although in such a manner that **teachers did not hear them.** In the classroom during lessons the teachers used mainly English in all subjects excluding Afrikaans.

The learners participated enthusiastically in the lessons and appeared to be interested. During Afrikaans lessons the teachers used mainly Afrikaans. The participation from the **learners appeared to be minimal** although the teacher explained new terms in detail using examples.

In all the rural schools communication during assembly was mainly in English with some Setswana. When the teachers made announcements in English – the LOLT – the learners responded positively, for example exciting announcements were followed by excitement from the learners while reprimands were followed by silence and remorse. However, the responses to **announcements in English showed that not all the learners were conversant with the language**, for example when the learners were informed about a visit by Home Affairs during which they would be helped with their ID applications some learners were seen whispering to others in an attempt to understand the message.

During lunch breaks the educators used English in the staffroom although, in the corridors, the few **Afrikaans-speaking teachers communicated in Afrikaans**. During lunch break the learners continued to use their home language as they did from assembly to their classrooms.

On the sports field English was used primarily for all communications although other home language were also used, for example Setswana. The LOLT in this school was English. **The school was initially an Indian school the LOLT had always been English**. The learner population comprised predominantly black learners whose home language was mainly Setswana. Afrikaans was the FAL for these learners.

In the black schools and the rural schools, communication during assembly was mainly in English as English was LOLT, although other language such as Setswana was also used during announcements. The **learners appeared to understand the announcements in English**. Nevertheless, in order to ensure their understanding of all announcements their home language, namely Setswana, was also used. On their way to their classrooms the learners used Setswana to communicate with each other

During the lessons the teachers used mainly English to facilitate, although some explanations were in the learners' home languages where necessary. During their

home language periods the learners went to different classrooms, for example, the Setswana speaking learners to one classroom.

The learners appeared to participate to their maximum potential during the home language lessons while the teachers appeared to be extremely proficient in presenting their lessons. During lunch breaks the learners were free to use their home languages.

The teachers used a combination of English and their home languages during lunch time. English was the main language used during staff meetings. The teachers participated fully in these meetings

On the sports field and during other extracurricular activities the learners used their home language. The teacher coaching games also used the learners' home language except when explaining the rules of the game as this was done in English. **Intervention/remedial strategies were not possible** due to the large learner enrolment. The learners often struggled with the language used and they tended to resort to their different home languages.

The language of teaching and learning, namely **English, had been inherited from the previous dispensation as there were no language policy documents available** to show that the SGBs had drawn up their own language policy.

The negative remarks regarding support from the DBE indicated dissatisfaction with the level of support received as regards to the language policy implementation. **Learner performance was being impacted on by the use of English as the LOLT as the academic performance** of learners whose LOLT was Afrikaans was better compared to that of those learners whose mother tongue was not Afrikaans.

The learners spoke Setswana outside of the classroom while the teachers spoke Setswana-with the learners and with each other. **Our interview started in Setswana**, i.e. introduction and welcome, but the actual questions were posed and answered in English. During lessons the **teachers and learners spoke Setswana**. However, during the other subjects, for example Life Science, the teacher used English for **80% of the time and Setswana for about 20% of the time** for extra

clarity which the learners requested it. Thus, there was **code switching** from time to time.

During the English lesson the non-English speaker teacher taught the non-English speaker learners in English. There was evidence of thorough preparation as material resources were made available to the learners. The learners actively participated in the lesson and seemed to be enjoying it. Although the learners' home language was Setswana, the LOLT at the school was **English**. English as the language of teaching and learning had clearly been inherited as the SGB member interviewed was able to provide only limited information on the language policy formulation and implementation. The educators displayed considerable **confidence in their colleague** who offered English – the LOLT.

One of the rural schools visited has approximately 600 learners, of which 100% spoke Setswana. The educators in the school all spoke Setswana although the LOLT was English. The school had an average pass rate although the results did sometimes drop drastically. The village from the learners came was a rural community in which more than **half the inhabitants were illiterate**. There were, however, a few college graduates, mainly teachers, but their **children did not attend the local schools (rural schools)**. Although they spoke Setswana, the pre-schoolers in the village did know a little English. This is evident in the learners who came from these feeder schools. The **parents had attended the local schools (rural schools)** and some had managed to pass matric and go on to tertiary education.

On entering the school, the administrator had greeted the researcher in a friendly way in Setswana, as had the educators who passed the researcher in the reception area. The learners, who entered the administration block, all spoke in Setswana. Outside of the classrooms they communicated in their home language, i.e. Setswana. This may, at times, be the reason for the drop in the school's pass rate because of the language barrier in the content subjects which are offered in English as the LOLT.

The SGB teacher representative who was interviewed instead of the principal emphasised that the DBE **was doing little to train** the SGBs on the issue of school

policies, especially the language policy which is the most vital. English as the LOLT meant that the learners were sometimes not able to interpret questions asked. It was the researcher's observation that the SGB was **eager to assist the school in improving its results**. However, they were restricted by both a **lack of knowledge and support from the DBE**. Clearly much remains for the SGBs to do as regards changing the school policy and supporting learners as regards communicating in the language of teaching and learning in order to help them to improve their understanding of the language. This, in turn, would assist them to answer examination questions correctly.

5.4 DOCUMENT ANALYSIS

To strengthen and supplement the data collected from the interviews and observation, the following documents were analysed, namely, the **language policy documents** of the selected schools and the SGB minutes of the meetings held where the language policy formed part of the agenda.

The SGB members from three of the former Model C schools produced a language policy document in which the issues of language were clearly outlined. The documents bore the signatures of the SGB members and outlined the admission requirements in these schools with regard to language. In view of the fact that the LOLT was Afrikaans, the document was presented in Afrikaans as the "**Taalbeleid**". As regards the minutes of the meeting discussions on the language policy were addressed under a section of the agenda termed "Kultuur".

Three of the rural schools were not able to produce a language policy document although they did produce the **general school policy** in which there was a section on language. This emphasis in this section was on facilitation and assessment which were conducted in English as English was the LOLT in these schools. The minutes of the SGB meetings were not available in these three schools.

5.5 CONCLUSION

It emerged clearly from the observation that the SGBs of the former Model C Schools understood their role in the implementation of the language policy. The schools where they served were Afrikaans schools and the LOLT was Afrikaans. The SGB members of these schools were able to produce a physical document relating

to the language policy. The SGB chairpersons of these schools were not relegate their duties as regards the implementation of the language policy to the principal or the SMT and they were ensuring that the Afrikaans language was retained as the language of teaching and learning by participating fully in the implementation of the language policy. They even made sure that in the neighbouring (feeder) schools the LOLT was Afrikaans. They were of the opinion that the schools had always been Afrikaans schools and that they should remain Afrikaans schools as this was the tradition that had to be passed down from generation to generation.

In order to comply with the Constitution the SGBs were quick to point out that it was best for the parents whose children were not Afrikaans speakers to take their children to schools where the LOLT would be suited to them. They indicate that, in so doing, they were upholding the notion of the “learners’ best interest” as outlined in the Constitution.

CHAPTER 6

FINDINGS AND RECOMMENDATION

6.1 FINDINGS

The previous apartheid government provided a platform on which schools were governed according to race. The final commission report decreed that blacks should be provided with separate educational facilities under the control of the Ministry of Native Affairs rather than the Ministry of Education. Under the provisions of the Group Areas Act, the urban and rural areas in South Africa were divided into zones in which members of one racial group only were allowed to live. All other racial groups were forced to move Clark & Worger (2004:64). It is apparent that there were significant **disparities** between the former Model C urban and rural secondary as regards the governance of the schools despite the powers relegated by the government to bodies such as SGBs in the interests of broader participation and representativity on the part of all stakeholders. However, it would appear that the playing fields have not yet been properly levelled as the former Model C schools have always had and still have adequate resources, both human and material.

The SGBs of the former Model C schools reported that Afrikaans had always been the language of learning and teaching (LOLT) at these schools. One chairperson mentioned that this dated from 1992. Despite the fact that, under the previous dispensation, the language of learning and teaching (LOLT) had been decided on the basis of race, the National Party as the ruling party and which had comprised predominantly of white, Afrikaans speaking people, had intended to promote their interests by enforcing Afrikaans as the medium of instruction in all learning-teaching subjects.

This, in turn, suggests that the former Model C schools have always enjoyed the advantage of using their home language (Afrikaans) as the language of learning and teaching (LOLT) while the rural, secondary schools have had to use either Afrikaans or English as the language of learning and teaching (LOLT) even though it was not their learners' mother tongue. This state of affairs existed in the past and it would appear that it is continuing even under the new dispensation, although perhaps in a different form. When the legislation was changed to confers power on the all the

SGBs and provide them with mechanisms to decide on the language of learning and teaching (LOLT), the SGBs of the former Model C secondary schools were already ahead of the SGBs in the rural, secondary schools as they did not have to struggle with the challenges that accompany the implementation of the language policy.

It also emerged from the study that it would appear that there is **role confusion** as regards the duties and responsibilities of SGB members particularly those from the rural schools and that the implementation of the language policy tends to be neglected. A SGB chairperson from one of the rural schools commented: *“The principal represents the government; the SGBs attend to issues of funds, maintenance of the school and policies.”* However, it seems that the other duties are clearly understood and were well-articulated by the SGB members. The SGB members seem to be of the opinion that language policy implementation is the responsibility of the principal and head of department. This was expressed by several of the SGB members when they were interviewed.

The morale among the SGB members from the rural schools appeared to be low while they also displayed a lack of **interest**. They suggested a variety of why they did not participate fully in all the activities that they are mandated to carry, including language policy implementation. On the other hand, the SGB members from the former Model C schools displayed an interest in serving their schools. On the day of the interview, two of the SGB members had telephoned the researcher the day before to remind her of their appointment. On the actual day of the appointment one of the SGB chairpersons was engaged in another activity but managed to attend the interview as well. This, in turn, provides evidence of the degree of willingness and commitment on the part of these SGB members to serve their schools.

It was mentioned by some of the SGB members of these schools that the workshops and training conducted by officials from the Departmental of Education were generally conducted in languages that they did not understand, be it Setswana or English but, because of their high level of commitment, they would seek clarity on issues they did not understand.

Another factor that emerged from the study and which impacted on the implementation of language policy by the SGBs was the issue of **educator training and educator employment**. In this regard the SGBs of the former Model C schools

indicated that, as the custodians of language policy and educator employment, they ensured that the home language of the educators they employed was Afrikaans and also that they had been trained to teach or facilitate lessons through the medium of Afrikaans. However, in the case of the rural schools, the majority of the educators had been trained to facilitate lessons through the medium of English which was not their mother tongue. During the interviews one principal from a rural school expressed the opinion that she believed that there should be schools for each ethnic group in South Africa in which the LOLT was those of the ethnic group concerned. The respondent however lost sight of the fact that this may take the country back to where it was before democracy.

The SGBs in the former Model C schools did participate in the employment/hiring of educators but they did not take into account the issue of the LOLT. One principal stated: "We look at qualifications and the experience of the teacher, if he/she is fit enough to stand or teach that particular subject."

In response to questions on the language policy implementation the respondents from the former Model C schools indicated that they responded to this challenge, namely, that **language was used as a gate-keeping mechanism** and is protected by the Constitution. They mentioned that language is part of culture and that it must be passed on from generation to generation. The study is based on critical theory that focuses on political, cultural, economic, and social relationships within a culture, particularly as they are related to what groups have power and which group do not have power. A critical theorist, for example, might do an analysis of the ways schools are funded and point out that children from poor families tend to go to schools that are poorly funded while children of well-to-do parents go to schools with better funding. Critical theory also argues that information technology, or technology in general, is not value free. Critical theorists view IT as another means of production and as such it has to be viewed in the context of the political, ideological and cultural assumptions of the society that has given rise to it. In terms of **critical theory** equality has to be realised in democracy. On the other hand, the SGBs from the rural schools were of the opinion that English, as the LOLT, offers opportunities which enable the children to perform better and also socialise better should they move on to institutions of higher learning. A rural school principal stated:

“The reason why they do not go to Setswana schools, why do they go to other unit, what is the reason? Because they look down on the education and is that not always the truth because many of the Setswana speakers do very well in English because they feel they will be inferior when they go to university. This is unfortunately so and that is the perception of South Africans although that should change and I think the SGBs should change that.”

The former Model C schools made their **language policy document** available to the researcher and, thus, the researcher was able to critically examine these documents. However, in the case of the rural schools the researcher was unable to obtain a language policy document except from one school where the language policy formed part of the school policy. The other schools used the language policy as a stipulated extract from the SASA, 1996. The minutes for the SGB meetings did include a section in which language had been discussed but this was made available by one former Model C school only. The SGBs of the rural schools were not able to produce any such minutes. According to **critical theory**, it is essential that the individual's freedom is promoted. The former Model C schools produced language policy documents which appeared to be organised and legitimate as it had the signatures and school stamp of the said school.

6.2 RECOMMENDATIONS

It is essential that the **disparity** which resulted from the previous government is reviewed and that both former Model C schools and rural schools are provided with equal opportunities for the governance of their schools. In terms of language policy implementation this would entail training and workshops being customised to suite the level of the SGBs in the rural schools to enable them to understand the SASA and/or statute better. Such workshops or training should be held in friendly environments such as the school. The language used in these trainings should be the language used by the communities of the former Model C schools and the rural schools. This, in turn, would ensure that the SGBs of both these school types would be **better capacitated** and also that both the rural schools and the former Model C schools would be afforded an opportunity for **equal bench marking** in terms of governance.

The provision of resources must also be redressed – both human resources and material resources. In addition, there should be adequate support from the Department of Education in the form of activities such as signing or endorsing policies from the schools. The activities should be taken seriously by those in charge. Education officials should ensure that they investigate whether a claim made by SGBs in the rural schools with regard to a shortage of both human and material resources is legitimate. This could take the form of some kind of audit that is permissible by law.

Serving on SGBs service is not remunerated and, thus, to increase morale and stimulate interest, SGBs should be given some form of **incentives**. These could include the presentation of certificates after training as this may encourage them to participate fully and show more interest. For example, if SGB members are trained specifically on the implementation of language policy and awarded a certificate afterwards they would probably show an interest on the matter and make an effort to better because of the incentive in the form of the certificate.

The government devolved power to the SGBs to enable broader participation by all stakeholders. Nevertheless, **volunteers** could be enlisted as such volunteers may serve with interest, commitment and selflessness. This, in turn, may reduce the unwillingness the extra mile.

In order to redress one of the many inequalities inherited from the previous government there is a need for **educator training to be revisited**. Rather than training educators in general, a specific LOLT could be suggested and decided upon while the educator was still undergoing training. This would help with the proper and equitable placement of educators and the provision of resources as well as assisting with the resolution of the problem of language policy implementation by the SGBs. It is also imperative to take the activity even to the next level and implement it at the higher institutions of learning to ensure continuity and sustainability.

It was evident from the interviews that the SGBs from both the former Model C schools and as well as the rural schools were aware that they had to serve the learners' best interest. However, the SGBs from the rural schools are not aware of the notion of **"learner's best interests"** as stipulated in the Constitution, particularly as regards the implementation of the language policy. However, this may become

possible if the SGBs from the rural schools were educated to embrace their own languages and see their languages as a part of their culture that needs to be transferred from generation to generation. At present it is the former Model C schools that embrace Afrikaans to this extent.

6.3 CONCLUSION

Based on the study findings it became evident that the SGBs of the former Model C schools and the rural schools in the Brits District implemented the language policy in different ways. The SGBs of the former Model C Schools were aware that they were the custodians of language policy implementation while the SGBs of the rural schools were also aware that they were supposed to implement the language policy. However, the latter did not seem to be clear on the extent to which they were supposed to be involved in the implementation of the language policy. The LOLT in the former Model C schools was Afrikaans and had been since 1928 and during the apartheid regime. The present government had mandated the SGBs to continue in this way.

The SGBs from the rural schools had taken over with English as the LOLT in the schools they served and it had continued to be used as the LOLT. It is, thus, evident that, despite the fact that power had been devolved to the SGBs and the implementation of the language policy remained a problem in the rural schools. The perception of English as a language of opportunities appears to have perpetuated the use of English as a medium of instruction in the rural schools. On the other hand the devolution of power to the SGBs appears to have afforded the former Model C schools an opportunity to retain and protect Afrikaans as a medium of instruction in their schools.

Critical theory seeks to free the individuals/groups in a society and, thus, in the case of both the rural schools and the former Model C schools the theory may be used to investigate repression and apartheid ideology in the school system. In some ways the use of English as a medium of instruction by the rural schools impacts on the academic performance of the learners while it would appear that the use of Afrikaans as a medium of instruction by the former Model C schools benefits their learners as regards their academic performance.

The study revealed that the SGBs in the rural schools rely mainly on intuition in order to govern their schools. Thus, for these schools to be governed effectively there is a need to capacitate their SGBs, particularly in matters related to language policy implementation. Capacity building in this case may refer to educating the SGBs on how to derive the language policy extract from SASA and to customise it to their own environments. In addition, they could be assisted to draw up the actual language policy while departmental officials in charge of the governance of these schools could assist with the implementation of the policy in these schools. However, this would all have to be done gradually.

With regard to the duties and the responsibilities of the SGBs there is a need for strong emphasis on their understanding of their roles in general, including that of language policy implementation. However, this must not be seen as the function of the principal as an *ex officio* of the SGB but as a duty of every stakeholder.

The study sought to ascertain the role of SGBs in the implementation of language policy in former Model C secondary schools and rural secondary school in the Brits District in the North West Province. Qualitative methods were used to collect the data. These included interviews, observation and document analysis. These three methods of collecting data were combined for the purpose of triangulation.

Cohen et al (2000:pg112) maintain that, by analogy, triangular techniques in the social sciences attempt to map out, or explain more fully, the richness and complexity of human behaviour by studying it from more than one stand point and, in so doing, they make use of both quantitative and qualitative data. Triangulation is a powerful way of demonstrating concurrent validity, particularly in qualitative research Campbell & Fiske (1959). In this study the use of three qualitative data collection techniques resulted in the emergence of a number of factors concerning the use or implementation of language policy in both the former Model C schools and the rural secondary schools.

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ADDENDA

DIE HOËRSKOOLO WAGPOS

TAALBELEID

1. INLEIDING: WETLIKE BEPALINGS

- 1.1 Behoudens die Grondwet en die Suid-Afrikaanse Skolewet 1996, kan die Minister, na oorleg met die Raad van Onderwysministers, by wyse van gedragkode vir leerders in die Staatskoerant norme en standaarde vir taalbeleid in openbare skole vasstel.
- 1.2 Die Beheerliggaam van 'n openbare skool kan die taalbeleid van die skool bepaal, behoudens die Grondwet, die Suid-Afrikaanse Skolewet en enige toepaslike provinsiale wet, na konsultasie met die Departement en onderhewig aan die goedkeuring van die Lid van die Uitvoerende Komitee.
- 1.3 Geen vorm van rasse diskriminasie mag in die uitvoering van beleid wat kragtens hierdie artikel bepaal is, plaasvind nie.
- 1.4 'n Erkende gebaretaal het die status van 'n amptelike taal vir die doeleindes van onderrig in 'n openbare skool.
- 1.5 Taalvaardigheidstoetse mag nie gebruik word as toelatingsvereistes tot 'n openbare skool nie.
- 1.6 Leerders by openbare skole moet aangemoedig word om gebruik te maak van 'n verskeidenheid van amptelike tale.
- 1.7 Geen leerder by 'n openbare skool of privaatskool mag gepenaliseer word deur hom / haarself uit te druk in 'n taal wat nie 'n onderrigtaal van die betrokke skool is nie.

Binne praktiese beperkinge, het 'n leerder die reg tot 'n taalkeuse in onderwys.

2. TAALBELEID

2.1 Taalbeleid van Die Hoërskool Wagpos:

- Die Hoërskool Wagpos erken die reg van toegang van leerders tot basiese opvoeding en toegang tot die skool.
- Die Hoërskool Wagpos erken die reg tot toegang van die individu dat daar geen diskriminasie ten opsigte van taal toegelaat word nie.
- Die Beheerliggaam van Die Hoërskool Wagpos het, in ooreenstemming met die wetlike bepalinge, besluit dat die onderrigtaal van die skool Afrikaans sal wees, met Engels as tweede taal.



education

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OFFICE OF THE AREA MANAGER: MADIBENG AREA OFFICE

Enquiries : Thema N.M
Tel : 012 250 1910
Email : mosst@webmail.co.za

To : All school

From : Thema N.M

Date : 16 April 2013

Subject : **DATA COLLECTION**

Mrs. Mabusela G.G is a M.Ed candidate at the University of South Africa (UNISA) and she is at a stage where she needs to collect data. Her research topic is, the implementation of language policy by the School Governing Bodies (SGBs) in the Madibeng (Brits) District Secondary Schools.

This communique serves to request the Principals of the affected Schools to allow her to gain entrance to the site and collect the needed data. The candidate promises to observe the research ethics as stipulated in the university policies.

Your assistance in this regard will be highly appreciated.


Thema N.M
ACTING AREA MANAGER





education
Lefapha la Thuto
Onderwys Departement
Department of Education
NORTH WEST PROVINCE

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e-mail: moremig@nwpg.gov.za

OFFICE OF THE AREA MANAGER: LETLHABILE AREA PROJECT OFFICE

Enquire : Ramagofu C.H.
Cell : 078 8020 667
Email : mamcathy@yahoo.com

To : all School
From : Mrs Ramagofu C.H.
Date : 16 April 2013

Subject : **DATA COLLECTION**

Mrs. Mabusela G.G is a M.Ed candidate at the University of South Africa (UNISA) and she is at a stage where she needs to collect data. Her research topic is the implementation of language policy by the school Governing Bodies (SGBs) in the Madibeng (BRITS) District Secondary Schools.

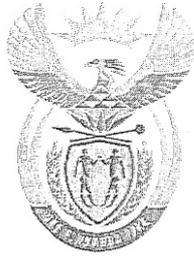
This communiqué serves to request the Principals of the affected Schools to allow her to gain entrance to the side and collect the needed data. The candidate promises to observe the research ethics as stipulated in the policies.

Your assistance in this regard will be highly appreciated.

Mrs Ramagofu C.H.
ACTING AREA MANAGER



"STAND UP, TEAM UP AND REACH OUT"
"A PORTRAIT OF EXCELLENCE"



BANTU CENTRAL COMBINED SCHOOL

education

Department:
Education
REPUBLIC OF SOUTH AFRICA

EXAMINATION GUIDELINES

GRADE 12

LITERATURE

**PAPER 2: HOME LANGUAGE AND FIRST ADDITIONAL
LANGUAGE**

AND

**PAPER 1: SECTION D: SECOND ADDITIONAL
LANGUAGE**

This guideline consist of 26 pages.

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TAALBELEID

1. INLEIDING : WETLIKE BEPALINGS

- 1.1 Behoudens die Grondwet en die Suid-Afrikaanse Skolewet 1996, kan die Minister, na oorleg met die Raad van Onderwysministers, by wyse van gedragskode vir leerders in die Staatskoerant norme en standaarde vir taalbeleid in openbare skole vasstel.
- 1.2 Die beheerliggaam van 'n openbare skool kan die taalbeleid van die skool bepaal, behoudens die Grondwet, die Suid-Afrikaanse Skolewet en enige toepaslike provinsiale wet, na konsultasie met die Departement en onderhewig aan die goedkeuring van die Lid van die Uitvoerende Komitee.
- 1.3 Geen vorm van rassediskriminasie mag in die uitvoering van beleid wat kragtens hierdie artikel bepaal is, plaasvind nie.
- 1.4 'n Erkende gebaretaal het die status van 'n amptelike taal vir die doeleindes van onderrig in 'n openbare skool.
- 1.5 Taalvaardigheidstoetse mag nie gebruik word as toelatingsvereistes tot 'n openbare skool nie.
- 1.6 Leerders by openbare skole moet aangemoedig word om gebruik te maak van 'n verskeidenheid van amptelike tale.
- 1.7 Geen leerder by 'n openbare skool of privaatskool mag gepenaliseer word deur hom/haarself uit te druk in 'n taal wat nie 'n onderrigtaal van die betrokke skool is nie.

Binne praktiese beperkinge, het 'n leerder die reg tot 'n taalkeuse in onderwys.

2. TAALBELEID

Afgekondig deur Minister van Onderwys op 14 Julie 1997:

2.1 Doelwitte met taalbeleid

- * Die bevordering van meertaligheid, waarby ingesluit die ontwikkeling van alle tale en daardeur die bevordering van die volle deelname van elke individu in die samelewing en die verbetering van kommunikasie oor alle grense heen.
- * Die behoud van die huistaal(e), terwyl terselfdertyd toegang tot en gebruik van ander tale moontlik gemaak word.

- * Om te voldoen aan die reg van die leerder om die taal waarin hy onderrig wil word, te kies.
- * Om die beginsels dat onderrig deur en die leer van alle tale, moontlik sal wees, te ondersteun.
- * Om die benadering wat uit die verskillende vorme van ongelykheid tussen huistale en tale vir onderrig en leer ontstaan het, teen te werk.

2.2 Die reg en posisie van leerders

- * Die leerder mag by sy aansoek om toelating tot 'n skool skriftelik die taal aandui waarin hy verkies om onderrig te word.
- * Waar 'n skool reeds die taal vir leer en onderrig, soos verkies deur die leerder, aanbied en indien daar plek in die betrokke graad in die skool is, moet die skool die leerder toelaat.

2.3 Die Beheerliggaam

In die bepaling van die taalbeleid van die skool, moet die beheerliggaam aandui hoe die skool meertaligheid sal bevorder deur onder andere die gebruik van meer as een taal vir leer en onderrig en/of deur spesiale taalbevorderingsprogramme of deur ander metodes wat deur die hoof van die onderwysdepartement goedgekeur is.

2.4 Die verantwoordelikheid van die Onderwysdepartement

- * Die departement is verantwoordelik vir die bevordering van meertaligheid asook die ontwikkeling van amptelike tale.
- * Die departement moet volgens neergelegde riglyne, wat ook aan die Grondwet moet voldoen, bepaal hoe aan die behoeftes van leerders voldoen sal word wanneer hulle in 'n bepaalde taal onderrig verlang, maar dit nie in 'n distrik voorsien word nie, met inagneming van die advies van beheerliggame en skoolhoofde.

Die Provinsiale Onderwysdepartement moet weë en wyses ondersoek waardeur die beperkte menslike hulpbronne in die provinsie die beste aangewend kan word, waarby ingesluit is die voorsiening van taalbevorderingsprogramme in skole, veral in distrikte wat nie in die huistaal van leerders kan voorsien nie.

2.5 Taalbeleid van Hoërskool Brits

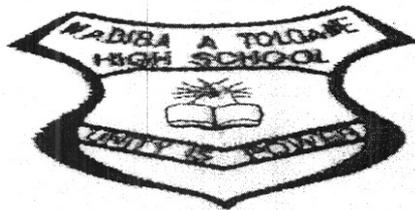
- * Hoërskool Brits erken die reg van toegang van leerders tot basiese opvoeding en toegang tot die skool.
- * Hoërskool Brits erken die reg van toegang van die individu dat daar geen diskriminasie ten opsigte van taal toegelaat word nie.
- * Die Beheerliggaam van Hoërskool Brits het, in ooreenstemming met die wetlike bepalings, besluit dat die onderrigtaal van die skool Afrikaans sal wees, met Engels as

**HOËRSKOOL BRITS
POSBUS 195
BRITS 0250**

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tweede taal en dat bykomende klasse, waarin die onderrigtaal Engels is, toegelaat sal word soos vooraf met die beheerliggaam ooreengekom word.

MADIBA-A-TOLOANE SECONDARY SCHOOL



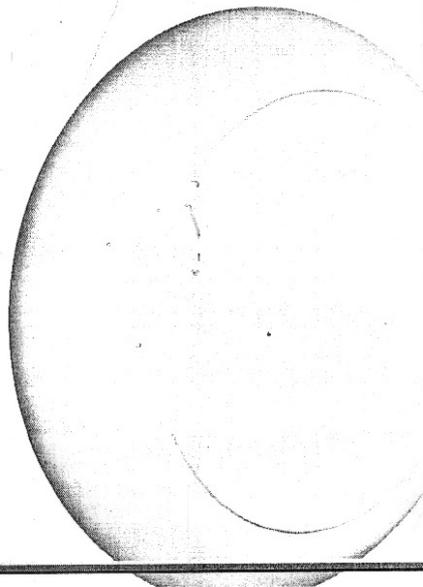
SCHOOL POLICY

MADIBA-A-TOLOANE

2013

SCHOOL POLICY

Madiba-A-Toloane
[Pick the date]



DIE HOËRSKOOL WAGPOS

AGENDA

VOLLE BEHEERLIGGAAMSVERGADERING GEHOU IN DIE RAADSAAL OP
MAANDAG, 2 DESEMBER 2013 OM 17:00

1. OPENING EN VERWELKOMING:
2. TEENWOORDIG:
3. VERSKONING:
4. LIEF EN LEED:
5. SAKE VOORTSPRUITEND UIT VORIGE NOTULE:
6. GOEDKEURING VAN VORIGE NOTULE:
7. VLR: *— Learner reps*
8. VOORSITTER:
9. TERREIN EN GEBOUE:
10. NIE-ONDERWYS VERTEENWOORDIGER:
11. ONDERWYS VERTEENWOORDIGERS: *— Teacher reps*
12. DEPARTEMENTELE VERTEENWOORDIGER:
13. SPORT:
14. BOERDERY:
15. KOSHUISE & GEBOUE (Sentrums):
16. SEKURITEIT, DISSIPLINE & KLERE:
17. KULTUUR:
18. BEMARKING:
19. FINANSIES:
20. FUNKSIES:
21. KONTRAKTE:
22. ALGEMEEN:
23. AFSLUITING.